

**Notice of a public meeting of
Executive**

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

Date: Thursday, 26 November 2020

Time: 5.30 pm

Venue: Remote Meeting

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, 30 November 2020.**

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

1. Declarations of Interest

At this point, Members are asked to declare:

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

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

2. Exclusion of Press and Public

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

'Confidential' Annexes 1, 2, 3, 4 and 5 to Agenda Item 9 (Update on the Asset Management Strategy 2017-2022) on the grounds that they contain information relating to the financial or business affairs of particular persons. This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

3. Minutes (Pages 1 - 10)

To approve the minutes of the last Executive meeting, held on 22 October 2020.

4. 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 remote meetings. The deadline for registering at this meeting is at 5.00pm on Tuesday 24 November 2020.

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

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

5. Forward Plan (Pages 11 - 14)

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

6. City of York Council Recovery and Renewal Strategy - November Update (Pages 15 - 24)

The Chief Operating Officer to present an update report for November on the council's activities both directly in response to Covid-19 and to support recovery and renewal.

7. The Future of the Extended City Centre Footstreets (Pages 25 - 128)

The Corporate Director of Economy and Place to present a report which reviews the temporary extension of the city centre footstreets in response to Covid-19, the mitigations in place for those who have been affected by the revised footstreets, and whether any of the temporary measures should be made permanent, in view of the feedback received and future strategic priorities.

8. York Railway Station Gateway – Funding and Delivery (Pages 129 - 174)

The Corporate Director of Economy and Place to present a report which provides an update on the current status of the Station Frontage project and seeks approval for a phased approach to delivery and a series of actions enabling progress while mitigating the risks to the council.

9. Update on the Asset Management Strategy 2017-2022 (Pages 175 - 258)

The Interim Director of Place to present a report which sets out progress against the delivery of the council's Asset Management Strategy for the period 2017-2022, and seeks approval for proposed amendments to the Strategy and a series of proposals for lease disposal and acquisition.

10. City of York Council's relationship with Welcome to Yorkshire (Pages 259 - 286)

The Corporate Director of Economy and Place to present a report which reviews the role of Welcome to Yorkshire (WTY) in promoting York and Yorkshire to potential visitors, outlines current funding arrangements, and seeks approval for a financial contribution and proposed governance, monitoring and review arrangements to underpin this.

11. Wenlock Children's Home Contract Variation and Extension with Hexagon Care Services (Pages 287 - 294)

The Corporate Director of People to present a report which seeks approval for a variation and extension to an existing contract with Hexagon Care Services, for the provision of residential care for young people.

Note: This item has been included on the agenda under urgency procedures, as a key decision listed on the Forward Plan for less than 28 days before the meeting date. This is because the recommended course of action had not been confirmed as a possibility in time to meet this deadline and the existing contract will expire on 7 December. A notice under Regulation 10 has been published on the council's website.

12. 2020/21 Finance and Performance Monitor 2 (Pages 295 - 342)

The Chief Operating Officer to present a report which provides details of the council's overall finance and performance position for the period 1 April 2020 to 30 September 2020, together with an overview of any emerging issues.

13. Capital Programme - Monitor 2 2020/21 (Pages 343 - 360)

The Chief Finance Officer to present a report which sets out the projected outturn position for 2020/21, including any under-spends, over-spends and adjustments, along with requests to re-profile budgets to and from current and future years.

14. Treasury Management Mid-Year Review and Prudential Indicators 2020/21 (Pages 361 - 374)

The Chief Finance Officer to present a report which provides an update on Treasury Management activity and Prudential Indicators for the period 1 April 2020 to 30 September 2020.

15. 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**

This page is intentionally left blank

City of York Council

Committee Minutes

Meeting	Executive
Date	22 October 2020
Present	Councillors Aspden (Chair), Ayre, Craghill, Cuthbertson, D'Agorne, Runciman, Smalley, Waller and Widdowson
In Attendance	Councillor Myers

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS

43. 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. No additional interests were declared.

44. Minutes

Resolved: That the minutes of the Executive meeting held on 1 October 2020 be approved as a correct record, to be signed by the Chair at a later date, subject to an amendment to Minute 34 (Public Participation) to record the receipt of written comments from Cllr Douglas on the item *City of York Council Recovery and Renewal Strategy – September Update*.

45. Public Participation

It was reported that there had been three registrations to speak at the meeting under the Council's Public Participation Scheme, including two requests to speak by Ward Members.

Cllr Pavlovic spoke on Agenda Item 6 (Phase 2 of the Housing Delivery Programme), as Shadow Spokesperson for Housing. He criticised the programme, on the grounds that it did not properly address the rising numbers of those in priority housing need in the city, and urged Members to do more to deliver increased numbers of affordable homes within council developments.

Andrea Dudding spoke on Agenda Item 10 (Urgent Business: Devolution for York and North Yorkshire and Unitarisation – Update), on behalf of UNISON. She stressed the need, during any reorganisation process, to minimise disruption, protect jobs, level up terms and conditions and put an end to the outsourcing of council services.

Cllr Crawshaw also spoke on Item 10, as Chair of the Customer & Corporate Services Scrutiny Management Committee. He expressed concern that a narrow approach was being taken, without proper exploration of alternative options, and asked Members to recommend that Council refer the matter to Scrutiny before a final submission was made.

46. Forward Plan

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.

47. City of York Council Recovery and Renewal Strategy - October Update

The Interim Head of Paid Service presented a report which provided an update on the council's activities in response to Covid-19, both directly and to support recovery and renewal.

The report outlined the three-tier system for local restrictions announced by government on 12 October, and York's current placing at the 'Medium' level. Updates in respect of economic, communities and corporate recovery were provided in paragraphs 10-13, 14-20 and 21-23 respectively, with details of the council's communications activity in paragraphs 24-25 and Annex 2. The communities update highlighted progress in improving Children's Services, via the results of the 'Front Door Health Check' attached at Annex 1.

The Director of Public Health provided a further update at the meeting on Covid-19 cases in York, which had reached 3,016 in total since March. The virus was spreading mostly through household contacts; although there had been cases in 4 care homes and 3 schools, these had not led to outbreaks or school closures. In care homes, staff were being tested weekly and residents monthly. There had been a small increase in hospital

cases. Local test and trace capacity was being stepped up, with discussions being held on a third testing site and the local contact tracing service having just gone live.

Members expressed their thanks to staff across the council, as well as local residents and businesses, for their work and support in a fast-changing situation. The Chair confirmed that the council would continue to lobby government for better support and communication.

Resolved: That the contents of the report, and the further information provided at the meeting, be noted.

48. Phase 2 of the Housing Delivery Programme

The Interim Director of Place presented a report which outlined the business cases for the development of new high quality homes and public open space at Burnholme and Duncombe Barracks, and a proposal to facilitate the delivery of further new homes through the disposal of 8 small sites to self-builders.

The report set out the milestones achieved since 29 September 2019, when Executive had approved the 'Building Better Places' design manual and the 'Shape Homes York' brand (minute 44 of that meeting refers). The plans for Duncombe Barracks, detailed in paragraphs 16-21, included 34 homes, 1 commercial unit and 2 new areas of public space. Those for Burnholme, in paragraphs 22-26, included 85 homes (5 of which to be self-built), 2 new areas of public space and improvements to a 3rd public space. The 8 sites proposed for a further 14 self-build plots were vacant or under-used HRA land assets in various wards, as explained in paragraphs 29-30.

Paragraphs 31-33 provided an overall financial summary of the proposals, which would require initial investment of an extra £1.29m to meet increased standards in terms of space, zero carbon and 'future-proofing'. As well as quality homes for residents, this would deliver savings in the long term. Opportunities for grant funding would also be sought. Disposal of the small sites to self-builders was expected to deliver £1m additional receipts.

In endorsing the proposals, the Executive Member for Housing & Safer Communities responded to matters raised under Public Participation, stating that the programme would deliver quality

homes in strong communities, with twice the nationally required percentage of affordable housing.

Resolved: (i) That approval be given to use existing project management resources to procure a construction contractor and related support services (in compliance with all relevant procurement legislation) for the residential development, associated infrastructure and public space works at the Duncombe Barracks and Burnholme sites, in accordance with any future planning permission granted for the development of those sites, and that authority be delegated to the Interim Director of Place, in consultation with the Director of Governance, to take such steps as are necessary to award and enter into the resulting contract.

(ii) That the allocation of £32.1m from the Housing Delivery Programme capital budget to deliver the projects referred to in (i) above be approved.

(iii) That approval be given to dispose of 8 small sites (as set out in Table 7 in the report) for the purpose of self-build housing, supporting the council's ambition to enable residents to provide their own housing solutions.

(iv) That approval be given to use existing resources in the Housing Delivery Programme capital budget to support any professional advice and minor works needed to enable the sale of these self-build sites, with plots to be marketed based on an independent valuation and authority delegated to the Interim Director of Place to accept the best offer.

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

49. Huntington Neighbourhood Plan - Examiner's Report and Proposed Modifications

The Assistant Director of Planning & Public Protection presented a report which informed Members of the Examiner's

recommended modifications to the Huntington Neighbourhood Plan and proposed additional modifications in relation to the Green Belt policies, after a challenge through the examination process.

The recommendations of the Local Plan Working Group, following consideration of the report at their meeting on 20 October, had been circulated to Members.

The Examiner's report was attached at Annex A, with details of the recommended modifications, and the council's response to these, at Annex B. Annex C set out officers' proposed additional recommended modifications to the Plan in relation to Green Belt policies. These clarified that, in advance of the adoption of the Local Plan, decisions on whether to treat land as falling within the Green Belt for development management purposes would be taken in accordance with the approach supported in the Wedgewood case referred to above. Judgement in the case had been received after the Examiner's report was issued in February 2020.

Resolved: (i) That the proposed additional modifications set out in Annex C to the report be approved for consultation purposes.

Reason: To allow public consultation on the proposed additional modifications.

(ii) That approval be given for a Neighbourhood Plan (Regulation 17A(2)) consultation on the proposed additional modifications to the Huntington Neighbourhood Plan set out in Annex C.

Reason: So that interested parties can comment on the proposed modifications to the approach to the Green Belt policies.

(iii) That responsibility for the proposed additional modifications and consultation strategy be delegated to the Assistant Director for Planning & Public Protection, in consultation with the Executive Member for Economy & Strategic Planning.

Reason: To allow public consultation on the proposed additional modifications.

(iv) That consideration of the Examiner's report at Annex A and the proposed modifications strategy at Annex B be deferred until the consultation on the proposed additional modifications in Annex C has taken place.

Reason: To enable Members to make a decision on how to proceed with the Neighbourhood Plan in relation to all proposed modifications with consideration for the responses received to the Neighbourhood Plan (Regulation 17A(2) consultation on Annex C.

50. Temporary Amendments to the Council's Statement of Community Involvement

The Assistant Director of Planning & Public Protection presented a report which sought approval to make temporary amendments to the Council's Statement of Community Involvement (SCI), to revise planning-related public access and involvement procedures in response to current social distancing restrictions as a result of the Covid-19 pandemic.

The recommendations of the Local Plan Working Group, following consideration of the report at their meeting on 20 October, had been circulated to Members. These proposed some changes to the amendments to address concerns raised by the Group regarding non-digital access to documents, plus a review of the amendments after 6 months.

The draft temporary amendments, attached as Annex A to the report, set out the approach being taken to the commitments in the SCI during the pandemic. They included the temporary suspension of face to face consultation events and provision of printed documents, and their replacement by alternative methods such as virtual meetings and social media, with advocates to be nominated for those without access to online consultation. It was proposed that authority be delegated to the relevant Director and Executive Member to determine when the temporary arrangements would cease.

A revised version of Annex A, incorporating the changes recommended by the LPWG, had been circulated to Members.

Resolved: (i) That the recommended temporary revisions to the council's adopted SCI set out in Annex A, as revised to incorporate the changes requested by the Local Plan Working Group, and reflecting the specific requirements arising from national guidance and procedures on dealing with coronavirus implications, be approved.

(ii) That officers be authorised to publish the covering note to the adopted SCI on the council's website.

(iii) That authority be delegated to the Corporate Director of Economy & Place, in consultation with the Executive Member for Economy & Strategic Planning, to approve the implementation of the revisions for a period of up to 6 months and, should the revisions remain in place after 6 months, to ask the Local Plan Working Group to consider whether to recommend a further period of implementation.

Reason: To ensure that consultation and engagement in the planning process remain effective at a time when restrictions have been placed on face to face social interactions to help combat the spread of coronavirus, and to provide some certainty as to the duration of the temporary amendments.

51. Proposed Lease of Library Lawn to Explore York Libraries and Archives Mutual Limited

The Assistant Director of Communities & Culture presented a report which invited Executive to consider the results of public consultation on the above proposal following their in-principle decision on 23 July 2020 to grant the lease.

A Section 123 Open Space notice had been published in the York Press in August, with a deadline of 10 September for responses. One comment had been received, objecting to a mini golf course on the site. Feedback from further public consultation, including two Zoom events attended by 30 people, had been constructive. Details were set out in paragraphs 7-10 of the report.

Members were invited to approve the granting of the lease to Explore in accordance with their decision in July, or to refuse it in the light of the response to the Section 123 notice.

Resolved: (i) That approval be given to grant a lease of Library Lawn and the St Leonards Hospital Ruins (Store) to Explore York and Archives Mutual Limited (Explore) until 31 March 2034, under the terms set out in the report to Executive on 23 July 2020, to enable Explore to deliver cultural activities.

Reason: To allow Explore to use the space in connection with the operation of York Explore library and to sub-lease to third parties in order to generate income.

PART B - MATTERS REFERRED TO COUNCIL

52. Urgent Business: Devolution for York and North Yorkshire and Unitarisation - Update

The Interim Head of Paid Service presented a report which provided an update on government policy developments affecting both the possibilities for devolution and the future of local government in York and North Yorkshire.

The Chair had agreed to take this item under urgent business due to the very recent confirmation of the timescales for submission and the need to meet those timescales. A Regulation 11 notice had been published to the council's website, in compliance with special urgency procedures for key decisions.

On 23 July, Executive had approved a series of 'Asks' for a devolution deal. On 9 October, the Secretary of State had written to York and North Yorkshire council leaders, inviting them to submit proposals to replace 2-tier local authority structures with new unitary models by 9 November. As a unitary, York did not need to change to meet this requirement but was likely to be affected by the submissions of other authorities. Analysis of the likely submissions indicated that York would benefit significantly, in terms of the speed of devolution, the continuity of services, and the city's identity, by remaining a unitary on its existing footprint. It was proposed that a submission be made on this basis, together with a

Partnership Agreement outlining how existing joint working with North Yorkshire County Council could be built on to achieve maximum efficiencies with a new North Yorkshire unitary authority.

In response to matters raised under Public Participation, the Chair noted that the proposals would be debated at Full Council and that he would be happy to meet with union representatives and to work with scrutiny and the Labour group moving forward. Members thanked officers for producing the report at short notice, and endorsed the proposed submissions as representing the best option for York at this point.

Recommended: That Council:

- (i) Note the letter from the Secretary of State (Annex 2 to the report) and the issues as set out in the report.
- (ii) Approve the submission to Government of a case for City of York Council remaining a unitary on its existing footprint.
- (iii) Delegate authority to the Interim Head of Paid Service to make a submission, in line with the decision above, within the Government's timescales.
- (iv) Approve the submission of a Strategic Partnership Agreement with North Yorkshire (Annex 4), which proposes areas of potential joint working between City of York Council and a new North Yorkshire unitary council to support efficient local government in the region.
- (v) Approve the submission of Devolution 'Asks' (Annex 1, as approved by Executive on 23 July 2020) alongside the unitary submission, subject to the permissibility within this process, in order to progress devolution discussions with Government as quickly as possible.

Reason: To ensure that an appropriate response, which benefits York, is submitted to Government within the required timescales.

Cllr K Aspden, Chair

[The meeting started at 5.33 pm and finished at 7.24 pm].

Forward Plan: Executive Meeting: 26 November 2020

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 15 December 2020

Title and Description	Author	Portfolio Holder
<p>Amendment to Council Tax Support Scheme Purpose of Report: The council had intended undertaking a full consultation process during 2020 to bring forward a new scheme for approval. The coronavirus pandemic meant this was postponed until 2021. However a minor change to the scheme that required minimum consultation (6 weeks) has gone ahead. The change is to stop the multiple bills been sent to customers in receipt of universal credit generated by minor fluctuations in their pay. This has led to confusion, and the change has also been requested by third sector organisations who represent many of the customers. Whilst a minor change, the legislation requires Full Council approval.</p> <p>Executive will be asked to: approve the new scheme.</p>	David Walker	Executive Member for Finance & Performance
<p>Make It York – Impact of Covid-19 Purpose of Report: To consider an approach from the Make It York Board seeking the Council’s financial support to mitigate the impact of Covid-19 on its services.</p> <p>Executive will be asked to: consider the proposal for a series of actions to respond to Make It York’s Board request.</p>	Charlie Croft	Executive Member for Culture, Leisure & Communities

Title and Description	Author	Portfolio Holder
<p>Council Housing Retrofit Purpose of Report: A capital budget has previously been approved to deliver energy retrofit works to council homes. This report will identify opportunities for utilising this funding to reduce the carbon emissions from our council housing stock whilst also helping to reduce fuel poverty.</p> <p>Executive will be asked to: approve recommendations related to the use of a capital budget to deliver council house energy retrofit works.</p>	Michael Jones	Executive Member for Housing & Safer Neighbourhoods
<p>Update on the Council's preparations for the UK's exit from the European Union Purpose of Report: To present an update on work undertaken by officers ahead of the UK's exit from the European Union.</p> <p>Executive will be asked to: note preparations that have taken place ahead of Brexit; request officers to continue to monitor Brexit and its potential impacts on the Council and city; and request Officers to continue to work at a national, regional and local level to support the city's preparations for Brexit.</p>	Will Boardman	Executive Leader (incorporating Policy, Strategy and Partnerships)
<p>CYC Renewal and Recovery Strategy Update Purpose of Report: To provide an update on activities in response to Covid-19 and work to support recovery and renewal. This follows previous Executive decisions to approve the Recovery and Renewal Plan, which frames the Council's recovery activities for the year.</p> <p>Executive will be asked to: note the report.</p>	Will Boardman	Executive Leader (incorporating Policy, Strategy and Partnerships)

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 14 January 2020

Title and Description	Author	Portfolio Holder
<p>The York Business Improvement District Renewal Ballot Purpose of report: To inform Executive of the York Business Improvement District (BID) renewal ballot scheduled to take place in February 2021, which will allow local businesses in the BID area to vote on whether they wish the BID to continue for a second five year term. (This report, and the ballot renewal date, have been delayed for three months due to the COVID-19 pandemic).</p> <p>Executive will be asked to:</p> <ul style="list-style-type: none"> • Support the City Centre BID and its work, and its bid for a second term • Confirm the Executive is satisfied that the York BID proposals are not in conflict with any existing Council Policy • Note the Baseline Service Agreements which provide a legal commitment by the council to maintain provision of relevant services in the BID area • Approve arrangements proceed to allow the council to operate the ballot and act as the collection agent for the levy • Note the stages and timescales required to secure a second BID term. 	Penny Nicholson	Executive Member for Economy & Strategic Planning
<p>Street Works – Changing from noticing to a permitting scheme Purpose of Report: To seek approval to conduct a public consultation on proposals to introduce a permit scheme to govern all utility and highway works activities within the authority’s highway network.</p> <p>Executive will be asked to: approve a public consultation exercise to seek feedback from statutory consultees and other stakeholders on the proposals.</p>	Helene Vergereau	Executive Member for Transport

Table 3: Items Slipped on the Forward Plan

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p>Taxi Licensing Policy – New Vehicle Standards Purpose of Report: To seek approval for a change in the taxi licensing policy to introduce new environmental standards and age limits for taxis as well as increasing the number of wheelchair accessible hackney carriage vehicles.</p> <p>Executive will be asked to: amend the Taxi Licensing Policy and conditions with regard to the type of hackney carriage and private hire vehicles that will be licensed by the council in future, in line with the above purpose.</p>	<p>Matthew Boxall</p>	<p>Executive Member for Economy and Strategic Planning</p> <p>Executive Member for Environment and Climate Change</p> <p>Executive Member for Transport</p>	<p>26/11/20</p>	<p>tbc</p>	<p>The unmet demand test is now beyond its three years and therefore needs updating. The Licensing Committee has agreed that this should take place. Until the test is updated, it would not be prudent to issue a licence.</p>
<p>The York Business Improvement District Renewal Ballot</p> <p>See Table 2 for details.</p>	<p>Penny Nicholson</p>	<p>Executive Member for Economy & Strategic Planning</p>	<p>26/11/20</p>	<p>14/01/21</p>	<p>The York Bid Ballot date has been delayed and therefore this item has been postponed to fit in with the revised timeline.</p>
<p>Street Works – Changing from noticing to a permitting scheme</p> <p>See Table 2 for details.</p>	<p>Helene Vergereau</p>	<p>Executive Member for Transport</p>	<p>15/12/20</p>	<p>14/01/21</p>	<p>To enable further consideration of responses to consultation.</p>



Executive**26 November 2020**

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

City of York Council Recovery and Renewal Strategy – November Update**Summary**

1. This report provides an update on activities both directly in response to Covid-19 and the work to support recovery and renewal. This follows previous Executive decisions to approve the Recovery and Renewal Plan, which frames the Council's recovery activity for this year.
2. In this month's report, the implications of further lockdown are discussed with the latest information on council services, financial assistance for businesses and the council's test and trace arrangements.

Recommendations

3. Executive is asked to:
 - a. Note the contents of the report

Background

4. On 25th June, Executive received a report to outline the council's 1-year Recovery and Renewal Strategy. This highlighted the need for a revised set of strategies to address the very significant and immediate impacts of coronavirus across all aspects of life in our city.
5. The strategy set the following principles upon which we will build our response:
 - a. Prioritise the health and wellbeing of our residents, against the immediate threat of coronavirus and the consequences of changes to the way we live. Public Health guidance will be paramount in all the decisions we make.

- b. Support the economic recovery of the City, helping to create a strong, sustainable and inclusive economy for the future. Learning lessons from the challenges of coronavirus, promote a system that utilises the strengths of our city and region to the benefit of all York’s residents and businesses.
 - c. Protect and prioritise the City’s environment and reinforce our work to mitigate and adapt to climate change.
 - d. Pursue improvements in service delivery where they have been identified as part of the Response phase, creating a more efficient and resilient system.
 - e. Reinforce and restore public confidence in the resilience of public agencies and resilience to future challenges and emergencies.
6. Included in June’s report was a One Year Transport and Place Strategy, as the first part of the economic recovery approach. A report in July supplemented this with a Business Support Plan, a Skills and Employment Plan and a Tourism Marketing Plan.

CYC Recovery and Renewal Plan (1 year)				
Economic Recovery Plan			Communities	Corporate
Business Support Plan	One Year Transport and Place Plan	Skills and Employment Plan	Recovery from coronavirus: A community-based approach	Organisational Development Plan
Tourism Marketing Plan				

Latest Outbreak Update

- 7. Given the rapidly changing context in respect of the second period of lockdown, an update on the latest situation will be given verbally to the Executive at the meeting.
- 8. Since the 7 day rate of cases per 100,000 of population in York peaked at 309.6 on 20 October, the rate has recently fallen to 176.6 (as at 6 November). The rate in York is below the national and regional averages and is currently among the lowest in the Yorkshire and Humber Region.
- 9. The percentage of people who test positive after taking a community based (Pillar 2) test in York has fallen to 10.2% (as of 9 November) after a peak of 18% (on 15 October). The rate in York is currently lower than national and regional averages.

10. On 5 November, national restrictions came into force limiting what people are allowed to do. For the duration of restrictions, people:

- a. must stay at home, except for specific purposes, including:
 - i. education
 - ii. work, if you cannot work from home
 - iii. exercise and recreation outdoors, with your household, support bubble, or on your own with 1 person from another household (pre-school aged children or those requiring round-the-clock care are not counted towards the total number of people)
 - iv. for medical reasons, appointments and to escape injury or harm
 - v. to shop for food and essentials
 - vi. to provide care for vulnerable people, or as a volunteer
- b. cannot meet people who are not part of your household/support bubble, except for specific purposes
- c. cannot use or operate certain businesses and venues, which will close

11. It is anticipated these restriction will remain until 2 December.

Recovery Updates

Economic

12. City of York Council is urging eligible businesses to register for government grants. Business owners can apply for the grants online at www.york.gov.uk/COVID19BusinessGrants.

13. The latest Government grants cover both the brief period York was in Tier 2 restrictions and the current national lockdown. Council officers have been quickly working to set up the process after the government issued detailed guidance on delivering the three new grant schemes.

14. The government-prescribed grant allocations, cover:

- a. The period of national lockdown;
- b. The brief period whilst York was in Tier 2 of local restrictions;
- c. The new grant for sectors which have received no previous government support

15. Businesses will soon be able to apply for the following grants:

Lockdown Local Restriction Scheme

16. Business forced to close by law under national lockdown from 5 November will receive:
- a. For properties with a rateable value of £15k or under, grants to be £1,334 per month, or £667 per two weeks;
 - b. For properties with a rateable value of between £15k-£51k grants to be £2,000 per month, or £1,000 per two weeks;
 - c. For properties with a rateable value of £51k or over grants to be £3,000 per month, or £1,500 per two weeks.

Tier 2 Local Restriction Scheme

17. Businesses in the hospitality and leisure sectors, B&Bs and hotels will receive a proportion of the following monthly grants to reflect the 19 days spent in Tier 2:
- a. For properties with a rateable value of £15k or under, grants of £934 per month
 - b. For properties with a rateable value above £15k and below £51k, grants of £1,400 per month
 - c. For properties with a rateable value of £51k or above, grants of £2,100 per month

Sector support

18. A new government grant aimed at businesses which have not previously received support, including nightclubs, dance halls, and discotheques was introduced from 1 November 2020. However, this will be superseded from 5 November by the lockdown restriction scheme.
- a. For properties with a rateable value of £15k or under, grants of £667 per 14-day period
 - b. For properties with a rateable value above £15k and below £51k, grants of £1,000 per 14-day period
 - c. For properties with a rateable value of £51k or above, grants of £1,500 per 14-day period

Additional Restrictions Grant

19. The council has also been in extensive discussions with representative groups across the city to develop proposals for an additional discretionary fund given to local authorities by the government.

20. A decision was taken by the Executive Member for Finance and Performance on 12 November, outlining how the fund would be used to support businesses which are forced to shut in the current lockdown, but miss out on the government funding, including:
- a. Providing equivalent grants to the supply chains of business forced to close
 - b. Offering direct grants of up to £1334 per month for businesses which have to close but don't pay rates
 - c. A voucher scheme to be spent on effective local business support
 - d. A small fund to support future events or works to bring customers to businesses
21. More details on the application process for these grants will be available soon.

Communities

22. In recent weeks the council has launched its local contact tracing programme to reach those the national system has been unable to. Since then, the number of people being contacted to check they are ok and identify any contacts has increased substantially. In the past two weeks, the council has reached well over 80% of contacts passed to them by the national test and trace service and the team are thankful for the support of residents who are contacted for this vital service.
23. Directors of Public Health have been asked to submit expressions of interest to Government to test 10% of our local population on a weekly rolling basis, which will mean testing approximately 20,000 residents every week in York.
24. This is something new that has never been done before and so the council is planning how this new testing programme can be delivered effectively and in a safe way. Anyone testing positive will need to be referred into the local contact tracing service and, therefore, this service must be expanded in order to accept more referrals.
25. An 'expression of interest' will be presented to the Outbreak Management Advisory Board for consideration, after which the proposal will be submitted to the Department for Health and Social Care.
26. Over the October half term, City of York Council approved funding to provide more than 2850 children with food vouchers. Almost £43,000 of emergency funding was identified to continue supporting children with free

school meals, for children who normally receive free school meals during term-time. This is on top of the £9000 previously spent on free school meals from the emergency fund set up to support individuals and families during the pandemic.

27. The council is currently developing plans to use the Winter Grant Scheme Fund recently announced by Government.
28. At the beginning of November, the council put front line teams on standby to support residents and businesses as river levels rose. Working with the Environment Agency, the council used the latest advice to identify peak levels and will communicate any potential impacts separately. Letters were sent to residents living in homes and properties which might be directly affected by high river levels, providing advice and support in addition to any direct mitigation measures put in place.
29. Whilst responding to issues such as potential flooding in addition to Covid-19 is inevitably challenging, working closely with the York and North Yorkshire Local Resilience Forum allows the council and partners to work within tried and tested procedures to ensure an appropriate response.

Corporate

30. The latest restrictions have impacts on council services. The council confirmed on Wednesday 4 November which services will remain open, operate slightly differently, or close in order to support local businesses and key workers for the duration of lockdown:
 - a. early years settings, schools, colleges and universities will remain open
 - b. children's and adults services will continue with further guidance expected
 - c. public toilets, parks and children's play areas will remain open
 - d. household waste and recycling sites will remain open
 - e. public meetings will continue remotely with residents encouraged to take part
 - f. footstreets restrictions will revert to finishing at 5.00pm rather than 8.00pm
 - g. temporary loading bans will be removed to ensure additional help for local businesses moving to delivery services

- h. staff working at York District Hospital are able to park for free at Union Terrace coach park until national restrictions end
- i. York, Tang Hall and Acomb Explore Libraries will remain open for use of public computers and to collect items ordered online - all other libraries will close
- j. wedding services will not take place
- k. outdoor and indoor gyms, sport facilities and swimming pools will close
- l. York Mansion House will close
- m. Bereavement Services at York Crematorium will continue.

31. A full list of services impacts of these restrictions can be found at <https://www.york.gov.uk/downloads/file/6174/service-areas-affected-by-covid-19-national-restrictions>

32. York's bus operators have confirmed that the vast majority of bus services in York are continuing to be available during the lockdown for essential travel only. Unless residents or commuters are travelling for work, education or for other legally permitted reasons, Government advice is that people must currently stay at home unless travelling for these reasons.

Council Plan

33. The Recovery and Renewal Strategy outlines activities for the next year to allow the continued achievement of Council Plan outcomes.

Implications

- **Financial** – No specific impacts identified in this report.
- **Human Resources** – No specific impacts identified.
- **One Planet Council / Equalities** – A principle of recovery is to ensure climate change is considered in decisions taken. The economic recovery plans recognise and respond to the unequal impact of coronavirus and the risk of increasing levels of inequality as a result.
- **Legal** – No specific impacts identified.
- **Crime and Disorder** – No specific impacts identified.
- **Information Technology** – No specific impacts identified.

Risk Management

34. There remain significant areas of risk in responding to this crisis across all areas of recovery. The highest priority continues to be the health and

wellbeing of residents and all planning and decisions will be taken with this in mind.

Contact Details

Authors:

Will Boardman

Head of Corporate Policy and
City Partnerships

Chief Officer Responsible for the report:

Ian Floyd

Chief Operating Officer

Report

Approved

Date

17/11/20

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Reports

Update on Coronavirus Response – 7 May 2020

<https://democracy.york.gov.uk/documents/s139955/Coronavirus%20Executive%20Report.pdf>

City of York Council Recovery and Renewal Strategy - June

<https://democracy.york.gov.uk/ielIssueDetails.aspx?IId=59688&PlanId=0&Opt=3#AI55501>

CYC Recovery and Renewal Strategy Update – July

<https://democracy.york.gov.uk/mglIssueHistoryHome.aspx?IId=59899>

CYC Recovery and Renewal Strategy update - August

<https://democracy.york.gov.uk/ielIssueDetails.aspx?IId=60167&PlanId=0&Opt=3#AI55914>

CYC Recovery and Renewal Strategy update – September

<https://democracy.york.gov.uk/documents/s142400/Recovery%20and%20Renewal%20Update%20Report.pdf>

CYC Recovery and Renewal Strategy update – October

<https://democracy.york.gov.uk/ielssueDetails.aspx?IId=60724&PlanId=0&Opt=3#AI56530>

This page is intentionally left blank



Executive**26 November 2020**

Report of the Director of Economy and Place
Portfolio of the Executive Member for Transport

The future of the extended city centre footstreets**Summary**

1. This report considers the city centre footstreets that have been extended in response to Covid-19. It reviews the future of the temporary measures that are currently due to expire on 14 December 2020, the mitigations that are in place for those who have been affected by the revised footstreets, and whether any of the temporary measures should be made permanent given the feedback received and alignment with future strategic priorities. The proposals set out in this report are based on the outcome of in depth engagement with disabled groups and businesses. It should be noted that whilst the majority of respondents agree with the benefits of and the principles behind footstreet extensions - as are the majority of people who identify as disabled - there is a core group who have been affected by the revised footstreets and remain opposed to their introduction.
2. Due to the ongoing impact of the current pandemic it is proposed to continue the majority of the temporary footstreet extensions until the end of September 2021 in response to the Covid-19 restrictions and social distancing requirements. During that period it is proposed that the footstreet hours will run until 8pm in the evening, except for any period when hospitality venues are required to close due to Covid-19 restrictions when it will revert to 5pm. The end date corresponds with the conclusion of the temporary measures to support businesses set out in the government's Business and Planning Act 2020. The exception to the continuation of the footstreet restrictions will be the area from Monk Bar to College Green and Deangate. Removing this area from the temporary footstreet restrictions would reinstate parking capacity for Blue Badge Holders as close as possible to the edge of the footstreets. This is alongside a series of new measures to support those affected by the footstreet extensions.

3. Having considered the overall positive impact that the revisions to the footstreets has had it is also proposed to start the process to make a number of these changes permanent and identify measures to offset the access issues this would create. This would include the streets that are identified as part of the future phases of the City Centre Access project to protect from hostile vehicle attacks, allowing all phases to be delivered in one go. This would accelerate the project removing potentially abortive phases. It also includes Castlegate, which is earmarked to become a pedestrianised footstreet in the approved Castle Gateway masterplan. The final design, engagement and formal Traffic Regulation Order (TRO) consultation process will be undertaken during the ongoing temporary extensions and will be accompanied by a strategic review of the city's car parking and disabled access offer. This will ensure that changes are accompanied by appropriate measures to improve accessibility and deliveries to the city centre.

Recommendations

4. The Executive is asked to:

- 1) Continue the temporary Traffic Regulation Order for the phase one footstreet extensions until the end of September 2021 in response to Covid-19, with a staffing cost of £20k

Reason: To allow social distancing and the use of pavement café licences on major footfall routes through the city centre during the ongoing pandemic in response to the government's Safer Public Places guidance.

- 2) Continue the temporary Traffic Regulation Order for Castlegate and Fossgate until the end of September 2021 in response to Covid-19, with a staffing cost of £80k for Fossgate

Reason: To allow the continued operation of the 22 pavement café licences that the temporary footstreets have facilitated, and have enabled businesses to continue to operate under the social distancing measures required by Covid-19

- 3) Agree to fund the costs of these measures from Transport Recovery Budgets in 2020/21 (£40k) including Reopening the High Street Funding

- 4) Accept that the ongoing costs relating to 2021/22 £60k will need to be identified as a one off cost pressure in the 2021/22 revenue budget.

Reason: *to ensure that cost proposals are funded within council budgets*

- 5) End the temporary Traffic Regulation Order from Monk Bar through to College Green and Deangate from the date of the Executive meeting

Reason: *To remove temporary access restrictions and reinstate parking capacity for Blue Badge Holders on double yellow lines and loading on the very edge of the footstreet area*

- 6) Continue the temporary extension of the footstreet hours to 8pm until September 2021, except for when hospitality venues are required to close due to Covid-19 restrictions, when the hours will revert to 10.30am to 5pm.

Reason: *To allow pavement café licences to operate in to the early evening when hospitality venues are open, and to facilitate the increased demand for food and takeaways when they are required to close*

- 7) Agree to the mitigation measures set out in this report (paragraph 44) for Blue Badge Holders and businesses that are affected by the temporary footstreet extensions

Reason: *To reduce the impact on those groups that have been affected by the temporary footstreet extensions*

- 8) Initiate the process to make Castlegate and the phase one temporary footstreets permanent, with decisions on the final proposals, mitigations, and process delegated to the Executive Member for Transport

Reason: *To reduce the vehicle/pedestrian conflict on the high footfall phase one streets and ensure the permanent footstreet areas correspond with the full extent of the City Centre Access project to allow hostile vehicle attack measures to be brought forward in a single stage; and make permanent the temporary measures on Castlegate in accordance with the Castle Gateway masterplan*

- 9) Undertake a full strategic review of the city's parking and disabled access offer as set out in this report, to be completed by Summer 2021 at a cost of up to £40k from the existing footstreet engagement and Local Transport Plan 4 budgets

Reason: *To ensure the permanent footstreet extensions set out above are accompanied by appropriate mitigations for those who have been affected by the revised footstreets and to improve city centre accessibility*

- 10) To note the independent review of York's disabled access offer (annex 6) and for the issues raised to be given due consideration through the strategic review of the city's parking and disabled access offer

Reason: *To ensure the issues raised are considered in the ongoing engagement and strategic responses*

- 11) To bring forward the design of the hostile vehicle mitigation measures that would protect the potential new permanent extended footstreet area at a cost of £50k from existing budgets to mitigate any delay caused by changing footstreets

Reason: To speed up the full extent of the delivery of the City Centre Access project and give the best possible opportunity of avoiding the need for temporary measures for events.

Background

5. There are a number of historic and upcoming issues that have over a period of time shaped the nature of York's pedestrianised area and discussions on their future. York's current permanent footstreet areas were introduced in the 1980s. Traditionally the footstreet hours have run from 10.30am to 5pm, although in recent years the hours have been extended on a temporary basis until 6pm Sunday – Wednesday and 8:00pm Thursday – Saturday during the festive period to accommodate the large numbers of people visiting the city at that time.
6. The conflict between pedestrians and vehicle on some of the footstreets has been an ongoing concern for a number of years leading to the core vehicle free area being extended and protected with removable bollards. Improvements to signs and the highway layout have also been

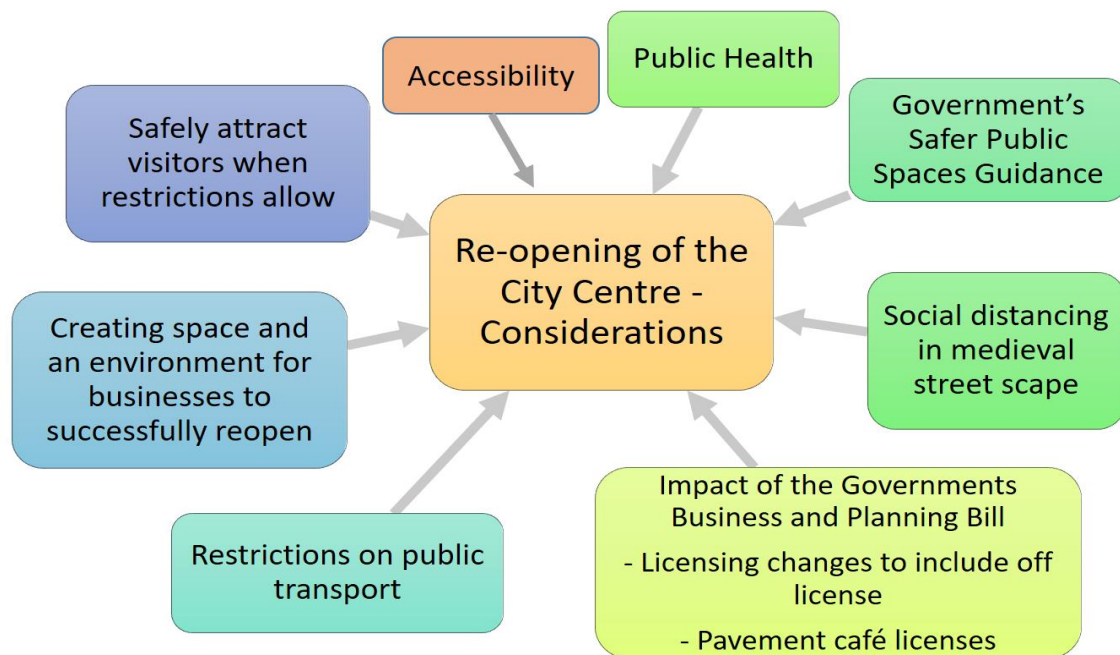
introduced to reduce the number of vehicles entering the high pedestrian flow streets.

7. The extent of the footstreet areas has been subject to ongoing discussions for a number of years as part of the City Centre Access project in response to the threat of terrorism, and particularly the use of hostile vehicles as a potential mode of attack. This had led to the approval of a first phase of anti-hostile vehicle measures for the existing permanent footstreet area, but with potential future phases to expand the area of protection.
8. In recent years there has also been the council's commitment to becoming Carbon Neutral by 2030 and the council motion to explore options to become car free by 2023. Both of these projects will require further consideration of how, where and when vehicles are able to access the city centre.

Covid-19 Economic Recovery Transport and Place Strategy

9. However, whilst these remain future issues to resolve, the impact of Covid-19 has necessitated the implementation of a number of significant emergency measures in the city centre that were set out in the Covid-19 Transport and Place Strategy, which was approved by the council's Executive in June 2020 (annex 1). The strategy was a direct response to the government's Safer Public Places guidance, which was issued in May 2020 in preparation for the reopening of city centres, and aimed to create sufficient space for safe social distancing, queueing, and businesses to safely reopen and operate. The council's Transport and Place Strategy focused on five key strands:
 - Creating ***a people focused city centre***
 - ***Prioritising active transport***
 - Promoting ***a complimentary park > walk > visit strategy*** using council car parks outside the people focused city centre
 - ***Maintaining confidence in public transport***
 - ***Supporting the city's secondary centres***

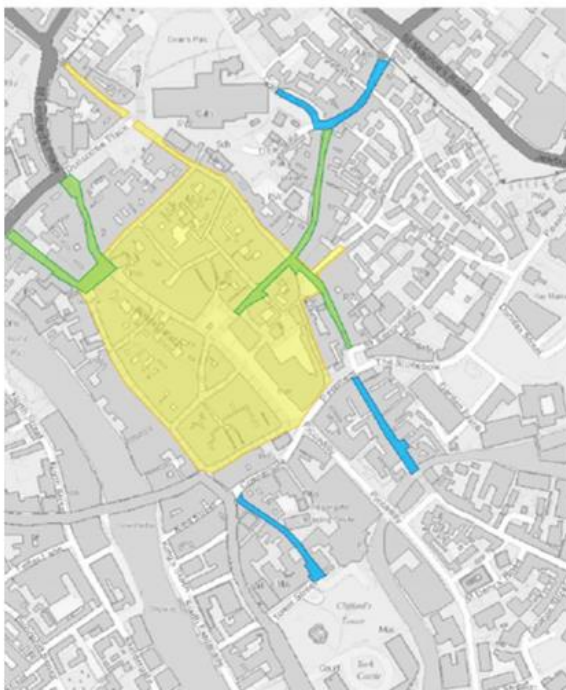
The strategy had to consider and balance a significant number of issues - with public health being the absolute priority:

Figure 1 – safely re-opening the city centre following lockdown

Extending the footstreets

10. One of the key interventions that was implemented in response to the government's Safer Public Places guidance was a number of changes to temporarily extend the city's footstreets. There were broadly two phases to these extensions. Phase one was in direct response to the need to create social distancing on key city centre routes that have narrow pavements and experience high levels of footfall that often necessitate the use of the carriageway for pedestrians. These were implemented first so as to be in place in advance of the reopening of non-essential retail on 17th June 2020.
11. Phase two was in response to the reopening of the hospitality industry on 3rd July 2020 and was focused on specific streets where businesses would be unable to reopen without the creation of outdoor spaces for queuing and outdoor seating on the highway. The second phase was also accompanied by a blanket extension of the footstreet hours to 8pm every day to allow outdoor seating to remain later in to the evening.

Figure 2 – map of the current city centre footstreets and restricted access areas



Yellow – permanent footstreets area

Green - Phase one temporary extension

Blue - Phase two temporary extension

Extended all footstreet hours until 8pm

Implementing the revisions to the footstreets

12. Although some of the above required different types of restrictions that were specific to each street's circumstances (set out in annex 2), they were all enacted through an initial 6 month temporary Traffic Regulation Order (TRO) which will run until 14th December. The decisions to implement the revisions to the footstreets were made under the emergency powers of delegation that are in place to allow local authorities to quickly implement the decisions required to respond to COVID-19. These emergency powers do not require the usual public consultation or formal Equalities Impact Assessments (EIA) that would ordinarily be required in revising the footstreets. This is because they are temporary and for purposes connected to the current pandemic.
13. However, due to the concern of the impact of the changes an EIA was undertaken (annex 4). The only way to create the space for social distancing and for on street cafes was to remove vehicles from the area. In the main the only vehicles that could access these new streets were Blue Badge Holders. Therefore, significant consideration was given to all affected parties, and the impact on residents, businesses and Blue Badge Holders was taken in to account in implementing all of the temporary measures. They were also considered in advance with a number of key stakeholders and representative groups, including the York BiD, Retail Forum, and hospitality representatives.

14. In recognition of the speed at which the revisions to the footstreets had to be implemented, and to ensure their successful operation, a number of measures were introduced to manage the area. Staffing arrangements were implemented as follows:
 - a. Blake Street and Goodramgate staffed from 15th June 2020, to cover the footstreet hours of 10.30am to 5pm (at a weekly cost of £2,000);
 - b. From 20th July, this was changed to include the following (at a weekly cost of £4,700):
 - i. Extended staffing until 8pm at Blake Street and Goodramgate; and
 - ii. A staffed closure on Fossgate between 10.30am and 8pm (restrictions were revised on 25th July);
 - c. From 14th September, this was changed to reduce staffing level (weekly cost of £2,800), with officers in place at the Fossgate closure (10.30am to 8pm) and the Goodramgate closure (from 4pm to enable market trader access).

This has been funded to date through the government's Reopening High Street Fund.

Benefits of the revised footstreets

15. The revised footstreets have been and remain an important measure in creating an ongoing Covid-19 secure environment and complying with the government's Safer Public Places guidance. There has been 80 pavement café licence applications since the revised footstreets were put in place. Of the 21 licence holders who have responded to our survey, the vast majority considered the footstreets extension very or extremely important to continue trading (76%). The economic impact of Covid-19 on the city centre economy has been unprecedented, requiring long periods of closure with no income generation, reduced capacity and increased running costs to become Covid secure once allowed to reopen, and causing many businesses to close. The restrictions to businesses imposed in response to the global pandemic has not hit all sectors in the same way. Indeed some have benefited whilst others have failed as a result. Therefore, any decisions need to consider the economy as a whole. The full economic impact is only just beginning to be understood, and there will continue to be a period of fundamental

restructuring of high street economies way beyond the end of the pandemic.

16. One of the key benefits of the revised footstreets and extended operating hours is that it has allowed the promotion of a family friendly early evening economy. Due to current restrictions requiring home-working and anticipated future home-working trends there are and will be significantly less people in the city centre providing custom at lunchtimes and on the way home from work. Consequently the ability to boost the early evening economy and attract families in to the city centre after school and work will be a vital tool to support the whole economic resilience of the city centre. Extending the footstreet hours later into the evening is a key tool in being able to do this. Not only does this allow pavement café licences to use footways and carriageways for outdoor seating, but it changes the nature and feel of the city. Once the footstreet hours end vehicles immediately enter the area and add to the feeling that the city has shut down for the evening. The York Retail Forum has long argued for much more extensive footstreet hours on this basis.
17. A further advantage is that the temporary changes to footstreets remove the conflict between vehicles and pedestrians in high footfall areas, and create an improved environment for residents and visitors to enjoy the city centre. Areas such as Goodramgate are regularly busy enough to require pedestrians to walk in the carriageway, and on weekends and holiday periods can be densely populated creating significant risks of accidents when vehicles entering the area are trying to navigate the crowds of people. Meanwhile places like King's Square often had multiple parked cars for crowds to contend with, which also changed the nature of the public space.
18. The above also highlights the other major risk associated with densely populated pedestrian areas that are open to access by vehicles. The rise in the threat of terrorism and particularly the use of vehicles as modes of attack has led to all cities having to try and protect those areas. In York this is through the City Centre Access project, which divided the city in to a series of phases for the implementation of Hostile Vehicle Measures. The first phase in the core of the city centre has been approved and designed and is currently being procured, however if these temporary footstreets changes are made permanent the full extent of the City Centre Access programme could be put in place in one stage, creating an overall budget and programme time saving by delivering in one single phase and ensuring the city has a full set of protection measures in place.

Those negatively affected by the revised footstreets

19. Despite these positives, the revised footstreets area has however had a negative impact on certain groups. Access to city centre properties by private car, taxi and for deliveries has been restricted until 8pm instead of 5pm previously. The use of staffed closure points and bollards has also resulted in the stricter enforcement of restrictions which were already in place but not always respected.
20. Although overall the footstreet extensions and longer hours have been welcomed by most businesses and were supported by York Retail Forum and the York BiD on behalf of their members, there have been some notable exceptions, particularly retail and service businesses who rely on frequent deliveries throughout the day and some hospitality venues that had adapted to lockdown and were providing food takeaway deliveries by vehicles. The most significant issues were raised by a number of businesses at Fossgate, which have ultimately resulted in the barrier remaining staffed throughout to facilitate safe access during the day.
21. For Blue Badge Holders who regularly access the city centre by vehicle the measures in effect removed on street parking on double yellow lined areas for approximately 40 vehicles, particularly on Goodramgate and Deangate but also on Blake Street and Lendal from 10.30am in the morning until 8pm. The option for Blue Badge Holders to park on Fossgate and Castlegate was also removed between 10.30am and 8pm.

Initial mitigations for Blue Badge Holders

22. In response to the above impact on Blue Badge Holders 40 additional free disabled parking bays were created at Monk Bar Car Park, the closest car park to the majority of the displaced on street parking capacity in Goodramgate area. In recognition of the added distance to the very centre of the city a free shuttle taxi service has also been provided from the car park, initially stopping on St Andrewgate and then revised to take customers at a point of their choice on the edge of the footstreet area. In addition to this service 16 new dedicated parking spaces for Blue Badge Holders were created as close as possible to the footstreet area, with capacity for seven vehicles on Duncombe Place, two on St Saviourgate, five on Dundas Street, and two on Carmelite Street.

In depth engagement with those affected by the revised footstreets

23. Due to the scale and impact of the footstreet changes, and to aid future decision making, Members asked officers to undertake a comprehensive engagement with those who had been affected by the revised footstreets, using the “My” approach to public engagement that has been successfully pioneered on other projects and issues in the city. The purpose of this approach was to fully understand the impact on those affected as individuals; improve the temporary mitigations to meet people’s needs; understand what further mitigations should be included should any of the temporary measures become permanent; and understand how York can continue to improve its overall disabled access offer.
24. The engagement followed an open conversation approach, both online and offline, including direct conversations with individuals and advocacy groups and an open invite zoom workshop which was jointly facilitated by the York Disability Rights Forum. This allowed detailed discussions to take place with those who wished to engage in depth, and captured general views through Our Big Conversation with online surveys, targeted emails to city centre businesses, and paper based questionnaires distributed across the city as part of Our City. In addition, Disabled Motoring UK, a charity and advocacy group for disabled people, were commissioned to produce an independent review of York’s disabled access offer (annex 6).
25. In total there were 1,900 responses, whilst detailed work with Blue Badge Holders and disabled groups engaged with 421 people, including the advocacy groups that represent thousands of members. Overall there was broad support for the extensions of the footstreets, with 67% overall in favour and 61% of respondents who identified as having a disability also in favour. The issues that sit behind these figures were drawn out in detail in an open brief that set out all the in depth discussions that have taken place and was published online and refined based on public feedback (annex 7).
26. The principles of the footstreets extension is broadly supported by a majority of respondents to the citywide survey, which is also reflected in the support from residents identifying as disabled. In the follow-up survey targeting disabled residents, twice as many respondents (168) agreed rather than disagreed (81) that extra room increased their safety, while more (151) agreed that fewer vehicles increases their safety than disagreed (115).

27. There are tangible benefits for many, in particular blind and partially sighted and older people. However, the desire from many for footstreets and spaces to be vehicle free, while other Blue Badge holders request access to the otherwise pedestrianised roads, appear incompatible.
28. Many respondents feel the existing mitigation measures are inadequate to offset the negative impact on accessibility. A petition signed by 1093 people, including 486 York residents, calls for the reversal of the extensions until a comprehensive Equalities Impact Assessment and full public consultation has been completed. The petition and signatories can be viewed at [change.org](https://www.change.org) .
29. The shuttle service meets the needs of around 20 regular users but is viewed as an inflexible and inappropriate replacement for parking, given that users would be required to wait at both ends of the journey without toilets, cover or seating. The extra Blue Badge parking at five locations on the edge of the footstreets is welcomed but not seen a substitute for what has been lost – either in location or volume. The result is that 62% of those who responded to the question (198 of 318) believed the footstreets extension made them less or far less likely to visit the city centre.
30. Several other key accessibility issues have been highlighted, including types of parking space, quality of footways and dropped kerbs, issues with the design of multi-storey car parks, a lack of restpoints and accessible toilets. The availability of accurate and in-depth information is also essential to aid journey. While these wider issues pre-date the footstreet extension, this process offers an opportunity to address them.
31. The business community also broadly supports the footstreets extensions, especially to maximise the shorter Christmas retail window and to give hospitality businesses the space to keep trading. While the extension is clearly allowing some hospitality businesses to remain viable, it is negatively impacting some retailers which desire regular access to support a business model increasingly reliant on frequent deliveries.
32. The tension is evident in areas where these business models exist side by side. This is represented most starkly on Fossgate, where a survey carried out by one business found a majority of businesses and residents in favour of returning to the pre-COVID arrangements, whereas those with pavement café licences have stressed that without the footstreet

enabling outdoor seating they would not be able to operate as a business with social distancing. A York BID survey carried out last month suggests that refinements had appeased some businesses. While a majority of respondents favour continued pedestrianisation, there is much less support for the 8pm finish.

33. The 8pm finish time is a source of debate across the city's businesses. The city's business representative groups, including the York Retail Forum, support the extension as many national retailers are preparing to trade up to 8 or 9pm every day once national restrictions are lifted. The York BiD on balance have proposed a flexible approach to the remaining winter months, and consideration of other initiatives to create the conditions to attract residents to the city centre. For pavement café licence holders, the extension is considered crucial to continuing in business. Of the 21 responding to our survey (of 80 license holders), 76% consider the evening operation very or extremely important to their business, while 85% intend to use their license all year round.

Consultation

34. In addition to the engagement set out above the recommendations in this report have been tested with the My City Centre steering group that includes key city centre stakeholders such as the York BiD, Retail Forum, Property Forum, and Indie York, and disabled advocacy groups that were involved in developing the open brief.

Options

35. There are four key issues that this report addresses:
- Do any of the temporary revisions need to continue due to Covid-19, and if so what temporary mitigations are needed?
 - Should the footstreet hours remain at 10.30am to 8pm?
 - Should any of the temporary revisions be made permanent?
 - What future actions are required to improve York's disabled access offer and mitigate the impact on affected businesses and residents?

Analysis

Do any of the temporary revisions need to continue due to Covid-19?

36. As set out in the background section of the report there were two phases to the temporary revisions to the footstreets, which were put in place for an initial 6 month period and are due to expire on 14th December. The first phase was a direct response to allow social distancing in high footfall routes and the second phase to allow business to have outdoor queuing and seating for constrained businesses on Fossgate and Castlegate. In addition the area from Monk Bar to Deangate was prohibited to motorised vehicles except for access (although without a barrier) and a loading ban was introduced. This reduced the number of vehicles entering the city walls in a busy bottleneck area where vehicles were likely to enter in conflict with queuing customers and people using the temporary managed outdoor seating venue on College Green.
37. The impact of Covid-19 continues to dominate daily life. The ongoing spread of the virus has led to a second period of national lockdown, and a local tier approach of varying restrictions based on local infection rates at other times. All of the local tiers require social distancing which puts pressure on public spaces and places significant restrictions on the ability of businesses to open and operate.

Phase one footstreets

38. On this basis it is recommended that the phase one temporary footstreets continues to reflect the government's Safer Public Place guidance. This will restrict vehicular access to the busy footstreet areas of Blake Street, St Helen's Square, and Lendal, and Goodramgate, Church Street, King's Square and Colliergate, and allow the use of the carriageway for pedestrians to social distance when moving through the city. It will also allow the continued operation of 18 temporary pavement cafe licences (granted under the provisions of the Business and Planning Act). The barriers will not be staffed, except for at Goodramgate in the evening to allow access to market traders to close up at Shambles market. It is proposed to make amendments to the Temporary TRO to allow authorised Market Traders access from 4pm during the darker winter months after the Christmas period. Potential permanent changes will be considered as part of the process to progress the changes to the existing TRO.
39. It is proposed that the phase one footstreets implemented in response to Covid-19 are extended until the end of September 2021. This is in line with the measures set out in the government's Business and Planning Act 2020, which implemented a raft of changes designed to support the

response to Covid-19. One of the key changes was the amendments to the pavement café licence process, which streamlined the application and removed the need for planning permission. The licences that have been issued under this legislation will run no later than the end of September 2021 and so it is logical to link the footstreet extensions to these timescales, and to allow a reasonable time in which hopefully the pandemic will be brought under control.

Castlegate

40. The phase two temporary footstreets need to be considered on a case by case basis. Castlegate does not require a staffed barrier. The temporary restrictions have allowed 9 businesses to apply for temporary pavement café licences, and they have worked collaboratively on the use of the street. The need to maintain access to residential parking spaces, the Friends Meeting House, and for emergency vehicles has meant that only a partial road closure has been possible and has restricted the trader's wider ambitions, but they have been able to trial four parklets (decked areas covering the footway and part of the carriageway) which provide attractive outdoor seating areas. It should be noted that the closure has removed on street capacity for Blue Badge Holders - although Castle Car Park is adjacent and has 27 disabled parking bays - and there has been some opposition from residents regarding deliveries and taxi access. However, given the long term proposal for Castlegate is for it to become a fully pedestrianised footstreet under the approved Castle Gateway masterplan, and that it has allowed 9 businesses to continue to operate under social distancing, it is recommended to also temporarily extend until September 2021.

Fossgate

41. Fossgate has also had many of the same benefits, enabling 13 new pavement café licences. However, the nature of the street has meant that it is has not been possible to fully pedestrianise with vehicles able to access properties on the street during pedestrianised hours. This has required the barrier to be staffed at all times, and there has been some ongoing criticism from some residents and businesses who are not supportive due to the impact on access. To try and remedy this issue, options were explored during the summer, including the consideration of changes to allow two way access to Franklin's Yard, with a bollard restricting further access to the remainder of Fossgate. However, the creation of a required turning head was challenging, and would not solve all access issues as a number of properties along Fossgate have

expressed a desire for vehicular access during footstreet hours to remain. The cost of staffing the barrier is £1,900 per week, which has been funded to date through the government's Reopening High Street Fund.

42. Whilst continuing with the current arrangements would have a cost implication, not extending it beyond December would result in the pavement café licences having to be reconsidered and some of them revoked. This would be particularly challenging whenever the local Covid-19 response is in tier 2 or above, as outdoor seating is the only place mixed households can meet which would significantly restrict the number of indoor customers. Even in tier 1 it may result in some businesses not being able to operate due to the internal space restrictions that mean they are reliant on outdoor space. It may also be perceived to be inconsistent by those businesses with pavement café licences on Fossgate when Castlegate temporary restrictions would continue. Consequently it is proposed that the temporary restrictions should continue until September 2021, although noting that there is a £80k revenue cost to facilitate the ongoing staffed barrier. The staffing of the barrier will be stood down during any periods when hospitality is required to close due to Covid-19 to reflect that the pavement café licences won't be in operation, footfall reduced and the need to facilitate replacement takeaway operations, and will be reviewed should the Covid-19 pandemic be brought under control earlier.

Monk Bar to College Green and Deangate

43. It is however proposed that the temporary footstreet restrictions implemented on the section of Goodramgate from Monk Bar and up to and including Deangate and College Green are ended immediately. The inability to place barriers across the street due to the lack of a turning point and access requirements has resulted in significant number of vehicles continuing to access the area. It has also led to issues relating to drop off and pick up at Minster Nursery and the operation of the Stonemason's Yard. Due to the continuing volumes of traffic, there has been no opportunity for any new pavement café licences and lifting the loading ban would reinstate significant capacity for Blue Badge Holders to park on Deangate and College Green at the very edge of the footstreet area, helping to mitigate one of the primary issues raised by those affected by the revisions to the footstreets.

Mitigations to accompany the ongoing temporary footstreet revisions

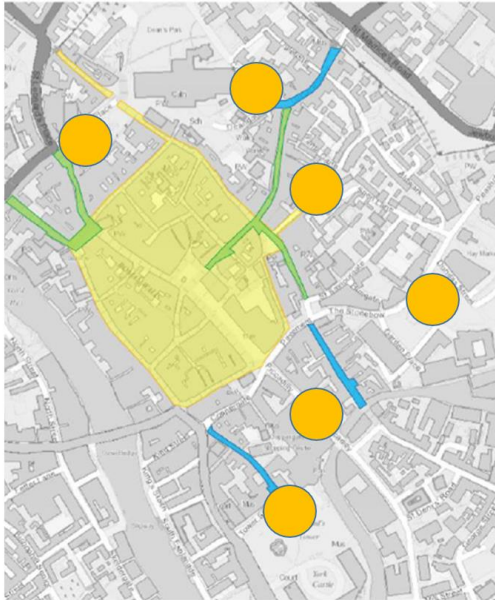
44. As set out in paragraphs 23 to 33 the engagement on the temporary revised footstreets has identified that although the majority of users have benefited from the measures, a core group of people have also been adversely affected. In continuing the footstreet extensions until September 2021 it is important that some immediate measures are introduced to reduce that impact, and to improve the previous mitigations where they have not been viewed as successful. As a consequence the following interventions are proposed to accompany the above:

- Based on engagement feedback and use data, remove 30 of the additional 40 disabled spaces at Monk Bar Car Park and end the taxi shuttle service at the end of December
- In addition to the 16 new dedicated disabled spaces already created on the edge of the footstreets:
 - i. Create 4 additional disabled parking spaces at Bootham Row Car Park (to remain under review based on usage)
 - ii. Advertise availability of space for Blue Badge parking created by the removal of the temporary restrictions on Goodramgate, Deangate and College Street
 - iii. Ensure awareness of the availability of small amount of space for Blue Badge parking on St Andrewgate
- Review potential locations for new disabled and loading bays close to the footstreets area
- Consider options for allowing disabled people who use their cycles as a mobility aid to access the footstreets, with a report to be brought back to the Executive Member for Transport for consideration
- Creation of a single information point/app with details of each car park, access routes, locations of benches, disabled toilets etc

45. Whilst there are no simple solutions for those with limited mobility that do not use a mobility aid but want to be able to park within the city centre footstreets, the above measures improve the existing situation. It will increase on the current on street Blue Badge car parking capacity significantly on the very edge of the footstreet areas, and at Bootham Row Car Park which was identified by disabled groups as a more useful car park than Monk Bar Car Park. It should be noted that these measures only relate to the temporary revisions to the footstreets –

should any be made permanent there are a number of long term mitigations proposed in paragraph 56 to 58.

Figure 3 – indicative locations of Blue Badge parking on the edge of the footstreet area



Footstreet hours

46. In response to Covid the footstreet hours were also temporarily extended to 10.30am to 8pm. This was to allow pavement cafés to operate in to the early evening in response to the restrictions placed on businesses by social distancing. Although it was anticipated that this may be a seasonal approach, the introduction of local tiers, which from tier 2 restricts households from meeting up indoors, has meant that outdoor seating areas are of increased importance all year round, and of the 21 pavement café licence holders who have been surveyed 85% intend to continue to use outdoor seating during the winter. This has been reflected in the amendment of the council's pavement café guidance to also allow energy efficient electric patio heaters during the winter months.
47. Later times have impacted on the way that residents and business use the area, reducing the time available for direct access to the footstreets area which has impacted on the operation of some of the businesses which rely on deliveries in the early evening. In addition the cross city routes which would usually be available for cyclists from 5pm are not

open until 8pm, particularly impacting on commuter cyclists although noting there are less people working in city centre offices.

48. It is proposed that the temporary extension to city-wide footstreet hours is also retained at 10.30am to 8pm until the end of September 2021. This will allow businesses to continue to operate pavement cafés in line with the Business and Planning Act 2020, and help to continue to promote the city's early evening economy and encourage people working from home to come in to the city once work has finished to support city centre businesses. However, should any change to regulations require hospitality venues to close then the hours will be amended to 5pm. This is in response to requests from businesses as they will no longer need outdoor seating, but may repurpose their premises to operate as takeaways in the evenings which would be easier to administer with vehicular access from 5pm. Should hospitality venues then be allowed to reopen the hours will revert to 8pm.
49. It is important to note that this remains a temporary change to the footstreet hours in response to Covid-19. The long term permanent footstreet hours remain 10.30am to 5pm at this stage. However, these will be reviewed and considered under the ongoing My City Centre project which will shape the long term vision for the city centre through stakeholder and public engagement, considering the needs of deliveries, disabled groups and the city's future economy. This project has been delayed due to Covid-19 but will recommence in the new year and start to define the future of the city centre. This is the most appropriate format to understand what the footstreet hours should be in the long term to support this vision. Any changes to the substantive footstreet hours will be subject to a further formal process and consultation, and would be timed to respond to the end of the temporary hours in September 2021.

Should any of the temporary revised footstreets become permanent?

50. In addition to extending the temporary footstreet revisions until September 2021, the understanding of the impact they have had and the overall positive reaction and support offers the opportunity to consider whether any should be made permanent. As with the process above the differing nature of the temporary footstreets mean that they must be considered on their individual merits.

Phase one footstreets

51. The inclusion of Blake Street, St Helen's Square, Lendal, Goodramgate, King's Square, Church Street and Colliergate in the permanent footstreet area would have significant benefits. These are all high footfall areas with narrow pavements that lead to significant conflict between vehicles and pedestrians, particularly in busy periods. The large volumes of people who use these streets often result in people using the full width of the carriageway to walk, and any vehicle that enters the area has to navigate through the crowds, with a risk on accidents occurring. It also removes parked vehicles from the historically important St Helen's Square and King's Square, the latter of which underwent significant investment and improvements in 2013, which improve their setting and amenity quality.
52. It was also the high volumes of people in these areas that resulted in their identification by the Police and Counter Terrorism Unit as requiring protection from a hostile vehicle attack. These areas are currently identified as a future phase of the project, requiring a future extension of the hostile vehicle measures. If the current temporary arrangements were made permanent there is an opportunity to review the Hostile Vehicle Mitigation measures with the wider area protective measures being put in place as a single project, with the potential for associated overall budget savings and shortening of the overall programme. Therefore it is proposed to bring forward the early design work for the new locations and undertaken in advance of a decision on a final decision whether the footstreet revisions should be made permanent, at a cost of £50k from the project budget.
53. A change to the permanent Traffic Regulation Order would be required to enable the inclusion of these streets in the permanent footstreet area by removing the existing vehicular access exemptions for these streets. It is therefore proposed that the process commences, with decisions on the final proposals, mitigations, EIA, and process delegated to the Executive Member for Transport. It is anticipated that this will enable a decision to progress the statutory consultation be made in February 2021, which will then allow the formal statutory process to commence, and for the change to these footstreets to become permanent on the expiration of the temporary extension in September 2021. All of the permanent footstreets proposals will be based on the existing substantive footstreet hours of 10.30am to 5pm, not the current temporary hours of 10.30am to 8pm. However, as noted earlier in this report those hours will be reviewed through the My City Centre project but any changes would also be subject to a separate statutory process.

Castlegate

54. In addition to the phase one footstreets it is also proposed that the principle of Castlegate becoming a permanent footstreet through the removal of existing vehicular access exemptions is agreed. Castlegate was identified in the 2018 Castle Gateway masterplan as becoming completely pedestrianised as part of the redevelopment of Castle Car Park to create new public realm. This public realm design work has commenced, with the expectation of planning permission being secured in summer 2021. Whilst there is currently no plans to close Castle Car Park until the replacement car parking is in place through a new multi-storey car park at St George's Field it would be possible to implement the Castlegate element of the project in the summer, with a permanent footstreet running on from the end of the temporary TRO in September 2021. Consequently, it is proposed the design and consultation on Castlegate becoming a permanent footstreet is undertaken through the My Castle Gateway engagement exercise that will be shaping the design of the area over the coming months, with a final decision from the Executive Member for Transport, and any budget required to form a future Executive decision as part of the Castle Gateway project.

Fossgate

55. Due to the ongoing unresolved issues regarding access to Fossgate that have necessitated a staff barrier it is not proposed that this should form part of the future permanent footstreets. Once the temporary footstreet measures in response to Covid-19 lapse when social distancing should no longer be required the need for outdoor seating will reduce and the street can return to its previous one way designation.

Figure 4 – summary of footstreet recommendations

Footstreet extensions	Street	Continue temporary extension until September 2021?	Begin formal process to become permanent?
Phase one	Blake Street		
	St Helen's Square		
	Lendal		
	Goodramgate		
	King's Square		
	Colliergate		
Phase two	Castlegate		
	Fossgate		
	Goodramgate (from Monk Bar)		
	College Green		

	Deangate		
--	----------	--	--

Actions to accompany the consideration of the new permanent footstreets

56. In response to the engagement with the disabled people, advocacy groups and businesses affected by the revised footstreets, and the recommendations in the independent review of York's access offer, a number of proposed measures have been identified to accompany the permanent footstreet changes proposed above which will aim to improve city centre accessibility. These will form part of a complete strategic review of the city's central area parking provision and access offer to be complete by Summer 2021, in advance of any new temporary revised footstreets becoming permanent.
57. The full terms of reference for the review will be scoped out and agreed with the Executive Member for Transport, but will include:
- A full review of the Shopmobility offer
 - A feasibility study for a city centre shuttle service for people with mobility issues
 - Undertake an audit to identify two car parks that are have an in principle gold standard for disabled users, with improved parking spaces and access routes in to the city centre
 - Undertake a feasibility study to explore options for a delivery hub model for the city centre
 - Consideration through engagement of the recommendations set out in the independent review of York's access offer

This will require a budget of up to £40k, which will be funded through £16k of unspent engagement budget and £24k from the existing Local Transport Plan 4 Parking Strategy budget.

58. The council remains fully committed to the ongoing dialogue and conversation with disabled residents on how we ensure that York continues to improve and enhance its access offer. The engagement work undertaken over the past few months has allowed a full and comprehensive understanding of the impact on individuals, and for the mitigations to be refined and improved in collaboration with disabled

people. By continuing the dialogue the council can be responsive in continually improving these mitigations and help explore solutions together that accompany any permanent changes.

Council Plan

59. As well as meeting the immediate public health needs, the proposals will reduce the impact of the COVID pandemic on the city's economy. Creating the conditions for a strong city centre recovery responds to the key outcomes including % of the workforce in employment, the % of city centre units that are vacant compared to other cities and the income generated through business rates.
60. An attractive, safe and accessible city centre will contribute to the council's aims to support independence, promote the health and wellbeing of all its residents. In turn, city centre businesses will benefit from higher footfall. The proposals will reaffirm accessibility as a central outcome of the programme to deliver world-class infrastructure and public space.

Implications

61. 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 has identified costs and funding routes for the additional expenditure identified in the report. Annex 3 details them on a scheme by scheme basis. Much of the 2020/21 expenditure has been funded from the Economy Recovery Funding approved by Executive June 2020 which included Active Travel funding (Dft), Reopening the High Street Fund (EU) and CYC reallocated funding.

The recommendations do include commitments of £60k relating to staffing the footstreet barriers that continue into 2021/22 where

funding is not currently identified. If Members accept the recommendations it will be necessary to include the costs as one-off growth as part of the 2021/22 budget where the funding stream will be identified.

- **Human Resources (HR)** – considered to be no impact
- **One Planet Council / Equalities** – see annex 5 for the comprehensive Equalities Impact Assessment
- **Legal**

City of York Council is both the Highway Authority and Local Traffic Authority for the York District area and are the body responsible for the processes involved in making Traffic Regulation Orders.

Some of the recommendations will require changes in the Traffic Regulation Orders. Temporary arrangements require extensions to the Temporary Traffic Regulation Orders to support provisions under the Business and Planning Act 2020. The Road Traffic Regulation Act 1984 permits the introduction of the parking restrictions as set out in this report in accordance with a statutory consultation procedure set down in the Act and associated secondary legislation.

In preparing and determining the proposals set out in this report the Council is required to have regard to the provisions of Equalities legislation, the Human Rights Act 1988 and s.17 Crime and Disorder Act 1998 (the duty to have regard to the need to remove or reduce crime and disorder in the area). Section 149 of the Equality Act 2010 requires the Authority to have due regard to the need to: eliminate discrimination, harassment and victimisation and other prohibited conduct; advance equality of opportunity between those sharing a relevant protected characteristic such as age, sex, disability, and sexual orientation, and those who do not; foster good relations between those sharing a protected characteristic and those who do not. This requires the Authority, have regard to the need to remove or minimise disadvantages suffered by persons sharing a protected characteristic that are connected to that characteristic, to take steps to meet the needs of those sharing protected characteristics which are different to those who do not share it, and to encourage those sharing a protected characteristic to participate in public life or such other activity where the participation by such persons is disproportionately low.

The proposals are the result of extensive public consultation, strategic reviews and Environmental Impact Assessment. Alongside the standard consultation procedures under the Road Traffic Regulation Act 1984, the proposals will be subject to a number of strategic reviews and mitigation measures. It is therefore considered that the proposals set out in this report are proportionate having regard to the wider needs of the area.

- **Crime and Disorder** – considered to be no impact
- **Information Technology (IT)** – considered to be no impact
- **Property** – considered to be no impact

Risk Management

62. The delivery of the proposed changes to the TROs follows standard Highway Regulation procedures mitigating the risks involved however these processes are open to challenge and scrutiny.
63. There is a risk that the changes to Covid 19 restrictions will mean that the Temporary TROs will need further amendment at short notice. Delegated powers will be used, where necessary, to implement changes.
64. The progression of the proposed amendment to the permanent TRO arrangements is dependent on the consideration of any objections, which may be received, by the Executive Member. There is a risk that the benefits provided by introducing the restrictions and the mitigation measures proposed are not considered to be adequate to address the concerns raised by any objections, but the mitigations measures will be reviewed and refined through on going public and stakeholder engagement as outlined in the report.
65. There is a risk that the uncertainty of the future of footstreets delays the City Centre Security Project impacting on the layout of the layout of the Hostile Vehicle Mitigation measures and potentially leading to abortive design costs. These risks are considered to be manageable at this stage but will be subject to regular review.

Contact Details

Author:

Andy Kerr

Head of Regeneration
Regeneration and Major
Projects
01904 554 153

Chief Officer Responsible for the report:

Neil Ferris

Director of Economy and Place

Report

Approved



Date

16/11/2020

Tony Clarke

Head of Transport

01904 551 641

Specialist Implications Officer(s) List information for all

Financial

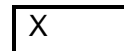
Patrick Looker
Finance Manager
01904 551 633

Legal

Jenna Pengilley
Senior Legal Officer
01904 551571

Wards Affected: [List wards or tick box to indicate all]

All



For further information please contact the author of the report

Background Papers:

City of York Council Recovery and Renewal Strategy, Executive, June 2020

Annexes

Annex 1 – Covid-19 Economic Recovery - Transport and Place Strategy

Annex 2 - Detailed summary of each Traffic Regulation Order and restriction

Annex 3 - Summary of existing and future budgets related to this report

Annex 4 – Equalities Impact Assessment for the Covid-19 Economic Recovery - Transport and Place Strategy

Annex 5 – Equalities Impact Assessment for the recommendations set out in this report

Annex 6 - Independent review of York's access offer

Annex 7 - Open Brief based on the outcomes of the public and stakeholder engagement

Annex 8 - Summary of the responses to surveys and direct engagement

List of Abbreviations Used in this Report

TRO - Traffic Regulation Order

EIA – Equalities Impact Assessment

This page is intentionally left blank

COVID_19 Economic Recovery

Transport and Place Strategy



June 2020

Executive Summary

In response to the impacts of COVID_19 City of York Council are developing an Economic Recovery Plan. As part of this plan a one year Transport and Place Strategy has been produced to underpin the city's economic recovery, respond to reduced capacity and confidence in the public transport network, and secure the active transport benefits that have been realised during the initial lockdown. This strategy compliments and is in addition to implementation of the government's Safer Public Places guidance, which was issued in May 2020, and follows five key strands:

- Create ***a people focused city centre***
- ***Prioritise active transport***
- Promote ***a complimentary park > walk > visit strategy*** using council car parks outside the people focused city centre
- ***Maintain confidence in public transport***
- ***Support the city's secondary centres***

Most of the interventions set out in the strategy will remain in place for the full year – or until such point as a vaccine or treatment for COVID_19 is in place - whereas others will only be applied as and when required by the current government COVID_19 alert level or guidance. This provides a simple and clear framework for stepping up or down the strategic response. Should the government announce a change in alert level or guidance then the appropriate measures can be immediately actioned and communicated to the public.

It is important to note that all elements of the strategy are designed to be flexible and pragmatic. Should guidance change; anticipated trends not emerge; measures prove ineffective; or funding not be available, then the strategy will be refined. Public and stakeholder feedback will be sought throughout as part of a supporting communication and engagement plan.

Key principles

The city's Economic Recovery - Transport and Place Strategy is designed to underpin and support the economic recovery, whilst locking in as many of the active transport benefits that have been realised during COVID_19 as possible.

The Economic Recovery Plan for the city is aligned with the Council Recovery Plan, and the following key principles:

- healthiness
- wellbeing
- sustainability
- innovation
- inclusivity
- safety

The city's economy, particularly in the city centre, is very dependent on tourism which creates and sustains significant numbers of jobs in the hospitality, food and beverage, retail, leisure and cultural sectors. Initial estimates suggest that there could be 15,000 job losses in York as a result of COVID_19, largely across these sectors. Creating places and an environment in which visitors can safely return to the city centre in the short term will be crucial in laying the foundations for the long term economic recovery.

Post-lockdown measures

The ongoing response to COVID_19 will over time involve a combination of active mitigations to ensure the infection reproduction rate remains below 1. These include:

- Continued social distancing
- Avoiding crowded places
- A sector by sector approach to returning to work
- Phased reopening of schools
- Active discouragement of the use of public transport when the risk is high, and the promotion of walking and cycling
- Downloading of a track and trace app to identify contact tracing and self-isolation following exposure to infection
- Increased levels of personal hygiene and surface cleaning
- Requirements to wear face coverings on public transport and in enclosed spaces
- Continuing to work from home wherever possible
- Shielded people and those in high risk groups to remain in self-isolation
- Full or partial future lockdowns should the virus reproduction exceed a rate of 1

A combination of the above is likely to remain in place until such time as a vaccine is (hopefully) discovered, tested, and in mass production; or combinations of anti-viral drugs that are proven to effectively treat the virus are discovered. The current best estimates are that a vaccination will hopefully be available sometime in 2021. In short, for at least the next 12 months there are likely to be varying degrees of the above measures in place, causing significant disruption to society and the economy.

Behavioural change and the public response

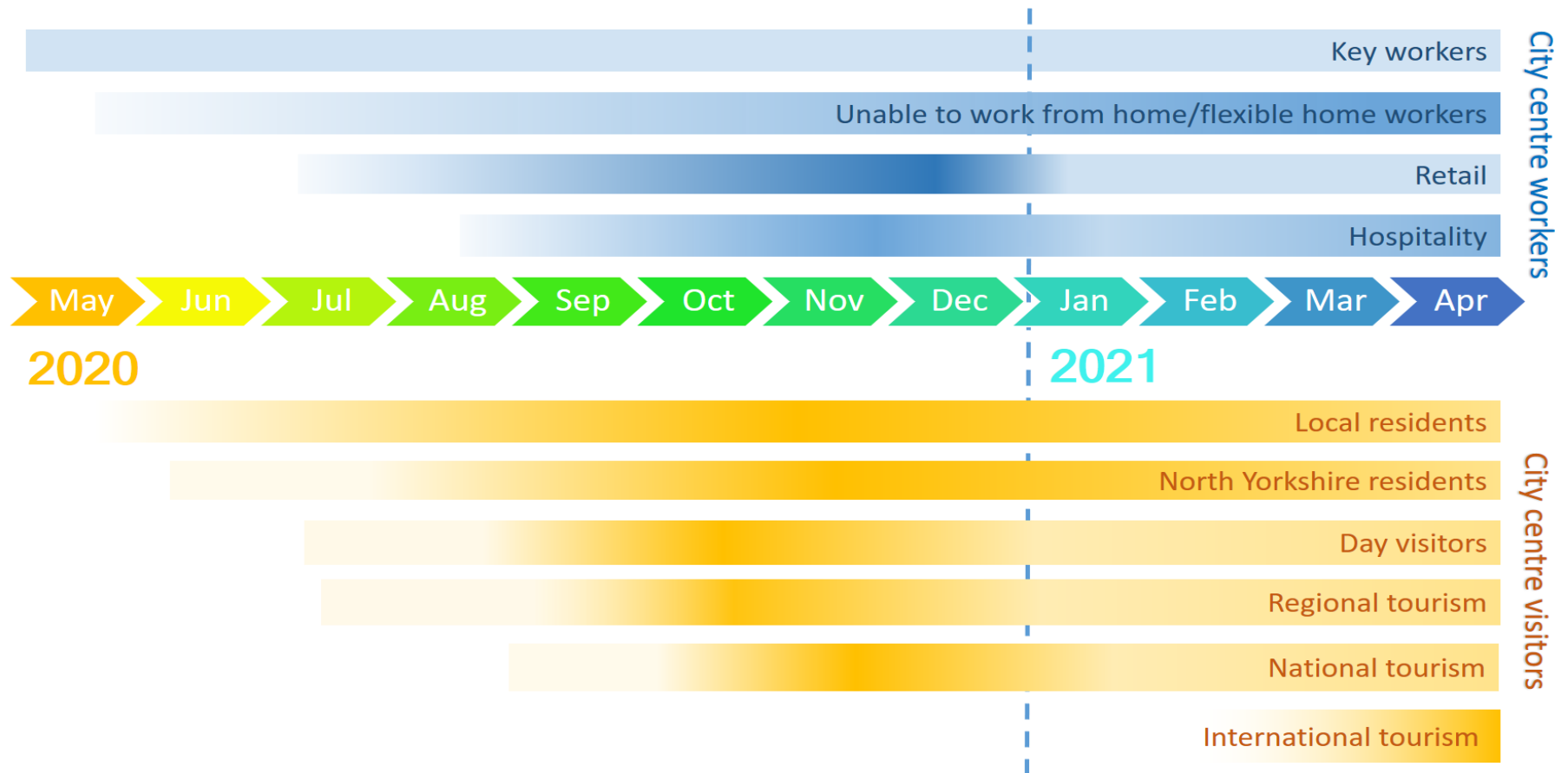
Predicting anything that will happen as a consequence of COVID_19 is challenging. In the long term this may result in a fundamentally different 'new normal', where complete behavioural change occurs and people simply adapt to a new way of working, living, and interacting, causing permanent changes to the structure of our society and economy. Alternatively we may quickly revert back to the underpinning principles of human behaviour and the way life was pre-COVID_19, with more nuanced societal and economic changes and a speeding up and ratchetting forward of existing trends.

In the short term, as the current lockdown is initially lifted it may feel daunting to people at first. First instincts may be to visit friends and family; travelling by car to quiet, rural areas where it is easy to social distance; and avoiding crowded places. The assumption is that people will look to spend time and money locally until confidence grows and some forms of national domestic tourism returns. International travel is expected to be severely restricted and affected for the foreseeable future.

The following page sets out very high level theoretical assumptions on when different groups who use and visit the city centre would likely return over the coming year if COVID_19 restrictions were lifted in incremental stages and there was a continual and gradual fall in infection reproduction rates.

The darker shaded areas represent anticipated spikes in visitors or employment, particularly relating to seasonal changes such as employment.

Estimated timeline of people returning to the city centre by group assuming a gradual release of government restrictions



However, as noted earlier in this document the measures to tackle COVID_19 in advance of a vaccine are highly unlikely to follow a fixed trajectory, with a flexible application of future measures to respond to spikes in infection.

Government alert levels

In response to the infection risks posed by COVID_19 the government’s latest strategy is to follow an alert level based model to flex restrictions to respond to potential spikes in infection rates. These are set out below:

COVID Alert Levels		
Level	Description	Action
5	As level 4 and there is a material risk of healthcare services being overwhelmed	Social distancing measures increase from today’s level
4	A COVID-19 epidemic is in general circulation; transmission is high or rising exponentially	Current social distancing measures and restrictions
3	A COVID-19 epidemic is in general circulation	Gradual relaxing of restrictions and social distancing measures
2	COVID-19 is present in the UK, but the number of cases and transmission is low	No or minimal social distancing measures; enhanced testing, tracing, monitoring and screening
1	COVID-19 is not known to be present in the UK	Routine international monitoring

During the initial emergency lockdown the alert level was 5, with a reduction to level 4 in mid-May and tentative suggestions of a further relaxation to level 3 in July, dependent on infection reproduction rates. This provides a much more useful framework through which to assess the impact on those using and visiting the city centre and secondary centres, and allows a strategic transport and place approach to be tailored to each of the different alert levels that can be quickly implemented as and when the government changes the level. It should however be noted that there remains nuances within each alert level which may require a flexible local application of strategic responses.

COVID_19 impact on transport

The period of lockdown resulted in significant improvements in air quality, largely as a consequence of the reduction in travel resulting in far lower levels of vehicle usage. The initial guidance to exercise outside the home once a day, and reduced numbers of vehicles on the roads, also resulted in an increase in active forms of travel such as walking and cycling. This trend is entirely in line with the council's existing long term transport strategy to promote active travel, and there is an opportunity to harness the cultural shift to these modes of transport.

However, social distancing to reduce the spread of infection will in the short to medium term have a major impact on public transport. The guidance of maintaining a 2 metres distance from other people is expected to reduce the capacity of the public transport network by as much as 90%. There is also likely to be a reluctance to use public transport as the close proximity to others means it will be perceived to be the highest risk form of transport in terms of infection.

This initial reluctance is anticipated to dissipate over time, and in a post-vaccine world public transport will remain the strategic priority. There may be less demand in the long term should large scale homeworking become the norm, particularly on inter-city travel, although this would be reflected across all forms of transport. Much of the travel to York will depend on our ability to secure a sustainable long term economic recovery for the city centre.

To underpin this recovery the emergency economic response pre-vaccine will be vital and is the immediate focus of the council's COVID_19 Economic Recovery Plan. This plan will require significant short term transport measures that are set out in the following Economic Recovery - Transport and Place Strategy, which will also lay the foundations for a future sustainable transport system.

COVID_19 Economic Recovery - Transport and Place Strategy

Driving York's economic recovery and creating a sustainable transport legacy

The COVID_19 Economic Recovery - Transport and Place Strategy will deliver bold interventions to accelerate the city's move towards active and sustainable transport, yet also has the short term pragmatism to accept that the economic recovery relies on people, who will only visit the city centre if they can travel with confidence and in a way which they feel safe. This strategy compliments and is in addition to implementing the government's Safer Public Places guidance, which was issued in May 2020. Some elements of the strategy will require interventions throughout the 12 month period whilst others will be implemented or stood down depending on the alert level at the time.

To achieve the aims set out above the strategy will focus on five key strands:

- Create ***a people focused city centre***
- ***Prioritise active transport***
- Promote ***a complimentary park > walk > visit strategy*** using council car parks outside the people focused city centre
- ***Maintain confidence in public transport***
- ***Support the city's secondary centres***

This strategy is a time limited, one year response to the impact of COVID_19. It does not replace the requirement for a new Local Transport Plan (LTP). The measures set out in this strategy will instead begin to serve as a test case for the LTP, and allow analysis of the impacts, and public feedback on the interventions, to help develop the long term strategies.

COVID_19 Economic Recovery - Transport and Place Strategy

COVID_19 Economic Recovery Plan

COVID_19 One Year Transport and Place Strategy

People focused city centre	Prioritise active transport	Park > Walk > Visit	Maintain confidence in public transport	Support the city's secondary centres
<ul style="list-style-type: none"> • A safe city centre environment to social distance with confidence • Attract visitors back to the city centre to drive economic recovery • Create flexible public spaces for commercial use by local businesses • Harness improved air quality and increased use of active transport • Continue long term sustainable transport strategies 	<ul style="list-style-type: none"> • Ensure current increases in active travel continue • Provide improved sustainable transport options as alternatives to reduced public transport capacity • Ensure that travel by car does not become the short term solution for commuters and a long term dependency • Ensure those that are able to work from home continue to do so • Develop school drop off strategies 	<ul style="list-style-type: none"> • Ensure the city centre is attractive to residents in the immediate future • Ensure the city centre is a destination of choice for visitors post-lockdown • Accept visitors may need to be incentivised to return • Accept visitors will see and use cars as the primary form of transport • Promote car parking opportunities <i>outside the people focused city centre</i> 	<ul style="list-style-type: none"> • Ensure that the bus and rail network continues to operate for those that need it • Bus stops and the railway station are safe environments • Capacity is increased at key times of day and times of the year • As the risk or perceived risk of infection reduces people return to using public transport instead of cars 	<ul style="list-style-type: none"> • Safe environments in which people can social distance with confidence • Increased footstreet areas for people focused secondary shopping centres • Create flexible public spaces for commercial use by local businesses • Increased cycle parking to encourage active travel

A people focused city centre

The COVID_19 emergency and resulting government restrictions and guidance for social distance in public places has already required the council to implement measures to create additional space within the city centre for pedestrians and business, and the repurposing of roads to allow people to safely walk and cycle.

A people focused city centre will redefine and expand the pedestrianised footstreets in line with Department for Transport guidance (Safer Public Places) to accommodate social distancing; create new cycle routes through the city centre to harness the modal shift to active transport; and explore options to increase the capacity for cyclists and pedestrians in crossing the river. An additional benefit will be the improvements in air quality from the consequent reduction in city centre traffic.

This strand of the strategy also has a key role in the economic recovery of the city centre as it will help to drive footfall when government guidance allows. Residents and visitors will only return to the city if they have confidence that they can safely social distance and that it is an attractive outdoor environment to spend time, given that other footfall drivers such as pubs and restaurants will not be open during higher alert levels. It will also make large public spaces and footstreets available to repurpose for local businesses to adapt their operating models to social distancing.

Actions – People focused city centre

- Implement the government's Safer Public Places guidance in conjunction with other stakeholders and partners
- Create a priority city centre cycle route that avoids the inner-ring road and narrow pedestrian areas
- Create multiple large scale cycle parking points within the city centre through new or repurposed office/station cycle parking
- Extension of the footstreets and creation of increased public spaces that can be used by local businesses to adapt their operating models
- Create flexible areas of public space for leisure, culture and local businesses, including the potential use of Castle Car Park if viable options are identified
- All displaced blue badge parking to be replaced and concentrated in accessible points and linked to shop mobility and shuttle services
- Accelerate feasibility work to explore city delivery hub models for all businesses
- Apply indicative keep left and one way walking routes in space constrained streets and around the Bar Walls

Prioritise active transport

During the initial COVID_19 lockdown there was a significant rise in people walking and cycling as part of their permitted daily exercise. The reduction in vehicular traffic also meant that the roads were less busy and safer, again encouraging people to travel by bicycle.

In an attempt to harness the growing trend to active transport during lockdown; to add capacity to the sustainable transport network whilst bus and train travel is restricted; and to ensure that commuter car dependency does not emerge; the strategy proposes to invest and make bold interventions to create new networks of park and cycle hubs, priority cycle routes, cycle hire and cycle parking to prioritise active travel as the preferred form of commuter transport.

During the lockdown key workers were provided with free car parking in council car parks. This has now ended for all, except those designated as critical workers by the government (NHS and care workers). For other key workers free city car parking will only be reintroduced when the government alert level is raised to 5.

This is to avoid encouraging new car dependency in those key workers that previously did not drive to work. In the long term it would also take car parking capacity away from the visitors to the city centre that generate the demand to protect and create employment. Without footfall there will be far fewer jobs for people to commute to.

Actions - Prioritising active transport

- Invest in all Park and Ride to also become Park and Cycle hubs
- Consider options to create two Park and Cycle super-sites with expanded cycle offers, with potential solutions including:
 - Cycle hangers for privately owned bikes
 - Cycle hire schemes if viable
 - Clear cycle priority routes to new city centre cycle parks that involve limited on road cycling
- Phase out subsidised city centre parking for key workers (except for critical workers) when government alert levels are below 5 **and** we are not in an emergency response phase, and offer alternative active transport incentives
- Develop school drop-off strategies that responds to the decreased bus capacity

A complimentary park > walk > visit strategy

Whilst ensuring the commitment and continuation of long term sustainable transport strategies, the Transport and Place Strategy needs to reflect the major economic challenges facing the city. The structure of York's economy means that a failure to encourage residents and visitors back to the city centre once it is safe will cause huge short and potentially long term damage. Although the long term transport strategy remains completely committed to sustainable transport there is an acceptance that in the short term – and for those where active travel is not an option - cars will be the preferred method of travel due to the loss of capacity and confidence in public transport.

As the purpose of the Transport and Place Strategy is to underpin the economic recovery a complimentary **park > walk > visit** strategy will be adopted, with the promotion and incentivisation of car parking for residents and visitors in council car parks outside the people focused centre. This pragmatic response reflects that people will seek to drive to places; that they will have options as to where they visit; and that we need to be an attractive destination that people can visit with confidence and ease. This approach will drive footfall, build city centre business confidence, mitigate some of the worst immediate economic impacts, and lay a solid foundation for the economic recovery.

However, the incentives would only be applied to targeted car parks, and specifically exclude Castle, Esplanade and Piccadilly car parks so as to align with the **people focused city centre** strand of the strategy. Castle Car Park may be closed under this strategy to create additional public space for businesses and events, and Esplanade and Piccadilly Car Park would not be incentivised so as not to encourage additional cars within the city centre. The initiative would also be time limited, being phased out as and when it is appropriate to return to full priced car parking and the promotion of public transport.

Actions - A complimentary park > walk > visit strategy

- The use of car parking incentives in council car parks outside the people focused city centre - when the use of public transport is being discouraged - to attract residents and visitors to the city centre
- Escalate the implementation of pay on exit and roll out across all council car parks
- Promotional campaign to encourage people to shop local and use open air food markets and retailers in the city centre
- Promotional safely visit York campaign when government guidance allows
- An exit strategy to ensure we return to public transport once confidence and capacity has returned

Maintain confidence in public transport

Social distancing will have a significant impact on public transport. The need to maintain safe distances will vastly reduce capacity on buses and trains, both of which play key roles in York's transport hierarchy. The communal nature of public transport and requirements to wear face coverings from the 15 June, will also mean it is likely to remain the least attractive mode of transport behind walking, cycling, and cars as people try to minimise their social contact.

However, during this period public transport will still be the only viable form of transport for many people, and it is also vital that a modal shift away from bus and rail and a new wave of car dependency does not take root during the COVID_19 response phase. Consequently it is important that significant thought and effort is given to the safety of bus and rail users and maintaining confidence in public transport.

Through strategic interventions we will ensure that the bus and rail network continues to operate for those that need it, that bus stops and the railway station are safe environments, that capacity is increased at key times of day and times of the year, and as the risk or perceived risk of infection reduces people return to using public transport with confidence instead of cars.

Actions – Maintain confidence in public transport

- Support any rail campaigns relating to social distancing
- Lead an information campaign about how to social distance when using and waiting for buses
- Through the York Quality Bus Partnership encourage bus operators to make changes to ticketing, schedules and vehicles to help deliver social distancing
- Explore options to protect and enhance bus priority routes so that buses can be kept out of any additional congestion caused by increased car use
- Continuing with previous projects to develop the public transport network (e.g. York Station frontage, Castle Gateway, York All Electric Bus Town)

Support the city's secondary centres

Although the city centre is the key driver of the economy, York's secondary centres also play important roles in the city's social and economic vibrancy. Large secondary high streets and centres such as Acomb and Haxby and out of town shopping centres at Vanguard, Monks Cross, Clifton Moor and the Designer Outlet will all need to apply the government guidance on Safer Public Places. Where the public spaces are the responsibility of third parties we will work with them to ensure that they understand and implement the appropriate measures. In secondary centres we will take the direct lead.

Secondary centres are well placed to benefit from the relaxing of restrictions as people are expected to look to shop local where they can easily travel safely by foot or bicycle. To facilitate this there will need to be increased cycle parking provision within easy access of shops and services, in addition to the measures to maintain confidence in public transport. It is not envisaged that subsidised or free car parking will be required as these areas are generally well served by low cost or free parking areas.

There are also opportunities to work with our local communities to create extended footstreet areas and public spaces where local businesses can adapt their operating models in response to social distancing and help them to become resilient and be part of the economic recovery.

Actions – Support the city’s secondary centres

- Implement the government’s Safer Public Places guidance in secondary centres in conjunction with other stakeholders and partners
- Explore options for extended footstreet areas and creating people focused environments
- Create increased public spaces that can be used by local businesses to adapt their operating models
- Increase secondary centres’ cycle parking
- Refine the current interventions at Bishopthorpe Road based on public feedback
- Ensure third parties implement the Safer Public Places guidance at out of town shopping centres

Implementation of the strategy

Many of the actions and interventions set out in this strategy will run for the duration of the one year period and potentially beyond – although all measures will need to be flexible and pragmatic and remain under review based on government guidance, local responses, and ongoing assessments of the outcomes of the interventions.

The implementation of the strategy will have two key strands – those elements which are intended to be in place throughout the COVID_19 response, and those that will be introduced or ended depending on the government alert level at any given time. This will provide a very clear and easy to use framework. Should the government announce a change in alert level then the appropriate measures can be implemented and communicated to the public. Any changes to restrictions within each alert level will be assessed and responded to in consultation with elected Members.

A number of the measures in the strategy required urgent implementation to ensure the city was ready for the reopening of non-essential retail on the 15 June. The following section sets out the measures that were in place for that date, and which different measures will be introduced or removed based on the government alert levels.

Priority measures that were implemented for the reopening of non-essential retail on the 15 June 2020

- A first phase extension of the city centre footstreets, with staffed barriers to assist the public (see Annex I)
- Identification of a second phase of city centre footstreet extensions (see Annex I)
- Implementation of a Circulation Management Plan for pedestrians
- Increased disabled parking provided at Monk Bar car park, with individual taxis providing personalised shuttle services in to the heart of the centre for those that need it
- Identification of constrained streets where queuing will be challenging, with a wraparound support service for businesses
- Guidance and support packs issued to businesses on how to reopen safely
- Public toilets reopened, with additional temporary toilets procured
- Launch of the Let's Be York campaign to provide information and support for all residents, visitors and businesses
- Bespoke city wide signage created, implemented and shared with all stakeholders and businesses to ensure a consistent, friendly and high quality standard

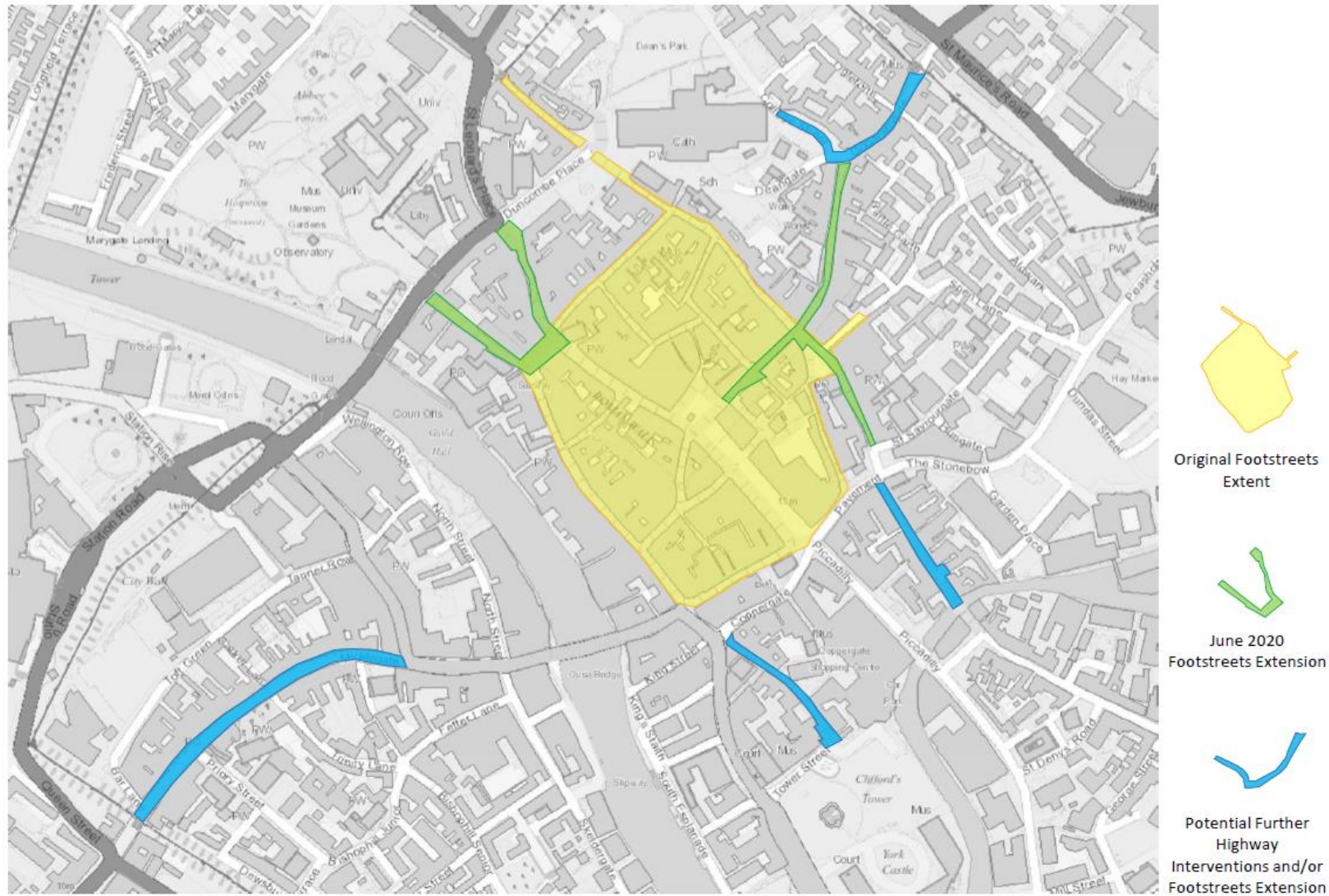
Implementation of the strategy based on government alert levels

The following table sets out when each element of the strategy will be in place under the government alert levels.

Action	Alert level				
	1	2	3	4	5
People focused city centre					
Implement the government's Safer Public Places guidance			✓	✓	✓
Create priority city centre cycle route	✓	✓	✓	✓	✓
Large scale city centre cycle parking points	✓	✓	✓	✓	✓
Extension of footstreets for use by local businesses		✓	✓	✓	✓
Create flexible areas of public space on Castle Car Park		✓	✓	✓	✓
Displaced blue badge parking concentrated in accessible point(s)		✓	✓	✓	✓
Accelerate feasibility work for city delivery hub models	✓	✓	✓	✓	✓
Keep left and one way walking routes in space constrained streets		✓	✓	✓	
One way walking route around the Bar Walls		✓	✓		
Prioritising active transport					
Invest in all P&R to also become Park & Cycle hubs	✓	✓	✓	✓	✓
Create two Park & Cycle super-sites		✓	✓	✓	
Free city centre parking for key workers					✓
Develop school drop-off strategies		✓	✓	✓	

Action	Alert level				
	1	2	3	4	5
A complimentary park > walk > visit strategy					
Incentivise visitor parking in car parks outside inner-ring road			✓		
Escalate implementation of Pay-On-Exit	✓	✓	✓	✓	✓
Promotional campaign to shop local in city centre markets			✓	✓	✓
Promotional campaign to safely visit York	✓	✓	✓		
Develop exit strategy to return to public transport	✓	✓			
Maintain confidence in public transport					
Support rail campaigns relating to social distancing			✓	✓	
Support bus operators deliver social distancing measures			✓	✓	
Lead campaign on social distancing on buses			✓	✓	
Protect and enhance priority bus routes		✓	✓	✓	✓
Continue with capital projects to enhance public transport	✓	✓	✓	✓	✓
Support the city's secondary centres					
Implement the government's Safer Public Places guidance			✓	✓	✓
Explore extending footstreets and people focused environments			✓	✓	✓
Create public spaces for use by local businesses		✓	✓	✓	✓
Increase secondary centres' cycle parking		✓	✓	✓	✓
Ensure out-of-town shopping applies Safer Public Places guidance			✓	✓	

Annex I – footstreets extended on 15 June and proposed future footstreet and highway interventions



Annex 2 - City Centre Proposed Traffic Regulation Order Changes

			Proposal	Proposal
Location	Existing TRO	Current TTRO	Immediate changes to TTRO Until 30 Sept 2021	Potential Changes to Permanent TRO (post 30 Sept 2021)
Core Footstreet Area	10:30-17:00	Time changed to 10:30 – 20:00	Extend TTRO until 30 Sept 2021 10:30 to 20:00	Revert back to 10.30 – 17.00 subject to general review of operation of Footstreets
Revision to Footstreet Area (Blake Street, Goodramgate routes)	Disabled Access Exemption	Disabled Access Exemption removed	Extend TTRO to 30 Sept 2021	Consultation on the potential change to the permanent TRO removing the Blue Badge holder exemption between 10.30 – 17.00
Revision to Footstreet Area (Blake Street, Goodramgate routes)	Time 10:30 - 17:00	Time changed to 10:30 – 20:00. Waivers issued for Market Trader access	Extend TTRO to 30 Sept 2021. Exemptions/Waivers provided for Market Trader access.	Revert back to 10.30 – 17.00 subject to general review of operation of Footstreets
Revision to Footstreet Area (Blake Street, Goodramgate routes)	No Loading Ban	Loading Ban introduced 10:30 – 20:00 (but not signed/implemented)	Extend TTRO until 30 Sept 2021. 10:30 to 20:00	Consultation on the potential change to the permanent TRO introducing loading ban between 10.30 – 17.00
Goodramgate – Monk Bar to Deangate	No Access Restriction	Access Only 10:30-20:00	Remove TTRO. Revert to original TRO	
Goodramgate – Monk Bar to Deangate	Loading Ban - 8.00 and 9.15 and between 16.00 and 18.00 Monday to Saturday	Loading Ban Changed to 10:30 -20:00	Remove TTRO Revert to original loading ban	Review loading ban and dedicated Blue Badge Parking measures as part of any potential changes to the permanent TROs in the area.
Fossgate	NW 8/6 Park P&D 6/8 overnight	Loading Ban 10:30 -20:00 (Loading bays provided)	Extend TTRO to 30 Sept 2021	TBC
Fossgate	Access Only 08:00-17:00	Access Only changed to 10:30 – 20:00	Extend TTRO to 30 Sept 2021	TBC
Castlegate	Disabled Access Exemption	Disabled Access Exemption removed	Extend TTRO to 30 Sept 2021	Future changes to be developed as part of Castle Gateway project

			Proposal	Proposal
Location	Existing TRO	Current TTRO	Immediate changes to TTRO Until 30 Sept 2021	Potential Changes to Permanent TRO (post 30 Sept 2021)
Castlegate	Footstreet between 10:30-17:00	Time changed to 10:30 – 20:00. Two way at Clifford’s Tower end	Extend TTRO to 30 Sept 2021	Future changes to be developed as part of Castle Gateway project
Coppergate	Bus Lane	One Way Restriction. Right Turn Cycle ban removed. Counter flow Cycle Lane	Extend TTRO to 30 Sept 2021	Develop layout options and progress potential permanent change to TRO
Duncombe Place	No Waiting 24 Mon-Sat & NW 11/6 Sun	Loading and Disabled Parking Bay	Extend TTRO to 30 Sept 2021	Linked to consultation on potential permanent change to TRO removing the Blue Badge Holder exemption for the Extension to Core Footstreet Area between 10.30 – 17.00
St.Saviourgate	No Waiting 8/6 Except Sun	Loading and Disabled Parking Bay	Extend TTRO to 30 Sept 2021	
Dundas Street	No Waiting 24/7	Loading and Disabled Parking Bay	Extend TTRO to 30 Sept 2021	
Carmelite Street	No Waiting 24/7	Loading and Disabled Parking Bay	Extend TTRO to 30 Sept 2021	

Footstreet Changes -Funding	Revenue	Revenue (To Be Approved (TBA)	Capital TBA	Proposed Funding Source
	Rate	Cost Nov 2020 – Sept 2021		
Current Extension Arrangement				
Fossgate/Goodramgate Staffing	£12k/Month	N/A		Funded from Economy Recovery budgets including Reopening the High Street
Taxi Service	£10k/Month	N/A		Funded from Covid Bus Services Support Grant (CBSSG)
Recommended Changes to Temporary Measures				
Progression of Permanent Footstreet Extensions (10:30-17:00) inc. public engagement			£20k	LTP Capital
Core Area - Goodramgate – Barrier staffing to manage access – inc. Market. 7 days a week (16:00 – 20:00)	£2k/month Supplement to Fossgate costs	£20k Total £8k (Dec-March) £12k (April – September)		2020/21 Economy Recovery budgets including Reopening the High Street 2021/22 To be classed as essential growth as part of 2021/22 budget process (Feb 2021)
Fossgate – Barrier Staffing Reduce to Approx. 7 days a week(10:30-20:00)	£8k/month	£80k Total £32k (Dec – March) £48k (April – September)		2020/21 Economy Recovery budgets including Reopening the High Street 2021/22 To be classed as essential growth as part of 2021/22 budget process (Feb 2021)
Signing/lining etc.			£10k	LTP Capital Signing/Lining allocation.
Taxi Service Removed	N/A			
Disabled Access Mitigation Measures - Immediate				
Changes to on street Lining/Signing			£5k	LTP Capital
Changes to Car Park Bays – Bootham Bar			£2k	LTP Capital
Associated Mitigation Actions by Summer 2021				
Strategic Disabled Access and City Centre Parking Review -£40k	£40k	£24k - TBA £16k Approved		£24k LTP4 Parking Review £16k LTP4 Disabled engagement (Existing)

Annex 3

Improved Car Park to City Centre Access Routes			£50k+	LTP Capital
Hostile Vehicle Mitigation Measures				
Advance Design of Footstreet Extension HVM			£50k	CYC Capital – Use of Existing City Centre Access Phase 1 allocation

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

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

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

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

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

Introduction

Service submitting the proposal:	Regeneration and Major Projects
Name of person completing the assessment:	Lucy Atkinson
Job title:	Sustainability Project Manager
Directorate:	Economy and Place
Date Completed:	09/06/20
Date Approved (form to be checked by head of service):	Andy Kerr 15/6/20

Section 1: What is the proposal?

1.1	Name of the service, project, programme, policy or strategy being assessed? Economic recovery strategy (COVID-19): Transport and Place - Priority Implementation Measures
1.2	What are the main aims of the proposal? An economic recovery plan is being prepared in response to the covid 19 pandemic, comprised of three strands - 1 Business Support, 2 Transport & Place, 3 Skills & Training. Part of the second stream 'transport and place' has been accelerated to support the reopening of non essential retail from 15th June 2020, and in the context of social distancing and health and safety requirements. The main aims of the priority proposal are:
1.3	What are the key outcomes? Key outcomes include: - pedestrians enabled to safely move through York's streets whilst maintaining social distancing measures. - implemented measures enable safe reopening of York for non-essential retail, in line with government advice. - measures allow for businesses to reopen safely, reducing long-term economic impacts on businesses in the city centre.

Section 2: Evidence

2.1	What data / evidence is available to support the proposal and understand its likely impact? (e.g. hate crime figures, obesity levels, recycling statistics) Current government guidance around social distancing, and positive health/ pandemic management impacts is widely available, and updated regularly. The UK is currently being managed daily through an alert management system, in order to balance the social and economic impacts of the approach with health/ pandemic management imperatives
2.2	What public / stakeholder consultation has been undertaken and what were the findings? The priority measures have been developed at pace in response to an imminent reopening of the City Centre and retail, with the ability to consult constrained by this. The emerging proposals were publicised through press communications, and direct dialogues established with individuals and organisations as a consequence. In addition a bespoke workshop was held with an extended 'My City Centre Stakeholder Group' with representatives from business sectors, police, city stakeholders. community safety, CVS, BID, Make it York and

	Are there any other initiatives that may produce a combined impact with this proposal? (e.g. will the same individuals / communities of identity also be impacted by a different project or policy?)
2.3	Parking measures within the city centre. The impacts of this initiative are considered within this assessment.

Section 3: Impact on One Planet principles

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

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

Equity and Local Economy

Does your proposal?	Impact	What are the impacts and how do you know?
3.1 Impact positively on the business community in York?	Positive	The proposals will enable the safe reopening of businesses in York city centre. There may be mixed impact on businesses depending on the type of street they are located on and social distancing measures
3.2 Provide additional employment or training opportunities in the city?	Neutral	As the proposals relate to reopening of existing businesses within the city centre, it is unlikely that proposals will result in additional employment or training opportunities. Though they will allow the
3.3 Help improve the lives of individuals from disadvantaged backgrounds or underrepresented groups?	Mixed	Whilst the proposals as a whole are designed to support the economic robustness and social function of the City Centre- optimising benefits to all, changes to street access in terms of managing pedestrian circulation, could negatively impact on those with

Health & Happiness

Does your proposal?	Impact	What are the impacts and how do you know?
3.4 Improve the physical health or emotional wellbeing of residents or staff?	Positive	The proposed measures are likely to have a positive impact on emotional wellbeing of residents and visitors to the city centre. For example, -> enabling adherence of social distancing which will
3.5 Help reduce health inequalities?	Positive	These measures will allow most individuals to move safely around the city centre, enabling access to public spaces whilst managing the pandemic and its health impacts
3.6 Encourage residents to be more responsible for their own health?	Positive	Measures enable individuals to take responsibility for their own health (and that of others) by adhering to social distancing measures, reinforced by appropriate signage from the local authority
3.7 Reduce crime or fear of crime?	Neutral	Proposals do not specifically address crime or fear of crime, though reopening the City Centre safely will repopulate these areas, improving natural surveillance.
3.8 Help to give children and young people a good start in life?	Neutral	Proposals do not specifically target children or young people.

Culture & Community

Does your proposal?	Impact	What are the impacts and how do you know?
3.9 Help bring communities together?	Neutral	The proposal will allow the reopening of the city centre area; markets, shops, services and public spaces. This may help to bring the local community together in terms of being able to support city centre businesses
3.10 Improve access to services for residents, especially those most in need?	Mixed	Reopening the city centre will allow businesses to reopen, which is likely to improve access to services for many residents. Displacement of parking for blue-badge holders may
3.11 Improve the cultural offerings of York?	Positive	Alternative uses of public spaces, such as Castle Car park, may provide opportunities to expand York's cultural offerings given the lockdown measures, whilst ensuring the safety of residents and visitors
3.12 Encourage residents to be more socially responsible?	Unsure	Proposals are not expected to impact on residents social responsibility.

Zero Carbon and Sustainable Water

Does your proposal?	Impact	What are the impacts and how do you know?
---------------------	--------	---

3.13	Minimise the amount of energy we use and / or reduce the amount of energy we pay for? E.g. through the use of low or zero carbon sources of energy?	Mixed	Parking proposals (through displacement of blue badge holders to Monk Bar) will lead to an additional taxi shuttle service from Monk Bar car park into the city centre. This would use additional energy, though depending on journey of blue badge holders, may lead to reduced travel for individual vehicles.
3.14	Minimise the amount of water we use and/or reduce the amount of water we pay for?	Neutral	These proposals have no direct impact on water use.

Zero Waste

Does your proposal?		Impact	What are the impacts and how do you know?
3.15	Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials?	Unsure	Signage produced may create waste, especially if guidelines change and signage needs to be updated. Signage has been designed to minimise this

Sustainable Transport

Does your proposal?		Impact	What are the impacts and how do you know?
3.16	Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?	Positive	Extension of the footstreets is likely to affect how people travel to the city centre positively and the priority measures are aligned with a broader transport and place strategy designed to lock in sustainable transport benefits accruing over the COVID lockdown.
3.17	Help improve the quality of the air we breathe?	Positive	Extending footstreets will likely have a positive impact on local air quality to those streets, as restricting traffic movement within the city centre. Enabling a greater area of the city centre to be opened for pedestrian

Sustainable Materials

Does your proposal?		Impact	What are the impacts and how do you know?
3.18	Minimise the environmental impact of the goods and services used?	Negative	Signage will not be able to be reused or recycled, though is small scale in terms of consumption

Local and Sustainable Food

Does your proposal?		Impact	What are the impacts and how do you know?
3.19	Maximise opportunities to support local and sustainable food initiatives?	Positive	The safe commercial reopening of the centre will support those local and sustainable food initiatives which form part of the centres overall commercial makeup

Land Use and Wildlife

Does your proposal?		Impact	What are the impacts and how do you know?
3.20	Maximise opportunities to conserve or enhance the natural environment?	Mixed	As previously stated, likely to have a positive impact on local air quality due to extension of footstreets. Re-opening of the city centre businesses may encourage more people to travel to the city centre.
3.21	Improve the quality of the built environment?	Mixed	Proposed new signage and social distancing measures are likely to have a minor and temporary negative impact on the quality of the built environment. Signage may clutter streets and restricted pedestrian
3.22	Preserve the character and setting of the historic city of York?	Mixed	Proposed new signage and social distancing measures are likely to negatively impact on the character and setting of York due to signage cluttering streets this is likely to be a minor and temporary impact. Reopening
3.23	Enable residents to enjoy public spaces?	Positive	Enables safe reopening of York city centre and associated public spaces for residents to enjoy (e.g. Museum Gardens).

3.40	Additional space to comment on the impacts		
There are a number of negative or mixed impacts outlined within this assessment. These measures should be considered within the broader context of national legislation around enabling the opening of non-essential retail whilst ensuring public safety through social distancing measures.			

Section 4: Impact on Equalities and Human Rights

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

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

Equalities

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

		Impact	What are the impacts and how do you know?
4.1	Age	Mixed	The proposals may negatively impact on the elderly. The elderly have a greater likelihood of physical mobility issues, therefore one-way systems and limits to pedestrian travel around the city centre may impact on their ability to move around. These
4.2	Disability	Negative	Reallocation of blue badge holders to Monks Bar car park will likely extend distance for these users to city centre services. Provision of a mobility taxi shuttle will provide some mitigation for this.
4.3	Gender	Neutral	Proposals are not expected to have an impact.
4.4	Gender Reassignment	Neutral	Proposals are not expected to have an impact
4.5	Marriage and civil partnership	Neutral	Proposals are not expected to have an impact
4.6	Pregnancy and maternity	Mixed	Similarly to the elderly, pregnant women may have limited mobility, therefore rearrangement of footstreets may cause additional difficulties in accessing shops and services due to one-way system along certain streets. This is however limited to just
4.7	Race	Neutral	Proposals are not expected to have an impact
4.8	Religion or belief	Neutral	Proposals are not expected to have an impact
4.9	Sexual orientation	Neutral	Proposals are not expected to have an impact
4.10	Carer	Negative	Proposals may negatively impact on carers. Those caring for blue badge holders may find additional difficulty in having to park further from the city centre, and being able to safely walk from Monk Bar car park to the city centre. Provision of a bus service
4.11	Lowest income groups	Positive	Those on low incomes may benefit from the reopening of free public space, such as Museum Gardens, deriving both physical and mental health benefits from green space.
4.12	Veterans, Armed forces community	Neutral	Proposals are not expected to have an impact.

Human Rights

Consider how a human rights approach is evident in the proposal

	Impact	What are the impacts and how do you know?
--	--------	---

4.13	Right to education	Neutral	Proposals are not expected to impact.
4.14	Right not to be subjected to torture, degrading treatment or punishment	Neutral	Proposals are not expected to impact.
4.15	Right to a fair and public hearing	Neutral	Proposals are not expected to impact.
4.16	Right to respect for private and family life, home and correspondence	Neutral	Proposals are not expected to impact.
4.17	Freedom of expression	Neutral	Proposals are not expected to impact.
4.18	Right not to be subject to discrimination	Neutral	Proposals are not expected to impact.
4.19	Other Rights	Neutral	These proposals impact on the ability of people to move freely around the city centre. However this is required to ensure social distancing can be maintained.

4.20	Additional space to comment on the impacts		
<p>In all cases, appropriate social distancing measures implemented are likely to have a positive impact on the overall health of the population by enabling people to adhere to social distancing, and therefore reducing the potential to spread / exposure to COVID-19.</p>			

Section 5: Planning for Improvement

5.1	What have you changed in order to improve the impact of the proposal on the One Planet principles? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	The proposal considers the safety of residents and visitors to the city centre given the current social distancing measures. The proposal set out enables changes to be made and adaptations to take place in the city centre as any changes to social distancing measures are made.

5.2	What have you changed in order to improve the impact of the proposal on equalities and human rights? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	The proposal has identified the potential negative impact to a number of groups. Continued engagement with representatives (such as charities) will ensure that proposals minimise the impact on these groups. The design of signage and circulation systems has been undertaken with a view to minimising negative impacts.

5.3	Going forward, what further evidence or consultation is needed to ensure the proposal delivers its intended benefits? e.g. consultation with specific vulnerable groups, additional data)
	Continued engagement with businesses to ensure they are able to open and work within the measures outlined.

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

Action	Person(s)	Due date
Ongoing Business Community Engagement	Andy Kerr/Gareth Wilce	Ongoing
Ongoing consultation and liaison with communities of interest	Andy Kerr/Gareth Wilce	Ongoing
Ongoing liason with blue badge holders	Graham Titchener	Ongoing
Continuous review of the impact of highway measures, changes to government guidance, and compliance with	Tony Clarke	Ongoing

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

This page is intentionally left blank

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

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

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

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

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

Introduction

Service submitting the proposal:	Regeneration and Major Projects and Transport
Name of person completing the assessment:	Andy Kerr
Job title:	Head of Regeneration Programmes
Directorate:	Economy and Place
Date Completed:	11/11/20
Date Approved (form to be checked by head of service):	Andy Kerr 11/11/20

Section 1: What is the proposal?

1.1	<p>Name of the service, project, programme, policy or strategy being assessed?</p> <p>The ongoing extension of the city centre footstreets in response to Covid-19 that were initially introduced through Economic recovery strategy (COVID-19): Transport and Place Strategy</p>
1.2	<p>What are the main aims of the proposal?</p> <p>Under the city's economic recovery plan and government's Safer Public Place guidance in response to the covid 19 pandemic, a Transport and Place Strategy was introduced, with an accompanying EIA. Within this strategy a number of the city centre footstreets were extended to allow social distancing and to allow businesses to continue to operate during the pandemic. The footstreet hours were also extended from 5pm to 8pm. These measures were for an initial 6 month period and are due to expire on 14 December. It is proposed to extend a number of these measures until September 2021 in response to the ongoing pandemic, but to improve the mitigations in place for those who have been adversely affected by their introduction. It is also proposed that some of the temporary extensions may become permanent, but this will require a separate formal statutory process in the future. This will require further EIAs to assess the impact in making decisions at that point.</p>
1.3	<p>What are the key outcomes?</p> <p>Key outcomes include:</p> <ul style="list-style-type: none"> - the temporary extension of the city centre footstreets until 8pm that were implemented in Summer 2020 in response to Covid-19 will continue until September 2021, except for Monk Bar to Deangate and College Green which will be removed from the footstreet area to increase blue badge car parking capacity on the edge of the footstreet area - based on feedback and discussions with groups of disabled people a number of revised mitigations are to be put in place including removing the taxi shuttle service from Monk Bar car park to be replaced by increased blue badge parking on the edge of the footstreets; creation of a single information point on disabled parking, quality of access, benches, disabled toilets and other relevant information; the council to undertake a full strategic review of city centre parking and disabled access to include a review of shopmobility, identifying gold standard disabled parking options, a city centre shuttle service, and delivery hubs. - proposals that some of the temporary footstreets may become permanent, but with a formal future process required with further EIAs and consideration of the impact on all.

Section 2: Evidence

What data / evidence is available to support the proposal and understand its likely impact? (e.g. hate crime figures, obesity levels, recycling statistics)

2.1	<p>Current government guidance around social distancing, and positive health/ pandemic management impacts is widely available, and updated regularly. The UK is currently being managed daily through an alert management system, in order to balance the social and economic impacts of the approach with health/ pandemic management imperatives</p> <p>Since the footstreets were extended under the emergency covid measures there has been ongoing monitoring of the situation, and a major engagement exercise with those affected by the footstreet extensions, which is set out below.</p>
2.2	<p>What public / stakeholder consultation has been undertaken and what were the findings?</p> <p>We have engaged c450 individuals as well as advocacy groups representing thousands of disabled people across the city. The open community brief details the main themes and challenges which these proposals seek to address, and the summary of conversations with the city's businesses and representative groups.</p> <p>The principles of the footstreets extension is broadly supported by a majority of respondents to the citywide survey, which is also reflected in the support from residents identifying as disabled. There are tangible benefits for many, in particular blind and partially sighted and older people. However, the desire from many for footstreets and spaces to be vehicle free, while other Blue Badge holders request access to the otherwise pedestrianised roads, appear incompatible. These objections are articulated in a petition signed by 1093 people, including 501 York residents, calling for the reversal of the extensions.</p>
2.3	<p>Are there any other initiatives that may produce a combined impact with this proposal? (e.g. will the same individuals / communities of identity also be impacted by a different project or policy?)</p> <p>Parking measures within the city centre. The impacts of this initiative are considered within this assessment.</p>



Section 3: Impact on One Planet principles

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

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

Equity and Local Economy

Does your proposal?		Impact	What are the impacts and how do you know?
3.1	Impact positively on the business community in York?	Positive	The proposals will enable the continued operation of businesses in York city centre that the extended footstreets have facilitated. There is unanimous support for the continuation of the temporary footstreets in response to COVID-19 from business representative groups, although some individual businesses have objected due to the impact on deliveries. Whilst this can be an inconvenience to those affected, the space created for pavement cafe licences by the footstreets have been fundamental to the ability of those businesses to open and operate. On balance the impact is therefore viewed as positive.
3.2	Provide additional employment or training opportunities in the city?	Positive	Whilst the proposals have not created additional employment opportunities they have been vital to allow businesses to reopen which in turn has safeguarded jobs and employment.
3.3	Help improve the lives of individuals from disadvantaged backgrounds or underrepresented groups?	Mixed	The proposals as a whole are designed to support the economic robustness and social function of the City Centre, particularly saving jobs in the service sector which has general low wages. The footstreets have also been well received by many groups with mental health and physical disabilities, improving the environment and reducing the conflict with vehicles, particularly those with visual impairments.

Health & Happiness

Does your proposal?		Impact	What are the impacts and how do you know?
3.4	Improve the physical health or emotional wellbeing of residents or staff?	Positive	The proposed measures are likely to have a positive impact on emotional wellbeing of residents and visitors to the city centre. For example, -> enabling adherence of social distancing which will positively impact on health physically, and may ease concerns of those worried about being able to distance within the city centre -> business owners concerned about their long-term viability and wanting to remain open, and their employees concerned about their income -> business owners wanting to open safely.
3.5	Help reduce health inequalities?	Positive	These measures allow most individuals to move safely around the city centre, enabling access to public spaces whilst managing the pandemic and its health impacts.
3.6	Encourage residents to be more responsible for their own health?	Positive	Measures enable individuals to take responsibility for their own health (and that of others) by adhering to social distancing measures, reinforced by appropriate signage from the local authority.
3.7	Reduce crime or fear of crime?	Positive	The extended footstreets are enabling businesses to remain open, reducing the number of closed shops and vacant premises that could lead to anti-social behaviour and vandalism, and the perception of an unsafe city centre
3.8	Help to give children and young people a good start in life?	Neutral	Proposals do not specifically target children or young people.

Culture & Community

Does your proposal?		Impact	What are the impacts and how do you know?
3.9	Help bring communities together?	Positive	The proposals have allowed the reopening and continued operation of the city centre area; markets, shops, services and public spaces. This has helped to bring the local community together in terms of being able to support city centre businesses safely. Open public areas have provided space for individuals and groups within the community to meet safely, whilst adhering to social distancing.
3.10	Improve access to services for residents, especially those most in need?	Mixed	Reopening the city centre has allowed businesses to reopen, which is likely to improve access to services for many residents. Displacement of parking for blue-badge holders has made accessing services more difficult, and some of the initial mitigations were deemed to be unsuitable by some blue badge holders. The revised mitigations however are based on feedback from those affected and will improve the availability of blue badge parking in close proximity to the city centre. However, those with mobility issues who do not use a mobility aid will have further to walk to access the heart of the footstreet area.
3.11	Improve the cultural offerings of York?	Positive	The temporary footstreets has allowed and will continue to allow the animation of the footstreet area with events such as the College Green, managed outdoor seating space in the summer, and the York Food Festival, and for these events to be spread more widely across the city centre.

3.12	Encourage residents to be more socially responsible?	Positive	The temporary footstreets have created the space and capacity to allow residents and visitors to comply with social distancing guidance.
Zero Carbon and Sustainable Water			
Does your proposal?		Impact	What are the impacts and how do you know?
3.13	Minimise the amount of energy we use and / or reduce the amount of energy we pay for? E.g. through the use of low or zero carbon sources of energy?	Neutral	Whilst the extended footstreets displace vehicles from that area they do not necessarily reduce journeys.
3.14	Minimise the amount of water we use and/or reduce the amount of water we pay for?	Neutral	These proposals have no direct impact on water use.
Zero Waste			
Does your proposal?		Impact	What are the impacts and how do you know?
3.15	Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials?	Neutral	No impact
Sustainable Transport			
Does your proposal?		Impact	What are the impacts and how do you know?
3.16	Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?	Positive	Extension of the footstreets is likely to affect how people travel to the city centre positively and the priority measures are aligned with a broader transport and place strategy designed to lock in sustainable transport benefits accruing over the COVID lockdown period.
3.17	Help improve the quality of the air we breathe?	Positive	Extending footstreets will likely have a positive impact on local air quality to those streets, as restricting traffic movement within the city centre. Enabling a greater area of the city centre to be opened for pedestrian access may also encourage more sustainable travel methods to be taken to reach the city centre. Likely to cause displaced emissions for blue badge holders parking further from the city centre.
Sustainable Materials			
Does your proposal?		Impact	What are the impacts and how do you know?
3.18	Minimise the environmental impact of the goods and services used?	Neutral	No impact
Local and Sustainable Food			
Does your proposal?		Impact	What are the impacts and how do you know?
3.19	Maximise opportunities to support local and sustainable food initiatives?	Neutral	No impact
Land Use and Wildlife			
Does your proposal?		Impact	What are the impacts and how do you know?
3.20	Maximise opportunities to conserve or enhance the natural environment?	Mixed	As previously stated, likely to have an ongoing positive impact on local air quality due to extension of footstreets. Open city centre businesses may encourage more people to travel to the city centre. Wider social distancing measures may mean that this travel is undertaken through unsustainable means (e.g. car). reopening the Centre will draw people away from less urban environments which they may have been frequenting more often than usual during lockdown, reducing pressure on the natural environment. There are unlikely to be more direct impacts on the natural environment given the urban built up nature
3.21	Improve the quality of the built environment?	Positive	The removal of vehicles from key heritage areas such as King's Square helps to improve the visual amenity of the space and setting. Ensuring the economic viability of the city centre will enable future investment in the built environment from freeholders and stakeholders
3.22	Preserve the character and setting of the historic city of York?	Positive	As above, the removal of cars from the heritage environment does enable the character of York's history to be better enjoyed and understood. Reopening and reanimating the centre supports its economic viability, allowing investment from freeholders and stakeholders to be maintained.
3.23	Enable residents to enjoy public spaces?	Positive	The extended footstreets include two public squares which allows more space of the public to enjoy without competing with vehicles.
3.40	Additional space to comment on the impacts		
There are a number of negative or mixed impacts outlined within this assessment. These measures should be considered within the broader context of national legislation around enabling the opening of non-essential retail whilst ensuring public safety through social distancing measures.			

Section 4: Impact on Equalities and Human Rights

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

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

Equalities

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

		Impact	What are the impacts and how do you know?
4.1	Age	Mixed	<p>The proposals have a mixed impact. Many older people have benefited due to the removal of conflict with vehicles in footstreet areas, which means that those who are slower or unsure on their feet have a safer environment. However, older people may also be more likely to have a blue badge and may have previously parked in the extended footstreets and now have further to walk.</p> <p>People of all ages have on the whole been positively affected by the footstreets, which have enabled social distancing, an enhanced environment and have protect businesses and jobs. 70% of respondents to the Our Big Conversation are in favour of the footstreets.</p>
4.2	Disability	Mixed	<p>The majority of people who identify as disabled that responded to Our Big Conversation are in favour of the extension of the footstreets (60%), and more respondents agree with the safety principles behind the footstreets than disagree. The in depth discussions with disabled people and advocacy groups have reflected that many disabled people have benefited from the footstreet extensions. This is particularly the case for those with visual impairments and mobility issues that do not rely on a car and blue badge parking due to the reduction in conflict with vehicles and cyclists.</p> <p>However, a large number of those responding to our engagement do not believe the existing mitigation measures offer an adequate replacement for the loss of on-street parking for approximately 40 vehicles within the now pedestrianised area. In some cases the impact has been manageable, with other modes of transport, the taxi shuttle, or a longer walk from car to destination being achievable.</p> <p>However, for some who the above are not alternative solutions the removal of the ability to park in those areas has had a significant impact, and reduced the prospects of them visiting the city centre. They remain strongly of the view that the footstreet extensions should end immediately. Whilst the removal of College Green from the footstreets will help by reinstating a considerable number of spaces much closer to all city centre services, the journey for those with the most limited mobility who do not use a mobility aid may find it too far to walk. The proposed mitigations acknowledge this, reinstating closer parking in several locations alongside a mix of responses to meet diverse needs. These include improved information, reviews of existing parking and mobility aid provision as well as longer term developments of gold standard car parks and routes to city centres, and a feasibility study for city centre shuttle service to explore options to continue to address and improve York's access offer.</p>
4.3	Gender	Neutral	Proposals are not expected to have an impact.
4.4	Gender Reassignment	Neutral	
4.5	Marriage and civil partnership	Neutral	Proposals are not expected to have an impact

4.6	Pregnancy and maternity	Neutral	Proposals are not expected to have an impact
4.7	Race	Neutral	Proposals are not expected to have an impact
4.8	Religion or belief	Neutral	Proposals are not expected to have an impact
4.9	Sexual orientation	Neutral	Proposals are not expected to have an impact
4.10	Carer	Mixed	The impact on carers reflects the impact on those with disabilities, in that some groups who require care have benefited from the extended footstreets, whereas blue badge holders who wish to park in the footstreet areas have not.
4.11	Lowest income groups	Positive	The extended footstreets have helped businesses to reopen, particularly in sectors that have traditionally low pay.
4.12	Veterans, Armed forces community	Neutral	Proposals are not expected to have an impact.

Human Rights	
Consider how a human rights approach is evident in the proposal	

		Impact	What are the impacts and how do you know?
4.13	Right to education	Neutral	Proposals are not expected to impact.
4.14	Right not to be subjected to torture, degrading treatment or punishment	Neutral	Proposals are not expected to impact.
4.15	Right to a fair and public hearing	Neutral	Proposals are not expected to impact.
4.16	Right to respect for private and family life, home and correspondence	Neutral	Proposals are not expected to impact.
4.17	Freedom of expression	Neutral	Proposals are not expected to impact.
4.18	Right not to be subject to discrimination	Neutral	Proposals are not expected to impact.
4.19	Other Rights	Neutral	These proposals impact on the ability of people to move freely around the city centre. However this is required to ensure social distancing can be maintained.

4.20 Additional space to comment on the impacts	
In all cases, appropriate social distancing measures implemented are likely to have a positive impact on the overall health of the population by enabling people to adhere to social distancing, and therefore reducing the potential to spread / exposure to COVID-19.	



Section 5: Planning for Improvement

5.1	What have you changed in order to improve the impact of the proposal on the One Planet principles? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	The proposal considers the safety of residents and visitors to the city centre given the current and ongoing social distancing measures. The proposals enable changes to be made and adaptations to take place in the city centre as any changes to social distancing measures are made.

5.2	What have you changed in order to improve the impact of the proposal on equalities and human rights? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	The initial extension of the footstreets in response to Covid-19 were brought in at pace under emergency powers in response to the pandemic. They were accompanied by a number of mitigations to offset the impact on anyone who may be negatively affected. During the summer and autumn an in-depth engagement exercise has been undertaken with those individuals and groups to understand the personal impact on them and how any mitigations and measures can be revised and improved. This has resulted in a number of new actions that will accompany the continuation of the extended footstreets, and the commissioning of a strategic review of car parking and access for disabled people.

5.3	Going forward, what further evidence or consultation is needed to ensure the proposal delivers its intended benefits? e.g. consultation with specific vulnerable groups, additional data)
	The engagement undertaken to date is based on the "My" principles that have been developed in York as an open conversation approach, where the debate remains ongoing to make change together. The mitigations developed to date will continue to be considered and refined, whilst the strategic review of parking and access to the city will remain embedded in the engagement approach. Working collaboratively we can continue to improve York's accessibility offer.

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

Action	Person(s)	Due date
Ongoing Business Community Engagement	Andy Kerr/Gareth Wilce	Ongoing
Ongoing consultation and liaison with communities of interest	Andy Kerr/Gareth Wilce	Ongoing
Ongoing liaison with blue badge holders	Andy Kerr/Gareth Wilce	Ongoing
Continuous review of the impact of highway measures, changes to government guidance, and compliance with equalities guidance, and implement the mitigations set out in the report	Tony Clarke	Ongoing
Begin the formal process to make some of the temporary footstreets permanent, with full EIAs	Tony Clarke	Spring 2021
Undertake a strategic review of York's parking and access offer	James Gilchrist	Summer 2021

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

This page is intentionally left blank



Independent Review of York City Centre Disabled Access Offer

Introduction

Disabled Motoring UK (DMUK) was invited to carry out a desk based independent review of York City centre disabled access offer. The City of York Council (CYC) has an ambition to make the city carbon neutral by 2030 and removing vehicular access (or significantly reducing it) will undoubtedly help towards achieving this ambition. CYC has also taken seriously its responsibility to keep its citizens safe by implementing government guidance on Safer Public Places regarding city centre access.

In response to the Coronavirus pandemic the CYC Executive have adopted a one-year Covid-19 Economic Recovery strategy which includes an extension to the city footstreets and extended the hours they are in force. This enables the council to protect its citizens by creating extra space for social distancing, allow businesses to continue to operate safely using the extra space and fits with the council's carbon neutral ambition as well protecting citizens from security risks.

The CYC has undertaken significant engagement with the local community including citizens with restricted mobility pre-covid-19, and since the outbreak urgent changes were implemented to protect the health and safety of the public in general.

Access

York is a beautiful historic walled city which attracts many thousands of visitors each year. One in five of those visitors will have some form of disability. In the UK, approximately seven million people of working age have a disability, which all adds up to an awful lot of spending power. This is known as the "purple pound" and is reckoned to be worth around £249bn to the UK economy. Whatever landscape CYC wants in the future for its city centre, it must be open and welcoming to people with disabilities. Not only must it do this from a legal perspective, but it is vital from an economic perspective as well. As part of its ambitious plans for the future of the city centre CYC should include ambitious aspirations for accessibility and inclusivity. There is no reason why York cannot create a model of accessibility that others can use as a blueprint to follow.

There will need to be investment to make that happen, but the long-term benefits will more than justify the initial investment.

Engagement with the local community has already taken place and is ongoing. This must continue. It is vital that issues and concerns are discussed and addressed where possible. Openness and transparency with all stakeholders, including those with restricted mobility is key to fostering trust and understanding between all parties affected by the changes. An Equalities Impact Assessment was carried out as part of the temporary footstreet extension scheme and as a result 56 new Blue Badge disabled parking spaces have been put in place at different locations, 40 of which are at Monk Bar Car park. There is considerable support in favour of the footstreet extension scheme but there are also concerns from disabled groups and individuals that need to be addressed. People with disabilities are often thought of as one homogenous group but this is a fundamental error. Unfortunately it is also a common error. Disability is a word which covers a multitude of different conditions both mental as well as physical and within any one of those conditions there will be varying degrees of severity of the condition. It therefore stands to reason that there is no one solution that will suit all disabilities. There is no point wasting time and effort trying to find a single solution (many have tried and failed) but rather the strategy should be to adopt a flexible approach and find multiple solutions that benefit a much wider proportion of the disabled community. When vehicular access to streets is taken away, disabled citizens quite understandably feel shut out and discriminated against. Often the reason is that they park their vehicle in the street to carry out a particular action, for example to visit the bank or post office or a particular retailer. Therefore it is logical to make sure that measures are put in place to allow that action to continue for that person. In the vast majority of cases an alternative solution can be found and suggested, often with help and co-operation from the individual or group concerned.

Every city is unique and will have its own challenges and York is no different. In places the street architecture does not help those with restricted mobility and this has to be taken into consideration. Cobbled streets and uneven or slippery surfaces are not helpful to wheelchair and powerchair users and no more so for ambulant disabled people. However the extra space that footstreets provide will be welcome for most disabled citizens provided the surfaces are in good condition. Navigating the city landscape from parking areas to the footstreets and city centre is a big concern and accessible routes need to be signposted. All accessible routes must first and foremost be safe for people with disabilities to use. They should have rest areas (a place to sit so the person can rest) at regular distances, dropped kerbs at appropriate points and hand/guard rails fitted where necessary. All routes must be tactile to assist those with visual impairments. For those not able to make the distance from the parking area to the centre, a low speed (20mph max), green (EV), free, accessible shuttle vehicle should be provided to transfer disabled people from the parking hubs to the centre and footstreets. This service might be provided with the help and co-operation of access providers like Shopmobility and other community transport providers. It is commendable that CYC has provided a free taxi shuttle service from Monk Bar car park where 40 new disabled bays have been provided to the centre, but this should be seen as a temporary

measure not a long-term solution. The service is being used and appreciated, which can be evidenced by the complimentary comments made by those who use it. However it has to be acknowledged that the taxi shuttle service will not help everyone. Many of will not even know of its existence unless there is significant publicity of it.

Public Transport

Using public transport as an alternative means of gaining access to the city centre is an option that may be realistic for some disabled citizens, however for many it will not be an option at all. An audit of accessible transport provision must be undertaken as part of the planning for future city access. Not only should buses, taxi's and trains be accessible and offer a good service, the routes to and from their terminus and drop off points must be accessible. Often disabled citizens are put off from using these methods of transport as they have to book in advance to get assistance or when attempting to use the transport find there is no space available for them to use. A large amount of disabled people have reported having a bad experience (very often multiple poor experiences) when trying to use public transport and many do not trust it as a safe means of transportation. There is a substantial amount of work to do to gain trust in public transport and assurances will need to be made that journeys will be safe, regular and reliable. Many disabled citizens will plan their journeys in advance for a variety of reasons and having the confidence of knowing that their journey to and from their desired destination will happen is incredibly important to them.

Parking

York has approximately 7,500 Blue badge holders and there will be considerably more Blue Badge holders visiting the city throughout the year. Nationally it is estimated for every disabled bay there are 38 Blue Badge holders. The Blue Badge eligibility criteria changed in August 2019 to include people with hidden (unseen) disabilities and as a result Blue Badge applications are expected to rise. This will put increasing pressure on existing disabled bays. It is therefore paramount that disabled bays are kept available for genuine Blue Badge holders and not abused. It is commendable that the CYC has a policy of enforcement and that it prosecutes Blue Badge abuse and misuse. This is definitely an excellent deterrent that works and must continue. It also sends a very clear and strong message to the local community that Blue Badge abuse in York will not be tolerated. Currently parking for Blue Badge holders in council controlled car parks is free of charge, again this is highly commendable, but taking this approach does tempt other motorists to try to "get away with it" by parking in the bays which denies genuine Blue Badge holders the bay and increases levels of abuse and misuse. A future policy of charging a concessionary rate for parking should be considered. This would help reduce the temptation to abuse the bays and protect more bays for genuine users. An example of a concession which makes a reasonable adjustment would be "The first hour is free for Blue Badge holders". This would allow for the extra time needed for disabled citizens to gain step free access to goods and services without being penalized due to their disability (a reasonable adjustment).

If the temporary footstreets are to remain in place post pandemic, consideration should be given to creating “parking hubs” for Blue Badge holders as close to the limits of the closed off areas as possible. Accessible routes and assistance providers can then be provided to assist disabled citizens complete their journey into the closed off footstreets and city centre from the parking hubs. The ratio between off street council owned car parks and privately owned car parks in the city is approximately 50/50. Unfortunately, due to time constraints it has not been possible to ascertain the number of accessible bays and what charging mechanisms are in use in the privately owned car parks. An audit of private owned car parks is required so a true picture of the accessible parking offer in the city can be established.

Summary and recommendations

The extension of the footstreets will be a genuine concern for some disabled citizens who would normally park their vehicles in those streets on a regular basis to carry out a particular action/task. CYC has taken steps to provide extra alternative parking spaces elsewhere and provided a shuttle service at no cost to the user. It is vitally important that communication remains open and ongoing to try to overcome any difficulties posed by the footstreet extension until a full physical access audit can be carried out. This is the only way CYC can truly understand the impact of the measures and find solutions to mitigate those impacts which will inform future decision making on the future of the footstreets and the Local Transport Plan.

The future access of York city centre and footstreets needs to be given equal gravity when considered alongside the security and carbon neutral plans and all three streams should be considered together as part of the master plan, ensuring that York remains an open, inclusive, economically vibrant and safe place for citizens to enjoy.

Recommendations

1. It is recommended that as soon as it is safe to do so, a detailed on-site audit of accessibility is carried out by a qualified access auditor. This must be a comprehensive audit of the area (not just the footstreets) including access routes from the station, bus stops and car parks.
2. CYC should consider appointing an Access Officer to work with the council on access issues and ensure inclusivity in decision making. The Access Officer should also be a liaison for local disabled citizens and groups. This position would be ideally suited to a qualified Access Auditor with lived experience of disability.
3. An audit of accessible local public transport should take place to establish what the access offer is and how it can be improved for the future. Again this piece of work should be carried out by a qualified Access Auditor with lived experience of disability.

4. It is recommended that CYC develops a close working relationship with access providers like Shopmobility, dial-and-ride and other community transport providers. Although it is understood that CYC does provide some funding to Shopmobility, the links need to be strengthened and developed to ensure an excellent service can be provided to customers.
5. An audit of privately owned car parks in York should be carried out to establish the true number and availability of disabled parking spaces in the area and what (if any) concessionary charges are made to Blue Badge holders.
6. In CYC car parks consideration should be given to introducing a concessionary charge for Blue Badge holders. This can only be justified if the car park manages the disabled parking provision and protects it for genuine Blue Badge holders. All CYC car parks should be safe places for citizens to park and leave their vehicles and therefore it is recommended that CYC invests in a safer parking scheme owned by the British Parking Association.
7. If footstreets are to remain post Covid-19 and CYC are continuing to focus on carbon reduction initiatives and security protocols, it is recommended that as part of the master plan CYC should consider identifying "Parking Hubs" to welcome visitors to the city before continuing their journey into the centre via other transport methods e.g. walking, cycling, assisted travel from the hubs using low speed EV shuttle service.
8. It is recommended that CYC invests in accessible routes from parking and other transport hubs into the center and footstreets. These routes should be signposted and meet all the criteria required to ensure a safe transition from the transport hubs to the centre for citizens with restricted mobility. An access audit of these routes should be carried out and recommendations made.

This page is intentionally left blank

Annex 7 - Footstreets and accessibility: an open community brief

Contents

Introduction	2
Background	2
Alternative access arrangement	3
Ongoing engagement	3
The major themes	3
The competition for space in the ongoing economic recovery	3
Benefits of the foot streets (to those who can access them)	4
Conflicting needs and perspectives	5
Key Question: How can we provide the space required to keep residents and visitors safe, protect jobs and make sure all our residents can access the city centre?.....	5
Key Question: How can we resolve the tension between:	5
The alternative measures	6
Driving as independence, not convenience.....	6
Information makes a journey possible	7
Communicating the changes	8
Private hire taxis and Hackney cabs (as opposed to the taxi shuttle service)	8
Accessible parking is about both place and type of space	8
The type of space is as important as place	9
Buses.....	9
Cycling as a mobility aid...and a perceived risk to others	10
Off-street parking.....	11
Key question: The multi-storey car parks are in the right locations and offer the opportunities for density of parking, but are not popular. How do we make disabled parking more useable and attractive in multi-storeys? ..	11
Shopmobility and scooters/wheelchairs	12
Moving through town.....	13

Time and timing.....	14
A changing city.....	14
What enables and what stops me.....	15
Kindness and empathy	16
Other issues have been raised which will be shared with relevant colleagues and partners including:.....	16

Introduction

This brief represents the varied and sometimes conflicting perspectives of the thousands of York residents who face barriers getting to, moving through, using and enjoying York city centre.

It has been prompted by the impact of the footstreets expansion, implemented in line with [government guidance](#) to provide the space for York to reopen and its economy recover while protecting the health of residents. It is a working document, to be tested and refined through ongoing community engagement.

Background

The COVID-19 response has brought a new dimension to the ongoing competition for space in York city centre. The council reorganised the city centre to allow the space for the safe reopening of York. Pedestrianised streets have been central to safe social distancing. The strategy has helped York's economic recovery; with a relatively low infection rate coupled with better performance on numbers of people and spend – consistently around 97% of pre-COVID levels - than most other cities. The extra space has given most people confidence to return to live, work and play in the city centre. 73 businesses have taken advantage of pavement café licences, with all but 15 of these lasting until next Spring. All have been asked to include a tap rail in line with [DfT inclusive Mobility](#). People have space to move about safely and customers queue, drink and eat on pavements and streets which are no longer permitted to accommodate moving or stopping vehicles.

Alternative access arrangement

This impacts upon those people who regularly accessed these streets by vehicle, including Blue Badge holders and delivery drivers. In an attempt to reduce the potential exclusion of Blue Badge holders who previously parked in the temporarily extended footstreets, the council introduced some alternative measures. Space for approximately 40 Blue Badge parking spaces had been lost, so the council introduced 40 disabled bays at Monk Bar Car Park and a shuttle taxi service to St Andrewgate. A further 14 temporary bays have been added at different [locations](#) in addition to the on-street parking on Piccadilly.

Ongoing engagement

This engagement exercise explores the impact of the footstreets extension, the strengths and weaknesses of the alternatives, as well as wider issues of city centre accessibility.

We have engaged with a diverse range of disabled York residents, Blue Badge holders and advocacy groups. 421 people completed a follow-up survey advertised online and in the council publication *Our City*, delivered to every household in York. 30 individuals then attended workshops, while we held targeted insight meetings with disabled groups with a combined membership/representing several thousands of York residents. This is an ongoing conversation and the council is still eager to hear more perspectives. The brief also draws on recent consultation and engagement over public spaces and counter terrorism measures.

The major themes

The competition for space in the ongoing economic recovery

The main issue underpinning all these conversations is the competition for space. With increasing infection rates, the possibility of further restrictions and a tougher trading environment, we have to assume that additional space is vital to the continued safe social distancing of people and significant recovery of York's economy. Many participants acknowledge these challenges, and point out that businesses should not be denied the benefit of York's share of the estimated £249bn of the 'purple pound' spending power during these challenging times.

Benefits of the footstreets (to those who can access them)

Considered in isolation, the foot streets expansion delivers benefits for most York residents, and tangible benefits for many disabled people. Disabled residents are as concerned, often more so, about the health risks associated with coronavirus and crowded spaces. The pedestrianisation of wide roads removes the need to compete with others for space on narrow and crowded pavements. The road surface is also often easier to walk on and move around than the pavements, although dropped kerbs need to be adequate and plentiful in order to actually access shops and premises.

A citywide survey in July's Our City prompted responses from 1,925 York residents. Those 165 respondents identifying as disabled expressed broadly the same levels of support as the wider population for the principles behind the extended pedestrianisation. 61% of disabled respondents agreed or strongly agreed with extending the footstreets, compared with 67% across the whole survey. On prioritising extra space for cafes and restaurants, the 'agree' and 'strongly agree' figures are 70.8% for the whole survey, and 70.3% for those identifying as disabled.

In the follow-up survey targeting disabled residents in September's Our City, Twice as many respondents (168) agreed rather than disagreed (81) that extra room increased their safety, while more (151) agreed that fewer vehicles increases their safety than disagreed (115). However, the parking provision and mitigation is not seen as adequate, with (201) or close enough (213). The result is that 62% of those who responded to the question (198 of 318) believed the footstreets extension made them less or far less likely to visit the city centre.

Blind and Partially Sighted residents in particular welcome the reduction of traffic and congestion, as their safety in shared spaces relies upon the vehicle user to see and avoid them. Extensions of the footstreets has made walking through town 'much easier' and means they do not have to worry about traffic. Although mostly in favour of the new foot streets the increase in pavement café furniture, barriers, signs and bollards does present a challenge to this group, so navigation – preferably at ground level rather than a tap rail – needs to be considered. Some consistency over use of barriers around pavement cafes

would be appreciated, as it is easy to lose bearings in café tables and has forced one person to abandon their journey through Fossgate. Signs need to be bold and large, which – along with the issues over accessibility posed by cobbles and old pavements – could present a challenge to the preservation of York’s heritage. Relying on help from strangers has been more difficult due to the need for social distancing.

Conflicting needs and perspectives

The engagement highlights the conflict at the heart of the impact of the footstreets. Disabled people are not a homogenous group, and their perspective inevitably differ. The desire from many for footstreets and spaces to be vehicle free while other Blue Badge holders request access to the otherwise pedestrianised roads, in some cases requesting to park within 30 metres of any shop, appear incompatible. This is also the main issue to address when considering the potential use of e-scooters and cycles within the foot streets.

Many respondents feel the existing mitigation measures are inadequate to offset the negative impact on accessibility. A petition signed by 1093 people, including 486 York residents, calls for the reversal of the extensions until a comprehensive Equalities Impact Assessment and full public consultation has been completed. The petition and signatories can be viewed at [change.org](https://www.change.org).

There are also conflicts between different user groups – city centre residents, residents in wider York and beyond, visitors and businesses.

Key Question:

How can we provide the space required to keep residents and visitors safe, protect jobs and make sure all our residents can access the city centre?

Key Question:

How can we resolve the tension between:

- *the benefits of pedestrianisation and the impact of the space it takes away from vehicles and parking*
- *the needs and aspirations of different disabled users*

The York Disability Rights Forum has reinforced the need for an array of solutions implemented, with the footstreets reopened to Blue Badge holders in the meantime

The alternative measures

The alternative measures in York are well used and accessible to many, but 146 out of 368 survey respondents believed that none of the alternative measures replaced the lost parking. 80% disagree or strongly disagree that there are enough parking places which are close enough to access the city centre.

The use of the shuttle taxi service has grown, with 947 single shuttle journeys complete by 30 September. It is particularly appreciated by a core group of around 20 regulars, whose opinions we hope to add to this brief in the coming weeks. However, only 9% of the targeted survey respondents believe it is a useful service. The single drop-off and collection point limits its usefulness for many. Additional drop off points at each side of the city centre, as central as possible, would improve this. Like the Monk Bar car park, the St Andrewgate drop-off does not have cover, seating or an accessible toilet. All these are viewed as essential if disabled people are expected to wait for any length of time. The pavement is also an issue, with some respondents saying that it forces them into the road bringing them into conflict with delivery drivers. The shuttle taxi service has also caused concerns over coronavirus risk, and the lengthy, and for some painful, process associated with transferring between vehicles.

Driving as independence, not convenience

Decisions over parking and alternatives need to reflect the fact that travel by car is more than a transport preference for many, and represents an essential need to some. A car can be a safe haven; something which allows control and independence to be exercised, a place to store medicines and give the opportunity for spontaneity. Carrying purchases vary far can be a problem for people using crutches or walking aids for example, so a few short trips to and from the car can suit some people's needs better.

A Blue Badge can give life-changing independence and is in itself a mitigation against inaccessibility. Alternative parking or access often require additional efforts and processes. Booking appointments to use a train, barriers which

require a third party to give access, waiting for a ramp or a specially adapted taxi can lead to stress, feelings of dependence and 'being special'.

Waiting for unknown lengths of time, away from facilities like accessible toilets and suitable seating, is a source of great anxiety for many. Some need to be able to leave an area quickly for a variety of reasons.

The same principle needs to be applied to alternative transport options for those who don't have access to a car, to Blue Badge parking or would simply prefer to travel another way.

Information makes a journey possible

Planning a journey requires detailed and accessible information, and a level of confidence that the journey will be straightforward and that the preferred transport option will be accessible. Ease of journey, coupled with greater access, is leading many to choose 'out of city' locations. Maps detailing the location and type of rest points (detailed down to whether benches have backs) would be best practice, with Chatsworth House's [accessibility map](#) identified as a positive example.

Organisations need to provide lots of detail about services to give people the independence to choose the one that best suits them. This includes where to get the service, how much it costs and times, rather than refer to a phone number to call for more information.

Many use Google Street View to establish arrangements and to plan routes. Future communications need to include pictures or very detailed maps, as Google Street View may not show a contemporary picture (for example, Dundas Street's google street view was taken in August 2019). Detailed descriptions must also be made available to blind and partially sighted people.

The fast-changing picture and lack of detail around the shuttle taxi service in the initial communications undermined confidence of some potential users. Information on the COVID-secure procedures, the taxi operators, and the process for booking a return trip and the vehicle types made at a later date were all added to the web pages, and the use of the service has grown.

Communicating the changes

The pace of the changes meant there was no ‘big switch on’ of the alternative measures the council put in place. The lead-in time to print and mail out to all Blue Badge holders meant the changes were introduced before the letter arrived on doormats, meaning those who read the local news and received update emails from the council knew about the changes before others. It also means that any further amendments, such as introducing extra parking bays at different locations, do not get the same treatment. It is also noted that important information to build trust in services was missing from the communications, and that wider [‘Let’s Be York’](#) campaign messages struck the wrong tone.

Private hire taxis and Hackney cabs (as opposed to the taxi shuttle service)

Concerns regarding coronavirus risk, the accessibility of vehicles, and the reduced capacity to be dropped closer to desired shops and services are highlighted in general discussions of taxis. One respondent reported anxiety caused by experience of taxis failing to turn up on time or be accessible when they arrived. The lack of availability of wheelchair taxis at school pick-up and drop-off time was raised. Users would like to see pooled information from on available vehicles and check understanding of what ‘accessible’ means, as many are suitable for some wheelchairs but not others.

Accessible parking is about both place and type of space

The majority of respondents are unable to comfortably walk very far. Government guidance states that applicants who can walk more than 80 metres and do not demonstrate very considerable difficulty in walking through any other factors would usually not be deemed as eligible for a Blue Badge. This means a relatively small increase in the footstreets area – for example extending the walk from Castlegate to Castle Car Park - can be the difference between making a journey possible or not.

It is also clear that many people have chosen their medical practitioners, shops and services because of the historic availability of close parking, and others have ‘set routes’ based on knowledge of routes, pavements and obstacles to avoid. As one respondent puts it, they have learned the ‘path of least resistance’.

Moving parking, adding street furniture and other changes could force a change in well-established behaviour.

The replacement parking at St Saviourgate, Carmelite Street, Dundas Street and Duncombe Place is welcomed, but as it was introduced after the main changes means that not everyone knows about it. However, despite some of the new parking being very close to the lost parking, there is general consensus that the new parking is not 'on the edge of the city centre' in the way Blake Street, Lendal and Goodramgate are.

The new temporary parking closer to the city centre is also limited in numbers, leading to anxiety over the possibility that it will be full.

The type of space is as important as place

The location of the parking bays, bus stops, taxi and shuttle taxi drop-off is only part of the story. By some the city centre offer is compared unfavourably with the experience at purpose built out-of-town shopping centres like the designer outlet. However, out of town shopping centres were identified by blind respondents as being potentially dangerous, as pedestrians have to cross many open and unmarked roads. Parking needs to accommodate a 'nose-first' approach, with space to unload from the side and back of the vehicle. Unloading a mobility aid onto busy roads or pavements can be very difficult and stressful, and places those doing so in direct conflict with other road and pavement users, whose lack of understanding can often lead to abusive language and behaviour. Drop off points and bus stops also need to be designed to reflect the need for space.

Disabled people without a Blue Badge also share a sense of danger using parking bays. For those with guide and assistance dogs there can be limited space to get their dog in and out of the car safely, especially if they cannot hear traffic behind them.

Buses

There is currently no way to guarantee that the bus you are waiting for has room on it for a wheelchair. Even though all of York's buses meet accessible standards, there is sometimes difficulty with space for larger wheelchairs and

wheeled walkers. York Bus Forum hope that it will prove possible to include more information on future versions of bus apps.

Many Blind and Partially Sighted people rely on buses. While some are confident travelling on buses and enjoy the fact that they are not busy, many are not traveling due to concerns about judging a 2m distance or being able to follow social distancing arrangements. York Bus Forum support further action, for example by offering explanatory leaflets in braille..

Wheelchair users report an inconsistent and unpredictable experience on public transport, which depends largely on the attitudes of fellow passengers and the confidence and willingness of drivers to implement the priority of space for disabled people. York Bus Forum will continue to work with bus operators to address this issue.

Removing time restrictions on the disabled bus pass, or removing park and ride fares, could make it a more attractive option for some.

One respondent reported that their bus pass is useless as they 'have not been able to find out how to make an appointment to get the 'training' to be able to take my scooter on buses.' York Bus Forum urge the council and bus operators to work together to ensure there is clear guidance on how to access this training and to make this more widely known. Another referenced limited evening and Sunday service.

Bus apps have reduced waiting times, and visual display schemes would be useful in district/secondary shopping areas. Age Friendly York have discussed piloting a battery operated screen that if successful could be rolled out into the suburbs, as the main cost implication was installing an electric cable. Dial and ride provide a mini bus service which will meet some of the identified needs but is not considered appropriate by all.

Cycling as a mobility aid... and a perceived risk to others

The foot streets extension for disabled cyclists is potentially very positive, providing they can be allowed in – and appropriate locking facilities are available. Cycling has never been allowed in footstreets. Cycles are a mobility aid for many, so a blanket ban on cycling in the footstreets may either remove

access for them or force them to switch behaviour to drive, park and use a wheelchair. This is less convenient, adds to congestion and discomfort – both as a result of transferring from vehicle to vehicle and due to the suitability of York's street surfaces when using any wheelchair. There are also concerns that introducing some cycles will lead to a 'free-for-all' of bikes on the foot streets, and that a blue-badge style scheme may have to be operated and effectively enforced.

Any trial would need to be accompanied by an education campaign; for rangers and other security or enforcement staff to understand who and why cyclists are in the foot streets, and the public so disabled cyclists do not receive complaints or abuse while legitimately using their cycles. The shared space around York Minster is identified as unpopular and dangerous. Notably, there was confusion over whether there is a marked cycle path in this area. The perceived risk of cyclists in pedestrianised areas is a serious concern highlighted by both Blind and Partially-Sighted respondents and the Age Friendly York group. One suggestion is to clearly mark cycling routes using textured surfaces, and for cyclists to be asked to use bells to warn people that they are approaching junctions. There are also differing perspectives on shared spaces. Some believe the shared spaces slow cyclists down, which has been the council's rationale for using them, while others believe physical lines segregating the areas work better. One participant observed that it is often pedestrians in the cycle lane that will often force cyclists onto the pedestrian side of the paths.

Off-street parking

One Blue Badge Holder requested an increase in the amount of Blue Badge parking in Piccadilly. Well-lit, open car parks are preferred but those closest to town, like Castle, have the worst surface and smallest spaces. Non Blue-Badge holders highlight the cost of parking in York, and the size of spaces in Castle car park as major factors pushing them to shop in cheaper, non-pedestrianised centres nearby.

Key question:

The multi-storey car parks are in the right locations and offer the opportunities for larger amounts of parking, but are not popular. How do we make disabled parking more useable and attractive in multi-storeys?

The council's multi-storey car parks offer proximity to the city centre, but several issues need to be addressed before they are viewed as an option by many.

There are several design features which need to be considered:

- Some of those concerns are common to all drivers, in particular concerns about security and a risk of being trapped by a failed lift. If a lift is not working, this information should be available before a driver enters the car park, and preferably before they start their journey.
- Ticket machines need to be accessible.
- Type of space is as important as place (see below)
- Disabled parking in an area where there is no through traffic between the vehicle and the exit
- Visibility to/of drivers backing out is essential
- Height restrictions in all car parks exclude some models of adapted vehicles. Where the height barriers are removed, this needs to be communicated to Blue Badge holders.

Shopmobility and scooters/wheelchairs

Shopmobility is identified as a useful and good service within workshops over the foot streets and counter-terrorism, but is clearly not viewed as an option for all. For a number of residents, it has been used as an introduction to mobility scooters and power chairs before buying one. Limitations to the service have been highlighted throughout the engagement. Its location in Piccadilly multi-storey puts some off using it, while the cost and opening times are also highlighted as barriers to use for many. One user has identified an issue that doors to reach the lifts in the car park are not automatic, so present a difficulties if also operating a mobility aid.

One participant commented that hiring a mobility aid 'where I park' would be useful, with others highlighted the hubs in Amsterdam and London. The independent review has suggested that 'parking hubs' could be created and if this suggestion comes to fruition, mobility scooter/ wheelchair hire at these points could be considered. Previous engagement has highlighted the need for more concerted marketing of Shopmobility to residents, with a more effective web presence a key priority. The pandemic interrupted this work.

Buying your own electric wheelchair or mobility scooter is expensive, requires home storage and may require a second person or expensive vehicle adaptations to load and unload it.

Moving through town

There are many parts of York's medieval city centre which are viewed as 'no go' for many disabled users, with streets like the Shambles combining crowds, cobbles and narrow pavements. Narrow or poor quality pavements and cobbles, like those at College Green, can often force people into the road. While there is a general acceptance that York's special historic character presents some barriers, there remain many opportunities to improve accessibility in the rest of the city.

- Disabled residents report that many of the surfaces and pathways are slippery, uneven and narrow, providing trip hazards and making journeys using mobility aids and wheelchairs painful and difficult. They often take the 'path of least resistance', which can involve the road itself. Some kerbs are not 'properly dropped'. The location and proximity of a parking space is only useful if the journey is smooth.
- Electric wheelchairs can help overcome the issues of distance, but the poor surfaces can still lead to discomfort.
- Tactile surfaces can be difficult with mobility aids, these are not necessarily viewed as the ideal solution by Blind and Partially Sighted residents, but they are accepted as the only real option. Lighting and coloured surfaces have been suggested in past consultations.
- Level routes to town are preferred, and are more important than proximity for some people - especially for those propelling or pushing a wheelchair. Some routes don't have any dropped kerbs, some are too steep, and some have a dip between the pavement and the road where the wheel gets stuck. Frequent rest points are vital, along with a system which identifies priority for those with mobility needs, (requested every 15 metres) as are accessible toilets. There are too few places to stop and rest in York city centre, and routes from access points like car parks should be prioritised.

- An accessible land train moving through the city centre has been raised both in the survey and workshops. While it would not be a solution for all users or replace blue badge parking in the city centre.

Time and timing

Time is a limiting factor. Previous consultations have identified that many Blue Badge holders feel the three-hour restriction on double yellow lines is not long enough to do several things, especially engage in leisure like eating out or going to the cinema. Others felt that the time limit on these badges should be greatly increased because car parks, as opposed to City Centre blue badge parking bays, often entail a longer and more timely journey into town when needing to use mobility aids. The suggestion of providing more seating en route also demonstrates that the journey into the centre will take longer.

Some disabled people are able and choose to visit the city centre before the morning foot streets restrictions begin. However, this is not an option for many for a variety of reasons, including set times for carer support, and many shops open at 10am so this only allows 30 minutes access.

They will often be competing with delivery drivers looking to do the same. The extension into the evening makes accessing the shops before they close more difficult. This is a particular issue with services like banks, many of which have shortened their opening hours. The evening extension has affected some user's ability to attend evening groups on SpurrierGate and at Friends' Meeting House, and once lockdowns are finished with, the 8.00 pm finish will have a greater effect on Blue Badge Holders. Most city centre evening and cultural events start before 8.00 pm, meaning blue badge user cannot park centrally to attend them.

A changing city

The footstreets extension is not the only thing which has changed in the city centre. City centres have been changing rapidly, with key services like banks, post offices and many retailers altering services as customer behaviours change. The coronavirus has accelerated some of the anticipated impacts on city centres, and the true long-term impact on customer behaviour and the market's response will become clear over the next 12 months.

Some banks, for example, have shortened opening hours and the Co-op is closing its city centre branch, a trend which is expected to become increasingly common as more and more services move online. These will exacerbate the impacts of the changes to the city centre and the foot streets. One shop which many residents reference as a major reason to visit the city centre, but is now inaccessible, announced plans to down-size its premises even before the pandemic.

Major regenerations of the Castle Gateway, York Central and other parts of the city will provide new public spaces, destinations, transport routes and places to work for all residents, and the locations and types of shops and services will change alongside these.

An increasing number of people now live in the city centre, including above commercial buildings. Some residents welcome the footstreet extensions, noting improved access and safety, a more pleasant environment and better air quality (St. Leonard's Place, Museum Street and St. Leonard's Mews Residents Group). However, some residents living in the city centre think footstreets add complications of access and delivery arrangements. This includes disabled people, who feel the restrictions limit important visits to their home by vehicles, including deliveries and taxis.

What enables and what stops me

Around half the respondents to the online survey (September Our City) have identified barriers to enjoying the city centre for the full range of what it has to offer; working, learning, shopping, leisure and accessing services and healthcare. The majority of these cite the new parking measures as the main barrier, but there are other reasons identified to consider.

As well as the quality of surfaces identified above, the shops themselves feature heavily. Many of the shops in town, even modern buildings and recent conversions, are inaccessible. Getting a shop's attention to utilise temporary ramp access, if available, is often difficult. A campaign to increase local shop's awareness of the size of the disabled market, accommodations they can make to attract the purple pound, and use of AccessAble guides to promote good businesses, could encourage businesses to act.

Kindness and empathy

The engagement is littered with examples of respondents reporting hostile behaviour towards them. This ranges from general impatience to verbal abuse, and a failure of many to consider disability in their daily behaviour.

Other issues have been raised which will be shared with relevant colleagues and partners including:

- Assessments of pavement surfaces should not be done by non-disabled people. Lived experience has to be represented in decisions.
- Sighted guidance is now allowed under coronavirus rules, but only if members of the person's household is providing it. Blind people who live alone are potentially very limited in movement elsewhere.
- Exclusion from food shopping due to government decisions regarding clinical vulnerability; online shopping slots reserved for others.
- Traffic lights no longer make a noise, or don't make a noise long enough to allow good time to cross the road
- A request to audit public transport to the [hospital](#). Getting to the hospital is fine, but the bus stop to leave is a long way away.



Footstreets Feedback

Summary of engagement outcomes

Our Big Conversation

Our City, July 2020



- 1,925 York residents responded
- 165 respondents identifying as disabled expressed broadly the same levels of support as the wider population for the principles behind the extended pedestrianisation.
 1. On extending the footstreets:
 - 61% of disabled respondents agreed or strongly agreed
 - 67% agreed or strongly agreed across the whole survey
 2. On prioritising extra space for cafes and restaurants:
 - 70.3% of disabled respondents agreed or strongly agreed
 - 70.8% agreed or strongly agreed across the whole survey



OBC: Access

Our City, September 2020



- 383 online + 50 paper = 433 responses
- Twice as many respondents (168) agreed rather than disagreed (81) that extra room increased their safety
- More people (151) agreed that fewer vehicles increases their safety than disagreed (115)
- However, the majority of respondents do not believe there is enough parking (201 of 310), close enough, and (213 of 313)
- 62% (198 of 318) of those who responded to the question believed the footstreets extension made them less or far less likely to visit the city centre



Change.org Petition, Sept 2020

- Re-open York city centre to disabled residents now
- 1093 signatures, 501 York residents
- 9 pages of comments outlining individual needs and rights



Pavement Café Licence Survey

- 32 of 80 businesses replied (not all answered each question)
- 64% felt the footstreets extension had been extremely important to their business being able to continue trading (16 of 25)
- 60% felt the footstreets extension had been extremely important to meet government COVID-secure guidelines (15 of 25)
- 64% felt the footstreets extension had been extremely important to the experience of your customers (16 of 25)
- 92% would like the footstreets extension to continue (23 of 25)
- 84% are likely to use the outdoor seating facility all year round (21 of 25)
- 76% had licences that permit the use of outdoor seating beyond 5pm (19 of 25)
- 74% felt that the post 5pm extension was very/ extremely important to them (14 of 19)
- 96% were likely to apply for Planning Permission to continue with outdoor seating after 30/09/21 (24 of 25)



Pavement Café Licence Survey

- **Enabled**

- Us to open! It's a great help. Without a doubt this has kept the doors open
- Gone a long way to keeping the cities businesses and tourism going
- Will be imperative in order to remain trading in 2021 if situation continues
- Promote my business/ advertising
- Expand capacity/ increase covers lost inside due to social distancing
- Customer choice to sit out during pandemic/ feel safe/ enjoy experience
- People from other households to meet outside during Tier 2
- My business to continue trading and to support and employ my staff
- Outside seating draws attention of passers by, increasing footfall & business
- A more interesting/ cosmopolitan city for tourists and residents
- Safer for pedestrians and less pollution in narrow street

- **Difficulties**

- 8pm has made deliveries nearly impossible (dropped 70%)
- Has lost us thousands in deliveries.. Drivers getting fined in loading bay
- More difficult for suppliers

- **Other opportunities for your business to use the footstreets**

- Anything to bring footfall to the streets, seasonal markets, events, Fossgate festival

Business voice

Meeting of My City Centre steering group members

- Broad support for footstreets extensions, with appropriate access for deliveries
- York Retail Forum think it should go further, covering the entire weekend
- Vital for £143m Christmas quarter.
- York BID propose flexible approach to winter months, and consideration of other initiatives to attract residents to the city centre

Challenges

- Allowing some hospitality businesses to remain viable, but limiting some businesses operating frequent deliveries. Indie York support the proposals while acknowledging this challenge.
- Evening finish time also a source of debate, but 74% (14 of 19) of pavement café license holders feel evening trade is important to their future.



York BID Survey, October 2020

- 48 respondents
- Support for some sort of vehicle restriction is higher than no restrictions at all
- Less support for 8pm finish, citing quiet and darker nights and disruption to deliveries



York BID Survey Results

	YES, KEEP THE CURRENT VEHICLE RESTRICTIONS (10.30AM-8PM)	YES, BUT CHANGE TO 10.30AM-5PM	NO	NOT APPLICABLE	TOTAL
Blake Street	12.50% 6	22.92% 11	25.00% 12	39.58% 19	48
Church Street	17.39% 8	30.43% 14	17.39% 8	34.78% 16	46
Colliergate	15.56% 7	26.67% 12	24.44% 11	33.33% 15	45
Fossgate	14.58% 7	25.00% 12	33.33% 16	27.08% 13	48
Goodramgate	21.28% 10	27.66% 13	27.66% 13	23.40% 11	47
King's Square	17.78% 8	31.11% 14	22.22% 10	28.89% 13	45
Lendal	11.11% 5	22.22% 10	24.44% 11	42.22% 19	45
St Helen's Square	10.64% 5	25.53% 12	23.40% 11	40.43% 19	47



Fossgate Survey, Summer 2020

- Conducted before refined scheme was put in place to address concerns, by Signatures of York
- **Results**
 - RESIDENTS: Total responses 33, AGAINST 29, NEUTRAL 2, FOR 2
 - BUSINESSES: Total responses 38, AGAINST 22, NEUTRAL 3, FOR 3
- Businesses against the restrictions cited reduced footfall
- Residents against noted problems accessing garage/ designated parking space





Executive**26th Nov. 2020**

Report of the Director of Economy and Place
Portfolio of the Executive Member for Transport

YORK RAILWAY STATION GATEWAY – FUNDING AND DELIVERY**Summary**

1. The purpose of this report is to update the Executive on the current status of the Station Frontage project, to seek Members approval for a phased delivery approach and to seek approval for a series of recommendations that allows progress whilst mitigating the Council's risks.

Recommendations

2. The Executive is asked to:
 - i) Approve the project scope, budget, delivery and procurement strategy of the scheme.

Reason: To enable arrangements to be put in place to purchase land, place orders with utility companies and to proceed with the detailed design and procurement of Packages 1, 2 and 4 of the scheme.
 - ii) Increase the Station Gateway budget by £12.250m to reflect the WYCA Transforming Cities grant funding.

Reason: To ensure the capital programme reflects the latest funding position
 - iii) Delegate authority to the Corporate Director for Economy and Place (in consultation with the s151 Officer and the Director of Governance or her delegated officers) to draw down further funds from West Yorkshire-Plus Transport Fund to complete land purchase

negotiations and take such steps as are necessary to enter into the resulting legal agreement(s).

Reason: To acquire land from Canada Life (George Stephenson House) and Network Rail to enable the delivery of the scheme.

- iv) Delegate authority to the Corporate Director for Economy and Place (in consultation with the s151 Officer and the Director of Governance or her delegated officers) to draw down funds from West Yorkshire-Plus Transport Fund to place orders with utility companies to fund Package 1: Enabling Works (package value of £2.04m) to divert services from Queen Street Bridge through the station car park.

Reason: To enable the delivery of Package 1: Enabling Works

- v) Delegate authority to the Corporate Director for Economy and Place (in consultation with the s151 Officer and the Director of Governance or her delegated officers) to draw down funds from West Yorkshire-Plus Transport Fund to issue a task order to commence detailed design of the scheme.

Reason: To enable the production of detailed cost plans and to progress the scheme to procurement.

Future Reports

- 3. Future reports will be brought to Executive to seek approval for further works packages with procured prices, detailed scheme design and confirmation of appropriate mitigation of delivery risk of subsequent packages.

Background

- 4. The York Railway Station Gateway scheme comprises a coordinated, multi-modal package of interventions in and around York Railway Station. The scheme complements and connects the proposals being progressed to the west and east of the station and will transform the Station Gateway to York; significantly improving access, addressing carbon and air quality issues, and directly supporting delivery of housing and commercial uses on the York Central development site. Therefore, City of York Council (CYC), in collaboration with Network Rail (NR) and London North East Railway (LNER), has developed a

masterplan that proposes to reorganise highway and public realm areas to the front of York Station through:

- the removal of the Queen Street Road Bridge and rebuilding the Inner Ring Road at grade;
 - the removal of the Parcel Square buildings to create space to relocate the proposed taxi rank, passenger drop-off and short stay car park. The buildings comprise Cycle Heaven and train operating company accommodation;
 - provision of new permanent accommodation for the train operating crews in the station's South Train Shed;
 - provision of new temporary pod accommodation for Cycle Heaven bike shop and retail storage in the station's North Train Shed;
 - the relocation of the RI band room to provide space for a loop road around the RI gymnasium;
 - the separation of pedestrian, bicycles and motorised transport to provide a safer and more efficient station transport interchange;
 - the removal of taxis and passenger pick-up and drop-off from the station porte-cochere to a dedicated area in order to take most traffic out of Tea Room Square and improve an air quality in the station;
 - the redevelopment of the areas to the front of the station to diffuse the current congestion by creating a more efficient bus interchange, relocated vehicle parking, drop-off and taxi rank and a more attractive public realm arrival experience; and
 - the redevelopment of Tea Room Square to create a safer and more attractive shared space;
 - the provision of a new multi-storey car park to rationalise all long stay parking to the east of the station to match current (636 spaces) parking levels. This will be funded and delivered by Network Rail.
5. On 29th November 2018, Executive approval was granted to submit a full planning application for the York Railway Station Gateway scheme. At the same time, approval was received to incorporate design changes to the Masterplan informed by public and stakeholder consultation; to enter into land acquisition negotiations with stakeholders and third party landowners; and to proceed with the relocation of statutory undertakers within the scheme red line boundary.

6. Alongside the endorsement by City of York Council Executive, the scheme is funded through a combination of the West Yorkshire-Plus Transport Fund (WY+TF) and The Transforming Cities Fund (TCF). Both funds are administered by the West Yorkshire Combined Authority (WYCA) and are governed through a programme management process. The Full Business Case (Decision Point 4) for the WY+TF grant was approved by WYCA in January 2019. The Strategic Outline Case (Decision Point 2) for the TCF award was approved by WYCA in November 2020 together with approval to merge the WY+TF and TCF programme management processes at Full Business Case.
7. The project team has agreement in principle from project partners at Network Rail and LNER for the Delivery Strategy (Annex 1). This strategy outlines a delivery approach to align with the current funding WY+TF and TCF funding profiles by proposing five Packages of work as indicated in Table 1 in paragraph 21 below.

Consultation

8. The main York Station Front masterplan public and stakeholder engagement process took place between 11th June and 8th July 2018, and lasted one month. The masterplan consultation process and events comprised public exhibitions, drop-in sessions, heritage walks, targeted stakeholder meetings and an online consultation. The engagement methods were designed to span both traditional forms and contemporary social media platforms.
9. A detailed analysis of the public and stakeholder consultation is presented in the Statement of Community Involvement (SOCi) that was submitted with the full planning application in December 2018.
10. For the purposes of the consultation process, stakeholders were defined as follows:
 - a. Partners: including Network Rail, LNER, the West Yorkshire Combined Authority (WYCA) and Canada Life;
 - b. Internal Stakeholders: including elected members, internal CYC departments, community committees and service providers; and
 - c. External Stakeholders: including station users, local communities and community groups, local residents, road and transport users, local businesses, bus and taxi operators, local media, visitors to the city and interest groups.

11. Public exhibitions were staged in the railway station, CYC offices and the RI gymnasium and consultation events such as heritage walks were carried out by the project team and York Civic Trust. Meanwhile, emails were sent out to key stakeholders including landowners, directly affected parties, neighbouring businesses, local residents, transport groups and other interest groups with an invitation to meet with the project team or comment on the masterplan proposals. Many stakeholder meetings took place in which the proposals were discussed in detail and thoughts and feedback was recorded.
12. Door to door consultation was carried out by a member of the project team to houses on Queen Street and to businesses that were considered to be directly affected by the proposals.
13. In total 14 stakeholder groups responded and over 1,400 comments were received from the general public. Responses were channelled through a variety of sources including social media, email and written responses, together with face-to-face meetings and events. The vast majority of the respondents were supportive of the scheme.
14. From the analysis of consultation data, several important themes have emerged. In particular the traffic impact caused by the demolition of Queen Street bridge, the need for a dedicated bus interchange, the suitability of taxi and cycle provision and the impacts on existing facilities such as the York RI buildings.
15. A detailed consultation response from York Bus Forum proposed a dedicated bus station in the area currently occupied by the station long-stay car park linking directly into the station buildings. Extensive consultation with the bus operators gained endorsement of the approach proposed by station gateway project. The station gateway projects proposed approach was further endorsed by the operators, Network Rail and LNER at consultation meeting between the Bus Forum and all key stakeholders on 16th October 2020.
16. Feedback on the scheme highlighted conflicting demands, space constraints and highway safety concerns on Queen Street. In the detailed design of the scheme, the project team will seek to find the optimum balance of provision for pedestrians, cyclists and Queen Street residents.
17. The majority of respondents felt that the proposals would provide an improved transport interchange and station arrival experience.

18. In general, less than 10% of respondents rated their current arrival experience into the station as good or very good and respondents listed accessibility and congestion issues as major negative aspects to the current station usability.
19. Around 50% of respondents strongly agreed that the proposals would improve the setting for the City’s heritage.

Key Milestones and Current Activity

20. In spring 2020, the project team together with appointed project development consultant, Arup, submitted an addendum to the 2018 full planning application and Listed Building Consent to address issues raised in the original planning consultation. The addendum was formulated through regular engagement with project partners, stakeholders, technical specialists and conservation team, as well as engagement with Historic England and other statutory authorities and interest groups. The main themes of the addendum address heritage issues concerning proposals for the façade treatment to the reconstructed Parcel Square, proposed permanent TOC accommodation in the South Train Shed, temporary retail space and storage in the North Train Shed, new architectural plans for the proposed long stay multi-storey car park and highways safety issues on Queen Street. A planning decision is currently anticipated in December/January 2020/21.
21. The project team, together with the appointed project development consultant, Arup, have worked with project partners to agree a preferred delivery strategy for the scheme. The preferred strategy identifies works packages, programme and which party (for example, CYC, Network Rail or LNER) is best placed to deliver the individual packages that constitute the scheme (see table 1 below for preferred delivery approach). The preferred strategy informs procurement routes to delivery of the identified packages (see table 2 below for recommended procurement routes). York Station Board endorsement to the principles of the York Railway Station Gateway Delivery Strategy was received in November 2020.

Package	Construction Contract	Scope of Works	Estimated Cost (incl. risk and contingency)	Indicative Delivery Organisation
---------	-----------------------	----------------	---	----------------------------------

1	Enabling Works	BT diversion, YW diversions, northern power grid	£2.04m	CYC
2	Highway Works	Removal of Queen Street Bridge Reorganisation of Highway and Public Realm	£14.52m	CYC
3	Station Works	New buildings within station Demolition of Parcel Square & new façade Taxi/Rank & drop off Tea Room Square Portico	£7.53m	LNER (under Development Agreement with CYC)
4	Loop Road and Short Stay	Loop road around RI Gym Short Stay Car Park	£2.51m	CYC
5	Multi-Storey Car Park	636 space MSCP	Not Included	Network Rail
		Total (including risk and contingency)	£26.6m	

Table 1: Preferred Delivery Approach

Package	Estimated value	Recommended procurement route	Reason
Package 1: Enabling Works (Utility Diversion)	£2.04m	Direct Awards to utility companies (would require a CPR waiver)	Only the utility companies can carry out the works
Package 2: Highway Works (Removal of Queen St Bridge)	£14.52m	Framework (call off)	Still enables competition to obtain best value but is quicker than open and restricted processes
Package 3: Station Works (Removal of Parcel Square)	£7.53m	Framework (call off)	Still enables competition to obtain best value but is quicker than open and restricted processes
Package 4: Loop road and short stay	£2.51m	Framework (call off)	Still enables competition to obtain best value but is quicker than open and restricted processes

Table 2: Recommended Procurement Routes

22. A detailed scheme of ground and archaeological investigation has already taken place and indications show that ground conditions are favourable to the construction of the proposed scheme and there have been no significant archaeological finds.
23. Updates to the first round of ecology and environmental surveys were completed in October 2020.
24. Owing to the creation of new public realm and redesigned streetscapes, the project team has taken part in a series of workshops with counter terrorism organisations to integrate appropriate measures into the finished design of the public realm.
25. As well as engagement with Historic England and other statutory authorities and heritage interest groups, an architect has been appointed to advise on treatments to the station façade once the Parcel Square buildings have been removed.
26. The project team is now in advanced engagement with statutory utility providers and has developed a detailed scheme of diversionary works

with costings. This scheme of diversionary works is the subject of Package 1: Enabling Works of the proposed Delivery Strategy.

27. As mentioned in paragraph 6, the scheme is part funded through the West Yorkshire-Plus Transport Fund. As this scheme is directly linked to the York Central Access scheme for the purposes of this funding and governance, a change request has been submitted to WYCA to separate the two schemes and funding has been agreed to place orders with statutory utilities and to progress land acquisition negotiations.
28. The next key stage for the development of the project is to issue a task order to project development consultant, Arup, to proceed with the detailed design of the scheme and prepare documents for the scheme to progress to procurement of a delivery Contractor.

Council Plan

29. The York Station Front proposals are well aligned with the aims of the Council's Plan 2019 - 2023. The implementation of York Railway Station Gateway scheme of highway and public realm improvements will answer an integral part of the key to "Making History, Building Communities:"
 - Good health and wellbeing;
 - Getting around sustainably;
 - A greener and cleaner city;
 - Creating homes and world-class infrastructure.
30. The improvements to sustainable means of transport and public realm infrastructure provided by the scheme will improve both access to public transport in and around the City as well as improving public transport links to the rest of the country. The proposed sustainable transport measures are key to creating a greener and cleaner city with world class integrated infrastructure. In turn, this will lead to economic growth and wealth and access to homes and opportunities provided by the York Central proposals. Meanwhile, the scheme design presented in the masterplan greatly enhances the heritage and environment of the station front area which reflects the making history aspects of the Council Plan.
31. Through well-planned and meaningful consultation, we have shown that the Council listens to residents to ensure that the delivery of a scheme that is desired and works for local communities. This is

achieved through the careful and unprejudiced consideration of all responses to the public and stakeholder engagement and the production of a detailed Statement of Community Involvement. In doing so, the Council has shown that we are transparent and always consider the impact of our decisions in relation to communities and equalities. This is reflected in our analysis of the consultation responses and the reappraising and reintegrating of people's views into the scheme design.

Options and Analysis

32. The York Railway Station Gateway scheme is funded through a combination of awards from WY+TF, TCF and LNER. When money already spent on project development and detailed ground and archaeological investigation is accounted for a delivery budget of £26.443m remains.
33. The delivery of the multi-storey car park that will rationalise the station long stay car parking will be led, funded and delivered independently by Network Rail. The project team is currently in the process of agreeing a car parking strategy with Network Rail and LNER that will account for displaced station long stay car parking during the delivery phases of the scheme. Approval for the York Railway Station car parking mitigation strategy will be the subject of a future report.
34. A cost plan exercise carried out by Turner and Townsend on CYC's behalf in spring 2020 valued the full Station Gateway scheme at £28.9m. This value is all inclusive of delivery costs, land acquisition, contingency, risk and inflation. Although, this reveals a potential funding shortfall, the project team has already identified several key areas where this shortfall can be accounted for with intelligent value engineering during detailed design. Meanwhile, the project team is seeking further funding from other sources.
35. The TCF funding has a prescribed programme delivery date condition of 31st March 2023. Current delivery programme analysis carried out for the TCF Strategic Outline Business Case Submission (SOBC) has shown that although this date would be challenging to achieve if the project is procured as a single package; it has also shown that if the scheme is defined in a series of delivery packages which can run concurrently or consecutively depending on WY+TF and TCF funding profiles then the date of 31st March 2023 can be achieved.

36. In light of the previous paragraph, the planning addendum of summer 2020 proposed two indicative project delivery phases corresponding to the two funding streams from WY+TF and TCF.
37. Given that the scheme could be delivered as a whole or in packages, analysis has shown that the best option to assure delivery of the scheme by 31st March 2023 is to deliver it in a combination of packages as follows (note final funding sources subject to detailed agreement with WYCA):
- Package 1 – Enabling utility diversionary works (funded by WY+TF);
 - Package 2 – Queen Street Highway Works (including demolition of Queen Street Bridge (funded by WY+TF));
 - Package 3 – Station works and remaining highway and public realm (funded by TCF);
 - Package 4 – Loop road and short stay car park (funded by TCF);
 - Package 5 – Multi-storey car park (funded and delivered independently by Network Rail).
38. In the proposed Delivery Strategy (Annex 1), an agreement in principle has been reached with LNER to deliver Package 3: The Station Works. This work comprises the provision of new and temporary building in the North and South Train Sheds, demolition of the Parcel Square buildings and construction of a new station façade, together with taxi rank/drop off and enhancements to Tea Room Square and the porte-cochere. Currently CYC is seeking a development agreement with LNER to provide these works. However, if formal agreement cannot be reached, the Package 3 works would default to being programmed and delivered by CYC alongside the other packages.

Implications

Financial

39. Funding for the York Station Gateway Scheme identified in this report is being provided from West Yorkshire Combined Authority Transport Fund (£12.873m) and West Yorkshire Transforming Cities Fund (£12.25m of the total £14.55m TCF allocation). This provides a total budget (exc. LNER works) for the Station scheme identified in this report of £25.123m. While the SOC for TCF funding has been successful the project team and WYCA are reviewing the funding elements to ensure the outcomes and benefits from the TCF are

maximised at minimum risk. This is likely to require a change request to be submitted to ensure the overall funding stays within the total £14.55m TCF allocation.

40. There is currently a balance of £2.3m in the WYCA Station works allocation funded from the TCF which will be subject to a future report as it relates to different outcomes.
41. To date spend on project development, ground and archaeological investigation totals £1.58m. This has been funded from drawdowns from the West Yorkshire Transport Fund. There remains funding of £25.123m for the station frontage works.
42. The estimated costs of delivering the station gateway scheme going forward is £26.6m including a contingency and risk allowance of approx. £4.5m.
43. Included within the scheme is a proposal to resurface the portico (porte-cochere) within the Station footprint (£0.6m) and it is assumed this element of work will be undertaken once LNER have agreed to fund the works.
44. The table below shows anticipated expenditure and funding.

Costs (excluding MSCP)	£'m
Development (to date)	1.580
Proposed works	22.100
Contingency/Risk	4.500
Cost Mitigation/Risk Reduction	-2.457
Total Costs	25.723
Funded By	
WY+ Transport Fund	12.873
WYCA Transforming Cities	12.250
LNER Contribution*	0.600
Total Funding	25.723

* the proposed works to reduce by £0.6m should LNER not agree to fund the portico works.

45. There is currently £4.5m of Risk/Contingency identified in the total scheme cost plan and a need to reduce scheme costs by approx.

£2.5m to meet the existing budget. Cost mitigation and risk reduction processes will be employed to ensure that the scheme can be delivered within the available budget.

46. This report recommends the approval of funding for the further development of the design and delivery of the enabling works. A review of the cost and funding arrangements will be undertaken and reported to the Executive prior to any decision being taken on progressing further phases of the scheme. The following cost/budget reviews will be undertaken to achieve the necessary risk/cost mitigation:

- Managing risk and inflationary allocations;
- Savings through procurement of contracts;
- Seeking additional funding from partners;
- Seeking cost reductions through value engineering / review of project;
- Seeking to reallocate budgets from other related projects.

Human Resources (HR)

47. There are no known HR implications

Equalities

48. The One Planet Council Better Decision Making Tool (Annex 2) has identified the following areas which can be explored further during the design and development of the York Station Front Scheme:
- a. Investigate an appropriate scheme of anti-terrorism response to incorporate into the landscape design;
 - b. Research methods to provide sustainable landscape and sustainable drainage options;
 - c. Continue to consult, research and build upon the team's understanding of heritage in and around station;
 - d. Identify a philosophy to provide public art to enhance public engagement and wellbeing in the public realm.

Legal

49. In order to deliver the York Railway Station Gateway scheme, various parcels of land will need to be acquired or have agreements in place. The project team is in active discussion with the Council's legal team

in the pursuance of land purchase by private agreement. Legal Services will provide resources to process the conveyance and land transfer agreements.

50. Formal legal agreements will need to be drawn up with our collaborative partners, Network Rail and LNER in order to safeguard each party's interests throughout the course of the project. These will be based on extant railway sector procedures and the need to protect public sector funding to ensure commitments are undertaken by the responsible organisation during the course of the scheme.
51. As part of the scheme it is necessary to remove the current car parking on Queen Street in order to ensure the safety of increased pedestrian footfall and cyclists using the proposed new segregated cycleways. In the detailed design of the scheme, the project team will seek to find the optimum balance of provision for pedestrians, cyclists and Queen Street residents. The need for any legal orders will be addressed in the planning approval and included in a further report to Executive.
52. The procurement of contractors for the packages of works will be carried out in accordance with the council's Contract Procedure Rules and the Public Contracts Regulations 2015 (PCRs).
53. It is noted that funding will be received from WY+TF and TCF (via WYCA). The standard terms of the WY+TF and TCF require the council to repay to the funders all, or a proportion of, the funding received from the funders if the council does not comply with its obligations under the grant agreement.

Crime and Disorder and Anti-Terror Measures

54. Owing to the location of the scheme in proximity to an asset of strategic importance with large congregations of people, the station front scheme has been identified as a site at risk for acts of terror. The project team is currently seeking advice from stakeholders and interested parties in order to incorporate appropriate protection measures in the scheme design.

Property

55. Existing pieces of land from project partner, Network Rail, and third party landowners, will be required to deliver the scheme. The land acquisition strategy is currently under review along with decisions over which parties will own land titles in future. Property Services'

assistance has been sought to advise and support the project team to achieve this.

Risk Management

56. There is a risk that the programme could be prolonged if land acquisition negotiations become protracted. The project team will procure professional services to provide help and advice in procuring or seeking agreements for each parcel of land. The associated professional fees are accounted for in the budget estimates mentioned above.
57. There is a risk of withdrawal of funding by WY+TF. All projects in the WY+TF Programme are under review by HM Government in order to ensure efficient delivery. Therefore, there is a risk that funding could be withdrawn if targets for delivery are not met by WYCA as a whole.
58. There are risks associated with the chosen planning strategy and the success of the approval process. Owing to the complexity of negotiation with NR and LNER over demolishing Parcel Square buildings and the York RI band room together, along with the treatment of the listed station structure, there are risks associated with the success of the chosen planning strategy. Risks are being mitigated by maintaining close working relationships with partners and keeping issues and negotiations high on agendas.
59. There are programme risks associated with the complex diversionary works required ahead of bridge demolition. Risks can be mitigated by building a close relationship with utility companies and the careful design of a detailed diversionary scheme.
60. Should the project not proceed at this time the diversion of the utilities proposed in this report would have been undertaken which would de-risk future works packages including the demolition of the Queens Street Bridge. However, the non-delivery of the remainder of the scheme, as noted above in paragraph 57 above, could result in the withdrawal of funding by WYCA. This would mean that either alternative funding would need to be sought or that CYC would need to fund the rest of the scheme. Additionally, the ongoing design and procurement expenditure would also be undertaken at risk.
61. In order to mitigate the above risks, a decision has been taken to take a phased approach to delivery and procurement and further reports

will be brought to Executive to demonstrate how risks have been mitigated before proceeding with further phases.

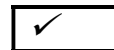
Contact Details

Author: **Chief Officer Responsible for the report:**
Author's name Neil Ferris
Title Corporate Director of Economy & Place
Dept Name
Tel No. **Report Approved** **Date** 13/11/2020

Co-Author's Name Brendan Murphy
Title Senior Transport Project Manager
Dept Name Major Transport Projects
Tel No. 01904 552747
Report Approved **Date** 13/11/2020

Specialist Implications Officer(s)
Financial Legal
Patrick Looker Cathryn Moore
Finance Manager Legal Manager (Projects)
551633. 552487.

Wards Affected: Micklegate/All



For further information please contact the author of the report

Background Papers:

All relevant background papers must be listed here.

York Station Front Proposed Improvements – Report on Public Engagements – Executive Report 29 November 2018

Annexes

Annex 1 – Delivery Strategy
Annex 1a – Delivery Strategy Drawings
Annex 2 – Better Decision Making Tool

This page is intentionally left blank

City of York Council
York Railway Station Gateway
Delivery Strategy

Issue | 27 October 2020

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 257903

Ove Arup & Partners Ltd
13 Fitzroy Street
London
W1T 4BQ
United Kingdom
www.arup.com

ARUP

Document verification

ARUP

Job title		York Railway Station Gateway		Job number	
				257903	
Document title		Delivery Strategy		File reference	
Document ref					
Revision	Date	Filename	2020-10-27 YSF Delivery Strategy - Abridged Version.docx		
Draft 1	27 Oct 2020	Description	First draft		
			Prepared by	Checked by	Approved by
		Name			
		Signature			
Issue	27 Oct 2020	Filename	2020-10-27 YSF Delivery Strategy.docx		
		Description			
			Prepared by	Checked by	Approved by
		Name			
		Signature			
		Filename			
		Description			
			Prepared by	Checked by	Approved by
		Name			
		Signature			
		Filename			
		Description			
			Prepared by	Checked by	Approved by
		Name			
		Signature			
Issue Document verification with document					
<input checked="" type="checkbox"/>					

Contents

	Page
1 Introduction	1
2 Context	2
2.1 Scheme Description	2
2.2 Parties Involved	3
2.3 Land Ownership	3
2.4 Planning & Other Approvals	4
3 Delivery Strategy	5
3.1 Objectives	5
3.2 Key Issues	5
3.3 Proposed Packaging	6
4 Land Issues	8
4.1 Land Acquisitions	8
4.2 Licences to work on Third Party Land	8
4.3 Wayleaves	9
4.4 Tenant Agreements	9
4.5 Car Parking	9
4.6 Stopping Up / Traffic Regulation Orders	10
4.7 Rights of Way / Permitted Access Routes	10

Appendices

Appendix A

Drawings

1 Introduction

The York Station Frontage scheme comprises a series of civil engineering, public realm and buildings works to rationalise the area to the east [front] of York Station. These are designed to improve the pedestrian environment, improve interchange between public transport modes, reduce traffic congestion and create a better setting for the listed Station and City Walls.

City of York Council (CYC) has led the scheme to date, working closely with Network Rail (NR) and London & North East Railways (LNER). A planning application has been submitted and is expected to be approved shortly. Funding from a number of sources has been secured.

This is a complex project involving works to the public highway and works on railway land and to railway assets. Successful delivery of this scheme will be reliant on a clear understanding of the roles and responsibilities of each project partner and agreement on how the key issues will be addressed.

This document has been prepared to set out the proposed Delivery Strategy for this scheme.

2 Context

2.1 Scheme Description

An illustrative masterplan has been produced for the transformation of the area to the east of York Station. This masterplan sets out a framework to rationalise vehicle movements in this area to create a more welcoming gateway to York.

Figure 2.1: The York Station Frontage Illustrative Masterplan

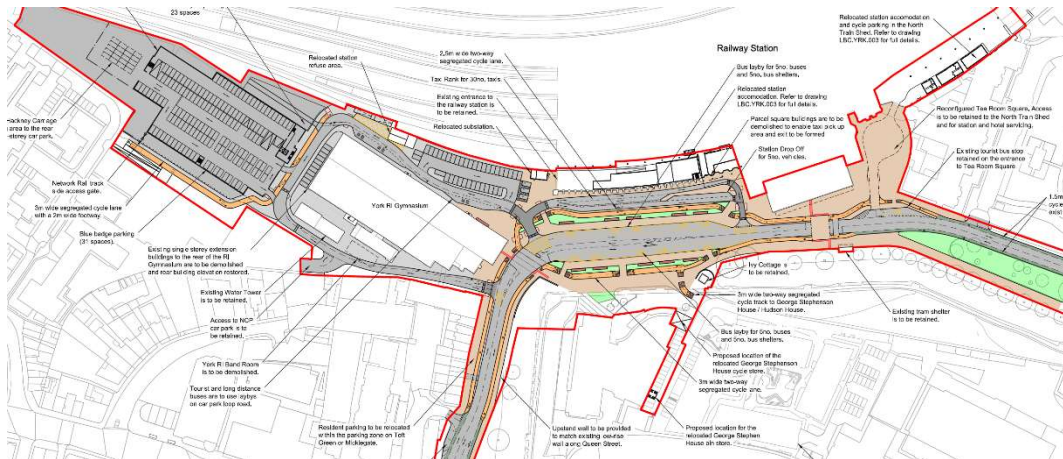


Within the masterplan framework, the York Station Frontage scheme seeks to deliver on the following:

- Removal of the Queen Street bridge and reorganisation of the highway areas
- Removal of the “Parcel Square” buildings and relocation of the uses to new accommodation inside the station
- Concentration of long-stay car parking in a new multi-storey car park
- Creation of new areas of public realm and segregated cycleways

The extent of the proposed York Station Frontage scheme is shown in the figure below:

Figure 2.2: General arrangement plan for the York Station Frontage scheme



2.2 Parties Involved

This scheme is being promoted by City of York Council (CYC), Network Rail (NR) and London & North Eastern Railways (LNER). The principle roles of these parties are as follows:

Table 2.1: Parties involved in delivering the scheme

Party	Role
CYC	Project lead, principle fundraiser, Highway Authority
NR	Landowner of railway lands, Rail Authority, potential funder for MSCP
LNER	Franchisee, operator/manager of York Station, car park operator, potential funder for works within portico

2.3 Land Ownership

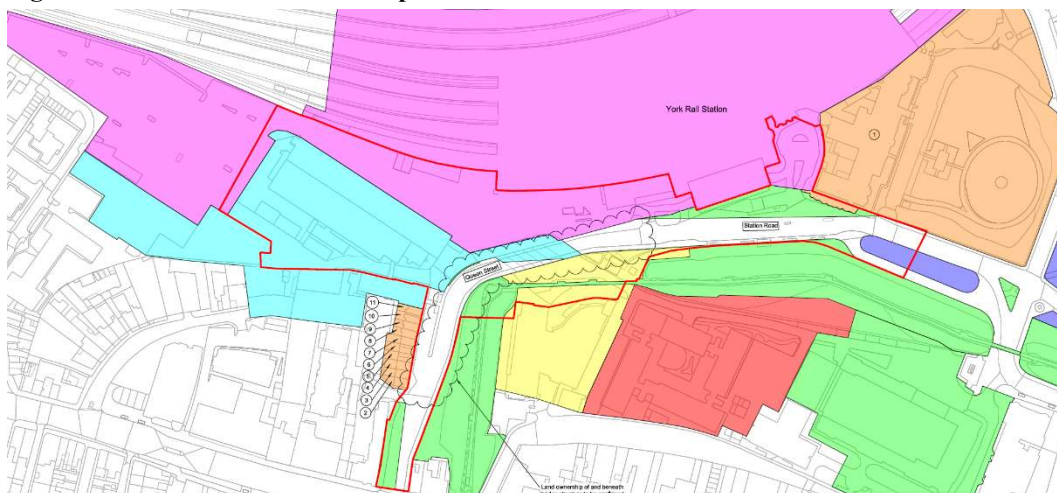
The current land ownerships are shown in the figure below (see Appendix A for further detail). The following landownerships are impacted by this scheme:

- Network Rail owned land (light blue)
- Network Rail land leased to LNER as part of franchise (pink)
- City of York Council land (green)
- Jarvis House Trustee Limited land – managed by Canada Life (yellow)

In addition, there is a small unregistered plot of land which lies below the Queen Street bridge and abutment structure.

Land transactions and the creation of new areas of adopted highway will be required in order to deliver the scheme.

Figure 2.3: Current land ownership



2.4 Planning & Other Approvals

Applications for detailed planning permission and listed building consent have been submitted to seek approval for the scheme. These are anticipated to be determined in December 2020. Conditions are anticipated to be attached to the approvals, many of which will need to be discharged prior to commencement of construction works.

Following award of planning consent, detailed designs will be developed and s38, s50 and s278 agreements under the Highways Act will be sought. Temporary and Permanent Traffic Regulation Orders will be required in order to implement the works.

Discussions with Historic England have been held with regards to the impact on the City Wall (scheduled ancient monument) and monitoring has been undertaken to establish its current condition. Following planning approval an application for Scheduled Ancient Monument consent will also be prepared.

For works within railway land, a Station Change process will need to be followed to seek approval for the works and allow for potential compensation payments to Train Operating Companies and other parties.

As the works include for changes to existing railway assets and the construction of new assets, technical approvals will also be required from Network Rails Asset Management team.

3 Delivery Strategy

3.1 Objectives

This is a complex project involving works on the public highway, works on railway land/assets and the need to maintain station operations, traffic flow and car parking operational at all times.

The objectives of this delivery strategy are as follows:

- To deliver best value for the public purse by minimising risk and minimising interfaces
- To define clear roles and responsibilities for the project partners, and define clear interfaces
- To enable the works to be delivered to meet funding deadlines

3.2 Key Issues

In developing the proposed delivery strategy, a number of key issues have been considered as follows:

- Some of the works will become adopted highway, other elements of the works will become Network Rail owned assets. Some network rail assets are also being removed by the scheme (eg bridge from York RI, band room). Different technical approval and adoption processes will apply to different elements of the works.
- Land transfers will need to be agreed as soon as possible as these dictate approval and delivery processes.
- Easement agreements may need to be put in place for utilities installed in private land (including NR land)
- The construction works will need to be phased in order to minimise impacts on the station and existing traffic flows. Temporary traffic management will need to be carefully considered and agreed.
- Where construction works are to be undertaken on third party land (eg CYC undertaking work on NR land), licences will need to be put in place.
- Available working space is restricted. Allowance will need to be made for contractor compound areas as part of the design process.
- The works will impact current car parking arrangements, both during the construction packages and at the end of each construction contract. Alternative car parking arrangements will need to be made to that the overall car parking provision at the station remains is maintained.
- The works include major telecoms diversions which are long lead-in items.

- Potential interfaces with other construction works in the vicinity (eg York Central, Hudson House) will also need to be considered.
- Funding routes and tax implications.

3.3 Proposed Packaging

Conceptually the scheme can be considered as three main packages as follows:

- **Highway works** – removal of Queen Street Bridge and the reorganisation of the highway. These are primarily civil engineering works
- **Station works** – works to the Network Rail owned / LNER operated station – these are primarily building works
- **Multi-storey car park** – construction of a new multi-storey car park

Whilst the works could be combined in one overall construction contract, it is noted that these three packages will suit different types of construction contractor and therefore there is sense in separating the works into different packages in order to drive cost efficiency.

It is also noted that packages will be subject to different approvals processes which have their own timescale. Dividing the works into packages minimises programme risk by allowing construction of some works to start sooner, whilst the design for other elements is still being signed off.

By applying this logic, it is proposed that the scheme is delivered as five separate construction packages as identified in the table below. Each of these packages will have a separate construction contract and can be considered as a separate construction package.

The delivery body for each of the packages has been identified following discussions with the project partners.

Table 3.1: Proposed packaging of the scheme

Package / Package		Delivery Body	Rationale	Works
1	Enabling Works	CYC	<ul style="list-style-type: none"> • Works are primarily in the public highway • Treating as a separate package allows an early start on long-lead items • CYC ca apply for the 12% local authority discount 	<ul style="list-style-type: none"> • BT diversion & other telecoms diversions • Yorkshire water diversion (localised) • Alternative gas supply to station
2	Highway Works	CYC	<ul style="list-style-type: none"> • Works will become adoptable highway. • CYC are the technical approval body • The works will require detailed traffic management to minimise impact on traffic flows 	<ul style="list-style-type: none"> • Removal of Queen St Bridge • Reorganisation of Queen Street & Station Road • Arches Square, Station Square (part) • Cycle route by West Offices
3	Station Works	LNER	<ul style="list-style-type: none"> • Works are primarily on railway land • Works will become railway assets. • NR technical approval procedures will apply • A number of LNER tenants are impacted – new build works will need to meet LNER & tenant requirements • LNER are providing funding for the portico works 	<ul style="list-style-type: none"> • New accommodation within station, relocate tenants • Demolish Parcel Square • New wall to station & canopy at Parcel Square • Substation relocation • Taxi rank & drop off • Portico works & Tea Room Square • Cycle parking in station & cycle route through North Trainshed
4	Loop Road & Short Stay	CYC	<ul style="list-style-type: none"> • These are civil engineering works – it may be possible to use the same contractor as for Package 2 • The loop road will become adoptable highway - CYC are the approval body • Timing of these works is linked to TCF funding deadlines and the delivery programme for the MSCP – separating these works into a separate package allows them to be managed separately & minimises impact on current long stay car parking provision. 	<ul style="list-style-type: none"> • Demolish band room (relocate band) • Loop road • Short stay car park & relocate short stay car parking
5	MSCP	NR	<ul style="list-style-type: none"> • This will be a NR funded and owned asset 	<ul style="list-style-type: none"> • Multi-storey car park & relocation of car parking to east of station • Pedestrian & cycle route Lowther Terrace to Loop Road

4 Land Issues

4.1 Land Acquisitions

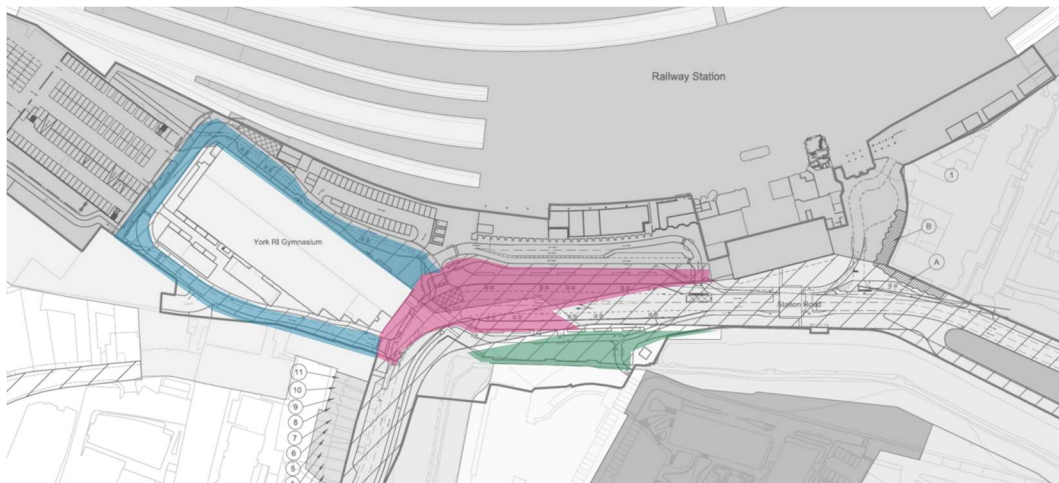
A number of land parcels need to be acquired by CYC in order to deliver the scheme. These land parcels are set out in the table and figure below.

The Network Rail land is treated as two separate parcels to reflect the proposed phasing of this scheme and to allow separate leaseback agreements for temporary car parking to be established for each plot.

Table 4.1: Land parcels to be acquired to deliver the York Station Frontage scheme

Land Parcel	Current landowner	Current franchisee / tenants	Purchaser	Note
Canada Life	Jarvis House Trustee Limited (managed by Canada Life)	Network Rail	CYC	Alternative location for cycle store & bin store to be agreed
Land for realigned Queen Street	Network Rail	LNER, Left Luggage	CYC	NR LC17 process to be followed
Land for Loop Road	Network Rail	LNER (part) Access for RI Gym and NCP	CYC	NR LC17 process to be followed
Unregistered plot	Not known	Under highway	CYC	

Figure 4.1: Land parcels to be acquired (unregistered plot not shown)



4.2 Licences to work on Third Party Land

Other land parcels will be impacted temporarily by the proposed construction works. For these parcels, licences will need to be put in place to enable the contractors to undertake their works. Licence requirements are set out for each of the construction packages in the following sections 5-9.

4.3 Wayleaves

Wayleave agreements are required where utility companies place their equipment in private land (ie land which is not public highway).

For some of the proposed utility diversions, utilities will be located in land which initially remains private but which will become public highway once the highway works are completed and adopted. In these scenarios, wayleave agreements will need to be put in place with the landowner to cover the period up until completion of the highway.

Wayleave requirements are principally required for the Package 1 works (see Section 5).

4.4 Tenant Agreements

Network Rail and LNER have a number of lease agreements with tenants which will need to be terminated and/or renegotiated in order to facilitate the proposed scheme.

4.5 Car Parking

The proposed scheme impacts on the existing car parking provision on the east side of the station as follows:

- Prior to the completion of the MSCP, car parking spaces will be displaced at the end of Package 2 (Highway Works), Package 3 (Station Works) and Package 4 (Loop Road & Short Stay).
- During the construction of all packages, further car parking spaces will be displaced temporarily to provide sufficient space for the contractor to undertake the construction works.
- On the completion of the MSCP (Package 5), all car parking spaces will be relocated back to the eastern side of the station.

A detailed car parking strategy will need to be prepared to accompany each of the proposed construction packages. The principles to be adopted in developing this strategy are as follows:

- 1) The total number of car parking spaces available at the station is to be maintained
- 2) The preferred location for displaced car parking is onto the York Central site (west of the station). This is to be located as near to the western entrance as possible.
- 3) LNER and NR will engage with the York Central Partnership to agree detailed arrangements for locating displaced parking and for collecting revenues.
- 4) It is recognised that York Central may be developing out at the same time as the York Station Frontage scheme is being constructed. The location of the

displaced car parking may need to change from time to time to suit the development programme for York Central.

- 5) The Local Planning Authority shall be kept informed regarding changes to parking arrangements.

4.6 Stopping Up / Traffic Regulation Orders

Delivery of the scheme will require implementing a Stopping-Up and Traffic Regulation Order for on-street car parking on Queen Street (in-front of residences) and may require implementing a Stopping-Up and Traffic Regulation Order for vehicular access to the archway through the Queen Street residences. Although an engineering solution to keeping the access open is currently being sought for the latter.

CYC Highways shall take the lead in obtaining the required Stopping Up orders from the Secretary of State.

4.7 Rights of Way / Permitted Access Routes

New public Rights of Way agreements (or similar) will also be required as part of this scheme. These are detailed below. Legal advice should be sought to define the most appropriate type of agreement which should be put in place to ensure public access.

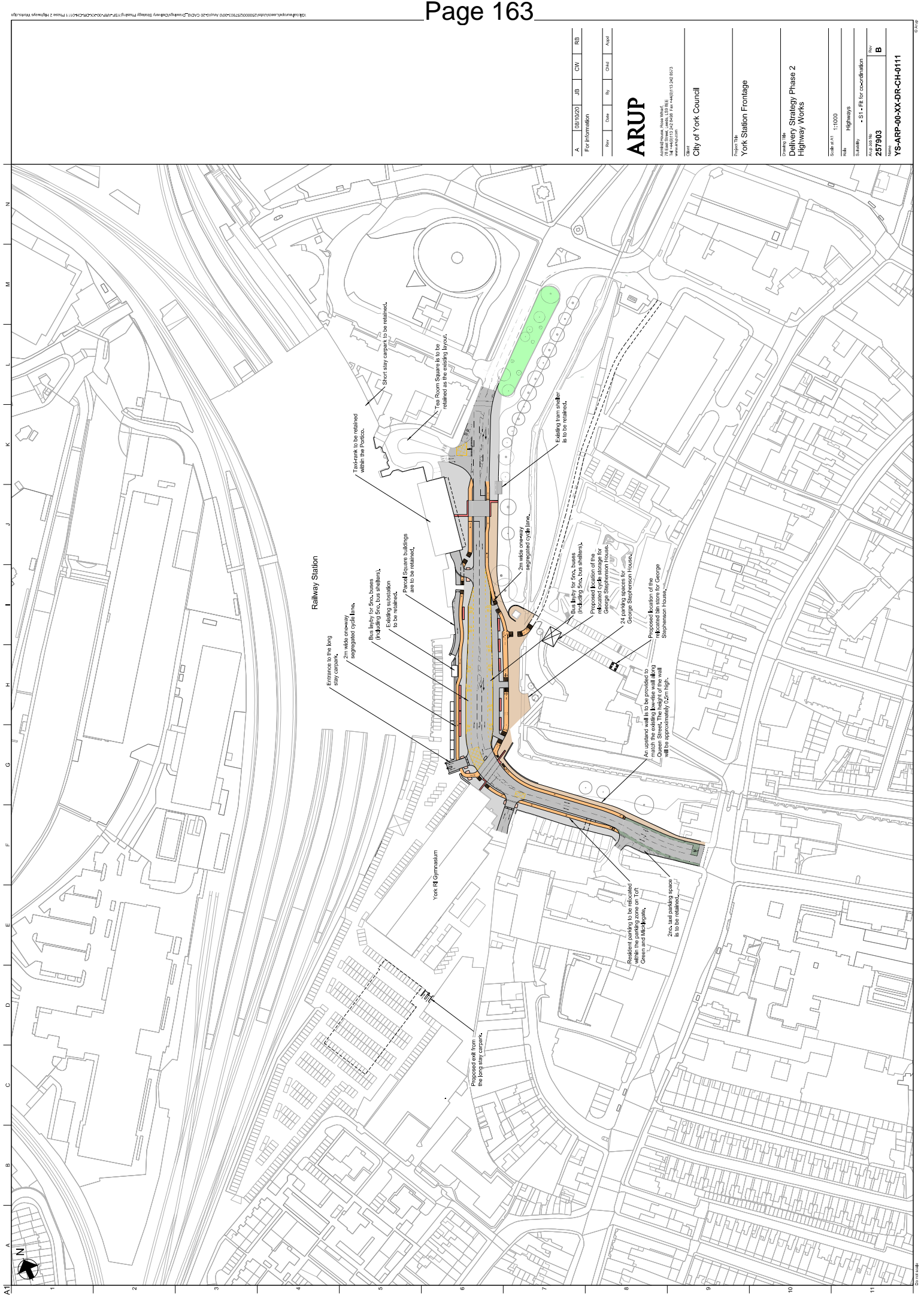
- Public pedestrian and cycle route between Arches Square /City Walls and the War Memorial.
- Public pedestrian and cycle route between Lowther Terrace and Loop Road – alongside proposed MSCP

Appendix A

Drawings



This page is intentionally left blank

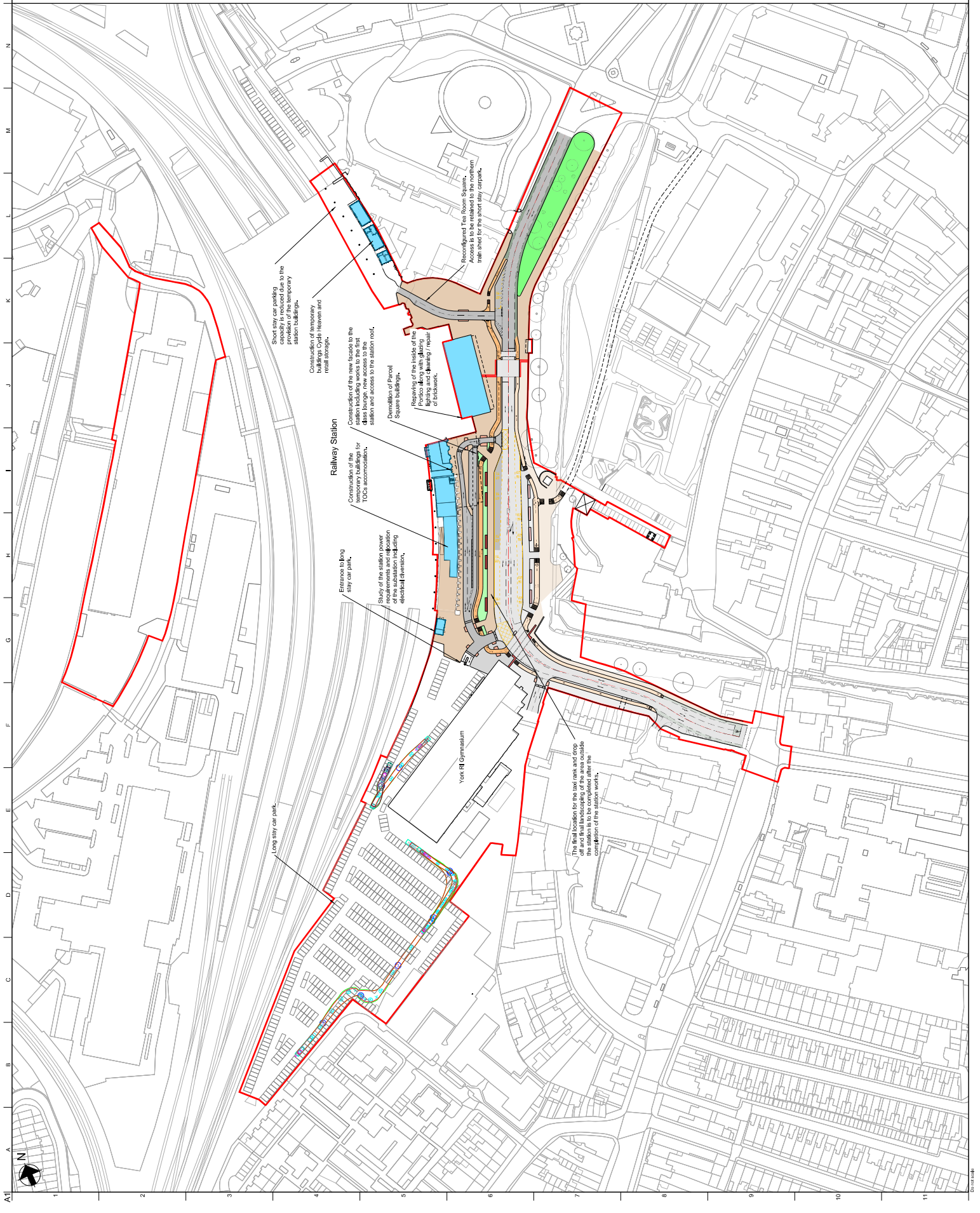


For information					
A	08/10/20	JB	CW	RB	RD
Rev	Date	By	Check	App'd	App'd
ARUP Arup Inc., 500 West Street 7th Floor, New York, NY 10036 www.arup.com					
Client: City of York Council					
Project Title: York Station Frontage					
Drawing Title: Delivery Strategy Phase 2 Highway Works					
Scale: A3	1:1000				
Category	Highways				
Author	SJ - PJ for coordination				
Number	257903	Rev	B		
Name: YS-ARP-00-XX-DR-CH-0111					

1
2
3
4
5
6
7
8
9
10
11

A
B
C
D
E
F
G
H
I
J
K
L
M
N

\\bbs\uk\proj\164\164-00-XX-DR-CH-012\164-00-XX-DR-CH-012-Phase 3 Station Works.dwg



For Information			
Rev	Date	By	App'd
A	08/10/23	JB	CW
			RB

ARUP

Arup House, 5th Floor
 77 St Paul Street, Leeds LS2 8PL
 www.arup.com

Client
 City of York Council

Project Title
 York Station Frontage

Drawing Title
 Delivery Strategy Phase 3
 Station Works

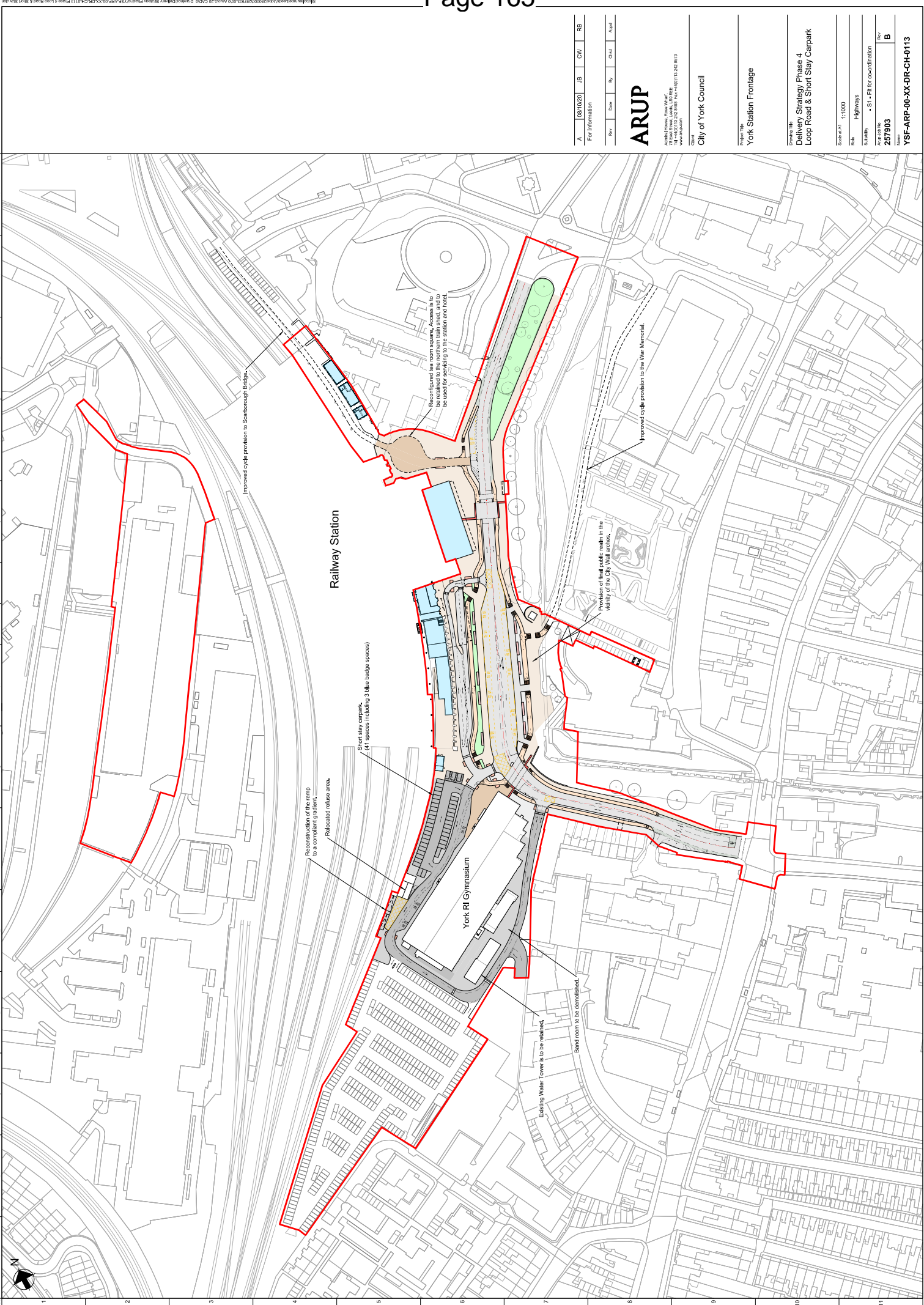
Scale: A3	1:1000
Station	Highways
Author No.	452 - P1 for Information
Drawn No.	257903
Rev	A
Notes	YS-ARP-00-XX-DR-CH-012



A
B
C
D
E
F
G
H
I
J
K
L
M
N

1
2
3
4
5
6
7
8
9
10
11

164-00-XX-DR-CH-012-Phase 3 Station Works.dwg



For Information			
A	08/10/20	JB	CW
Rev	Date	By	Check
			Aspd

ARUP
 Arup House, 5000 Market
 7700 East 17th Avenue, Suite 1000
 Denver, CO 80202, USA
 www.arup.com

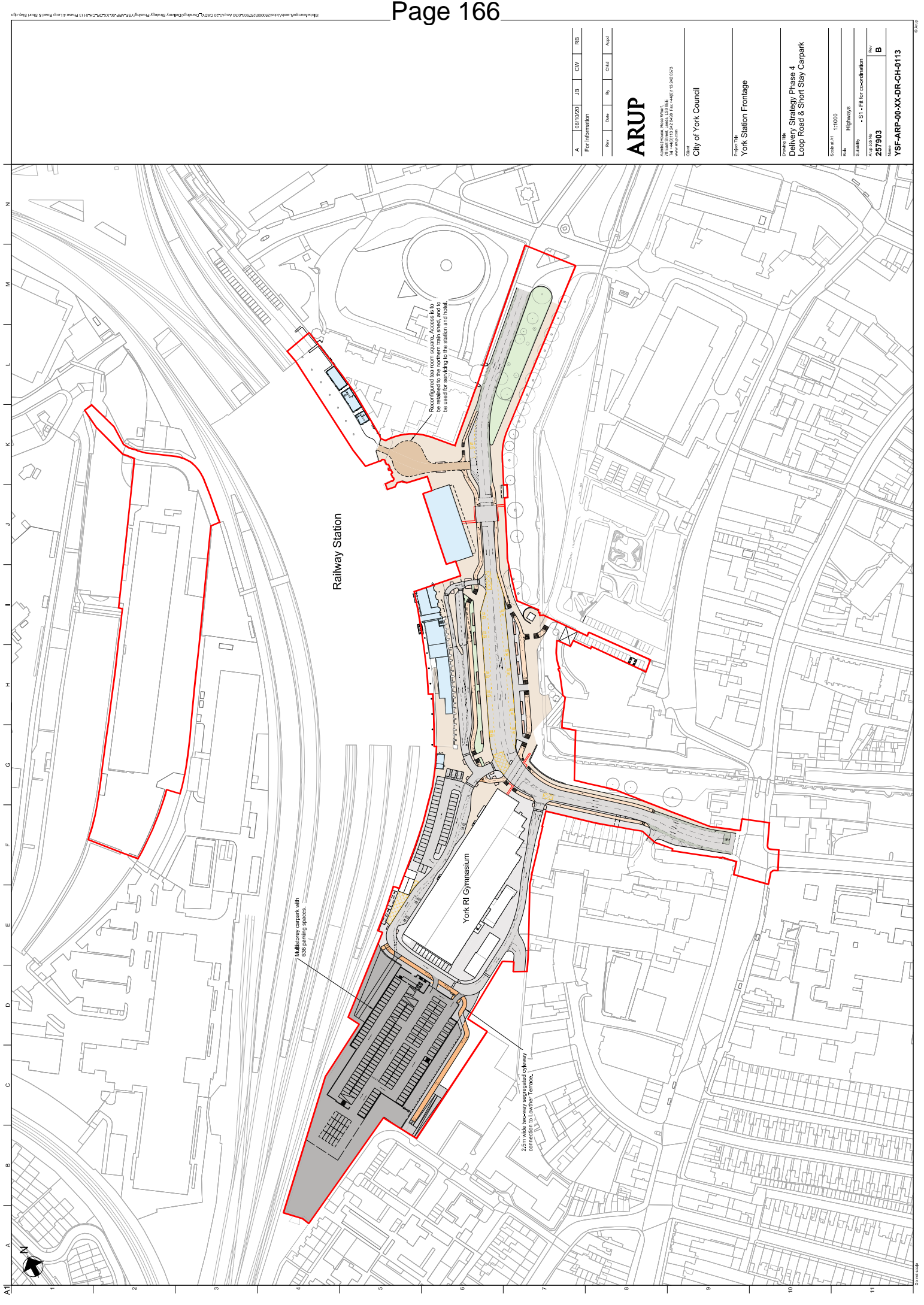
Client: City of York Council

Project Title: York Station Frontage

Drawings Title: Delivery Strategy Phase 4 Loop Road & Short Stay Carpark

Scale: A3 1:1000
 Status: Highways
 Author: S1 - Fit for coordination
 Date: 25/7/20
 Rev: B

Number: YSF-ARP-00-XX-DR-CH-0113



Railway Station

York RI Gymnasium

Multi-storey carpark with 636 parking spaces.

2.5m wide two-way segregated cycleway connection to Lower Terrace.

Reconfigured tea room square. Access is to be retained to the northern train shed, and to be used for servicing to the station and hotel.

A	08/10/20	JB	CW	RB
For Information				
Rev	Date	By	Check	App'd

ARUP
 Address: 100, Broad Street, Birmingham, B1 2EG, UK
 T: +44 (0)121 634 4600 F: +44 (0)121 634 4603
 www.arup.com

Client: City of York Council

Project Title: York Station Frontage

Drawings Title: Delivery Strategy Phase 4
 Loop Road & Short Stay Carpark

Scale: A3 1:1000
 Status: Highways
 Rev: - S1 - Fit for coordination

Drawn By: 257903
 Checked By: B
 Name: YSF-ARP-00-XX-DR-CH-0113

Grid letters: A, B, C, D, E, F, G, H, I, J, K, L, M, N

Grid numbers: 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11



Vertical text on the right edge: 01/24/2024

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

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

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

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

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

Introduction

Service submitting the proposal:	Major Transport Projects
Name of person completing the assessment:	Brendan Murphy
Job title:	Senior Transport Project Manager
Directorate:	Economy and Place
Date Completed:	06/11/2018
Date Approved (form to be checked by head of service):	

Section 1: What is the proposal?

1.1	Name of the service, project, programme, policy or strategy being assessed? York Station Front Improvements
1.2	What are the main aims of the proposal? City of York Council (CYC), in collaboration with Network Rail (NR) and London North East Railway (LNER), has developed a masterplan that proposes to reorganise highway and public realm areas to the front of York Station through: <ul style="list-style-type: none"> the removal of the Queen Street Road Bridge and rebuilding the Inner Ring Road at grade;
1.3	What are the key outcomes? A better and more organised arrival experience and transport interchange in York for users of all demographics

Section 2: Evidence

2.1	What data / evidence is available to support the proposal and understand its likely impact? (e.g. hate crime figures, obesity levels, recycling statistics) Traffic and pedestrian data and traffic models showing vehicle, cycle and pedestrian flows.
2.2	What public / stakeholder consultation has been undertaken and what were the findings? One month full public consultation across modern and traditional platforms. Key findings were: <ul style="list-style-type: none"> - In total 14 stakeholder groups responded and over 1,400 comments were received from the general public. Responses were channelled through a variety of sources including social media, email and written responses, together with face-to-face meetings and

	Are there any other initiatives that may produce a combined impact with this proposal? (e.g. will the same individuals / communities of identity also be impacted by a different project or policy?)
2.3	York Central and York Station improvements scheme will form part of a broader upgrade of the area.

Section 3: Impact on One Planet principles

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

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

Equity and Local Economy

Does your proposal?	Impact	What are the impacts and how do you know?
3.1 Impact positively on the business community in York?	Positive	Improved access to York Station encouraging more travel to the area.
3.2 Provide additional employment or training opportunities in the city?	Positive	Improved access and to the station and raised profile to the city will encourage new businesses to the city.
3.3 Help improve the lives of individuals from disadvantaged backgrounds or underrepresented groups?	Positive	The reorganised station seeks to improve dramatically access to the station and reduce conflict with different forms of transport.

Health & Happiness

Does your proposal?	Impact	What are the impacts and how do you know?
3.4 Improve the physical health or emotional wellbeing of residents or staff?	Positive	An easier to use station will reduce stress in station users. Better cycle access will encourage more healthier forms of travel too and from the station.
3.5 Help reduce health inequalities?	Positive	Through better station access
3.6 Encourage residents to be more responsible for their own health?	Positive	Simpler and more legible station and improved cycle facilities will encourage cycling and walking to the station.
3.7 Reduce crime or fear of crime?	Positive	Through anti-terror measures and providing a more open public realm.
3.8 Help to give children and young people a good start in life?	Unsure	N/A

Culture & Community

Does your proposal?	Impact	What are the impacts and how do you know?
3.9 Help bring communities together?	Positive	Better transport interchange will provide better station access and ease of travel.
3.10 Improve access to services for residents, especially those most in need?	Positive	The transport interchange and public realm spaces are designed with equality in mind.
3.11 Improve the cultural offerings of York?	Positive	The scheme will provide a much improved arrival experience sympathetic to the city's cultural heritage.
3.12 Encourage residents to be more socially responsible?	Neutral	N/A

Zero Carbon and Sustainable Water

Does your proposal?	Impact	What are the impacts and how do you know?
---------------------	--------	---

3.13	Minimise the amount of energy we use and / or reduce the amount of energy we pay for? E.g. through the use of low or zero carbon sources of energy?	Positive	More cyclists and pedestrians will reduce car use.
3.14	Minimise the amount of water we use and/or reduce the amount of water we pay for?	Neutral	N/A.

Zero Waste

Does your proposal?		Impact	What are the impacts and how do you know?
3.15	Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials?		

Sustainable Transport

Does your proposal?		Impact	What are the impacts and how do you know?
3.16	Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?		
3.17	Help improve the quality of the air we breathe?		

Sustainable Materials

Does your proposal?		Impact	What are the impacts and how do you know?
3.18	Minimise the environmental impact of the goods and services used?	Unsure	

Local and Sustainable Food

Does your proposal?		Impact	What are the impacts and how do you know?
3.19	Maximise opportunities to support local and sustainable food initiatives?	Neutral	N/A.

Land Use and Wildlife

Does your proposal?		Impact	What are the impacts and how do you know?
3.20	Maximise opportunities to conserve or enhance the natural environment?	Positive	The scheme will incorporate a soft landscape design, including trees and planting. This will encourage biodiversity.
3.21	Improve the quality of the built environment?	Positive	The scheme will incorporate a soft landscape design, including trees and planting. This will greatly enhance the area in front of the station.
3.22	Preserve the character and setting of the historic city of York?	Positive	Conservation architects have been engaged, along with a dialogue with Historic England and relevant stakeholders to present a design that is sympathetic to the heritage of the city.
3.23	Enable residents to enjoy public spaces?	Positive	Greatly enhanced public spaces will be created.

3.40	Additional space to comment on the impacts		

Section 4: Impact on Equalities and Human Rights

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

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

Equalities

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

		Impact	What are the impacts and how do you know?
4.1	Age	Positive	Improved public realm designed through consultation with older peoples groups creating greatly improved and inclusive areas.
4.2	Disability	Positive	Improved public realm designed through consultation with disability groups creating greatly improved and inclusive areas.
4.3	Gender	Neutral	N/A
4.4	Gender Reassignment	Neutral	N/A
4.5	Marriage and civil partnership	Neutral	N/A
4.6	Pregnancy and maternity	Neutral	N/A
4.7	Race	Neutral	N/A
4.8	Religion or belief	Neutral	N/A
4.9	Sexual orientation	Neutral	N/A
4.10	Carer	Neutral	N/A
4.11	Lowest income groups	Neutral	N/A
4.12	Veterans, Armed forces community	Neutral	N/A

Human Rights

Consider how a human rights approach is evident in the proposal

	Impact	What are the impacts and how do you know?
--	--------	---

4.13	Right to education	Neutral	N/A
4.14	Right not to be subjected to torture, degrading treatment or punishment	Neutral	N/A
4.15	Right to a fair and public hearing	Neutral	N/A
4.16	Right to respect for private and family life, home and correspondence	Neutral	N/A
4.17	Freedom of expression	Neutral	N/A
4.18	Right not to be subject to discrimination	Neutral	N/A
4.19	Other Rights	Neutral	N/A

4.20	Additional space to comment on the impacts		



Section 5: Planning for Improvement

5.1	What have you changed in order to improve the impact of the proposal on the One Planet principles? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	The scheme has been designed through careful consultation with a very diverse range of stakeholders and members of the public to create greatly enhanced and inclusive proposals.

5.2	What have you changed in order to improve the impact of the proposal on equalities and human rights? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	Following detailed consultation with the public and disability groups, various elements to improve the legibility and usability will be incorporated into station access and public realm design.

5.3	Going forward, what further evidence or consultation is needed to ensure the proposal delivers its intended benefits? e.g. consultation with specific vulnerable groups, additional data)
	A broad and diverse consultation process has already been carried out, the results of which have been analysed and a detailed statement of Community Involvement has been produced. This statement will be submitted as part of a full planning application.

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

Action	Person(s)	Due date
Investigate an appropriate level of anti-terrorism response to incorporate into the landscape design	Senior Project Manager	Mar-19
Research methods to provide sustainable landscape and sustainable drainage options	Design Team	Mar-19
Continue to research and build an understanding of heritage in and around station	Design Team	Mar-19
Identify a philosophy to provide public art to enhance public engagement and wellbeing in the public realm	Design Team	Mar-19

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

This page is intentionally left blank



Executive

26 November 2020

Report of the Interim Director of Place

Portfolio of the Executive Member for Finance and Performance

Update on the Asset Management Strategy 2017-2022

Summary

1. This report sets out progress against the delivery of the Asset Management Strategy for the Council for the period 2017-2022. It sets out work undertaken over the last 3 years to improve the financial performance and social outcomes arising from the Council's land and property assets.
2. The report sets out
 - a. Proposed amendments to the Asset Management Strategy through to 2025 to reflect the importance of the council motion to become carbon neutral by 2030. (Paras 4 to 11)
 - b. The process for assessing future options for council assets
 - c. An update on the progress in delivering the strategy across
 - i. Our Operational Estate(Paras 15 to 24)
 - ii. Community Assets (Paras 25 to 33)
 - iii. Housing Delivery Assets(Paras 34 to 36)
 - iv. Commercial Portfolio(Paras 68 to 82)
 - d. A series of business cases and proposals for lease disposal and acquisition to deliver further strategic benefits to the council. (Paras 37-67 and 83 to 128) These proposals will give rise to future capital receipts of c£5.9m, requiring capital investment of £3.9m, with a positive gross revenue impact of + £490k pa.

Recommendations

3. The Executive is asked to :
 - a) Agree the amended revisions to the Corporate Asset Strategy and to adopt these to shape future asset decisions for which this report will form the “Corporate Asset Strategy 2020-2025”;
 - b) Agree to recommend to full council the establishment of a capital budget of £3.9 million, to fund the acquisition of the Head leasehold interest of the Eco Centre, Amy Johnson Way. Additionally to invest a further £100,000 to fund green infrastructure improvements to the building, providing an increase in revenue and which will be funded from the One Planet York budget. Further, to delegate to the Director of Economy and Place (in consultation with the Director of Governance) to complete the purchase once all due diligence is satisfactorily conducted on the property.
 - c) To note the position on the land forming the riverbank adjacent to Scarborough Bridge, as set out in the report.
 - d) Agree to dispose of Oakhaven for the consideration as set out in the confidential annex 1 in an off market sale with a backstop date for completion of 12 weeks and if this backstop date is not achieved to dispose of the site on the open market.
 - e) To undertake a viability appraisal on the potential disposal of the Morrell House site as part of the Self Build programme and to delegate bring back a further report Executive to agree the disposal route.
 - f) Agree to dispose of the following properties/interests
 - i. Land at Lingcroft Lane, Naburn
 - ii. 2 former herdsman’s cottages (103 Heslington Road to be transferred from the General Fund to the HRA fund and 159 Mount View to be disposed of on the open market)
 - g) Agree to release £120k from the HRA Housing Delivery Programme development fund into the capital budget to review the Willow House and the adjacent estate, undertake public engagement and develop an outline business case for development within the Housing Delivery Programme.

- h) Agree to release £150k from the CYC York Central budget to review the council's land holding on York Central, and develop an outline business case for development within the Housing Delivery Programme.
- i) Agree to lease 29 Castlegate as part of the commercial portfolio and agree to the use of the existing capital budget of £270,000 to undertake maintenance repairs to the property
- j) Agree to lease the Guildhall Business Centre to the University of York/York Science Park Ltd on the terms set out in this report and to delegate to the Director of Economy and Place (in consultation with the Director of Governance) authority to take such steps as are necessary to complete the lease.
- k) Agree that, were it to become available for sale within seven years of the transfer of Haxby Hall, to purchase the existing Haxby ambulance station site within the agreed budget.
- l) To further approve that, if the purchase and lease to Yorkare of the ambulance station site were to proceed, then its permitted use under the lease be restricted to a residential home within Use Class C2 of the Town and Country Planning (Use Classes) Order 1987 or use(s) ancillary to operation of Haxby Hall as a residential home, for a period of at least 25 years from the transfer of Haxby Hall.
- m) Agree to dispose of the council's shareholder interest in York Science Park Ltd for £500k and to delegate to the Director of Economy and Place (in consultation with the Director of Governance or her delegated officers) authority to take such steps as are necessary to complete the disposal.
- n) Note the performance of the commercial portfolio in respect of the impact of Covid 19

Reason: - To establish clear principles to guide and shape future use of our assets and to continue to carry out a programme of proactive work to further shape the commercial and operational property portfolio.

To support the ongoing economic vibrancy of the city, whilst increasing the income from the council's commercial property portfolio.

Amendments to the Asset Management Strategy

4. Executive agreed the Housing Revenue Account (HRA) Asset Management Plan in February 2020 which covers all social housing assets held in the Housing Revenue Account and which sits outside the General Fund.
5. General Fund assets are covered by the current Asset Management Plan 2017- 2021 reported to Executive in September 2017 which needs updating to cover the next 5 years and to incorporate the impacts of the council's commitment to net carbon neutrality by 2030. The current strategy sets out three objectives and a set of principles to drive future asset planning. The Objectives are:-
 1. To use our assets to deliver policy goals;
 2. To operate our estate efficiently and dynamically to support the effective delivery of council services;
 3. To use council assets to generate maximum income in order to support the delivery of council priorities.
6. These objectives are broken down into more detailed principles which guide our activity planning and decision making, the principles are :-
 - a. We will use our assets to maximise positive outcomes for our communities;
 - b. In order to protect direct services we should reduce the overall cost of the estate through:-
 - I. rationalisation of assets
 - II. disposal of poor quality assets
 - III. exploiting commercial opportunities
 - IV. co-location of Council and other public sector services (including Health, care, police, education);
 - c. We will use our commercial assets to generate income to support service delivery;
 - d. We will use our assets to create efficiencies and reduce service costs, for example to reduce reliance on out of city placements for people with complex needs;
 - e. Assets should support CYC and partners to achieve joined up services and improved outcomes - buildings should not be exclusive

to one particular service and community spaces should where possible be flexible and adaptable to support a range of uses.

- f. We will acquire or hold assets to drive economic development or regenerate an underperforming part of the city;
- g. We will use assets to deliver and accelerate housing provision in the city.
- h. We will ensure assets comply with the Council's Sustainability policies and we will explore opportunities, where financially viable, to reduce the carbon footprint and water use across our retained estate;
- i. Assets should be operated/managed by the community where a community group is best placed to deliver outcomes;
- j. We should use assets to support area based working - through a three zone city model;
- k. Where schools become Academies we will work to maximise the use of education land to the benefit of education and wider community use.

7. In 2019 the council set out its ambition for the city to be net carbon neutral by 2030 and in this context objective 2 and principle (h) are insufficient to make the step change required to meet this target. It is therefore proposed that this is upgraded to :-

- To operate our estate **sustainably**, efficiently and dynamically to support the effective delivery of council services and achieve carbon neutrality by 2030 on our estate
- To make the CYC operated estate sustainable, reduce carbon emissions, increase green energy generation and reduce energy and water consumption

8. We have been designated a One Public Estate authority for 5 years which has attracted funding totalling £625k to develop exemplar projects to support the national programme of work designed to :-

- a. Create economic growth (homes and jobs)
- b. Encourage more integrated and customer-focused services
- c. Generate capital receipts
- d. Reduce running costs.

9. The strategy reflects these ambitions and progress to date exemplifies progressive cross-public sector working and demonstrable success in delivering these objectives.
10. Particular projects to highlight are
 - a. York Central
 - b. Community Stadium
 - c. Castle Gateway
 - d. Burnholme
 - e. Bootham Park

Assessing future use of council assets

11. The CYC estate is extensive and varied and there are a number of scenarios that initiate a review of the current or future use of an asset. These include :-
 - a. Service model shifts and requires different space use,
 - b. Current asset no longer fit for purpose
 - c. Asset requires significant maintenance investment
 - d. Budget reductions require a rationalisation
 - e. Potential for sharing an asset with another organisation or service
 - f. Inability to let a commercial property or commercial asset not performing well
 - g. Investment opportunity on the open market
12. The route to develop alternatives and proposals may vary depending on the above scenario but typically involves dialogue between a service, the Asset Management and regeneration teams and Finance, establishing the parameters for the decision, developing potentially multiple business cases that enable evaluation of the financial implications and the (more difficult to measure) social environment and economic impacts. The process for developing options and making recommendations is overseen by the Corporate Management Team who ensure that a comprehensive review of opportunities has been undertaken and that proposals made by services have strategic support.
13. Depending on the scale of the proposals decisions may be taken at different levels. The Financial regulations set out the thresholds for decision making however the community impact/ sensitivity is less easy to calculate and therefore most asset disposals, acquisitions and significant changes of use decisions are taken by Executive or by the Executive Member for Finance and Performance.

Our Estate

14. The councils' property estate (excluding housing) is large and extremely varied with c.1,300 assets with a value of c. £346m (including schools) and generating an annual income of c.£6m. This estate can be classified into four separate blocks:-
- Operational Estate
 - Community Assets
 - Surplus land for housing delivery
 - Commercial portfolio

Review of Delivery of the Strategy

The Operational Estate

15. The comprehensive rationalisation of the council's administrative accommodation in 2012 culminated in the development of the Council's headquarters at West Offices with its depot located at Hazel Court, James Street.
16. The Council shares, through the granting of occupational agreements, its West offices building with a number of other public sector bodies including the NHS and it provides a crucial one stop site for public sector bodies in York. This also provides considerable revenue to the Council (c. £1m per annum in rent and shared running costs).
17. The onset of the Covid 19 pandemic and a forced move to remote working and remote public meetings, raises potential questions about the use of the building and whether there will be continued demand on the facility as there was pre pandemic.
18. Whilst we are still in the midst of the pandemic and the future is at this stage difficult to predict, what is clear is that the council, like any other major land owner should review its core estate in a post pandemic world to ascertain the future demand on its buildings and consider potential alternative uses and other sites. It is recognised that both the West offices and Hazel Court sites were intensively used and it is in the interests of the prosperity of the city that they continue to be used effectively. It is considered very unlikely that CYC will return to the previous level of use of desk space in West Offices. The future use and layout of West offices will be reviewed as our understanding of the long term impact of COVID on working patterns grows, and it becomes clear what office space and layout is required to support CYC going forward.

19. This is also true of parts of the Hazel Court depot which provide back office space for front line services. Hazel Court will also be reviewed to ensure that it is able to support the future electric fleet. The use of Harewood Whin as a base for the Waste fleet is under consideration with the potential to install a large Photovoltaic (PV) array on the former waste heaps to generate sustainable green energy.
20. It is recommended that a future report be brought to Executive to examine the future use of these assets once the council is in a position to fully understand the impacts of the post-Covid world.
21. Over the last few years we have implemented programmes of service change which have led to remodelling of the operational asset base in our communities e.g. Libraries, Community Centres and Older People's Accommodation. Further programmes are also being implemented to create new facilities at :-
 - The Beehive Project – Centre of Excellence for disabled children located on the former Windsor House EPH site which provides an 8 bed short break facility for children, young people and families across York. There are three key elements – community short breaks using meeting and activity space for families and children, a residential short break with overnight accommodation and a third element which is new to York - a therapeutic short break service for children with really complex behaviours maybe with autism, learning disabilities who are struggling at home and might otherwise need to be considered for an out of area placement.
 - The Centre@Burnhome - Community Hub with Library, sports facilities, nursing and residential care home
 - Mental Health supported accommodation at Woolnough House and Crombie House
 - Marjorie Waite Court – Extra care older persons housing an improved housing management office, and community hall and café.
 - Haxby Hall – Transfer and transformation of the care home to enable the development of a modern high quality care home.
 - Community Stadium - sports, library, health, community Hub

22 The Avenue

22. As set out in the Executive report dated August 2020, Mental Health residential provision is proposed to be developed at Crombie House and Woolnough House. This new provision of accommodation on Council owned land results in 22 The Avenue becoming not fit for purpose surplus

to requirements for its current usage. During the review the assessment of future options no alternative service requirements were identified.

23. The site was considered for use as part of the Housing Delivery Programme. The land value of £180-£200k per unit would be significantly higher than other sites. The site would need to be appropriated into the HRA with associated increase in debt charges of c £70k. With building costs of say £250k per unit of which 30% can be funded by right to buy this leaves a further £1.75m to be funded by HRA resources. Overall debt charges within the HRA would increase by c £130k per annum. . Assuming rent of £120/week (Average HRA rent is £80/unit /week) there would be gross income of only £60k per annum. 22 the Avenue is therefore too small and too high cost for economic development within the Housing Delivery Programme and would lead to fewer homes and fewer affordable homes in the city.
24. 22 The Avenue is located in a highly desirable residential location and in adjacent proximity to St Peter's School. It is considered that a sale value reflecting these factors would generate a significant capital receipt for the council (c£1.7m- £2.22m at current values) The Asset Management Strategy sets out priority usages for council land including service use and use for housing but also identifies the need to dispose of some non-strategic high value assets to balance the capital budget. The Council's Capital Strategy is predicated on capital receipts from the disposal of assets. Executive therefore decided that 22 The Avenue will be disposed of when it becomes vacant to generate a capital receipt.

Community Assets

25. CYC also own and operate community facilities set in communities, some of which are operated by the council whilst others are operated by other organisations such as community groups.
26. We have continued to transfer assets to the community where a community group are able to use the asset for improved community or social outcomes and this process is most effective when it is developed in partnership with communities to develop shared visions, collaborative proposals and when we ensure that groups taking on the responsibility for operating assets have the support and capability to do this successfully. It is fully envisaged that this will continue in the future, with each case considered on its own merits having regard to the business case and proposals submitted in support of such.

27. The following community asset transfers have taken place since 2017. The bowling greens at West Bank Park, Glen Gardens, and Clarence Gardens have been transferred to the respective clubs on 25 year leases. Scarcroft Bowling Club and the RI Bowling Club, Holgate have been transferred on 30 year leases. The Hut, Clarence Gardens has been transferred on a 99 year lease. Tang Hall Community Centre has been transferred on a 30 year lease. Seventeen of the Council's allotments across the authority have been transferred to The Officials of York Allotments Charitable Incorporated Organisation on 7 year leases. All the leases have transferred maintenance and repair responsibilities to the community groups concerned.
28. CYC are responsible for managing the listing of Assets of Community Value (ACV), for consideration by the Executive Member in the Council's statutory capacity as an Asset of Community Value (ACV) listing authority as set out in the Localism Act 2011.
29. There are a number of community assets for which work is ongoing; the future of the 68 Centre youth building on Monkton Road is subject to public consultation which is ongoing and will conclude in Q3 2020 and a subsequent report will be provided to the Executive Member for Communities. The main users of the 68 Centre, Choose 2 Youth, have relocated into Moor Lane Youth Centre recently. The results of the public consultation will consider all options from maintaining the existing building to an alternative use. In the interim the 68 Centre is being used to support refurbishment of local council homes for the next 12 months by being utilised as a storage and welfare facility.
30. In July 2020 Executive agreed the purchase of 153 acres of agricultural land to create a community woodland and contribute to our ambition to be a carbon neutral city by 2030. The purchase was completed at the end of September and the location can now be revealed. The land purchased consists of circa 153 acres of agricultural land and lies to the West of the A1237 ring road at Knapton (see land outlined red on the plan in Annex 1). The land also lies adjacent to the Knapton to Rufforth and Upper Poppleton cycle/foot path and hence already benefits from sustainable transport links which could be extended on to the land itself.
31. The land is made up of 8 fields of varying sizes, currently all planted with crops. The land shown coloured blue on the plan is land within the Council's ownership which is currently leased. This area is circa 30 acres and the existing leases on this land have been ended to bring it within the proposed woodland site. Combining the interests would enable the total area which could be utilised for a new woodland to comprise of approximately 180

acres. It is considered that an area of 180 acres would support the planting of in excess of 50,000 broadleaf trees. A short term agricultural licence is intended to be granted on areas not used for planting in the short term, to ensure a use is maintained for the land.

Riverside Path

32. During the My York Central consultation the need was expressed for improvements to the riverside path between Scarborough Bridge and Jubilee Terrace, to widen the shared pedestrian cycle route, improve lighting and reduce flood risk. The route will augment the new pedestrian and cycle routes through the site. Part of the existing path is on land that the council leases, and that lease expires in 2023. The lease was originally granted to the council by the London and North East Railway Company in 1924, but the freehold is now held by a property company. Engineers are currently assessing whether there are any dilapidations which the council are liable for under the repairing liabilities of their lease. This will form part of the future negotiations to either purchase the freehold ownership of the asset or seek a further long term lease of the asset from the landlord. In order to facilitate the improvements to the path and to ensure long term use of the path it is proposed to extend the lease or purchase the freehold of the land as illustrated on the plan in Annex 2 to deliver an enhanced pedestrian and cycle path to complement York Central.
33. Terms for the purchase (or the taking of a further long term lease) of the land have yet to be agreed as this is dependent upon the dilapidations issue which is being investigated by engineers this autumn/winter. A report will be provided once these investigative works have been completed and further discussions have been undertaken with the owner as to the potential to secure a purchase/ lease renewal.

Assets for Housing Delivery

34. The Older Persons Accommodation programme released the following Elderly Persons Homes from operational use
 - Oliver House – sold and redeveloped as Older People’s accommodation
 - Fordlands Rd – sold and redeveloped as a care home
 - Groves House – sold and redeveloped as a residential scheme
 - Woolnough House now identified for Mental Health facility
 - Willow House - considered below
 - Ashbank - sale contracts have now been exchanged

- Windsor House – currently being redeveloped to create the Beehive, the centre of excellence for disabled children.
- Oakhaven – Considered below.
- Morrell House - Considered below

35. When the Housing Delivery Programme was established in December 2017 and subsequently the following CYC assets were identified as potential development sites.

- Former Burnholme College – In planning October 2020
- Hospital Fields Road/Ordnance Lane – In Planning December 2020
- Former Lowfield School – In construction
- Former Manor School – future phase
- Former Clifton Without School – not yet released for development by the Department for Education
- Woolnough House - now identified for Mental Health facility
- Former Askham Bar Park and Ride – currently used as a Drive through Flu Vaccination centre – in future phase
- Duncombe Barracks – In planning

36. The Housing Delivery programme is making good progress in delivering the target 600 homes with 140 homes under construction at Lowfield and design work underway to deliver another 220 homes across 3 sites at Burnholme, Duncombe Barracks and Ordnance Lane. Reservations on 17 of the 23 homes for sale in phase 1 at the Lowfield site have been taken presently. The remaining sites have some challenges and dependencies which mean that they are not yet ready for development. In the intervening time other opportunities have arisen. It is therefore an appropriate point to review these changes and opportunities.

Willow House

37. Willow House is a former 36 bed residential care home standing on a site extending to 0.76 acres (see plan at Annex 3). The property is situated just inside the city walls adjacent to Walmgate Bar. The immediate surrounding area is comprised mainly of local authority housing. Student accommodation is nearby.

38. In October 2017 Executive approved the sale of the site for redevelopment as student housing. In November 2017 the decision was called in over potential loss of open space. Considered by Corporate and Scrutiny Management and Policy Committee (Calling-in) on 6th November 2017 who referred the matter back to an Executive (Calling-in) meeting on

23rd November 2017, who resolved to sell the whole of the Willow House site as originally approved. In the meantime however the successful bidder withdrew and it was resolved that a further report be submitted to determine on what basis the site should be sold.

39. Following submissions of best and final offers by interested parties, a report was submitted to the Executive on 8th February 2018. It was resolved that the property be sold to a developer who planned to convert the existing single and two storey buildings, to a three storey building containing 36 residential apartments. This involved replacing the existing pitched roof with an extra floor with a flat roof. No on site provision of affordable housing was provided for.
40. The developer submitted a pre-application enquiry for their scheme in March 2018 and were advised by planning that input from design and conservation colleagues, and Historic England was required. Both the design and conservation officers and Historic England objected to the height of the existing building being raised so close to the city walls. It was agreed that the developer would reassess their scheme plan to accommodate the concerns regarding height and massing. However nothing has been forthcoming.
41. Whilst there is a lower bidder that the council could open discussions with instead, the protracted nature of this matter highlights the fact that this is a highly sensitive site being located adjacent to the city wall. The council's Housing Delivery team have undertaken feasibility studies and consider that a viable development option could be provided. A high level viability study has identified potential for c.40 units on the site of Willow House. In addition, it is considered that there may be scope for additional housing development in the surrounding estate alongside improvements to public spaces.
42. It is therefore proposed that rather than marketing the site for a third time that the Housing Delivery Programme undertakes a review of the site and the adjacent HRA estate, undertakes public engagement and develops a scoped proposal and an Outline Business Case for the delivery of mixed tenure housing scheme incorporating the Willow House site and any additional areas identified as part of the public engagement and scoping works. This would require a release of £120k from the HRA development fund. This would be brought back to Executive to release funding for detailed design and planning.

43. If this site is developed as part of the Housing Delivery programme it would be appropriated from the General Fund into the Housing Revenue Account at market value which is currently estimated to be c£2.3m.

Morrell House

44. Morrell House was formerly a 29 bed residential home for old people which closed in 2018 as it was no longer fit for purpose and did not provide the type of accommodation that would meet the needs of our older people. See plan at Annex 4 for the location. The Council's Older Person's Accommodation Programme has worked in partnership with others to enable the provision of an additional 360 care home beds across the city, including at New Lodge care home, Ouse View, Handley House and Burnholme. The programme has also made provision of extra care accommodation at Glen Lodge, and Marjorie Waite Court and supported the provision of extra care accommodation at Auden House and Ashbank/Barleyfields to enable people to live independently with care rather than moving to residential care.
45. Since 2018 no alternative uses have been identified. It is considered too small a site to cost effectively incorporate into our Housing Delivery Programme.
46. As identified in para 25, the Council's Capital Strategy is predicated on capital receipts from the disposal of assets. The site is being matched against the expressed needs of our current Self Build waiting list for potential disposal as part of our self build programme. Further work is needed to assess whether the site is suitable for this use and to develop a business case to identify the up front investment that would be needed to prepare the site and implement the supporting infrastructure and to provide market valuation estimates. If the site is either unsuitable or uneconomic for use for self build then it is proposed that we dispose of the site on the open market. There has not been any developer interest expressed ahead of placing the site on the market.
47. It is therefore proposed that a viability appraisal is prepared and a further report brought to Executive to identify the preferred disposal route.

York Central

48. York Central is one of the largest housing allocations within the draft Local Plan and one of the most prestigious brownfield regeneration sites in the UK. It has outline planning permission and in August 2020 MHCLG agreed a grant of £77.1m to the land owners to fund the enabling access

infrastructure and the Reserved Matters Planning permission will be considered at Planning Committee on the 14th June (subject to the Judicial Review period).

49. CYC have a small land holding on York Central (approx. 5% of the whole site). The Housing Delivery and Regeneration teams have been working with the York Central Programme Director to consider how CYC might develop a mixed housing and community scheme on the site, potentially utilising both CYC land and adjacent and owned by Homes England. This is an exciting opportunity and one that may be best delivered in partnership with another Registered Provider and community self-builders with the possibility of integrating this with some small business start-up space at Foundry Yard
50. It is proposed that this opportunity is worked up into a formal proposition with a procurement strategy to take to Homes England/Network Rail to make this part of the first phase of residential development on the site. A development budget of £150k is required to masterplan the site. If developed this would require the allocation of further HRA development funding to undertake concept design work which may in turn require consideration of the remaining sites in future phases.

Moor Lane Car Park (Former Askham Bar Park and Ride Site)

51. The Moor Lane car park site (former Askham Bar Park and Ride site and see Annex 5) is currently within the scope of the Housing Delivery Programme but no design or engagement work has taken place at this stage and it has remained in use as a car park for. At present the site is being used as a vaccine centre for the city and the duration of such a use is dependent upon the national situation.
52. The council has been contacted by a number of parties expressing an interest in the site previously and these should be furthered if the site is not identified for any other corporate priorities post Covid.
53. Given that both Willow House and York Central are being considered for inclusion into the Housing Delivery Programme and there are other site evaluations to be concluded it is proposed that no further work be undertaken to develop a housing scheme on this site and that a future report will set out options.

Oakhaven, Acomb - Former Elderly Persons Home

54. Oakhaven is a former Elderly Persons Home which closed in March 2016. The property is situated close to the retail centre of Acomb village (see plan in Annex 6). Surrounding uses comprise a mixture of residential and commercial uses. The Police Station adjoins the property with a doctor's surgery being situated directly opposite. Previous plans for the site have included consideration of the inclusion of the adjacent North Yorkshire Police station site. There has been no further indications from NYP that they have plans to dispose of the adjoining police station site.
55. Following a full procurement exercise the Executive on 16th March 2017 agreed to enter a long term lease and care contract with Ashley House, for them to develop a 56 apartment extra care scheme on the Oakhaven site. Ashley House submitted a planning pre- app for the scheme and were advised that there were concerns about the proposed 4 storey scale of the building, the height and the proximity to the road. The Council and Ashley House held a public consultation event where the scheme was generally positively received but there were more comments about the size and height of the building and its proximity to the road.
56. In order to provide a scheme to become planning compliant, Ashley House advised that they would have to reduce the scheme to 48 units and that their operator did not consider that they can make this financially viable. No progress has been since made.
57. The Older Person's Accommodation team have carried out soft market testing with developers to establish the potential interest in the site for extra care apartments. Many developers have been interested in the site for a care home, for independent living apartments or for general needs accommodation. The only interest in extra care accommodation would be dependent on CYC committing to an ongoing revenue contract to fund the care element. No one has indicated that they could make extra care accommodation financially viable on the site as this would generally require a site that can accommodate 65+ apartments and the associated communal facilities. As the previous planning exercise establish, the site is not large enough for this many properties.
58. The site is therefore vacant and no alternative service requirements have been identified for the site. The site has been considered for a CYC Independent Living scheme. A high level viability analysis shows that applying the Housing Delivery Programme's environmental standards and tenure mix could create a scheme with 50-56 apartments with a minimum of 20 social rented and shared ownership properties. In order to be viable this would result in a land value of just £850k. If the site is to be appropriated to

the HRA from the GF then it must be done at market value and this makes the business case unviable.

59. We have received a speculative offer for Oakhaven from a development consultancy who were previously involved in the purchase of the Fordlands care home site. The development consultancy are acting on behalf of a regional care home operator, Burlington Care Limited, who seek to purchase the site to develop a 64 bed C2 Use Class commercial care home facility over part 3 and part 3.5 storeys with staff accommodation using roof space. The developer/ operator considers that there is a shortage of C2 accommodation in the area and the site is appealing given its transport links and local amenities.
60. The financial offer as detailed in confidential Annex 1 is considered to represent market value of the site, following the site's valuation by external agents (See Confidential Annex 2). The interested party have advised that they would pay a 10% deposit and commit to an obligation to submit a planning application 12 weeks after exchange. They also advise they are in a position to submit a planning pre application now if their proposal is supported by Executive and this would be thus undertaken prior to any entering into legal documentation. There are advantages to accepting this offer to lock in the value at pre -Covid levels. An open market exercise may be impacted by COVID 19 suppressing property values. The council budget has been significantly impacted by COVID and there is a need to realise value from vacant assets in the near future. This disposal provides an excellent opportunity to maximise values in a short time scale.
61. This proposal is not an integral part of the Older Person's Accommodation Programme. The programme will continue to address older person's accommodation needs in the city and specifically in the West of the city it is:
 - providing independent living apartments at Lincoln Court,
 - developing mixed tenure bungalows on Lowfield Green,
 - procuring mixed tenure extra care apartments on Lowfield Green
 - working with developers who are keen to provide additional extra
 - care accommodation in the area.
62. The proposal to develop residential care accommodation on the Oakhaven site will however increase the accommodation options for residents in the area and provide modern care accommodation in the heart of a thriving community which will enable the residents to remain part of their neighbourhood and will help to attractive residents families' and staff. The developer has sought information from the Older Person's Accommodation Programme on the supply and demand for accommodation and the results

of recent research into what is important to York's residents about how and where they live in their later years and aims to reflect this in their plans.

63. It is recommended that a limited period of time is granted to the speculative purchaser to work up an implementable planning permission as detailed above. If this is not achieved within 12 weeks of agreeing Heads of Terms the property would be placed on the open market for disposal.

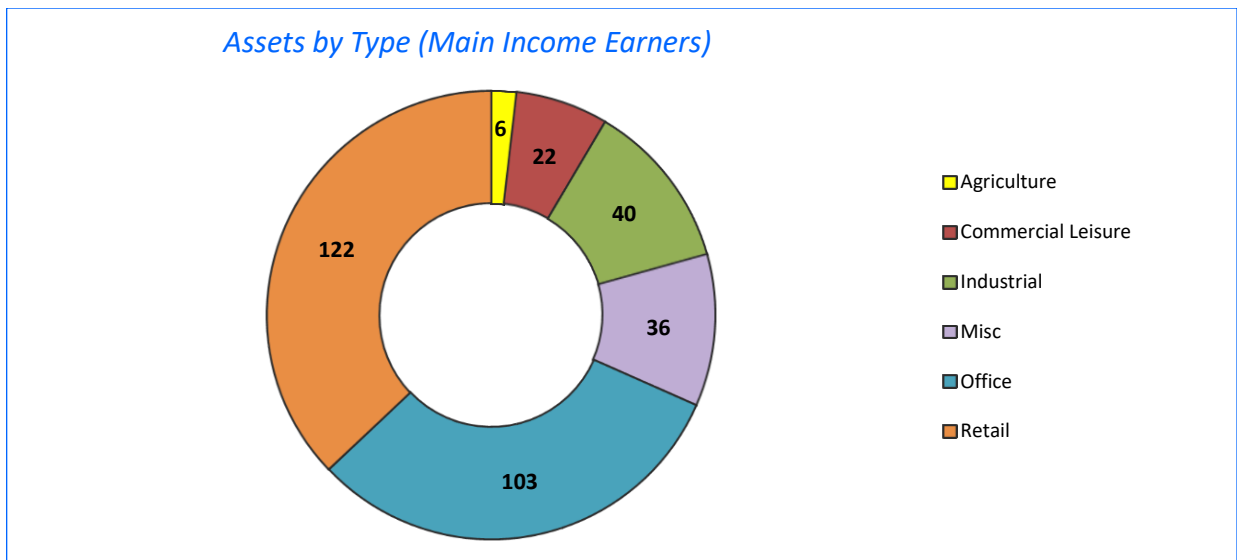
Haxby Hall

64. In January 2020, Executive approved a range of recommendations in relation to Haxby Hall care home including (to provide space for a larger scheme):
- (i) the purchase of the existing Haxby Ambulance Station, adjacent to the Haxby Hall site, should it become available for sale within two years of the transfer of Haxby Hall to Yorkare Homes Ltd ('Yorkare'), at a cost to the Council of £150k.
 - (ii) that, (if the purchase of the ambulance station site were to proceed) to grant to Yorkare a lease of that site (for a term equal to the then remaining period of the lease of the main care home site) in return for Yorkare paying a premium to the Council. (The premium to be an amount equal to any costs incurred by the Council in purchasing the freehold of the ambulance station site which are in excess of £150k).
As a result of the COVID 19 pandemic the transfer of Haxby Hall care home to Yorkare Homes has been delayed.
65. Partners and stakeholders have confirmed that they are focussed on COVID recovery and planning for future services. As a result we will extend the project timetable for the completion of the transfer and this will also be reflected in the legal transfer documents and the commitments to ongoing partnership working. Yorkshire Ambulance Service have indicated that they will not be reviewing their requirements for the Haxby Ambulance Station for some time as they are focussed on preparation for further COVID-19 outbreaks.
66. Executive are therefore requested to extend the timeframe for the Council's retention of funds to support the purchase of Haxby Ambulance station, should it become available for sale within seven years of the transfer of Haxby Hall to Yorkare (at a cost to the Council of £150,000).
67. Executive are also requested to further approve that, if the purchase and lease to Yorkare of the ambulance station site were to proceed, then its permitted use under the lease be restricted to a residential home within Use Class C2 of the Town and Country Planning (Use Classes) Order

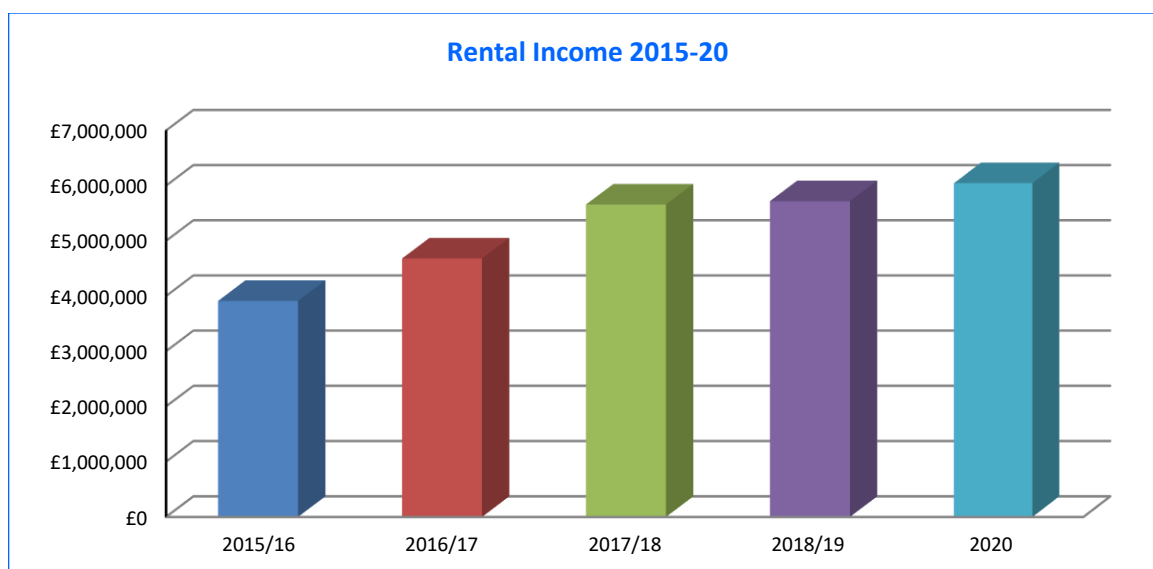
1987 or use(s) ancillary to operation of Haxby Hall as a residential home, for a period of at least 25 years from the transfer of Haxby Hall.

Commercial Assets

68. The portfolio comprises a commercial estate comprising of c.1,300 assets with c.1,100 commercial agreements and which provide an annual revenue income of c.£6 million, including deals under offer. This contains retail, light industrial, office and agricultural properties as well as the commercial lettings at West Offices and a lease of the land that the Race Course grandstand is situated upon. This also includes the recent acquisition of a strategic property in Coney Street which was the subject of an Executive report in November and which was purchased in December 2019.
69. The council has always focussed its commercial estate in York in order to promote and support economic vibrancy and ensure the preservation of historic buildings. Through its ownership of the estate the council therefore, provides accommodation which helps in developing and maintain the city's economy, serving a broad role in meeting social economic and environmental objectives such as regeneration and ensuring the sustainability and vibrancy of the city centre. The Council's ownership of commercial property in York and its pro-active stance to support business have therefore have enabled it to be support the resilience of the city during the Covid 19 crisis.
70. The council's property ownership and its pro activity in offering assistance to its tenants during this unprecedented time has been a crucial part of York's recovery. Whilst, the assets bring in a valuable revenue stream to fund the Council and its services, the council will continue to work with its tenants in the uncertain months ahead with the aim of offering continued support where it is able to do so.
71. The graph below illustrates the composition of the assets which provide for the majority of the council's annual income generated from its asset base. These figures exclude minor agreements as well as operational property such as school and community lettings.



72. The Estate was assembled over a long period of time often to safeguard buildings at risk (the Shambles) or to prepare for large capital schemes. For example, the Council purchased a number of premises on Gillygate for an aborted inner ring road scheme in the 1960s. Many of these assets deliver a good financial yield and the income is an important part of our overall financial strategy.
73. In December 2019 CYC completed the strategic acquisition of a retail property at 25/27 Coney St currently let to Holland and Barratt. The property cost £2.655m and delivers a revenue income net of operating costs and borrowing costs which increases the income of the commercial estate by c.£47k pa. This site has a double width river side frontage and unused spaces above street level which will be considered for development as part of the review of the city centre.
74. The long term financial strategy identified an increased income target of £1m pa over 4 years to 2022 (excluding West Offices for which there was an additional target of £1m pa.) This has been achieved to date through strategic acquisitions such as Swinegate, the unit at Hospital Fields Road Industrial Estate and the recent acquisition of 25/27 Coney St. and plans are in place to deliver the full target. These acquisitions were undertaken on the understanding that the council would dispose of some assets that were to become vacant and surplus to requirements in the coming years. The Asset Management Strategy is therefore predicated upon the disposal of some assets in order to support the acquisition of new ones to ensure the portfolio as a whole meets the changing needs of the council.
75. The graph below shows the growth in commercial rental income since 2015.



76. The 2020 Budget set out an increased income target for the commercial estate and officers continue to explore further commercial investment opportunities and bring back to members opportunities to generate further income whilst enabling the improvement and regeneration of areas of the city that may be struggling to maintain their character or economic vibrancy.
77. With the onset of Covid -19 the council, as a commercial landlord, moved quickly to assist its commercial tenants given the onset of the pandemic in the UK. The commercial rental charges due in the April to June quarter were deferred and with the prolonged national crisis, the Council wrote to its tenants stating that it was willing to consider deferring the quarter's rental due in July.
78. It was recognised that the Covid crisis had and would impact different sectors in different ways and to different extents and hence the council took a decision not to take a one size fits all approach to commercial rent recovery. Instead, individual circumstances have been discussed with tenants with a view of seeking to agree a suitable payment plan, whilst no interest would be charged on arrears from debts accrued from the Covid-19 situation.
79. For the April to September period and excluding invoices sent out in the last 28 days, the council had received 68% of income due. 21% has been agreed to be paid through payment plans ranging in duration from 3 to 24 months depending upon the individual circumstances of tenants. Approximately 11% of the sums invoiced through the period are not as yet subject to repayment plans. Again these are predominantly in areas of leisure, retail and hospitality where some tenants are monitoring the financial recovery situation and are not in a position to as yet agree a

repayment plan. Discussions will continue with those tenants as they will with all tenants.

80. The commercial property portfolio has not experienced a considerable rise of vacancies since the pandemic. As of end September 2020 all available and lettable city centre retail and restaurant commercial property is either occupied or under offer. Whilst it is fully acknowledged that there are uncertain times ahead and that there is a strong likelihood of some future vacancies arising, this is a positive sign for both the portfolio and York as a whole.
81. The council's property ownership and its pro activity in offering assistance to its tenants during this unprecedented time has been a crucial part of York's recovery. Whilst, the assets bring in a valuable revenue stream to fund the Council and its services, it will continue to work with its tenants in the uncertain months ahead with the aim of offering continued support where it is able to do so.
82. The next section of the report sets out further opportunities for the council to be pro-active in the York property market through and sets out these opportunities and details the business cases associated with such;

Opportunities for the Estate

Acquisition of the Head Lease Interest - Eco Centre, Amy Johnson Way, Clifton Moor

83. The Eco Centre (see plan at Annex 7) provides a total area of 19,600 square feet of small business accommodation which provides for 63 suites and is situated on a site area of 1.2 acres on Amy Johnson Way, Clifton Moor, York. The Centre is managed by the Council and it manages all occupational tenants and is responsible for the full repair and upkeep of the building under the current agreement.
84. The site, which was previously undeveloped, was advertised by the Council with the remit of seeking a developer who would design and build an enterprise centre to provide start-up companies with space in an eco-friendly building. The decision to provide the facility was taken by the council in March 2006. It was intended that the Eco Centre become the focus of new business start-ups following the closure of the Fishergate and Parkside small business centres, neither of which were designed for purpose built small business accommodation whilst both buildings were coming to the end of their functional life.

85. The Council is the freehold owner of the site. To enable the project's developer to obtain funding, the Council agreed to offer a 250 year lease to the developer/ property company in return for payment of an up-front one-off premium and then take a lease of the centre back at an annual rent. Initially the operation of the centre was outsourced and was making a loss so in 2015 the responsibility for management of the facility was brought into the council's commercial estate. At present, the rent the council pays is covered by the income it receives from the occupational tenants. The vast majority of the tenants are small, independent businesses and occupancy levels have been increased with the building now fully let or under offer.
86. Under the terms of the original lease to the developer the council could opt to require our landlord to grant us a further lease for a further 10 years. The council currently has a further short term sublease until 17th February 2021, at which point the council could seek to hand back responsibility for management of the building to our head lessee. They may seek to require us to hand back the building with vacant possession, i.e. without any occupiers/subtenants. The head lessee may also carry out a dilapidations survey and potentially seek to require us to carry out works pursuant to our obligation to hand the building back in good and substantial repair and condition. Whilst the council could potentially renew the lease or walk away, the council has sought to establish whether the head lessee would sell its headlease interest to the council by surrendering their head lease back to us, which would enable the council to have full control of the building and its future.
87. The purchase of the head lease of the Centre will provide the council with full control of the site and building, enabling it to provide greater certainty of tenure and rent control to tenants. If purchased, the Council would be responsible for the repair and running of the building as it already is under the current arrangement.
88. If we buy back the head lease of the building, the council can potentially utilise the roof space of the facility to install PV panels, subject to obtaining planning permission and any other necessary approvals. An initial feasibility has been undertaken and it is envisaged that over 200 panels could be installed on the roof. This could potentially generate c.48,000 kilowatt hours per annum with a value of c. £7k per annum of electricity. Costs are anticipated to be c. £75k and hence the payback period for the installation is just under 11 years. An additional £25k is recommended to be set aside for further carbon reduction enhancements to the building, both sums to come from the existing One Planet York budget set aside to make the council more sustainable and reduce carbon.

89. A business case and external valuation report is attached within the confidential Annexes 3 & 4. This illustrates that the purchase of the head lease interest plus setting aside a further £100k investment into the green energy sources as set out above, would generate an additional c.£59k per annum for the council after borrowing and repayment costs. This is compared to the current situation of paying a rental to the developer/ owner of the building. The £100k green investment would be sourced through the existing One Planet York budget.
90. In line with previous acquisitions, should the purchase of the head lease be agreed by Executive then further due diligence legal and survey work will be carried out on the property and considered prior to completing the acquisition.
91. Making this strategic investment in the City would also be consistent with the Council's budget strategy. The budget report for 2018/19 set out an approach to a 5 year budget and identified the need to consider further property investment opportunities. In order to continue this good progress over future years. Given that interest rates are low, property acquisitions perform well when compared to other forms of investment and are capable of delivering higher yields.

Funding of Eco Centre Head Lease Interest

92. It is recommended that a capital budget of £3.9 million is set aside to fund the acquisition of the head lease of the Eco Centre and associated costs. The funding will be provided by borrowing from the Public Works Loan Board (PWLB) and will be repaid from rental income.
93. The outline business case in the confidential Annex sets out the return on the potential investment. The business case is based upon borrowing over 50 years and minimum revenue provision being based on the asset's perceived life. The lease in place on the property provides that the tenant is responsible for ongoing repairs and maintenance of the property.
94. Given current low interest rates, even with making full provision for repayment of the costs of purchase the rental income will provide an additional source of annual revenue, net of borrowing costs. In addition the value of the asset is likely to increase over time.
95. The investment therefore represents a good opportunity to support city centre economic prosperity which has never been so important in the face of the Covid crisis, gives the council ownership of a strategic asset in order to influence future regeneration opportunities and increases the commercial portfolio rental stream.

Guildhall

96. The delivery of the Guildhall project was approved by Executive on 14th February 2019. The project will secure the following key benefits:
 - a. Safeguard the future of this key heritage asset for the benefit of the city, through a once in a generation refurbishment and redevelopment of the complex.
 - b. Deliver a business venue capable of generating up to 250 jobs and over £100m of GVA for the local economy over 5 years
 - c. Enhanced Civic and Community access to the new facilities.
97. The business case presented to Executive back in 2019 assumed a net income from the scheme of £311k pa being generated to fund the scheme, split between income from the serviced office and business facilities (£161k) and the restaurant unit lease (£150k). At that time it was proposed that the operation of the business complex would be undertaken by the council as part of the commercial portfolio, with the council responsible for all staffing, operating and maintenance costs.
98. Strategic discussions with University of York as a key city partner, indicated that as part of their commitment to enhanced and collaborative joint working, they were interested in the potential of leasing the Guildhall complex from the council which would offer them the ability to establish a tangible presence in the City Centre and deliver the strategic benefits for business as set out above.
99. York Science Park Ltd (YSPL) was established in 1991 as a commercial arm of the University and manages the University's commercial property estate offering business space to support business start-up / grow on space. The council has a 9.23% shareholding in the YSPL. The YSPL estate comprises over 130,000ft² of co-working and office space on the Heslington campus, and they have over 130 tenants include some well-known and successful businesses such as Siemens. Approximately 60% of the tenants work with the University in areas such as research and hence there is a strong emphasis on providing accommodation for developmental businesses which are looking into the issues of tomorrow and are shaping the future to come. YPSL's reputation and track record therefore, provide a synergy with the aims of the council in regenerating the Guildhall space for modern accommodation for business occupiers.

100. Negotiations have been progressed with YSPL on the basis that they would enter into a full internal repairing lease on the Guildhall complex (excluding the restaurant) for a 15 year term (with a tenant break option entitling YSPL/the tenant (but not the council/landlord) to terminate the lease early at any time after the initial 5 years on giving the council at least 6 months' notice and, if the break option is exercised during years 6 – 10 of the Term, on YSPL paying the council a sum of money equal to one year's rent) at a rental of £160k pa (with 5 year reviews) which is in line with the agreed business case. Additionally YSPL would be directly responsible for all staffing, operational and routine maintenance costs. The council would remain responsible only for external maintenance of the structure and fabric of the complex, with the support of an annual sinking fund payment of £50k pa from YSPL as tenant.
101. Use of the Council Chamber (and associated meeting rooms) for Full Council Meetings and the Guildhall main hall for Civic and community events will be reserved in the lease agreement at no cost, including the provision for key events in the Civic Calendar; Mayor Making, Annual Freedom Court and Remembrance Day.
102. This lease would enable a strategic city partner to manage the serviced offices and curate the business facilities for the benefit of the City. This approach delivers mutual benefit for the council and the University. YSPL are an established and trusted business brand experienced in meeting the needs of business tenants. Partnership working will secure the significant GVA benefits of the project for the City. The lease agreement also secures over 50% of the project income, removes some of the uncertainty around staffing and operating costs also providing an ongoing contribution to the maintenance of the structure and fabric of the buildings going forward.
103. It is necessary to highlight that this is an off market deal. However, the proposed rental level matches that set out in agreed business case, and this was validated by a previous marketing exercise undertaken in 2016 where offers for the lease were all predicated on a management agreement with the council retaining all the income risk. In this case YSPL are offering to take a lease, and also to assume responsibility for staffing, operating and routine maintenance costs.
104. As set out above the council holds a 9.23% shareholding in YSPL. These are legacy shares, dating from the establishment of the Science Park in 1991. They were transferred from North Yorkshire County Council and vested with the council following Local Government review in 1996. Although the council is represented on the YSPL Board, the majority

shareholder position of the University necessarily prevails in decision making. Through the discussions with the University their interest in acquiring the council's shareholding in YSPL in parallel with their commitment to the Guildhall was highlighted. The shares were transferred to CYC at Local Government Reorganisation at a nominal value of £200K and a valuation has been undertaken which indicated an updated value of c.£426k. Whilst the Council is under no duty to sell its shares, the University has now advised that they have Board approval to offer up to £500k and it is recommended that approval be granted to sell them the shares at this level. This would provide a net capital receipt of £300k.

105. The shareholding is not strategic for the council and does not influence the economic impact of the activities of YSPL. It is therefore proposed that the council's 9.23% shareholding in YSPL be sold to the University to complete no later than July 2021. This will assist in mitigating any conflict of interest with respect to the Guildhall lease by YSPL.
106. The restaurant shell opportunity has been put to the market by our agents, unfortunately the market is very challenging at this time. Offers were previously received in 2018 which validated the market assessment, and a revised lower (more cautious) assessment was used for the 2019 business case. It is suggested that the marketing be paused (in line with advice) until April 2021. The rent achievable will be subject to future market conditions.

29 Castlegate

107. The property (Site plan Annex 8) is a Grade II Listed building located adjacent to Fairfax House museum, which is owned by York Conservation Trust (YCT), and provides 3 floors of accommodation plus a basement. Access into the property is from two separate entrances, via steps from the Coppergate Centre and the other via Castlegate. The property looks out onto the side of Fenwicks.
108. The property was previously occupied by 'Connexions York & North Yorkshire Ltd' operated as a youth inquiry service. The property has been vacant since 2014 and the future of the building was previously reported to Executive in April 2017 where authority was provided to sell the property to YCT for the purposes of an extension to Fairfax House museum, providing new education centre and working Georgian kitchen. YCT had planned to purchase and then lease the premises to York Civic Trust who would operate the centre. The Civic Trust no longer wish to proceed and hence YCT have withdrawn their original offer, although would still be interested in purchasing the building, albeit significantly below Market Value. They

have said they would like to revisit the opportunity to provide an extended museum in the future, but with no firm date/ commitment.

109. The following options have been considered;
 1. Dispose of the Property on the Open Market
 2. Refurbish, Lease and Bring into the Commercial Portfolio
 3. Lease to Charitable Body
110. The council could dispose of the property on the open market and it is considered likely that there would be interest in utilising the building for a commercial use or converting the space for residential accommodation. The property was last valued in 2017 at £575k.
111. Selling on the open market prior to improvements made by the Castle Gateway scheme would likely mean we would lose out on any uplift in value from the regeneration of the area. This option is thus not recommended.
112. Advice has been sought from external York based agents prior to the Covid situation who advise there was a good prospect of demand for the space which could be utilised as a cafe and office space where potentially an income of £45kper annum could be derived. Discussing with agents, they consider that this level of income should be attainable once the Covid crisis dissipates.
113. The property would need to be refurbished and a capital budget of £270k was approved in 2019 to bring the property back into use, given the time it has remained vacant. After allowing for borrowing costs for the refurbishment costs, the net income, once let, would likely be in the order of £27k per annum. Given the Covid situation, it is possible that demand for the site may be limited until we are in a post pandemic world.
114. The council has not identified any alternative uses for the site but has been approached by a number of charitable bodies who would like to use the building however the business case for these uses does not bring in any revenue or requires a long term commitment that is not commensurate with plans to regenerate the Castle Gateway area. Given the location of the property, being adjacent to the Coppergate Centre it is considered that the most appropriate use would be to refurbish the property as part of the council's commercial estate which will provide an ongoing revenue to the council. The council will assist the charitable bodies to try and locate suitable property for their aspirations within the city, through its connections with the property owners and agents in the city. Given the

Covid situation and rising vacancies in the city it is envisaged that there will be opportunities to potentially find space elsewhere within the city for them.

Sale of Land at Lingcroft Lane, Naburn

115. The site (see plan in Annex 9) is located in Naburn, situated to the east of Naburn Lane, and south of the Designer Outlet shopping park. It is accessed from the A19 (on the east side of the site) via Lingcroft Lane. The site comprises of approximately 10 acres of grazing land with a range of traditional brick built disused and derelict farm buildings which were leased to a local farmer. A bungalow lies adjacent which is currently let on a residential tenancy and would not form part of any disposal.
116. The whole site had been agreed for disposal by Executive 2013 and bids sought. Whilst bids were received in the region of £300k and a preferred bidder nominated, the sale ultimately did not proceed as detailed legal terms concerning the transfer of the land could not be agreed. As the other offers were subjective/ provided limited strategic outcomes a sale of the land did not occur and the council has retained the land. Since that time it has reverted to agricultural use and an occupational agreement has now terminated following the recent death of the farmer and hence consideration has once again been given to the future use of the land. The rental level which can be attained for agricultural use is c. £1k per annum and hence if a capital value for a scheme could be delivered then the rental yield from the current use is poor when compared to the overall portfolio and hence a disposal is recommended.
117. In its current condition the land would command only an agriculture value which would command a sale rate of £10k per acre. Pre Planning Application advice undertaken, indicates that whilst new development on the land is considered inappropriate the existing farm buildings could be converted into 7 residential units. This conversion should be sensitively done retaining character and be sympathetic to the age of the building providing private amenity spaces which still maintain the open countryside setting.
118. In terms of value creation, it is considered that disposing of the footprint of the derelict barns for residential development (along with land immediately adjacent to provide parking and gardens as outlined red on the plan) would create a capital receipt higher than that previously obtained, whilst strategically retaining the remainder of the site as outlined blue on the

plan. Any disposal would be made on a subject to planning permission basis, with public and stakeholder consultation.

119. It is proposed that the remainder of the land will be retained and used for agricultural use given it is in the green belt and is in close proximity to the outlet centre and park and ride and hence may have considerable strategic value and possibly monetary value in years to come. See plan of the area in Annex 11 which outlines the intended area of disposal.

Sale of Herdsman's Cottages (103 Heslington Road and 159 Mount Vale)

120. 103 Heslington Road comprises of a Grade II Listed two bedroom bungalow with rear garden situated on Heslington Road on the edge of Walmgate Stray and directly opposite St Lawrence's Primary School (see plan at Annex 10). The property was occupied until recently by a CYC Public Realm employee by virtue of a historic 'Service Tenancy Agreement'. The property is currently vacant and internally is dated and in need of refurbishment.
121. The following potential future options for the building have been considered;
- a. Retain in the commercial estate as a holiday let. This would cost an estimated £25k to refurbish and fit out the property. Net income could be achieved in the region of £5k per annum but the ongoing Covid situation would naturally pose a risk to this and there are significant legal hurdles to overcome to accommodate this within the commercial portfolio.
 - b. Disposal - The value is considered to be in the region of £210k, having discussed with agents.
 - c. No other viable service requirements have been identified.
122. Given the likely financial return from a holiday let based on the above and the need for capital expenditure, it is considered that the property should be disposed of.
123. 159 Mount Vale (see plan at Annex 11) comprises a Grade II listed detached 2 bedroom dwelling with brick outhouse. Located in a triangular shaped area of land on the edge of Micklegate Stray marking the entrance to the Knavesmire and falls within the City of York conservation area. Historically the property provided accommodation for the herdsman who was employed by the Council up until the post was abolished in 1996. As the property was no longer tied in with the herdsman's post, Leisure

Services declared the property surplus to requirements and transferred it to Housing, although no formal appropriation took place. It has continued to accommodate social housing tenants up until 2019. Housing Services consider that the property is not suitable given its location and the amount of capital expenditure needed (c.£80k) to bring it to modern standards.

124. No other service requirements have been identified for the lodge. Agents have advised that in its present condition the property would be valued up to £300k. After allowing for the substantial costs to bring the property back into good repair, the net income from a holiday let would be negligible and hence it is recommended that the property is sold.
125. Both of these properties are on land which is part of a Stray, and legal services advise that any disposal either by sale, letting or use by another Council department for operational use would require an advertisement in the local Press under s.123 of the Local Government Act 1972 for loss of Public Open Space and the Public given the opportunity to submit comments. Any comments received would be reported back to Executive Member decision session prior to any disposal.

Former Network Rail Canteen Building, Holgate Road

126. The council own the land as detailed in annex 12 which forms the former canteen building used by Network Rail. The building has not been used for many years and sits adjacent to the land forming Alliance House/ Chancery Rise that Executive approved for sale back to Network Rail in July 2020 to facilitate the relocation of rail infrastructure maintenance facilities from the York Central site. The site comprises approximately 1.6 acres.
127. Given the site is no longer needed for a road access into York Central and the adjacent site is being sold back to Network Rail, there is no strategic rationale in holding the property.
128. It is proposed that work is undertaken to establish what uses could be provided within the building and adjacent land owned by the Council. Once the work is completed then a decision on the future of the site will be sought from Executive.

Council Plan

129. The proposal accords with the Council Plan 2019-2023 in specific regard to the following core outcomes of the Plan;

- An open and effective Council
- Well paid jobs and an inclusive economy.

Implications

Financial –

130. There are a number of significant financial implications surrounding the recommendations in this report. These are considered by themes below;

General Fund Capital Receipts (£5.7m)

131. The report recommends property sales (including 22 The Avenue) that will generate capital receipts to an estimated total of £5.7m. The details of which are set out in Confidential Annex 5.

132. During Executive meetings in October 2016 and July 2017, Members decided to ultimately finance the purchase of property at Hospital Fields Road and Swinegate from Capital receipts. Therefore it should be noted that all future capital receipts are assumed to be used for this purpose in the medium term. This strategy will deliver significant revenue savings, and reduce the need for savings within the revenue budget. These capital receipts support this decision.

Recommended New Capital Budgets (£3.9m)

133. The purchase of the Eco Centre is recommended a budget of £3.9m to fund the purchase. This will need to be funded from departmental prudential borrowing with the income currently being earned to fund the borrowing costs. The business case shows a potential additional revenue of £59k per annum to support the commercial portfolio estate although site will bring additional premises maintenance liabilities. It is proposed that the £100k investment for PV on the site will be funded from the One Planet York budget (see below)

Capital Expenditure funded form approved Capital Budgets (£620k)

The following commitments can be funded from current capital budgets

Property		£'000
Willow House	Local Authority Homes (HRA)	120
29 Castlegate	29 Castlegate	270
York Central Viability	York Central Budget	150
York Eco Centre (PV)	One Planet York (Carbon Reduction)	100
Haxby Hall	OPA – Haxby Hall	150
		790

134. Whilst Willow House remains within the General Fund, should there be an approved deliverable scheme for the Housing Delivery Programme it will be necessary to appropriate the land into the HRA at market value (estimated value of the site is £2.2m). This would lead to an increase in the debt charge to HRA of £77k and consequent reduction of debt charge to the General Fund.
135. There is budget set aside within the capital programme for the structural works at Castlegate The additional revenue that is estimated (£45k per annum) will fund the borrowing costs (£18k) and provide a net ongoing revenue to support the council's commercial portfolio budget.
136. As reported at July 2020 there remains £1.592m unallocated from the York Central budget. An allocation of £150k to fund the housing masterplan for the first stage of residential / community use on the site. (Contributions from the partners will be sought to support this masterplan work). This will leave a budget of £1.442m unallocated in the York Central Budget.
137. The One Planet York budget was created to enable schemes in the capital programme to deliver higher environmental benefits than would otherwise be the case. The budget of £690k in 2020/21 has funds available to provide enhanced Photovoltaic panels on the Eco-Business Centre.
138. The Haxby Hall expenditure is funded from the overall Older Persons Accommodation project. The decision sought in this report only changes the potential timing of any further expenditure commitments. The costs of the ambulance station land can be contained within the existing budget.

Other Financial Implications

139. The lease of the Guildhall to YSPL provides the same level of net income that was assumed within the Business Case for the operation of the business centre.
140. The sale of CYC shares in YSPL will provide a profit of £300k which are treated as a capital receipt. Elsewhere on the agenda it is recommended that this receipt is used to support additional expenditure incurred on the Guildhall Project.

Human Resources (HR) – None

Equalities – There are no equalities implications

Legal – Open Space

141. Section 120 of the Local Government Act 1972 (LGA 1972) gives the council power to purchase land/property:

- (i) for the purposes of any of its functions under that Act or any other Act or
- (ii) for the purposes of the benefit, improvement or development of the council's area or
- (iii) for any purpose for which the council is authorised by that Act or any other Act to acquire land

Section 123 of the LGA 1972 gives the council power to dispose (including by granting a lease of) of land/property (including for less than open market value/best consideration) without needing specific consent from the Secretary of State for Housing, Communities and Local Government provided that the Council is satisfied that:

- (i) the purpose of the disposal will facilitate the improvement of the economic, environmental or social well-being of the Council's area
and
- (ii) the difference between the price/rent being obtained by the council and open market value/best consideration is less than £2 million).

For the purposes of Section 123 of that Act 'open space' is usually land which falls into any of the following three categories:

- (a) used by the general public for recreation
- (b) land laid out as a park/pleasure ground
- (c) disused burial ground

The "Herdsman's Cottages" at 103 Heslington Road and 159 Mount Vale are respectively located on Walmgate Stray and Mickelgate Stray. Those Strays are widely used by the public for recreation and therefore 'open space' land. Although the general public have not enjoyed access to either 103 Heslington Road or 159 Mount Vale, it could still be considered that (pursuant to a High Court decision issued a couple of years ago) these two properties are also 'open space' for the purposes of the relevant legislation as:

1. they were originally constructed to accommodate herdsman when the Strays were used by the Freemen for grazing; and

2. subsequently the Council granted tenancies to personnel employed to open/close access gates when the public began to use the Strays for recreation.

Further, whilst 159 Mount Vale may most recently have been used by Housing, it was never formally appropriated from Leisure/General Fund to the Housing Revenue Account and Housing no longer have a wish to use/manage that property.

It is therefore recommended that 103 Heslington Road and 159 Mount Value be treated as 'open space'. Accordingly, before the Council disposes of either of those properties (either by sale or grant of lease) it should (pursuant to Section 123(2)) first place a notice in a local newspaper in two consecutive weeks and then consider any comments/objections received prior to entering into any sale contract/lease/transfer deed.

Powers to Invest

Under Part 1 of the Local Government Act 2003 a local authority may borrow or invest money for any purpose relevant to its statutory functions or for the prudent management of its financial affairs. The powers of General Competence enable the council to operate a commercial portfolio. The Local Government Act 1972 gives the council powers to acquire any property or rights which facilitate, or is conducive or incidental to, the discharge of any of its functions.

The council will need to ensure that in exercising its investment and borrowing functions to expand its commercial portfolio, that any actions are reasonable and proportionate. Investment decisions need to be taken mindfully at all times of the council's fiduciary duties to ensure the sound management of the public finances.

Procurement

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

Crime and Disorder – None

Information Technology (IT) – None

Property – Implications are included in this report.

Risk Management

143. In respect of the property acquisition outlined at the Eco Centre, there is a risk that the value of the property may decrease over time. There is also a risk that there may be a level of empty properties or voids. The business case makes provision for that risk and specialist advice has been obtained to provide an independent view of the commercial opportunity. Market advice will be sought on the disposals identified to obtain both best value and optimum timing for disposals for the Council.

Contact Details

Author:

Nick Collins
Head of Asset
Management
Tel 552167

Chief Officer Responsible for the report:

Tracey Carter - Interim Director Of Place
Tel No. 553419

Report
Approved



13/11/20

Specialist Implications Officer(s) List information for all

Financial
Patrick Looker
Finance Manager
551633.

Legal
Cathryn Moore
Legal Manager
552487

Wards Affected

All



For further information please contact the authors of the report

Background Papers:

CYC Asset Strategy 2017-2022

Annexes

Confidential Annex 1 Oakhaven Offer
Confidential Annex 2 Oakhaven Valuation Report
Confidential Annex 3 Eco Centre Business Case
Confidential Annex 4 Eco Centre Valuation Report
Confidential Annex 5 Capital Receipts Forecasted

Annex 1 Land West of Knapton Plan
Annex 2 Riverside Pathway Plan
Annex 3 Willow House Plan
Annex 4 Morrell House Plan
Annex 5 Former Askham Bar Park & Ride Plan
Annex 6 Oakhaven Plan
Annex 7 Eco Centre Plan
Annex 8 29 Castlegate Plan
Annex 9 Lingcroft Lane Plan
Annex 10 103 Heslington Road Plan
Annex 11 159 Mount Vale Plan
Annex 12 Former Canteen Building Plan

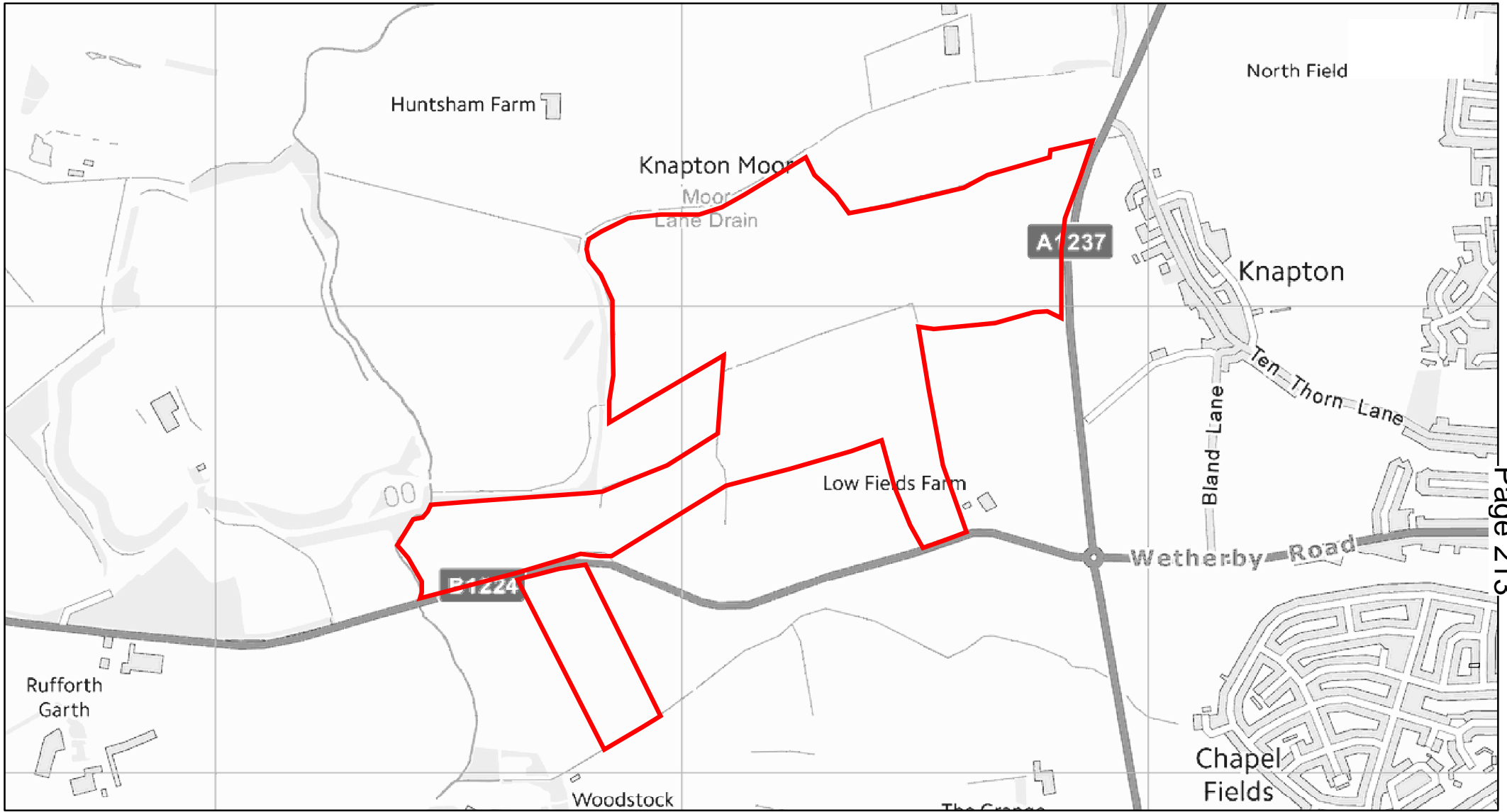
Wards Affected: All

For further information please contact the author of the report

List of Abbreviations

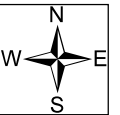
YSPL - York Science Park Ltd

This page is intentionally left blank



Asset & Property Management

Land West Of Knapton



SCALE 1:11,500

DRAWN BY: KLM

DATE: 08/09/2020

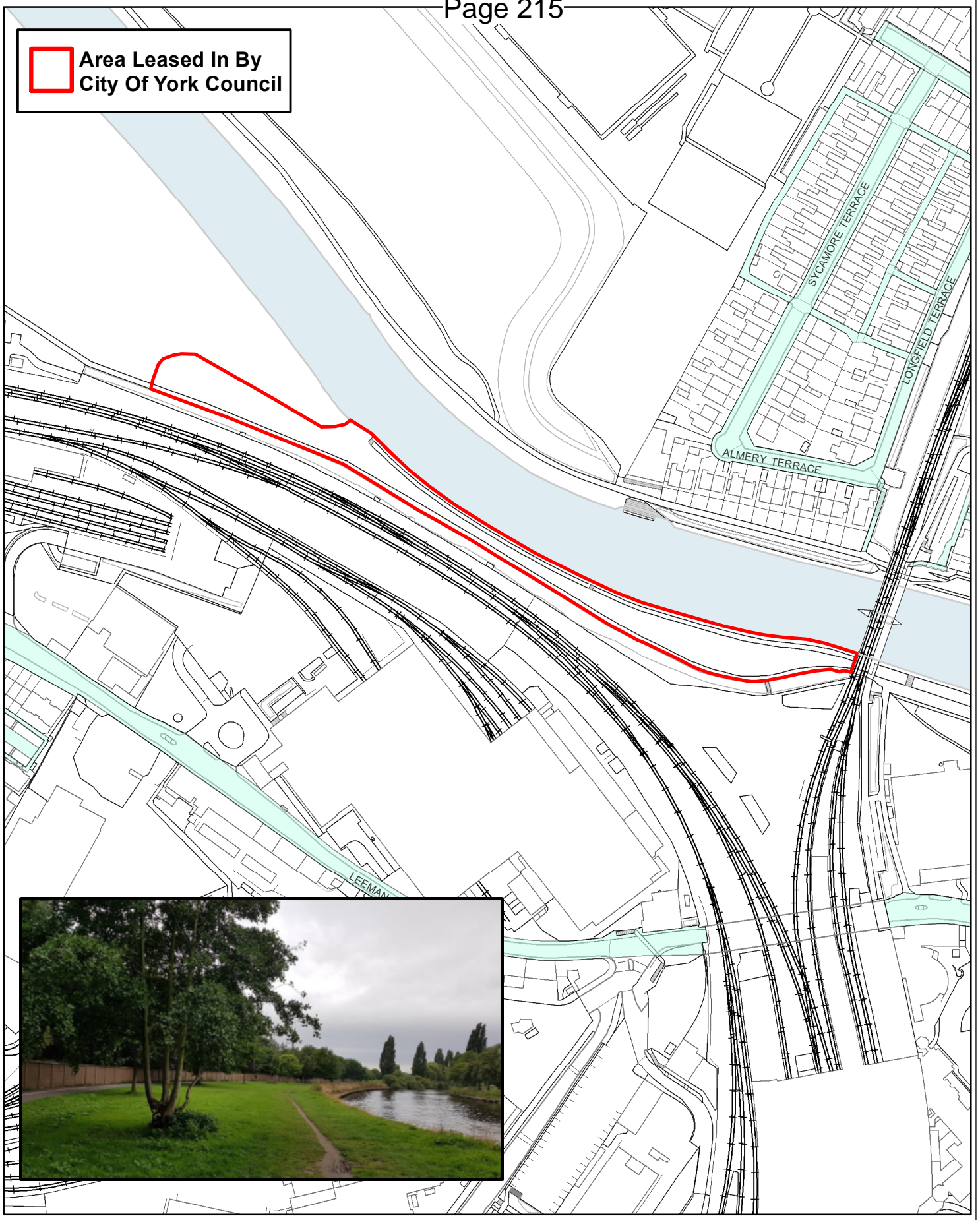
Originating Group:

Asset & Property Management

Drawing No.

This page is intentionally left blank

 Area Leased In By
City Of York Council



Riverside Path



SCALE 1:2,500

DRAWN BY: KLM

DATE: 08/10/2020

Originating Group:

Asset & Property Management

Drawing No.

*Asset & Property
Management*

This page is intentionally left blank



**Asset & Property
Management**

Willow House Elderly Peoples Home

SCALE 1:1,000

DRAWN BY: CC

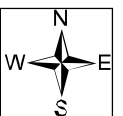
DATE: 20/11/2017

Originating Group:

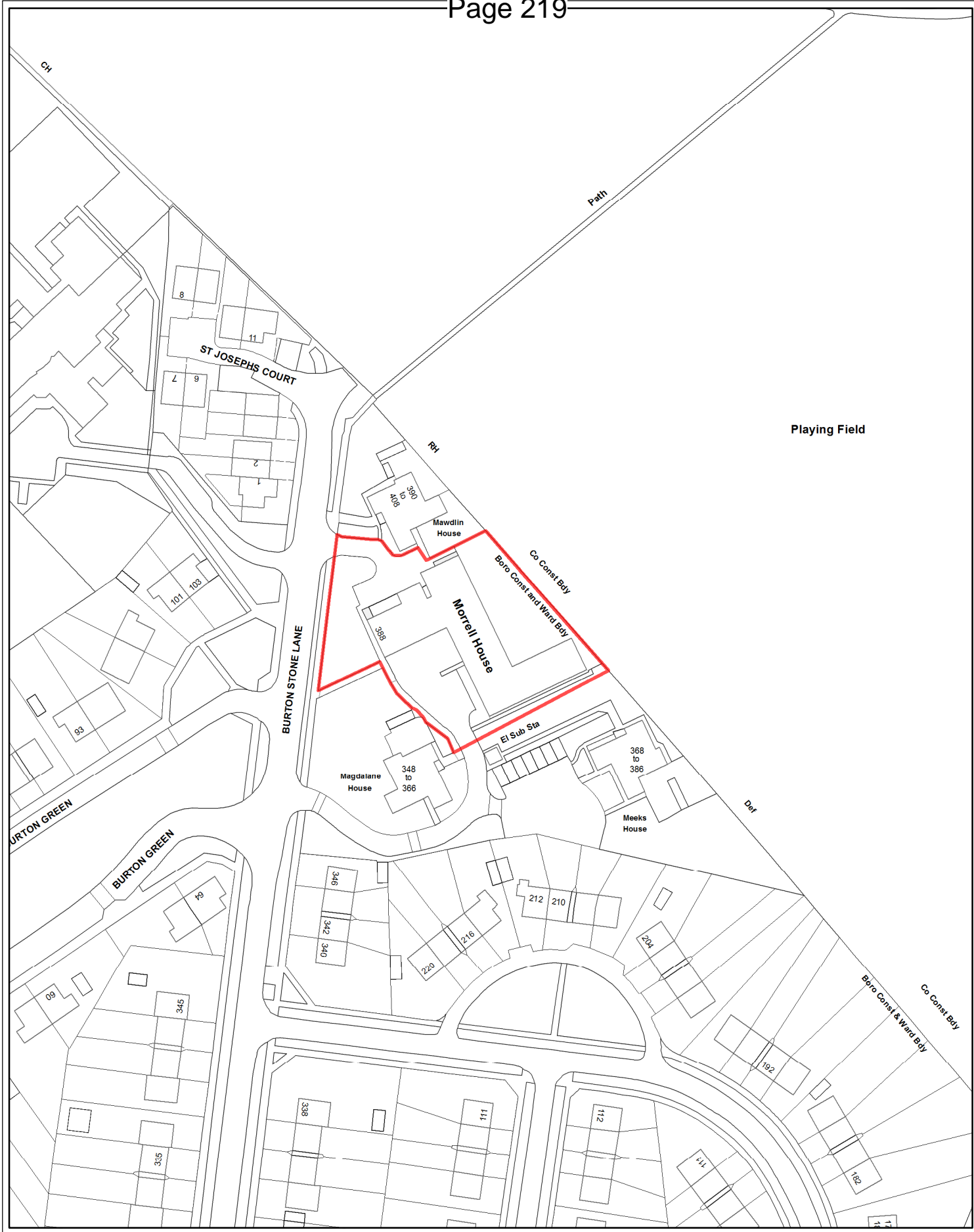
Asset & Property Management

Drawing No.

E00643

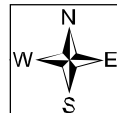


This page is intentionally left blank



Asset & Property Management

Morrell House Elderly Peoples Home



SCALE 1:1,250

DRAWN BY: CC

DATE: 25/04/2017

Originating Group:

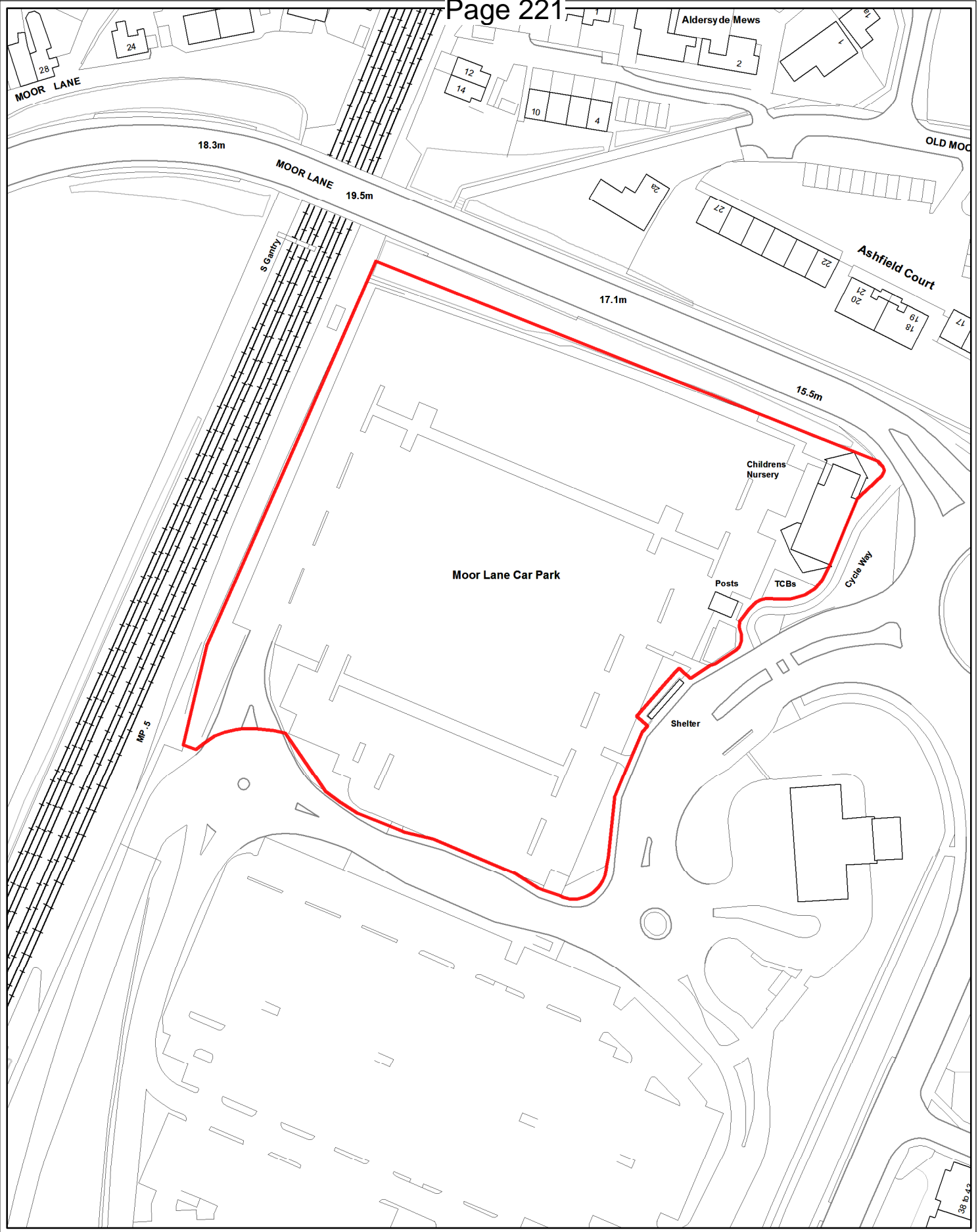
Asset & Property Management

Drawing No.

E00640

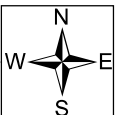
Reproduced from the Ordnance Survey with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. City of York Council 100020818

This page is intentionally left blank



CBSS
*Asset & Property
Management*

Former Askham Bar Park & Ride Car Park



SCALE 1:1,250

DRAWN BY: DH

DATE: 16/02/2016

Originating Group:

Asset & Property Management

Drawing No.

E00454_4

Reproduced from the Ordnance Survey with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. City of York Council 100020818

This page is intentionally left blank



Asset & Property Management

Oakhaven Elderly Persons Home



SCALE 1:1,250

DRAWN BY: KLM

DATE: 03/11/2020

Originating Group:

Asset & Property Management

Drawing No.

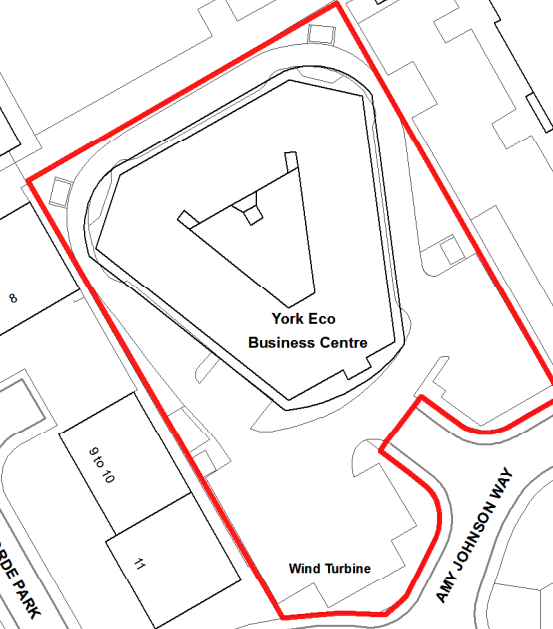
This page is intentionally left blank

El Sub Sta

STIRLING ROAD

8
7
6

Cinema



York Eco Business Centre

Wind Turbine

CONCORDE PARK

AMY JOHNSON WAY

BLERIOT WAY



Tk



CBSS
Asset & Property Management

York Eco Business Centre, Amy Johnson Way, York, YO30 4AG



SCALE 1:1,250

DRAWN BY: DH

DATE: 03/06/2015

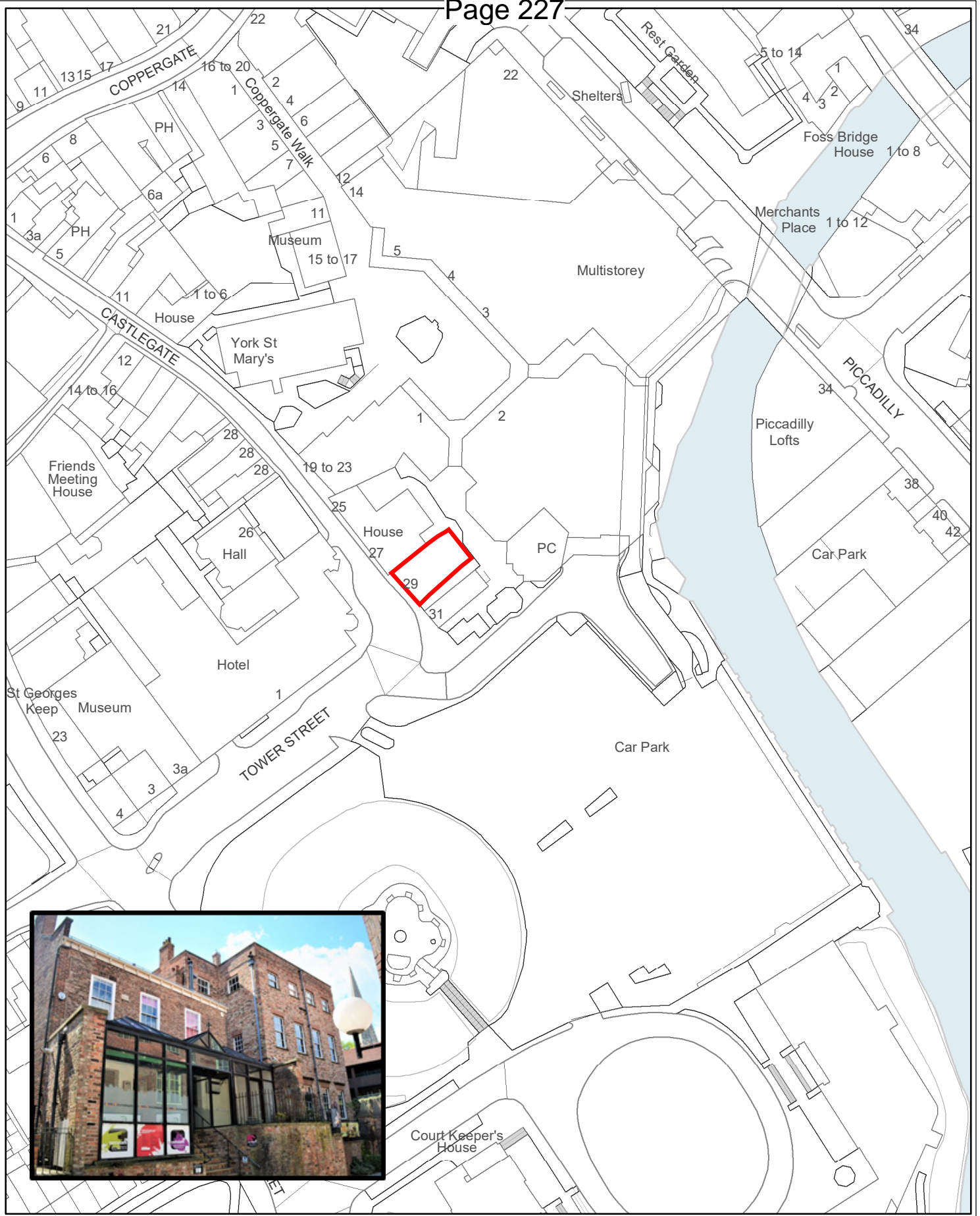
Originating Group:

Asset & Property Management

Drawing No.

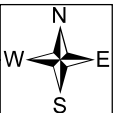
Reproduced from the Ordnance Survey with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright.
 Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.
 City of York Council 100020818

This page is intentionally left blank



Asset & Property Management

29 Castlegate



SCALE 1:1,250

DRAWN BY: KLM

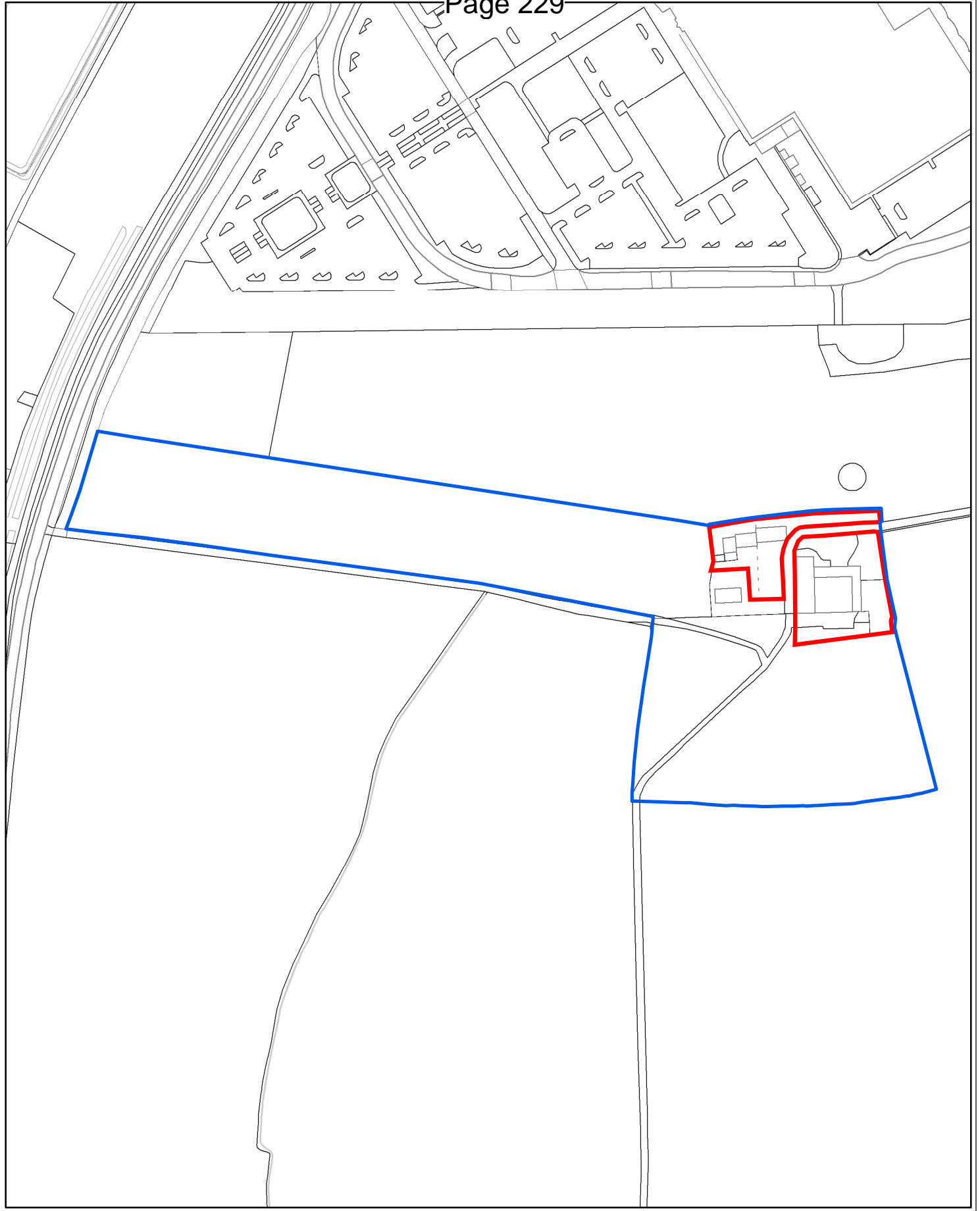
DATE: 03/11/2020

Originating Group:

Asset & Property Management

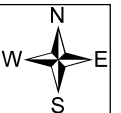
Drawing No.

This page is intentionally left blank



*Asset & Property
Management*

Land At Lingcroft Lane



SCALE 1:2,750

DRAWN BY: KLM

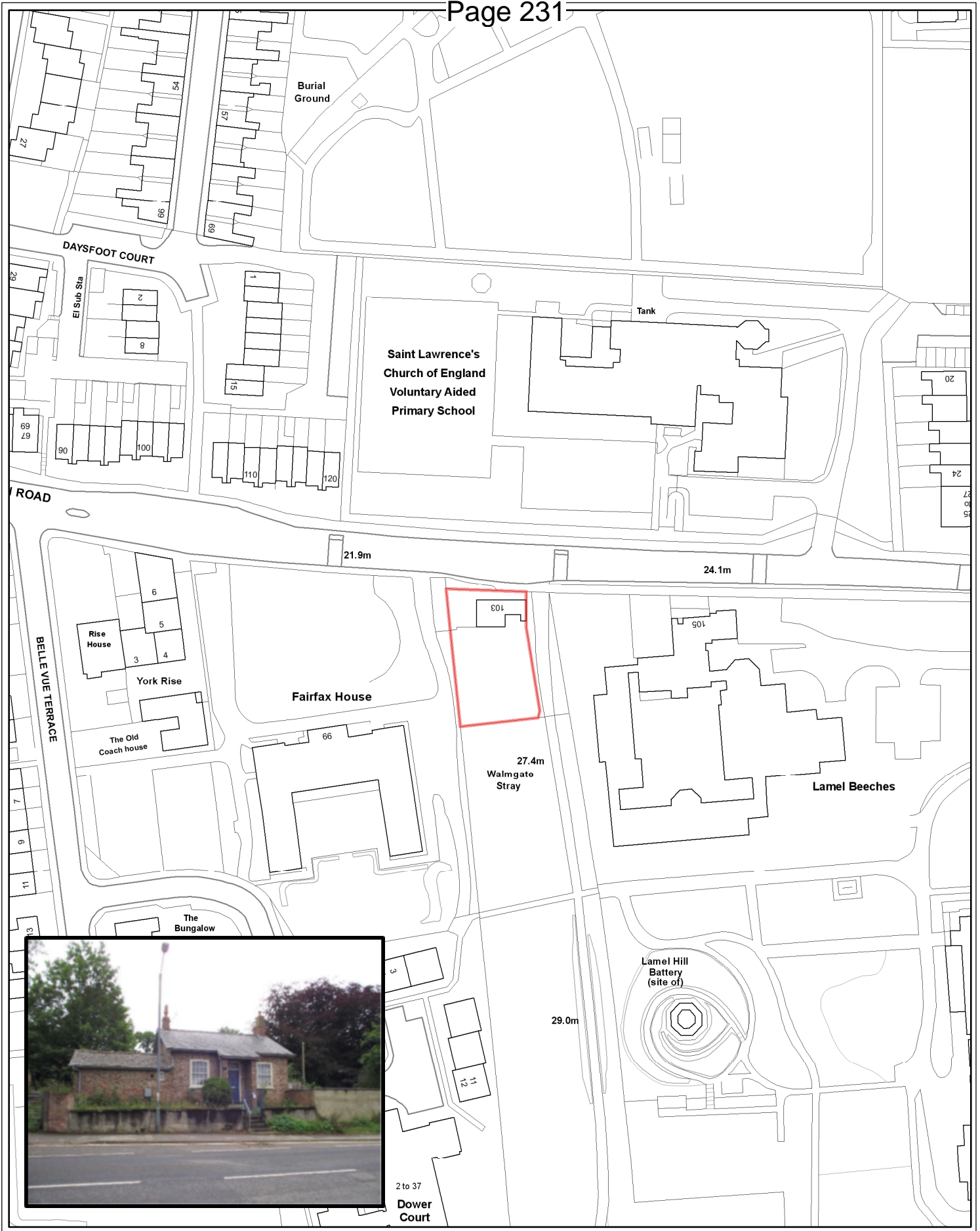
DATE: 11/11/2020

Originating Group:

Asset & Property Management

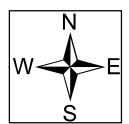
Drawing No.

This page is intentionally left blank



CBSS
Asset & Property
Management

103 Heslington Road



SCALE 1:1,250
Originating Group:

DRAWN BY: CC

DATE: 09/03/2015

Asset & Property Management

Drawing No.
E00800_B03

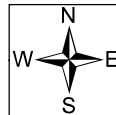
Reproduced from the Ordnance Survey with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. City of York Council 100020818

This page is intentionally left blank



Asset & Property Management

159, Mount Vale (Herdsman's Cottage Micklegate Stray).



SCALE 1:750

DRAWN BY: KLM

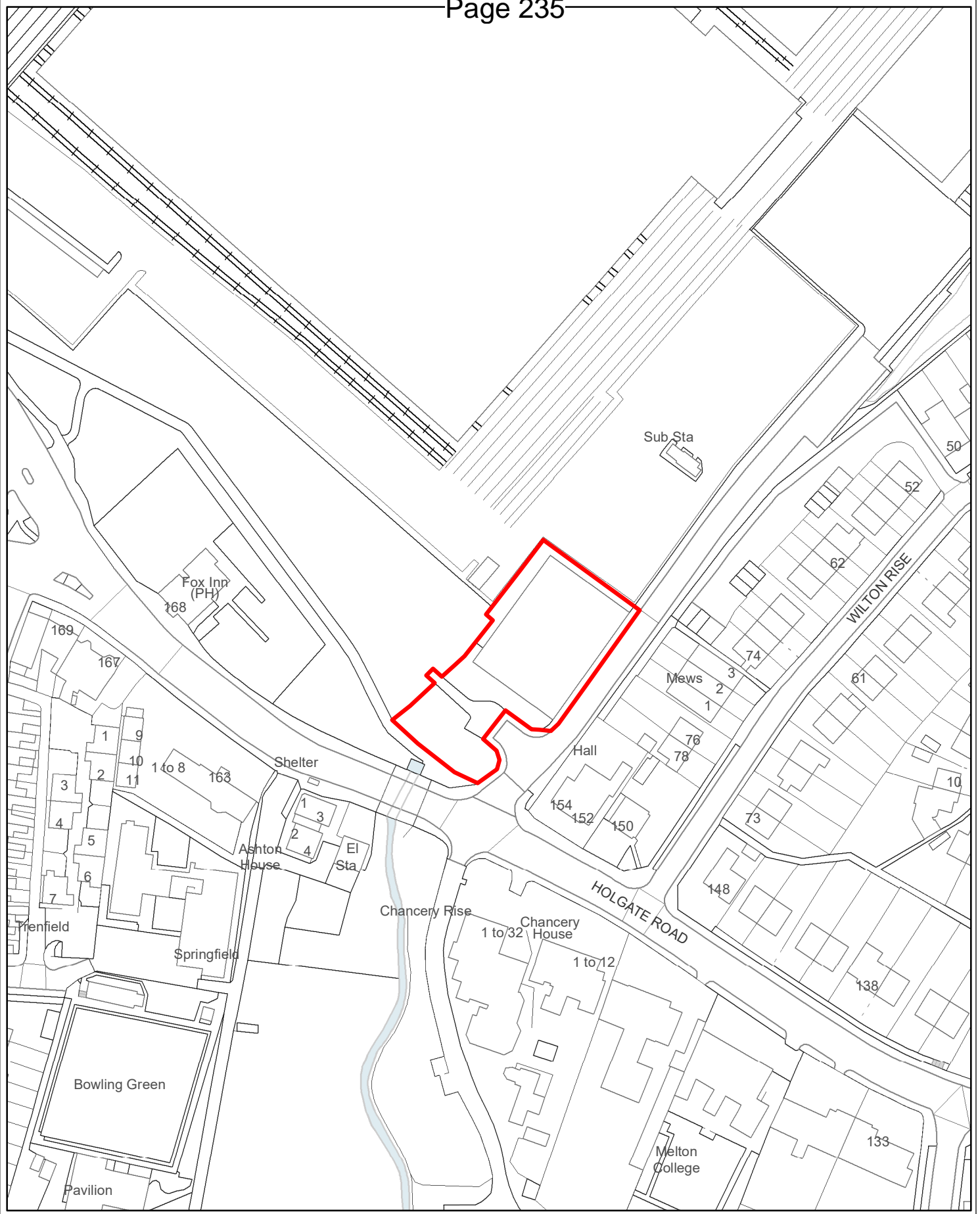
DATE: 15/07/2020

Originating Group:

Asset & Property Management

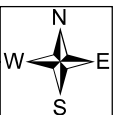
Drawing No.

This page is intentionally left blank



**Asset & Property
Management**

Old Canteen



SCALE 1:1,365

DRAWN BY: KLM

DATE: 11/11/2020

Originating Group:

Asset & Property Management

Drawing No.

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank



Executive**26 November 2020**

Report of the Corporate Director Economy and Place

City of York Council's relationship with Welcome to Yorkshire**Summary**

This paper seeks to:

- review the role of Welcome to Yorkshire (WTY) in promoting York and Yorkshire to potential visitors,
- outline the current funding arrangements in place for Welcome to Yorkshire and the request from WTY for funding to replace that sought previously through the West and North Yorkshire Business Rates Pool
- present to Executive the Welcome to Yorkshire recovery plan and strategic support offer as part of their request for additional funding
- set out proposed governance, monitoring and review arrangements to underpin any funding provided.

Recommendations

Executive are asked to approve:

1. A contribution of £55,378 to Welcome to Yorkshire, funded from the Council's share of the estimated final surplus balance from the 2019/20 North & West Yorkshire Business Rates Pool, to support delivery of the Welcome to Yorkshire short-term business plan in 2020/21 and the outputs, outcomes, governance and monitoring arrangements set out in the attached service level agreement (Annex B).
2. The proposal to further strengthen partnership working and better reflect the pivotal relationship between York and Yorkshire in tourism promotion.

3. Note that York's Tourism sector relies on both Welcome to Yorkshire and Make it York to promote the city, and that the two organisations are mutually dependent in their work to promote York and Yorkshire to potential visitors.

Background

4. Welcome to Yorkshire, and its predecessor organisation the Yorkshire Tourist Board, has a long track of promoting York and Yorkshire beyond the County boundary. There is a long-lasting relationship between the Council and Welcome to Yorkshire, albeit one that has come under considerable pressure in recent years.
5. Welcome to Yorkshire estimate that tourism contributes £9bn per annum to the region's economy, with Visit York valuing the contribution to York at £765m. Across Yorkshire there are 225,000 jobs in tourism and in York 24,000. Yorkshire's brand is instantly recognisable, with York's brand strength (as a beautiful city for heritage tourism) widely recognised and understood both nationally and internationally¹. York represents 11% of the region's total value and 9% of the workforce, despite being only 3% of population of Yorkshire. According to Tripadvisor, the National Railway Museum is the top visitor attraction in Yorkshire, with Royal Armouries Museum second.
6. Welcome to Yorkshire's role is to market Yorkshire outside of the region and continue to build the Yorkshire brand as a conduit to attract more visitors, investment and interest in the county. It has a very similar role to Visit York focused at a county rather than city level. Similar to Visit York, the brand value of Welcome to Yorkshire is purely within the sector rather directed at the consumer/visitor market – we want consumers and visitors to know about York and Yorkshire, rather than the organisations responsible for marketing the areas.
7. Following a difficult year, Welcome to Yorkshire has approached all the Yorkshire local authorities and National Parks, including City of York Council, for replacement funding to enable it to continue trading. This replacement funding includes £1m previously requested from the West and North Yorkshire BRP².
8. Welcome to Yorkshire's issues are well documented. A change in Board and leadership took place in January 2020, just prior to the pandemic,

¹ <https://www.york.gov.uk/YorkNarrative#consultation>

² <https://www.leeds.gov.uk/your-council/performance-and-spending/business-rates-pool>

which has severely affected the tourist sector across the county. The organisation's recovery plan is provided at Annex A, and represents a significant changes in approach with the aim of recasting their relationship with Local Authorities.

9. Wakefield Council and Hull City Council have publicly announced that they will not provide this replacement funding. It is understood that Welcome to Yorkshire has received £1.16m of the £1.4m requested from Local Authorities and National Parks in the region
10. Anecdotal feedback from York's tourism sector suggest that although the past relationship between Welcome to Yorkshire and Make It York has not always been mutually beneficial, there are significant benefits for commercial businesses being members of Welcome to Yorkshire, such as business support and to amplify marketing.

Recovery tourism

11. Welcome to Yorkshire's "reopen, recover and rebuild recovery plan" for the tourism sector was launched on 19 June 2020 (see Annex A). It sets out a framework and an action plan that aims to deliver:
 - A co-ordinated, cohesive approach across the industry both locally, regionally and nationally as a loud voice representing tourism in Yorkshire
 - A voice for all partners to amplify business views and messages to government
 - An Industry support programme to shape good practice and new ways of working with Welcome to Yorkshire members
 - Demonstrate value to partners
 - Deliver new and ongoing relevant business resources
 - Amplify guidance, insights and resources from Government, Visit Britain, tourism bodies and industry experts through our platforms and connections
 - Consumer campaigns - appropriate messages at the right time based on the right insights in a respectful way to the right audiences
12. The Council and Make It York's tourism recovery plan was approved in July's Executive. Throughout the development and delivery of York's own tourism marketing, Welcome to Yorkshire has supported Make It York and the tourism and leisure sector as they adapted to the new

environment, particularly around safety measures, audience insight and Visit Britain's "Good to Go" quality mark³.

13. York's tourism recovery strategyⁱ is focused on meeting immediate economic recovery targets – increasing footfall and spend.
14. Welcome to Yorkshire has focused on supporting businesses and the sector to adapt, whilst promoting a consumer message about "welcome back to Yorkshire", framing Yorkshire as a safe place with open spaces to visit and enjoy. Their approach during Covid-19, and where social distancing and lockdown allows, has focused on targeting consumers mainly within a 2 hour drive time of Yorkshire, supported with £300k of Government investment, and relying on local content provided through the regional network of Destination Management Organisations (DMOs) like Visit York.

Consumer campaigns

15. Both Make It York and Welcome to Yorkshire have launched consumer campaigns aimed at encouraging visitors to return, currently on hold in the November 2020 national lockdown.
16. Welcome to Yorkshire's "Enjoy Summer Safely Campaign" aimed to achieve 40m impressions/engagements, with 24m of those through social media. They received £300k from Government to spend on media to promote Yorkshire to consumers mainly within a 2 hour drive time. The "welcome back to Yorkshire" video has helped contribute to Yorkshire as being the CNTraveller's 2nd best place to visit in the world.
17. Make it York's Best of York video has been viewed 153k times and has helped contribute to York being Travel Lodge's number one staycation destination.
18. Both campaigns complemented each other with the Welcome back campaign preceding Make It York's Best of York video. The Welcome to Yorkshire tourism recovery plan is in Annex A.

Digital reach

19. Both Make It York and Welcome to Yorkshire have similar marketing models, predominately using digital channels, with some offline

³ <https://www.visitbritain.org/business-advice/were-good-go-industry-standard>

publications and delivery of high-end events and experiences. Welcome to Yorkshire's marketing is recognised as an exemplar, with several marketing campaigns winning industry awards.

20. The below compares digital reach:

	Twitter	Facebook	YouTube Subscribers	E-newsletter	Home page
Make It York	51.1k	9m	1.76k	4.5k	1.4m pa
Welcome to Yorkshire (including customer, industry and event specific)	433k	19.9m	3.2k	100k	11m pa (88% uk)

Visitor economy

21. Tourism is a key part of York's economy and culture, with 20% of employment in our city depending on visitors and the money they spend. Despite the current uncertainty about the timetable for short term recovery, in the medium and longer term, we will still need visitors to come to York, and our retail, hospitality and cultural industries will rely on their spend for the sustainability of their businesses.
22. Key target audiences for York's tourism recovery marketing strategy are those that both live in the region and those that plan to stay in York as a base to explore the region. These audiences are the target of both Welcome to Yorkshire and Visit York, with the former relying on local content to complement their generic messages about the county.

Working in partnership

23. By working more closely, Make It York and York can benefit from the reach, marketing expertise and connections Welcome to Yorkshire provide. To effectively promote York to a national audience however, Welcome to Yorkshire is reliant on local content being developed and shared by Make it York, and it is important that this interrelationship and the mutual benefits that partnership working can bring is recognised.
24. Welcome to Yorkshire has spoken of their desire to work much more closely with the City of York, and have appointed a new area manager to

oversee this partnership. They have also spoken of their desire to work with City of York on joint tourism marketing campaigns, with funding available from Welcome to Yorkshire for the creation of promotional material (e.g. videos).

25. Recognising the need for a new way of working with partners, Welcome to Yorkshire has developed a strategic support package (Annex B). This sets out the activities they will undertake in partnership with local authorities and destination management organisations to be the global marketing agency for Yorkshire.
26. In addition, each local authority is encouraged to use this agreement as the basis for developing a bespoke offer which quantifies partnership objectives, for example social media mentions, inclusion in campaigns etc.
27. City of York Council has also been approached by Welcome to Yorkshire for an Officer from the Council to sit on its Yorkshire Tourism Recovery Task Group, a public and private sector task group that will guide, oversee and ensure the delivery of their Tourism Recovery Plan. Helen Apsey (Head of Culture and Wellbeing, Make it York) has been nominated as City of York's representative.
28. It is important to emphasise that working with the only agency with the mandate to market the whole county – namely Welcome to Yorkshire - would provide some certainty during this economically uncertain period.

Additional funding request

29. The Council has been a subscriber to Welcome to Yorkshire throughout the existence of the organisation, with the subscription fee of £50k per annum paid in recent years through the Business Rates Pool. That Pool also made additional funding allocations to Welcome to Yorkshire, which were planned to include £1m in 2020/21.
30. The recent troubles of Welcome to Yorkshire have been covered in detail in the local and regional media and do not need further consideration here. Welcome to Yorkshire are currently heavily reliant on public sector funding, and, beyond annual subscriptions, have requested a further £1.4m contribution from Local Authorities and National Parks in Yorkshire to enable them to continue trading through the current year. In part, this would replace the £1m funding from the Business Rates Pool.

31. On this basis, the request to City of York Council is for £55,378 for the current year, with a supporting service specification and a Recovery Plan which seeks to establish a new and more positive relationship with Local Authorities, while reducing the cost of the organisation to the public purse.
32. Elsewhere in West and North Yorkshire, unspent Business Rates Pool funds which have been returned from the pool have been used to fund the contribution.
33. Wakefield Council and Hull City Council have declined to pay their requested additional contribution for the current year. A renegotiation of the level of funding provided through annual subscriptions and grants by all Local Authorities to WTY is being undertaken in preparation for the next financial year.
34. It is recommended that £55,378 is provided to Welcome to Yorkshire to deliver the services set out in the attached Service Level Agreement, which includes a framework for governance. This would be funded from the Council's share of the estimated final surplus balance from the 2019/20 North & West Yorkshire Business Rates Pool. The contribution would be paid in two instalments, the first in January and the second in March, in order to ensure the funding is only approved following active assessments of performance against the Service Level Agreement. These assessments would be carried out by officers, using the SLA to measure performance. The Corporate Director for Economy and Place will have delegated authority to approve or delay the instalments.

Council Plan

35. This proposal contributes to the one year economic recovery strategy and council plan priorities – Well paid jobs in an inclusive economy.

Implications

- **Financial** The additional cost of £55,378 can be funded from the Council's share of the estimated final surplus balance from the 2019/20 North & West Yorkshire Business Rates Pool. This assumes that this is a one off cost and any future funding requests would need to be considered separately.
- **Human Resources (HR)** None
- **Equalities** Welcome to Yorkshire own equalities process apply
- **Legal** none
- **Crime and Disorder** none

- **Information Technology (IT)** none
- **Property** none
- **Other**

Risk Management

36. As discussed above, Welcome to Yorkshire is facing many of the challenges that the Tourism sector is experiencing in the pandemic, with reduced incomes leading to reduced payment of Membership fees. There is a risk that, despite our support, Welcome to Yorkshire cannot trade through the crisis. The commitment recommended in this paper is for the current financial year only, with the funding coming from returned contributions from the Business Rates Pool. The progress of Welcome to Yorkshire will be monitored through the arrangements set out in the Service Level Agreement.
37. Should the recommendation not be followed by Executive, there will be a greater risk of business failure at Welcome to Yorkshire. This would impact on tourism marketing for York, putting greater emphasis on Make It York as the city's Destination Management Organisation. In the current climate, having two organisations working at different levels on similar work spreads our risk as a city, and funding both organisations is a positive approach to risk management.
38. There is a risk that Welcome to Yorkshire and Make It York duplicate efforts, reducing the impact of our funding on marketing York's visitor economy. Beyond the Service Level Agreement with Welcome to Yorkshire, we will also seek to broker a clearer relationship between MIY and WTY to minimise such duplication, and will consider appropriate commitments for the new SLA which is being renegotiated with Make It York.

Contact Details

Author:

Simon Brereton
Head of Economic Growth
01904 552814

Chief Officer Responsible for the report:

Neil Ferris
Corporate Director of Economy and Place

Report **Date** 18 November 2020
Approved

Specialist Implications Officer(s)

None

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

For further information please contact the author of the report

Background Papers:

Annexes

Annex A: Welcome to Yorkshire tourism recovery plan

Annex B: Welcome to Yorkshire/CYC service level agreement

ⁱ <https://democracy.york.gov.uk/documents/s141121/Annex%204%20-%20Tourism%20marketing%20strategy.pdf>

This page is intentionally left blank

Welcome
to Yorkshire
yorkshire.com

COVID-19
WELCOME TO YORKSHIRE'S RECOVERY PLAN FOR THE TOURISM SECTOR
FULL REPORT

REOPEN
RECOVER
REBUILD

REOPEN, RECOVER AND REBUILD

A collaborative response and recovery plan for Yorkshire's tourism industry with respect to the ongoing COVID-19 pandemic

- Page 3 Strategy focus
- Page 5 Response & Resilience
- Page 6 Reopen – ongoing from June 2020
- Page 8 Recovery & Rebuild
- Page 10 COLLABORATION
- Page 11 Appendix 1 Action Plan - Response
- Page 13 Appendix 2 Action Plan – Reopen

Background, Aims & Objectives

The COVID-19 pandemic has decimated the tourism sector throughout the world, with huge implications for national and local economies as well as individual businesses, jobs and well-being.

In Yorkshire, tourism is worth over £9billion and almost 225,000 jobs are in tourism related roles, therefore we are already acting, researching, engaging, listening, formulating and delivering a plan that will help the sector, reopen, recover and eventually rebuild back even better.

As an organisation Welcome to Yorkshire (WTY) is ambitious, open and dedicated to Yorkshire, the people, the place and the economy. Therefore, at this time of the COVID-19 crisis WTY will take the lead and be a strong voice to represent Yorkshire in building a recovery plan to regenerate and support the whole of the Yorkshire tourism and hospitality sector.

Our approach from the start

Since the country went into lockdown WTY has been delivering ongoing practical, digital and social media promotion to the consumer audience which has focused on our **'Imagine now and discover later'** message in line with ongoing government guidance. We have also been at the heart of industry communications to the Yorkshire hospitality and visitor attraction sector to ensure businesses are up to date with the latest news. In addition, we have held a series of webinars and built a range of business resources for WTY members and the industry. We have been very active across regional and national media to amplify key industry messages, including the plight of thousands of small business and B&B owners that were in immediate need of government funding. This has predominantly been our **response** phase.

Our aims for the future

Our aim as we move out of the **response** phase is to support and work with sub-regional DMOs, national parks, local authorities, businesses and attractions across Yorkshire as they **reopen, recover** and **rebuild** for that 'first day back', whenever legally safe, ensuring organisations and attractions are prepared post-COVID-19. With a considered step by step plan of actions, the ultimate goal being to 'Welcome BACK to Yorkshire' visitors from across the county, as well as many first-time visitors from across the UK and eventually the world when the time is right.

We will approach this in a collaborative way with a shared ambition to develop joint new initiatives, bringing together the wide range of tourism partners across the county, **to** work together to champion the recovery and rebuilding of the tourism industry for Yorkshire. By agreeing a cohesive strategy and a joined-up approach we will be ready to welcome visitors back including the opportunity to attract new audiences (*web traffic in May 2020 – 91% first time visitors to yorkshire.com*) in a responsible, safe and sustainable way, whilst respecting restrictions and in a way that recognises we are all working within the new normal. **#YorkshireTogether**

Yorkshire is a diverse and incredibly vibrant county, therefore through joint working we can best consider the different needs of the county. This will be delivered together with our local authority partners, members and the wider tourism industry across the region, whilst being influenced and guided by government and **VisitBritain insights**.

Our remit will be to bring the industry together, **to confidently speak as a voice for tourism in our region**, signpost resources and coordinate and amplify the messages for Yorkshire through our platforms, both at a national and regional level.

Initially the actions that are present within the strategy are mainly those delivered by WTY. We hope in moving forward this strategy will be adopted by the industry as a whole and added to with deliverables from wider partners that make up the sector.

Relationships

For this recovery plan to work and to be mutually beneficial for sub-regional DMOs, national parks, local authorities and partners of WTY we recognise that the sharing of messages, data and intelligence will support the wider Yorkshire offer through recovery and rebuild, but will also meet the different challenges and opportunities faced by urban centres, rural communities and coastal resorts. We acknowledge that we all have limited budgets and resource to promote individual destinations, therefore we will work closely with our regional partners to better understand the needs of all areas of Yorkshire so we can be more efficient and have greater impact.

The strategy focuses on:

- A co-ordinated, cohesive approach across the industry both locally, regionally and nationally as a loud voice representing tourism in Yorkshire
- Providing a voice for all partners to amplify business views and messages to government
- An Industry support programme that will shape good practice and new ways of working across the sector
- Our ability to demonstrate value to our local authority, national park, sub-regional DMOs and private sector partners for the subscriptions they pay
- Delivering new and ongoing relevant business resources <https://industry.yorkshire.com/resources>
- Amplifying guidance, insights and resources from Government, VisitBritain, tourism bodies and industry experts through our platforms and connections
- Consumer campaigns - appropriate messages at the right time based on the right insights in a respectful way to the right audiences. From response, through reopen, recovery and rebuild. We will look at how we can differentiate our message to ensure we achieve traction and stand out for Yorkshire, to demonstrate the diversity of the county and to achieve a greater market share at the right time

Objective & core principles

- We want all local authority partners, sub-regional DMOs, national parks, WTY members, residents of Yorkshire, the wider tourism industry and stakeholders to feel reassured and safe in the knowledge that we are working together, to ensure appropriate steps are being taken so that we can start to welcome visitors back to Yorkshire in a controlled and managed way
- It is envisaged that all elements of this plan will be deployed when required
- It will be flexible and reviewed on an ongoing basis
- This will be a recovery plan for Yorkshire and the wider visitor economy

1. Response & Resilience

- **March 2020 onwards and for the period that social distancing and travel restrictions are in place for certain sectors.**

Industry Support

In leading this strategy, we will deliver an extensive engagement programme with key strategic partners both across Yorkshire and at a national level to ensure we are able to take advantage of **ALL** opportunities for the sector. **The setting up of a recovery task group will be significant in driving the recovery for Yorkshire forward.**

Our activity will focus on supporting businesses connected to the tourism industry. This will continue throughout the reopen phase as restrictions start to slowly lift and businesses return to a ‘new normal’ over the coming months. **Pre-lockdown membership fees were suspended for three months. We have been in touch with Government and Yorkshire MPs on issues such as financial support for B&Bs and this will continue as required.**

Ongoing at Welcome to Yorkshire

- Creation of a recovery working group to lead and drive the recovery forward.
- Engagement with VisitBritain to ensure Yorkshire is represented well at a national level to take advantage of all opportunities.
- Business support resources (industry) <https://industry.yorkshire.com/resources>
- An ongoing programme of webinars across local authorities and industry consultation
- Weekly industry email updates and ongoing social updates through WTY’s industry social channel
- Work with partners to support and reinforce messages around destinations and visitors throughout May and early June (in line with government guidance)
- Ongoing press and PR to communicate plans in Yorkshire
- The creation of working groups to support specific destinations that have shared priorities (coast, city, rural)

Destination Management

It is important that as a sector we work collaboratively to create a tourism offering in Yorkshire which visitors feel reassured in visiting. In this phase we will explore what safe tourism means and encourage collaboration and the sharing of best practice across the industry, to ensure the sector is prepared and ready to reopen when the time is right.

Promotion, Creative Direction and Destination Messages

Our focus in this phase has been to champion the ‘**Imagine now, visit later**’ message through our consumer channels. This has been aligned to Government guidance whilst restrictions have been in place. The aim being to continue to keep the Yorkshire brand front of mind whilst visitors have been unable to visit.

- **Yorkshire Days In** – content rich marketing for things to do at home inspired by Yorkshire
- **Voucher Scheme** – to invest now in the economy of Yorkshire
- **This is Y Digital** – a platform to continue to promote Yorkshire and Yorkshire businesses in an appropriate way, showcase the tactical things WTY have delivered through lockdown and promote business resources
- **Social engagement** - World Cup of Yorkshire – ongoing to drive engagement, provide business support and keep Yorkshire front of mind

2. Reopen – ongoing from May and early June 2020 onwards

- to be initiated to coincide with the reopening of retail and some hospitality businesses in line with Government’s social distancing and travel restrictions –

Industry Support

We will continue to engage regularly with the industry, sharing resources and insights to influence key decisions. We plan to look at further guidance relevant to the tourism sector and create new business toolkits and campaigns to attract staycation visitors throughout 2020 and into 2021.

We will continue to work with VisitBritain to support and champion the roll-out of the new industry standard to encourage all businesses to join. We want Yorkshire to have the highest take up in the UK, so the message is clear - Yorkshire is an amazing county and we are ready to welcome visitors BACK. This initiative **will** provide businesses with the confidence to open their doors knowing the right measures are in place and in turn will give visitors the confidence to walk through the doors. This is an initiative that we feel the sector should embrace and we will take the lead on communicating the positive reasons to sign up through our industry-wide communications. We do also recognise that other schemes are available to businesses and where possible will offer information on the wider schemes available.

During the period of reopen and rebuild we will continue to be a regional voice for the industry and we will continue to help raise the profile of issues the region is facing, alongside reporting back and lobbying any issues that local authorities, sub-regional DMOs or our national park partners are raising around the financial needs of the sector during a phased reopening.

New Membership

To support the industry, we will be launching several new membership schemes for businesses and individuals which will include many new features to ensure we can work with and support more businesses in the future.

Yorkshire Gift Card

To support the Yorkshire economy WTY will be launching a scheme encouraging support from all over the world to invest in Yorkshire through the purchase of a gift card. All tourism, hospitality and retail businesses across Yorkshire can sign up to the scheme for free.

Our industry support strategy around reopen will:

- Facilitate support and distribution of the Industry standard (via VB) whilst appreciating other schemes are available
- Consider new and innovative ways we can launch to rebuild the tourism industry
- Consider staffing in the hospitality sector, both now and in the future, and how COVID- 19 and Brexit will affect this

Destination Management

As the sector begins to reopen, there will be many different experiences and learnings in how the sector is adapting and responding safely. It is important that we support the industry in continuous improvement and strive for best practice whilst ensuring that these learnings continue to be shared. We will work with local authorities and sub-regional DMO partnerships to encourage product development and innovation to make Yorkshire the destination of choice.

Regional Support Service for local authorities, national parks and DMO partners

We are aware that each village, town and city in Yorkshire is best placed to feed into us their own challenges and opportunities. As such we will dedicate resource and staff to work with colleagues in such destinations to amplify their localised messages and campaigns.

Promotion, Creative Direction and Destination Messages

Throughout this period, we will continue to promote responsible and appropriate tourism messages and build consumer confidence with local audiences as businesses start to reopen their doors post-July 2020.

We recognise that when social distancing restrictions are reduced and eventually lifted, and it becomes safer to travel, the market will be flooded with tourism messages. Therefore, the focus will be to plan a strong but carefully considered Welcome BACK to Yorkshire campaign in the reopen, recovery and rebuild phase. Whilst it is important to welcome visitors back to Yorkshire, it is also important that we consider reductions in supply of the offer to ensure the county isn't overwhelmed by the level of visitors. We will also consider Yorkshire residents as part of our initial reopen roll out messages.

With the focus on domestic travel, alongside the initial focus of local and microlocal tourism as a result of the need to reconnect and enjoy tourism on your doorstep message, we will be looking at ways to reconnect with the simpler more sustainable tourism messages for a local audience. We will move to a wider audience in the 2-hour drive time of Yorkshire when the time is right.

Our promotional strategy around Reopen will:

- Consider the changing landscape around restrictions and how this will affect our messages
- Consider the quality of the experience in the short-term as businesses adapt to the changes required to reopen, managing customer expectations
- Consider the impact on traditional beauty hotspots around the county and the impact on residents and reputations
- Consider the different challenges faced by various parts of the industry, for example urban destinations v countryside, large attractions v small attractions, indoor v outdoor, hotels v self-catering etc
- Consider the opportunity around new audiences in Yorkshire and how to communicate with them
- Consider changing the footprint of a typical tourism week, extending the tourism season and looking beyond for new reasons to visit to revive sustainability in the short and long-term
- Consider all parts of the county, all 4 corners, North, South, East and West – the coast, the cities, the towns, the villages – big and small
- Consider and remember our role to move people around Yorkshire, staying longer and spending more – when the time is right
- Consider new and innovative ways we can support the tourism industry

3. Recovery & Rebuild

- **to be initiated to coincide with the lifting of the Government’s social distancing and travel restrictions**

Our strategy around recovery and rebuild will continue to focus on support for businesses in their journey of rebuilding their offering and in turn their customer base. The preservation of jobs will also be key in the economic recovery of the sector.

Our marketing messages will continue to align to government guidance and ongoing social distancing implications. Working with our partners we will consider the landscape of the sector, to ensure our messages are appropriate and representative of the experience visitors can enjoy in Yorkshire.

We recognise that the domestic market, microlocal, local and regional will be the focus for 2021 and the new staycation markets.

Success in the future for Yorkshire will be about ‘place’ marketing. We will go back to communicating the experience and making it exciting and relevant to a broad range of people so that everyone; people who live, people who work, people who study and people who visit can enjoy Yorkshire. Our future marketing strategy will be less about traditional tourism and more about messaging, great content, digital innovation and audience engagement coupled with inspirational imagery and exciting, truly innovative products and services.

We look forward to welcoming everyone back to Yorkshire in a responsible way. We are focused on the opportunity to reconnect with local visitors now and look forward to the future potential of new visitors and visitors from further away enjoying a holiday in Yorkshire.

- Roll-out of a carefully considered Welcome BACK to Yorkshire campaign
 - Differentiate Yorkshire through carefully designed creative messaging – achieve standout

- Relevant product – outdoor space/coast/urban
- Relevant activities – Walking/cycling
- Relevant messages – reconnect with tourism on your doorstep
- Reconnect with Yorkshire
- Mindful of residents, overcrowding hotspots, national insights
- Mindful of not duplicating the work of other tourism bodies across the county – amplify not duplicate
- We will work with local authority partners and sub-regional DMOs to preserve jobs across the industry and where possible provide insights to enable them to track recovery and progression as we move forward
- Continue to review research and insights into visitor thoughts and likely behaviours – to influence appropriate messages (in line with visitor sentiment and insights)
- Continue to promote the VB Industry standard
- Continue to review existing audiences and potential new audiences to the region as the campaign evolves
- Look to encouraging people to explore their local attractions, restaurants, close by to support their local economy, providing an immediate boost to local businesses and to the recovery of the tourist industry
- Look at ways we can collaborative further partners with more external links across Yorkshire.com to provide greater visitor information
- Next steps – extending the reach of the campaign to audiences beyond the local audiences when appropriate
- Look at what new research WTY can deliver in partnership to help educate the sector better going forward
- Continue to work with VisitBritain on the pan-UK recovery campaign in Yorkshire and support the ongoing roll-out of industry mark

COLLABORATION

If our role at Welcome to Yorkshire, is to work with and champion the industry, to support members and partners to promote Yorkshire as the UK's leading destination we will need support. The needs now are to ensure Yorkshire is safe and that we are all responsible for delivering this message in an effective way at the right time to the right audience.

To achieve our aims and objectives, we cannot do this alone. We need a **#YorkshireTogether** attitude from all our partners to bring the very best of Yorkshire tourism expertise to one place to rebuild and recover for the future of the sector. We need:

- Trade associations to provide best practice guidance for your sector
- **Local Authorities** to develop trading standards advice, training for staff, grants, financial support and enforcement of guidelines.
- **Local Enterprise Partnerships** to lead on governmental support and further financial relief for the industry
- Business associations, such as **FSB and Chambers** to lead on entrepreneurship, legal advice and operational support
- **Tourist trade associations** and providers to share best practice
- **All businesses to share our common messages** and make use of our digital assets and hashtags to provide a consistent message to the consumer
- Working within our campaign guidance together we can have a shared voice across all sub-regions of the county, towns, cities, coastal destinations and national parks. We can celebrate the diversity of the county and the offer for the future

Appendix 1 Action Plan - Response

Action	Lead Partner
Tourism Industry Support	
Strategic Tourism Industry Engagement	
Creation of a recovery working group to lead and take ownership of the recovery strategy	WTY
Develop regular programme of engagement with local authority and strategic partners	WTY
Ensure significant engagement with VisitBritain and that Yorkshire is represented well at a national level to take advantage of all opportunities	WTY
Work with the LEPs to agree a significant business support programme for the tourism sector	WTY
Engagement with tourism businesses and tourism associations in the direction of the recovery strategy	WTY
Engagement with UK destinations in sharing of best practice	WTY
Ensure we have regular and ongoing press and PR to communicate our recovery plans to the industry	WTY
Creation of working groups to support specific destinations that have shared priorities (city, coastal, rural etc)	WTY/LAs/National Parks
Business Engagement & Support	
Signpost businesses to relevant support, best practice, data and insights and advice via newsletters, yorkshire.com/industry, social media	WTY/Partners
Redevelopment of yorkshire.com/industry to support recovery information provision for businesses	WTY
Introduce new weekly business bulletins featuring latest Covid-19 news and information	WTY
Amplify and represent business views, issues and priorities when speaking to government	WTY
Collect data and insight via business surveys and programme of industry webinars	WTY
Programme of business webinars providing advice and opportunities to engage and share best practice	WTY
Rebrand of 'WTY membership' Twitter and Facebook channels to 'WTY industry' allowing for engagement with a wider audience	WTY
Continued promotion of WTY member businesses still in operation through lockdown	WTY
Encourage all businesses in Yorkshire to sign up to our free industry newsletter to access support and advice	WTY
Champion the roll-out of the new industry standard and support businesses in signing up to ensure we have the highest possible number of businesses participating and meeting the standard	WTY/LAs/National Parks/LEPs
Continue to promote the #yorkshiretogether message and the need for a collaborative approach across the sector towards recovery	WTY
Investigate and lobby for support for training of people in the industry, specifically identifying those skills most necessary at this time	WTY/training provider
Investigate and lobby for financial support for the industry	WTY

Introduce a new Yorkshire Gift Card offering free sign up to all businesses in the county.	WTY
Destination Management	
Working collaboratively to develop safe tourism practices	
Encourage collaboration and sharing of best practice around safe tourism practices and ways businesses can adapt their offering	WTY/partners
Introduce a new section of Yorkshire.com/industry where best practice can be shared widely with the industry	WTY/partners
Organise webinars which allow for sharing of best practice	WTY/partners
Work with landowners and understand their challenges and where support can be offered	LA's/NP's
Promotion, Creative Direction and Destination Messages	
Promote stay at home message	
Support government in the promotion of the stay at home message via social media, PR and digital	WTY
Work with partners to support relevant messages around destinations and visitors throughout May and early June	WTY
Keeping the Yorkshire message and brand front of mind and build brand loyalty	
Creation of new 'Imagine Now, Explore Later' messaging to feature across all promotional activity at this time	WTY
Themed campaigns to promote the county and the tourism offering whilst people are at home: Yorkshire Days In Give a Yorkshire Voucher World Cup of Yorkshire	WTY
Introduce new films and virtual technology to allow visitors to experience Yorkshire at home	WTY
Planning of promotion and marketing messages in reopen phase	
Review visitor intelligence including changes in consumer behaviour to inform marketing campaigns	WTY
Agree key visitor segments that are more favourable to attract in the reopen phase - day trips etc.	WTY
Utilise data and intelligence to begin to create a full tourism recovery marketing plan	WTY

Appendix 2 Action Plan – Reopen

Action	Lead Partner
Tourism Industry Support	
Strategic Tourism Industry Engagement	
Continued engagement with local authorities, DMOs, VisitBritain, LEPS and wider strategic partners	WTY
Weekly meetings of the recovery working group to ensure the recovery plan is regularly reviewed and is moving forward with industry data and insight to back this up	WTY
Engagement with UK destinations, specifically to lobby government in additional support for DMOs whilst private sector income is low	WTY
Ongoing press and PR to communicate recovery plans and progress made to the industry	WTY
Business Engagement & Support	WTY
Continue to signpost and provide businesses with the most relevant support, best practice, data and insights and advice	WTY
Regular engagement with businesses during the reopening phase to gain necessary insight on progress and challenges - via webinars, industry surveys etc.	WTY
Continued amplification of tourism industry views, issues and priorities when speaking to government	WTY
Support more businesses in achieving the industry standard to ensure that Yorkshire is continuously striving for the highest possible number of businesses participating and meeting the standard	WTY/LAs
Launch a new WTY membership scheme for businesses to ensure the greatest level of engagement with the industry and provide enhanced support and marketing benefits at a time when it is most needed	WTY
Work with businesses that open in accurately promoting their newly updated offering	WTY
Encourage support for the sector through the launch of a Yorkshire gift card which all businesses can sign up to for free	WTY
Destination Management	
Working collaboratively to develop safe tourism practices	
Continue to share best practice around safe tourism	WTY/partners
Encourage businesses to share their experiences and learnings for the benefit of the wider sector	WTY/partners
Residents and Community	
Engage with residents, communities, landowners in the reintroduction of tourism and visits to the area to ensure minimal impact on these groups	

Promotion, Creative Direction and Destination Messages	
Promote a safe and responsible tourism message & build consumer confidence in visiting Yorkshire	
Creation and roll-out of a carefully considered welcome back to Yorkshire message focused initially on residents of Yorkshire and the day visitor market	WTY
Campaigns and promotion with the aim of extending the tourism season and visits into Autumn and Winter to recoup some of the loss of income for the sector	WTY
At the appropriate time, deliver a campaign that focuses on encouraging visits from outside of the county and extending the average length of stay	WTY
Ensure accurate promotion of the tourism offer that is open to avoid over supply and overcrowding in areas	WTY
Marketing activity to instil consumer confidence in the offering	WTY
Continue to raise awareness of safety in the offer and raise consumer confidence	WTY
Keeping the Yorkshire message and brand front of mind and build brand loyalty	
Continue to keep the Yorkshire message and brand front of mind for those visitors unable to travel to the county via targeted campaigns	WTY
Engage with VisitBritain's pan-Britain Campaign	WTY
Planning of promotional marketing campaign to launch as part of WTY's recover stage	
Continue to review visitor intelligence and changes in consumer behaviour to inform marketing campaigns in recovery and rebuild stages	WTY
Planning of promotional marketing campaign to launch as part of recover and rebuild phase	WTY

SERVICE LEVEL AGREEMENT

This agreement covers the financial year 2020/21 and specifies the minimum level of service that Welcome to Yorkshire will provide to City of York Council during that year.

Preamble

Welcome to Yorkshire (WTY) is the Destination Management Organisation (DMO) for Yorkshire, promoting the county and its many cities, towns and rural areas as a destination to 'Visit, Work, Study and Live'. It does this in collaboration with York's local DMO, Make it York (MIY), and the City of York Council (CYC), and this three-way collaboration is a key principle for the services outlined in this agreement.

Strategic Tourism Leadership & Engagement

Welcome to Yorkshire will provide strategic tourism leadership, interacting with the Tourism Minister, DCMS, Visit Britain, MPs, LEPs and Local Authority representatives from across the county. Creating a strong, co-ordinated Yorkshire.

For York:

- WTY CEO will meet quarterly with the relevant key officers and Chief Operating Officer of CYC (or their nominated representatives) and the Managing Director of Make it York to review progress and explore future opportunities
- Once each year, the WTY CEO and Area Manager will attend CYC's Economy and Place Scrutiny Committee to review progress on this SLA
- WTY's Area Manager for York will meet quarterly with the CYC Head of Economic Development and key staff from Make it York to review delivery and plan coming work
- WTY's Area Manager will be an active member of York's Tourism Advisory Board
- WTY will contribute their expertise as York develops its new Tourism Strategy in 2021
- WTY will continue its regular update bulletins – to share plans, what's coming next, board & CEO updates alongside ad hoc updates

Digital Marketing

City of York Council and Make it York will provide rich content and data for WTY to use in its digital campaigns.

WTY will provide exposure across all relevant digital marketing campaigns including Yorkshire.com and social media channels in line with York's priorities as agreed by City of York Council.

- There will be destination pages on yorkshire.com to promote the key destinations within York, with Make it York providing regular refreshed content
- York, and York events and destinations, will feature in consumer e-news and WTY features on Yorkshire.com throughout the year
- WTY will use its social media channels to amplify messages provided by CYC and MIY
- WTY will promote York destinations and business tourism venues on yorkshire.com/venues, with content provided by MIY

- Where appropriate, digital WTY campaign assets to be developed with localised messages for use in CYC and MIY promotions
- MIY offers and events on will be promoted on yorkshire.com, where appropriate

Consumer Facing Marketing

Through collaboration WTY will:

- Deliver relevant activity to raise the profile of York and Yorkshire as a place to live, study, work and visit
- Use the key themes of Artistic, City Life, Events and Festivals, Sport, Outdoors, Family, Gardens, Delicious, Heritage, Culture to promote York and the relevant local destinations that are aligned
- Feature York destinations in the relevant sub regional pieces within WTY campaigns both online and within print.
- Where appropriate, develop WTY campaign assets with localised messages for use in Make it York and CYC promotions

PR

Welcome to Yorkshire's PR team raises the profile of Yorkshire across regional, national and international media, including press, radio and TV. We will provide continued support with destination PR coverage for LAs, DMOs & NPs.

For York:

- Welcome to Yorkshire to create media interest in each specific destination as defined in collaboration with MIY and CYC
- Welcome to Yorkshire communications team to support dedicated activity to raise the profile of York and York destinations alongside the Yorkshire message such as:
 - Opening of new attractions/venues
 - Product development
 - Good news stories
 - Experiential activity
- All WTY press/trade familiarisation visitors will be offered the opportunity to include York and York destinations in their visit
- The WTY industry website will feature all relevant press releases uploaded by MIY and/or CYC

Data & Insights

As the regional tourism body for Yorkshire, we will keep LAs, DMOs and NPs updated with relevant tourism data and insights.

For York this will include:

- At least 4 updates per annum to MIY/CYC officers with domestic and international data via VB
- Regular (at least monthly) provision of relevant industry data and insight (inc Occupancy updates via VB)
- Quarterly reports on WTY consumer demographic data

WTY Event Support

WTY to provide support for both high profile events and smaller events and festivals in York where relevant and appropriate, as agreed by WTY, MIY and CYC.

This will be delivered, as set out above, via:

- Promotion of events on yorkshire.com
- Relevant and timely campaigns
- Consumer promotion (newsletter, website and social)
- Industry updates (newsletters, website and social)

Programme of work for York City Council to be delivered in partnership with Make It York

As part of their overall programme of work across the county and in return for York's financial contribution, WTY will specifically deliver the following measurable activity:

Pages on yorkshire.com for key York visitor destinations as agreed with MIY and CYC. This will include:

- www.yorkshire.com/places/north-yorkshire/York
 - Including a link to Visit York pages
 - Including the opportunity for further themed subpages
 - The white area on this page can also be amplified with the opportunity for further advertising
- **1 x tourism video** - to include a max 3 days filming and editing
- **At least 167 social media posts** per annum - across all consumer and industry channels
- **4 Instagram story takeovers** per annum
- **3 features and 4 side adverts in consumer e-newsletters** per annum (database of 87k subscribers)
- **4 features in This is Y bi-monthly digital magazine** per annum
- **2 features in the WTY industry e-newsletters** per annum (database of 7k subscribers)
- **WTY membership for your local authority owned attractions** with access to enhanced profile on yorkshire.com and other marketing benefits

*Any digital assets created as part of this partnership will be jointly owned by WTY, City of York Council and Make it York

Evaluation of the Partnership

WTY will monitor and evaluate the success of the partnership by providing CYC and MIY with quarterly data on based on visibility and engagement York's tourism offer, summarised in an annual report which will be considered by Scrutiny as defined above. This will offer an initial baseline and allow for enhanced measurement and the ability to where necessary set targets relevant to activity for future years.

Updates will cover:

- Campaign specific updates on performance and impact
- Quarterly reports on WTY website and digital engagement statistics and York destination content. Information will include:
 - Report on full programme of works
 - User website data - Yorkshire.com (with data specific to your destination pages)
 - Social media reach statistics across all platforms
 - Consumer and Industry newsletters
 - Summary update identify high performing posts
 - This is Y summary destination content update
 - PR and communication



Executive**26 November 2020**

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

**Wenlock Children's Home Contract Variation and Extension with
Hexagon Care Services****Summary**

1. This report requests that Executive approve a variation and extension to an existing contract with Hexagon Care Services, for the provision of residential care for young people.
2. The existing contract is due to expire on 7 December, but services by this provider are now required beyond this date.
3. A contract extension would support improved provision for children and young people in care, allowing them to remain in the city and represent a reduced cost in comparison to expensive out-of-area placements.
4. This report is scheduled under urgency procedures as it was not included on the published forward plan 28 days prior to this Executive meeting. It was not possible for this to be included on the forward plan within these timescales as the recommended course of action was only confirmed as a possibility after this deadline.

Recommendations

5. Executive are asked to:
 - 1) Approve a contract extension and variation with Hexagon Care Services to facilitate a three bed residential care provision for children with particularly complex needs and to delegate to the Director of People (in consultation with the Director of Governance or her delegated officers) the authority to take such steps that are necessary to enter into the resulting agreement.

Reason: This provision is required to support sufficiency of places for vulnerable young people in the council's care. Providing care for vulnerable children in the city as opposed to care elsewhere provides better outcomes for children and more efficient use of council resources.

Background

6. The provision or procurement of placements for Children and Young People in Care is a statutory duty upon the council, outlined within the Children Act 1989. This sets out a requirement for local authorities to work with key partners to secure, where reasonably practicable, sufficient accommodation for children in care which meets their needs. Where their circumstances are such that it would be consistent with their welfare, this accommodation should be within the local authority's area as far as possible.
7. During 2019/2020 there has been an increase in the number of children entering care in York. This follows a regional and national trend but also reflects a recalibration of services to support intervention for those children who had been previously subject to one or more Child Protection Plans for a long period of time but without sustained change or improvement being seen within their circumstances.
8. An external peer review in autumn 2019 determined that through this approach, the right children were now coming into care.
9. Currently, approximately one quarter of the children and young people in care in York are aged between 15 and 17. It is becoming increasingly hard to find placements for these young people in York as the overall demand across all sectors is outstripping supply. This situation has been further exacerbated by Covid-19, as has the increasingly complexity of need for this group of young people.
10. In July 2019, Executive approved a proposal to remodel the council's internal care options for young people through the purchase of three homes in York – this included one two-bed unit for younger children and two three-bed units for older young people. This proposed to deliver more residential care for children in York, as opposed to costly out-of-area placements. This was agreed as an invest-to-save option supporting better outcomes for children and young people in the council's care.

11. Unfortunately, it has not been possible to secure suitable properties to implement this model of working within the anticipated timeframes.
12. At this point in time, the shortage of available accommodation in York for children with complex needs means there is a significantly likelihood of new out-of-area placements being required. This is often less appropriate for the circumstances of the young person and significantly more expensive, creating additional financial pressures for the council.
13. Hexagon Care Services have an existing contract to deliver care for our vulnerable children. This provides six beds for children and young people, of which four are at Wenlock Terrace in Fulford and two outside York. This contract is currently due to end on 7th December 2020.
14. Arrangements are in place for the two young people currently in placement at Wenlock Terrace to step down to foster care in line with their care plan.
15. Given the challenges in availability of specialised placements, discussion was entered into with Hexagon Care Services (the provider) to understand if it would be possible for them to provide beds with support for complex needs at Wenlock Terrace. Extensive discussions were necessary regarding:
 - a. the level of complexity of need that they could support
 - b. the mapping of the suitable and appropriate age range of young people who may use this provision
 - c. the change of purpose required by the provider with the regulator,
 - d. the overall impact of Covid-19-related issues.
16. Suitable confirmation has now been received that the required provision is possible.

Consultation

17. Consultation has so far been limited to relevant council departments, the Executive Member and Hexagon Care Services.

Options

Option 1

18. The **recommended** option is that, to increase the availability of residential care for children with complex needs within York, the existing contract with Hexagon Care Services is extended for 1 year with the option of extending for a further six months. It is also proposed that the contract is varied to provide three beds for children with particularly complex needs in Wenlock Terrace, instead of six beds (for children without complex needs) in the contract which is about to end.
19. If this option were approved, a waiver would be sought to remove the need to go out to the open market for this provision, under CYC Procurement Regulations.
20. The cost of the extended and varied contract would be £652,912 per annum.
21. There will always be a need for residential care for children in York and as such the proposal would be to continue to look for residential provision for children in York. This would be property market and Covid dependent. The longer term plan for Wenlock would be to adapt it into semi-independent accommodation for older looked after children as they prepare to leave care.

Option 2

22. One **alternative option** (not recommended) would be to allow the contract with Hexagon Care Services to end. New placements would have to be found within the market, which is likely to increase the number of children in accommodation outside the city.

Option 3

23. Another alternative option (not recommended) would be to allow the contract with Hexagon Care Services to cease and tender for an alternative provider in to deliver care provision from Wenlock Terrace, a building that is owned by CYC. The timeframe to undertake this

procurement exercise would not fit with the timeframe for children's needs.

Analysis

24. Option 1 provides a swift route to facilitating more available placements in York. In doing so, the relationship with Hexagon Care Services would be maintained and the care market within York supported.
25. The benefits of placements within York are critical to many of our children and young people in care. It is well understood that continuing to live in a familiar place whilst maintaining community, family and educational support can significantly improve outcomes for the individual and is deemed best practice.
26. The cost of this option would be £653k. In comparison, the average cost of a residential place out-of-area is £4,600 per week (£718k per year for three young people) By contracting for these three placements in York, the council would save in the region of £65k pa compared to these young people being placed out of area.
27. Based on knowledge of the care market in York, it is not considered that there are any other providers would have this capacity available within the city.
28. Option 2 essentially represents a do nothing option, relying instead on the ability to identify alternative placements through existing spot purchasing approaches. As noted in paragraph 11, the current stresses within the care market do not give confidence that suitable placements could be found for all the children requiring them close to York.
29. Option 3 essentially is outside the needs of children's needs and is not cost effective. The price fixed with Hexagon Care Services provides a saving of 65k pa. The existing contract provides excellent value for money compared to the market for children with similar needs. Going to market now would take officer time, there are potential TUPE implications for the staff employed by Hexagon. This option would also disrupt existing relationships between staff and young people.

Implications

- **Financial** - The annual cost of the preferred option is £653k pa for three young people. This compares to an annual cost in out of city residential placements of approximately £718k pa based on current average placement costs, giving a net annual saving of £65k. As the total out of city placement budgets are currently projected to overspend by more than £3m in 2020/21 this saving will represent a small mitigation against this pressure. As the majority of the out of city placement costs are charged to the Dedicated Schools Grant (DSG), this net £65k saving would be made up of a DSG saving of £366k and increased General Fund costs of £301k for three young people. However, as there are currently four vacant places at Wenlock Terrace, further GF savings of up to £320k may be generated against 2020/21 projected expenditure levels by no longer paying for these empty commissioned places.
- **Human Resources (HR)** – No implications identified.
- **Legal** - Due to the value of the contract the ability to extend and/or vary it is governed by the Public Contracts Regulations 2015 as well as the Contract Procedure Rules.

The proposal is to extend the contract for 1 year plus 6 months and to vary it in order to provide complex needs placements and 16+ age placements which can be offered by the Provider changing their “Statement of Purpose” to include offering placements for young children around age 11 upwards with complex needs. This amounts to a change in scope and will be £650k per year.

The intention would then be to spend the time during which the extension is in place in carrying out a procurement exercise to put in place the service required going forward.

The more a contract is changed from what it was originally, the more there is a risk of challenge for breaching the procurement regulations. It is possible to modify contracts during their term (in relation to scope and value) as permitted by Regulation 72 of the Public Contracts Regulations 2015. The service description in the current contract is fairly wide ranging so we can therefore rely on Regulation 72 to justify the variation of the contract to amend the scope.

The original contract entered into with Whistledawn (subsequently novated to Hexagon) confirms that the initial five year contract period was able to be extended at CYC's discretion by a further two years, and that Extension Period could then be extended further by either party subject to notice being provided "prior to the expiry of the Extension Period (or each subsequent extension period)" and the other party consenting to the proposed extension. No limit is placed on the number of extension periods available or the maximum duration of the contract.

It must be borne in mind that if the services contract is extended beyond December 2020, a new lease of Wenlock Terrace will be required to run alongside this.

The contract permits variations made by Deed of Variation, as long as the Change Control Procedure within the contract is followed.

- **Crime and Disorder** *No implications identified.*
- **Information Technology (IT)** *No implications identified.*
- **Property** *No implications identified*
- **Other** - *No implications identified.*
- **Equalities** The EIA has highlighted that this proposal provides good placement opportunities for children and young people with complex needs whilst future placement options are being developed in the city, these having been negatively impacted by an ability to find the right homes in the area and impact of Covid 19.

Risk Management

30. The key risk related to the recommendation are in respect of the need for a waiver of procurement regulations.

Council Plan

31. This recommendation supports the outcome "A better start for children and young people", particularly the aim to be excellent corporate parents.

Contact Details**Author:****Sophie Wales**

Assistant Director for
Children's Services
Children, Education and
Communities

Chief Officer Responsible for the report:**Amanda Hatton**

Director of People

For further information please contact the author of the report

The report has been approved by the following people

Role	Name	Date of sign off
Legal	Janie Berry	17 November
Finance	Richard Hartle	As above
Assistant Director	Sophie Wales	As above
Corporate Director	Amanda Hatton	As above

Background papers	Children in Care Residential Commissioning Plan – Executive – July 2019 https://democracy.york.gov.uk/mglIssueHistoryHome.aspx?IId=56401
List of appendices	None
Equalities Impact Assessment Template	Please tick the box below to confirm it has been completed. <input checked="" type="checkbox"/>
Wards Affected	List wards or tick box to indicate all All <input checked="" type="checkbox"/>



Executive
26 November 2020

Report of the Chief Operating Officer
Portfolio of the Executive Member for Finance and Performance

2020/21 Finance and Performance Monitor 2

Summary

- 1 To present details of the overall finance and performance position for the period covering 1 April 2020 to 30 September 2020, together with an overview of any emerging issues. This is the second report of the financial year and assesses performance against budgets, including progress in delivering the Council's savings programme.
- 2 The COVID-19 pandemic continues to have a significant impact on the Council's financial position. As outlined in the previous report to Executive on 1st October, additional costs of some £10m will be incurred during the year along with a loss of income from fees and charges of £8m. Government grant of £12m has been awarded to date (this includes a further £941k from tranche 4 of COVID-19 support funding announced in late October), with the Income Compensation Scheme potentially providing another £4m of funding.
- 3 The table below outlines the summary position:

	2020/21	2021/22	TOTAL
	£'m	£'m	£'m
Additional costs	10		10
Loss of income	8		8
2020/21 Council Tax and Business Rates shortfalls which impact a year in arrears		12	12
Government funding	(16)		(16)
Net financial impact	2	12	14

Summary of estimated COVID impact across 2020/21 and 2021/22

- 4 However, since the Monitor 1 report the Prime Minister has announced a second national "lockdown" from the 5th November through to at least 2nd December which replaced the tier 2 designation that had previously been in place. At the time of writing (mid November), we are part way through

this period and therefore this report doesn't yet contain any of the potential financial implications of a second lockdown.

- 5 We have also received additional funding to support local businesses. A Local Restrictions Support Grant of £4.7m has been allocated to the Council to provide grants to businesses that are required to close as a result of the new restrictions, fully reimbursed by central government. Additional Restrictions Grant funding of £4.2m has also been provided by Government which allows a discretionary scheme to be established. This was reported to the Decision Session for Executive Member for Finance & Performance on 12th November.
- 6 Funding of £1.6m has been allocated from the Contain Outbreak Management Fund to cover a range of measures including targeted testing for hard-to-reach groups out of scope of other testing programmes, additional contact tracing, enhanced communication and enforcement of restrictions and guidance.
- 7 Finally, the COVID Winter Grant Scheme has been announced and provides £416k of funding to provide targeted financial support for those in need over the winter period.
- 8 Despite these additional funding streams, an ongoing impact in future years is still expected due to a range of issues, including the longer term impacts on individual residents leading to an increase in the cost of care. In addition, a potential loss of both Council Tax and Business Rates income is to be expected as some businesses struggle to recover, resulting in an increase in unemployment which in turn may leave some residents unable to pay Council Tax.
- 9 In addition to the direct financial consequences of the pandemic, in terms of additional expenditure and lost income, staff time and effort over recent months has clearly been dedicated to supporting residents and communities. This has resulted in attention being diverted away from more business as usual activity, including the actions needed to deliver savings and manage some of the underlying budget pressures being experienced in social care. We are also seeing an increase in social care costs directly as a result of the pandemic. These are national issues that are not unique to York and the combination of increased costs and delays in achieving savings is having a detrimental impact on the public sector. It continues to be clear that further Government funding is needed both in this year and next.
- 10 Partner organisations in the city are also experiencing unprecedented financial challenges and it is clear that the pandemic will have lasting financial implications both on the Council and many other organisations

operating in the city. Whilst the Council continues to make every effort to manage the situation and protect critical front line service delivery, through identifying efficiencies and more robust control of costs, in the absence of any guarantee of further Government funding to provide much needed support this represents a significant risk to the delivery of the Council Plan and the ongoing delivery of essential services.

- 11 While the Council is continuing to face significant financial challenges, we have stepped up our regional and national lobbying efforts to urge the Government to “Back York” by seizing the opportunities that are unique to York and making the city an exemplar of recovery. York has strengths and opportunities that could facilitate a strong economic recovery from COVID-19. The city has seen significant growth in key sectors over the last 20 years. Our businesses are identified in regional, and pan-northern economic strategies as being key opportunities for the Northern Powerhouse, and are all expected to remain buoyant through the pandemic.
- 12 Whilst the work being done to support recovery, particularly in relation to the local economy, has resulted in many visitors and residents returning to the city centre the return of lockdown restrictions means that it can be difficult to make an accurate forecast of the financial position over the short and medium term. In previous years, we would have been able to rely on our strong local economy to maintain a stable and resilient financial position. With this unprecedented level of uncertainty in both the national and local economy it is therefore prudent to continue to plan on the basis of the current financial picture and begin to put in place mitigation and cost control strategies to bring the forecast expenditure down to within the current approved budgets.

Recommendations

- 13 Executive is asked to:
 - note the finance and performance information and the actions needed to manage the financial position

Reason: to ensure expenditure is kept within the approved budget.

Financial Summary

- 14 The gross financial pressures facing the council are projected at £8.6m. Whilst this is a significant overspend, a great deal of work has been done to identify mitigation and further action needed to bring current spending under control. It is therefore considered that this can be brought down to £2.8m by the end of the financial year through a number of measures.

- 15 As outlined above, the Government has partly recognised the financial impact of the pandemic on local government and has, to date, provided £12m of general grant funding. Some additional support is also being provided for the loss of income from fees and charges. Councils will have to fund the first 5% of any loss and thereafter Government will fund 75% of the loss with the remaining balance to be council funded. It is estimated that this will provide another c£4m of funding. In a best case scenario this would leave a further £2m direct COVID costs unfunded in the current financial year over and above the existing budget pressures. There are also other indirect costs and implications on the achievement of savings as outlined in paragraph 7 that are contributing to the overall position.
- 16 It is also expected that there will be an impact on the collection of both council tax and business rates income. However, it is unlikely that the full impact of this will be known until the furloughing scheme ends. Due to the way in which the Collection Fund operates, this will not impact until 2021/22 and therefore further consideration of this will be determined as part of the budget strategy as Government has already announced that Councils will be able to spread any deficit over 3 years.
- 17 There are underlying budget pressures across both adult and children's social care. As previously reported, adult social care is operating in an extremely challenging environment and as a result additional funding of £4.5m was allocated to the service in the 2020/21 budget.
- 18 This report highlights a number of known pressures that need to be actively monitored and managed, with mitigating actions agreed and regularly monitored across all directorates. Through ongoing monitoring and identification of mitigation alongside a review of reserves, the Council will continue to make every effort to reduce this forecast position but it remains a possibility that it will not be reduced to the point that the outturn will be within the approved budget. The Council has £7.4m of general reserves that would need to be called on if this were the case.
- 19 A number of measures have been introduced to ensure that there are additional expenditure controls in place, particularly around vacancy management and the use of temporary staff. In addition, measures are being introduced to reduce any non-essential expenditure.
- 20 A cost control board has been created specifically to look at all adult and children's social care packages, SEND support costs and the effectiveness of our commissioning and review functions. The Board will track spend on a weekly basis to ensure savings and mitigation plans are on track. If any plans are not on trajectory then recovery plans will be required and where necessary escalated to CMT. Schemes of delegation have also been reviewed across the People Directorate to ensure

decision making is clear and at the correct level to challenge and manage costs.

- 21 Work is also underway with health colleagues to ensure we have effective joint care pathways, commissioning and brokerage processes in place which maximises any additional central government funding and opportunities which arise from the integration and place agenda.
- 22 All areas of the Council are currently considering where further efficiencies and reductions in spend can be achieved in order to support the overall financial position.
- 23 These actions demonstrate that the council is maintaining both sound financial management, and delivering priority services to high standards, during a period of significant challenge for local government. In particular, key statutory services continue to perform well, having seen investment in recent years. Whilst the Council's track record of delivering savings and the robust financial management provides a sound platform to continue to be able to deal with these future challenges there remains a significant risk to ongoing service delivery and achievement of Council priorities that needs to be managed effectively.

Financial Analysis

- 24 The Council's net budget is £127m. Following on from previous years, the challenge of delivering savings continues with £4m to be achieved in order to reach a balanced budget. Forecasts indicate the Council is facing net financial pressures of £2,898k (after mitigation) and an overview of this forecast, on a directorate by directorate basis, is outlined in Table 1 below. The main variations, including the financial impact of COVID-19, and any mitigating actions that are proposed are summarised in Annex 1.

	20/21 net budget	20/21 M1 net forecast (after mitigation)	20/21 M2 Gross Forecast Variation	Mitigation target	20/21 Monitor 2 net forecast Variation
	£'000	£'000	£'000	£'000	£'000
Children, Education & Communities	30,432	2,006	4,095	-1,500	2,595
Economy & Place	24,727	0	0	0	0
Customer & Corporate Services	3,399	0	0	0	0

Health, Housing & Adult Social Care	55,394	2,630	6,146	-3,315	2,831
Central budgets	13,270	-900	0	-900	-900
Sub Total	127,222	3,736	10,241	-5,715	4,526
Contingency		-128	-128		-128
Target for review of reserves		-900	-1,500		-1,500
Total including contingency	127,222	2,708	8,613	-5,715	2,898

Table 1: Finance overview

Reserves and Contingency

- 25 The February 2020 budget report to Full Council stated that the minimum level for the General Fund reserve should be £6.4m (equating to 5% of the net budget). At the beginning of 2020/21 the reserve stood at £7.4m and, as part of the budget report, approval was given to maintain this level of reserve in 2020/21 thus giving some headroom above the minimum level to take account of the continued risks facing the council, in particular the scale of future reductions on top of those already made. In addition, the budget report outlined significant risks associated with major capital projects, reduction in New Homes Bonus and health budgets. The report also contained a strong recommendation that revenue reserves should be increased over the next couple of years, in recognition of the current risks the council faces.
- 26 Should the mitigation outlined in annex 1 not deliver the required level of savings in the current financial year then this reserve is available to support the year end position. However, in light of the ongoing financial challenges being faced by all councils as a result of the pandemic it is now more important than ever to ensure the Council has sufficient reserves. Therefore, should it be the case that we need to draw down from this general reserve in 2020/21, growth will need to be included in the 2021/22 budget to ensure that reserves can be maintained at an appropriate level.
- 27 In addition to the general reserve of £7.4m there are a range of other earmarked reserves where funds are held for a specific purpose. These reserves are always subject to an annual review but during this year these funds will be reviewed on a quarterly basis and where appropriate to do so will be released to support the in year position. In light of the continued financial challenge ahead an increased target of £1,500k has been set for

this review. Whilst this is a prudent approach that will ensure the financial resilience of the Council it is not a substitute for resolving the underlying overspends but instead allows time to develop future savings proposals in a planned way.

- 28 As in previous years a contingency budget of £500k is in place and at July Executive, it was agreed to transfer the 2019/20 underspend of £128k into contingency, resulting in a balance available of £628k. £500k has been allocated to the York Financial Assistance Scheme (YFAS) to ensure adequate support is in place for residents experiencing financial hardship leaving a balance of £128k available. Whilst the expenditure to date has not been as significant as expected and therefore whilst this amount has been allocated it has not yet been spent. However, as the financial impacts of COVID-19 are expected to continue for some time, the situation will be carefully monitored and any changes in this position reported to Executive.

Loans

- 29 Further to a scrutiny review, it was agreed that these quarterly monitoring reports would include a review of any outstanding loans over £100k. There are 2 loans in this category. Both loans are for £1m and made to Yorwaste, a company part owned by the Council. The first was made in June 2012 with a further loan made in June 2017 as agreed by Executive in November 2016. Interest is charged on both loans at 4% plus base rate meaning currently interest of 4.1% is being charged. All repayments are up to date.

Performance – Service Delivery

- 30 The Executive for the Council Plan (2019-23) agreed a core set of strategic indicators to help monitor the council priorities and these provide the structure for performance updates in this report. The indicators have been grouped around the eight outcome areas included in the Council Plan. Some indicators are not measured on a quarterly basis. The DoT (Direction of Travel) is calculated on the latest three results whether they are annual or quarterly.
- 31 A summary of the core indicators that have a good or poor direction of travel based on the latest available data is shown below and further details around all of the core indicator set can be seen in Annex 2.
- 32 It is likely that due to impacts of COVID, a number of the indicators will see a significant change both in terms of their numbers and their direction of travel in future reporting periods. The majority of the performance measures within the Council Plan have a lag between the data being

available, and the current reporting period and therefore impacts will not be immediately seen, and may occur over several years as new data becomes available.

33 Strategic indicators that have a good direction of travel based on the latest available data are:

- **% of road network that are grade 4 (poor) or grade 5 (very poor) –** In 2019-20, 20% of the road network was classed as in poor or very poor condition. This is a decrease from 2018-19 and 2017-18 (23% and 24% respectively) and reflects the investment in the highways maintenance programmes during the last few years.
- **Average Progress 8 score from KS2 to KS4 –** In 2018-19, the average Progress 8 score for Year 11 pupils was +0.22, which was an improvement on the already excellent performance in 2017-18. For the third successive year, York is in the top quartile for all Local Authorities for Progress 8.
- **% of Talkabout panel who think that the council are doing well at improving green spaces –** 44% of respondents to the Q2 2020-21 survey agreed that the council and partners are doing well at improving green spaces, an increase from 42% in Q3 2019-20.
- **Number of homeless households with dependent children in temporary accommodation –** The number of homeless households with dependent children in temporary accommodation has remained stable with 23 at the end of Q4 2019-20 (22 at the end of Q3 2019-20). It should be noted that these figures are snapshot figures.
- **Number of new affordable homes delivered in York –** The number of new affordable homes delivered in York remains high, with 83 delivered during the first six months of 2020-21 (compared to 33 during the same period in 2019-20).
- **% of Talkabout panel who give unpaid help to any group, club or organisation –** The results of the latest (Q2 2020-21) Talkabout survey showed that 71% of the respondents give unpaid help to a group, club or organisation which is higher than the government's Community Life Survey 2019-20 which found that 64% of respondents reported that they had volunteered in the past 12 months. This figure is only slightly less than the 72% in the Q1 2020-21 Talkabout survey.
- **Number of Incidents of Anti-Social Behaviour within the City Centre ARZ –** The number of incidents of anti-social behaviour within the city centre during Q2 2020-21 (377) has increased slightly since

the previous quarter (338), but represents a large reduction on the same period in 2019-20 (459).

- **GVA per head (£)** – In 2018-9 (the latest available data), the GVA per head in York was £30,258 which was the second highest figure regionally. Based on predicted economic trends nationally, it is expected that there will be a negative impact on GVA values in future years.

34 Strategic indicators that have a worsening direction of travel based on the latest available data have been separated into two areas; those which have been directly affected by COVID-19 and those affected by wider factors.

35 Indicators where a direct adverse effect from COVID-19 can be seen:

- **% of vacant city centre shops** - At the end of Q2 2020-21, there were 53 vacant shops in the city centre, which is an increase from 43 at the same point in 2019-20. The number of vacant shops equates to 8.28% of all city centre shops, which is lower than the national benchmark in Q1 2019-20 of 11.7%.
- **Average number of days to re-let empty properties** – The average number of days to re-let empty Council properties (excluding temporary accommodation) has increased from 37 days at the end of March 2020 to 59 days at the end of June 2020. The increase in days in Q1 was mainly due to the repairs team being unable to repair vacant properties due to COVID-19 restrictions.
- **Visits – All Libraries** – Due to the global coronavirus pandemic, all libraries in York closed at the end of March 2020 and slowly started to re-open at the beginning of July 2020. Visits in Q2 2020-21 totalled 81,056 (compared to 298,937 in the same period in 2019-20). However positively, 81,164 e-books were borrowed during Q2 2020-21 compared to 11,022 in the same period in 2019-20.
- **Parliament Street Footfall** – Footfall in Parliament Street decreased from 1,390,431 in Q4 2019-20 to 425,894 in Q1 2020-21. Shops and businesses slowly started to re-open during June and footfall for Q2 2020-21 increased to 1,643,041. This is still somewhat down on the same period in 2019-20 (2,278,319). Due to the global coronavirus pandemic, restrictions were placed on movement and all leisure and the vast majority of retail businesses were closed at the end of March 2020. This had a severe impact on the number of visitors to the city centre which mirrored the situation countrywide.

- **Number of days to process Housing Benefit claims** – Performance has deteriorated since the end of Q4 2019-20 (1.7 days) due to changes to ways of working which have had to be implemented. Performance in this area remains consistently strong in York with the average number of days taken to process a new Housing Benefit claim, or a change in circumstance, just over 4 days during Q1 2020-21. York performance is better than the national average of 6.9 days (Q1 2019-20).

36 Strategic Indicators with a worsening direction of travel affected by wider factors:

- **% of reception year children recorded as being obese** – The 2018-19 National Child Measurement Programme (NCMP) found that 9.5% of reception children in York were obese, which is not significantly different from the England average (9.7%), although the York figure has risen slightly from the 2017-18 level (9.3%). The NCMP programme for 2019-20 was discontinued due to the COVID-19 pandemic. Whilst some partial data is available for 2019-20, a robust update on child obesity in York may not be available until the end of the 2020-21 measurement year.
- **Slope index of inequality in life expectancy at birth (Female)** – The inequality in life expectancy for women in York is 6.2 years. This means there is around a 6-year difference in life expectancy between women living in the most and least deprived areas of the City. This inequality for women has worsened (risen) for two successive periods and we have seen a fall in life expectancy for women living in the most deprived decile in York and a rise for those living in the least deprived decile. However, York is still below the national average for women (7.5 years).

37 There are a number of additional indicators relating to the economy and demand, that whilst not part of the exiting Council Plan Indicator suite, are vital at this point to understand the Cities recovery from the “first wave” of COVID 19. Key patterns, that are described in greater detail within the annex, are;

- **Business Start-Ups** - In the financial year up to the end of August 2020, there were 287 new business start-ups in the City of York Council area. The figures are seeing signs of recovery but are still lower than at the same point during 2019-20 (412).
- **Room Occupancy** – Occupancy rates in August showed a recovery back to levels seen in January, but are still significantly below previous summer patterns.

- **Visits to Big Attractions** – Visits in August also showed a recovery back to January levels, but are still significantly below previous summer patterns.
- **Child Protection Plans** – The number of children subject to a child protection plan was consistently above regional, national and comparator data sets during 2019-20. This performance was attributed to recalibration within children’s services as part of ongoing improvement work. From April to September 2020 the figures show the second phase of this recalibration with a reduction in children subject to a child protection plan.

Annexes

- 38 Annex 1 shows the quarterly financial summaries for each of the Council directorates.
- 39 Annex 2 shows performance updates covering the core set of strategic indicators which are used to monitor the progress against the Council Plan.
- 40 All performance data (and approximately 1,000 further datasets) within this document is made available in machine-readable format through the Council’s open data platform at www.yorkopendata.org under the “performance scorecards” section.

Consultation

- 41 Not applicable.

Options

- 42 Not applicable.

Council Plan

- 43 The information and issues included in this report demonstrate progress on achieving the priorities set out in the Council Plan.

Implications

- 44 The implications are:
- **Financial** are contained throughout the main body of the report.

- **Human Resources (HR)** There are no HR implications related to the recommendations
- **One Planet Council / Equalities** Whilst there are no specific implications within this report, services undertaken by the council make due consideration of these implications as a matter of course.
- **Legal** There are no legal implications related to the recommendations
- **Crime and Disorder** There are no crime and disorder implications related to the recommendations
- **Information Technology (IT)** There are no IT implications related to the recommendations
- **Property** There are no property implications related to the recommendations
- **Other** There are no other implications related to the recommendations

Risk Management

- 45 An assessment of risks is completed as part of the annual budget setting exercise. These risks are managed effectively through regular reporting and corrective action being taken where necessary and appropriate.

Contact Details

Authors:	Chief Officer Responsible for the report:		
Debbie Mitchell Chief Finance Officer Ext 4161	Ian Floyd Chief Operating Officer		
Ian Cunningham Head of Business Intelligence Ext 5749	Report Approved	✓	Date 13.11.20
Wards Affected: All			✓
For further information please contact the authors of the report			

Glossary of Abbreviations used in the report:

ARZ	Alcohol Restriction Zone	NCMP	National Child Measurement Programme
CCG	Clinical Commissioning Group	YFAS	York Financial Assistance Scheme
GVA	Gross Value Added		

This page is intentionally left blank

Annex 1 – Directorate Financial Summaries

Financial impact of COVID-19

- 1 Previous reports to Executive have outlined the scale of the financial challenge as a result of the COVID-19 pandemic and the level of additional expenditure incurred. There was also a substantial reduction in income from fees and charges during the first quarter of the year, and forecasts for the remainder of the year remain below budgeted levels. Whilst the impact of the pandemic is being felt across all Council services the following paragraphs highlight the main issues.
- 2 The Waste Collection service continued to provide a grey bin and recycling service throughout the lockdown period and the green bin was reintroduced in May 2020 (a month behind original plans). There was a need to employ additional staff across the first quarter of the year as staff were unavailable due to quarantining, shielding and greater numbers were required in order to provide the service within social distancing guidelines. The service also required significantly higher levels of PPE in order to provide the service safely. In order to complete rounds in the first months it also proved necessary to collect more recycling as comingled which has a greater cost to process as well as impacting income levels. As well as the extra cost of providing suitable PPE for our own front line staff, the Council also incurred some costs on the provision of PPE for staff working in private care homes.
- 3 In addition to the Government grants we have distributed, the council has provided further funding totalling £1.2m to help micro businesses that were not eligible for the national scheme. A micro grants scheme has helped 1,122 local businesses with grants of up to £1,000 to enable them to adapt in light of the COVID-19 lockdown. In addition, the Federation of Small Businesses has been funded to provide one year's membership for over 500 of York's micro businesses, enabling them to access free support and advice, and to benefit from membership of the FSB network.
- 4 The closure of markets, attractions and visitor accommodation has had an impact on the financial position of Make It York as income levels are below those forecast. The decision to cancel the Christmas Market also strongly impacts on Make It York's trading position. It is currently planned that following a report to Shareholder

Committee in November, Executive will be asked to consider a support package to Make It York at the December Executive.

- 5 Community Hubs were set up at the beginning of lockdown and have transitioned into a new method of working. The cost for 2021/21 is currently estimated to be in the region of £131k.
- 6 The number of people seeking help from adult social care, the number who go on to receive support and the amount of support they receive have all increased as a result of the pandemic. Social care services were also required to respond swiftly and effectively to the pandemic in order to both protect vulnerable citizens and NHS capacity. In effect this mean that staff were reallocated from business as usual work to undertake tasks such as ensuring people could be discharged safely and quickly from hospital, establishing short term intensive community and residential support services for COVID-19 positive people, supplying and delivering PPE, supporting care providers, those in receipt of direct payments and establishing new virtual and mobile ways of supporting citizens whose usual sources of support were interrupted.
- 7 Lockdown has placed significant pressure on many families where children have special educational needs and we have seen a similar rise to many other Councils of requests for statutory assessment in this area. We have not seen a significant spike in demand for children's social care which other areas have seen and believe this is because we have had a steady and significant increase in demand for early help. We have however experienced the higher level of complexity in children's social care referrals that has been seen across the country.
- 8 The Council also experienced significant downturns in income as many income streams, particularly car parking, virtually shut down in the first quarter of the year.
- 9 To 30th September there has been a £2m shortfall in parking income. April and May saw virtually no income (down over 90%) as the City was in full lockdown. Income started to recover in June where income was 74% below budget and July where income was 40% below budget. August and September have been better with income only 20% below budget. Assuming these improved income levels continue through the remainder of this year this will result in a total shortfall of £2.8m. In addition there is a forecast shortfall on PCN income of £380k. It should be noted that the increases in

parking charges agreed at the budget in February were not implemented, following an urgent decision which has also impacted total income. There have also been a number of parking incentives to support local businesses including free parking through RingGo app and reductions in Minster Badge charges agreed over the remainder of the year.

- 10 There is a forecast shortfall in income on commercial waste of £689k. During the lockdown a large number of the service's customers were not trading and therefore were not charged. The service is currently working with its customers to determine the level of service and charges going forward through the remainder of the year. If restrictions tighten further the forecast shortfall in income may worsen.
- 11 Whilst planning applications have continued into the council since April there has been a reduction in schemes and value of c 50% since that date. It is anticipated that levels will increase as the economy rebounds however an estimate of c66% of budget to the end of the year is currently anticipated.
- 12 Rent invoices in respect of commercial property are now sent on the normal timetable following a deferral for quarter 1 bills. Since that time officers in the Asset and Property Management Team have been working with tenants to agree revised payment plans in order that the council can continue to collect its revenue and the tenants can be supported in difficult trading circumstances. To date these conversations have been very successful and the majority of rents are being paid and still assumed to be collected. It is likely, however, that some businesses going forward may not be able to continue to trade and an assessment of the shortfall totalling £0.5m is currently estimated.
- 13 The pandemic has not only resulted in shortfalls in income across those outlined above but also a large number of other income budgets including the Mansion House and Registrars (due directly to the lockdown) licencing (where there was a fee holiday), bereavement services (where the charges were reduced) building control (when construction activity was on hold), land charges (when the housing market was on hold), green bin subscriptions (as the service was suspended). There are also shortfalls across Public Transport Fees (Park and Ride) and Network Management. Given the continued uncertainty and the potential for further restrictions, it remains difficult to have significant confidence in these estimates

and they are being closely monitored and updated on a monthly basis.

Children, Education & Communities

- 14 A net overspend of £2.5m is forecast primarily due to children's social care.
- 15 The placements budgets are predicted to overspend by a total of £3,025k in 2020/21. This includes variances of £692k on Fostering (including Independent Fostering Agencies), £461k on adoption and other allowances and £1,128k on Out of City Placements. The fostering projection is based on all local foster carer positions being filled, so where a child reaches 18 or a foster placement ends, then it is assumed that this is filled. The IFA and Out of City Placement projections have taken account of the placements expected to end in 2020/21, with a further reduction expected in 2021/22.
- 16 The number of Looked After Children in York has increased significantly in the past 12 months. The Looked After Children population had been stable for a number of years, in the range 190-210 at any one time (this was significantly below statistical neighbour and national average) On appointment the new Directorate Management Team identified unsafe drift and delay for some children in the system. This was subsequently identified by Ofsted and corrective action has led to significant recalibration in the system. For example in October 2018 there were only 4 individual children in care proceedings. As at the end of September 2020 there were 55 sets of proceedings on 93 individual children in place. Whilst the recalibration of the system has led to an increase of children in care, children are safer as a result and work now is being done to safely reduce numbers to acceptable levels. We have recently had an external review of our multi agency safeguarding hub (the front door to children's social care services) which has confirmed that decision making and thresholds are now appropriate.
- 17 At the time of this monitor the Children & Young People in Care (CYPIC) number is 285 and within the next 3 years 24.8% of these will leave local authority care. A Reducing Service Costs Board has been established in Specialist Services chaired by the Assistant Director which will review arrangements to reduce CYPIC numbers safely, the effectiveness and impact of the Edge of Care Service, current Family Group Conference activity and progress on foster care recruitment. In addition a Strategic Overview of Permanence

Group has been established, chaired by the Assistant Director to monitor the new Permanence Strategy through tight oversight of children with a plan of permanence and ensuring rigorous use of trackers in order to prevent delay and manage demand in the system.

- 18 A Track and Challenge exercise is also being undertaken on all young people in high cost residential placements which will also ensure education and health costs contributions where applicable are met. A Pathway for funding will be set up to include Health and Continuing Care funding. Children in residential are also being reviewed and those who need to be assessed with a view to returning nearer to York or 52 week placements in residential school to reduce to 38 are assessed.
- 19 Safeguarding Interventions are predicted to overspend by approximately £1,139k, mainly due to increases in the Court and Child Protection Teams who are dealing with the increase in cases. Legal fees are predicted to overspend by approximately £220k. Children protection numbers, following a recalibration spike, have now returned to national average levels.
- 20 Staffing budgets with Children's Social Work Services are also predicted to overspend by approximately £269k. This is mainly due to temporary staffing across the service, which the directorate has worked hard to eliminate with permanent appointments. Use of agency staff is at a last resort. This could be for example to back fill maternity leave however managers must evidence that they have attempted to backfill with fixed term contract in advance of any agency staff being agreed. A revised structure which reduced the need for agency costs had been agreed just before lock down but has not been able to be taken forward during the initial phase of the pandemic. This is now being re activated.
- 21 Home to School Transport budgets are currently projected to overspend, although, due to the complications and uncertainties created by the requirements for school transport and social distancing from September, it is extremely difficult to estimate the size of the overspend at this stage. Discussions are currently ongoing with schools and bus and taxi companies about potential arrangements and costs. This issue is common to all LAs with Home to School Transport responsibilities, and the Government has recognised this with the announcement of a grant to assist in funding

these additional costs. City of York Councils allocation of this grant is £119k and we are committed to not spend beyond this.

- 22 In addition to the effects of Covid-19, the Home to School Transport budget was already in a historic overspend position of approximately £200k. The savings targets for the SEN element of home to school transport have not been achieved because of a growth in the number of pupils/students requiring transport and the specialist requirements of that transport. The main increase in numbers have been at post 16/19 where because of the city now being able to provide more specialist education provision for this group of students more locally, subsequently we have had to provide more transport to the likes of York College, Askham Bryan, Choose 2 and Blueberry Academy. The changes in legislation to allow Education, Health and Care Plans (EHCPs) to ages 19-25, resulting in significantly more students accessing this option, has significantly increased our transport spend accordingly. At this stage an estimate of a £200k overspend has been included in the directorate projection, reflecting the effects of the historic overspend, although this is subject to change as guidelines alter.
- 23 The DSG budgets within Education and Skills are predicted to overspend by £1,876k, mainly due to the high number of Out of Authority placements, which is partially responsible for the deficit position on the DSG.
- 24 The DSG position at 1st April 2020 was a deficit of £4.865m. Current predictions on High Needs and Central Services Block expenditure indicate that this deficit could grow to £10m by the end of this financial year, due to the continuing increase in High Needs numbers, and increasing complexity, requiring expensive provision. The main pressures are in Post 16 and Post 19 provision and the Out of Authority placements highlighted above. We are developing a DSG recovery plan which will provide options to bring this back to a balanced budget over the next 3 years. We are also part of national lobbying for the SEND review to move forward to address the funding gaps in this area which are experienced across the country.
- 25 A number of other more minor variations make up the overall directorate position.
- 26 The service is working on a detailed, costed mitigation plan that will include ways to improve controls over expenditure, identify efficiencies across the directorate and benchmarking with other

Councils to ensure best value is being achieved across all areas. Work is also underway to manage and understand demand so that early support can be put in place along with improved commissioning to ensure all activity is needs led and evidence based. We are also considering options to deliver services in a different way either through new brokerage arrangements or sharing services on a wider footprint.

Economy & Place

- 27 The Directorate is currently forecasting a small overspend that does not relate to additional costs or lost income relating to COVID-19. At this time in the year it is anticipated that these pressures are managed within the overall directorate budget. This can be achieved through a review of staff charged through to other programmes, review of the waste reserve and challenging service managers over ways to reduce expenditure.

Customer & Corporate Services

- 28 Overall the directorate is expected to outturn within budget. There are a number of minor variations being managed and work will continue to try and identify additional savings to help the overall position.

Health, Housing & Adult Social Care

- 29 A net over spend of £2,831k is forecast for the directorate, mainly due to pressures within Adult Social Care. The majority of the overspend relates to the continuation of existing 2019/20 pressures that have been previously reported.
- 30 Permanent residential care is forecast to overspend by £315k based on current customer numbers. This is mainly due to the average cost of working age Physical & Sensory Impairment placements being around £13k higher than was planned for in the budget. The policy of using short term placements to support people to return home has resulted in fewer admission to residential care and nursing. Older People residential care is currently projected to be on budget having overspent in 2019/20 due to a reduction in the number of residential customer care packages over the first quarter of 2020/21. Permanent nursing care is forecast by underspend by £471k based on current customer numbers. We are actively working with health

colleagues to ensure we have effective brokerage, commissioning, review and market management in these areas.

- 31 However, in addition to the above there are a number of customers in residential and nursing placements which are currently being paid for by Heath under the COVID-19 regulations. The current assumption is that responsibility for these customers will transfer to the Council from 1st October, which is projected to increase the net cost of residential and nursing placements by around £1,362k by the end of the year. We are considering models of review which have been effectively used in other areas to manage these costs more effectively.
- 32 Home care is projected to overspend by £1,236k mainly due to the weekly number of hours for homecare contracts being more than was assumed when the budget was set. There have been a number of new customers needing home care packages either due to their carer being unable to provide care because of Covid or as a result of the customer's condition deteriorating during lockdown. Systems are in place to track and code these increases due to covid separately, reclaiming costs from the national NHSE funding stream. This area of work is also linked into the review work identified above.
- 33 There are a number of workstreams in place to reduce the long term impact on the home care budget including improving the capacity of the reablement service, introducing short term rapid response support for covid positive people, an improved approach to reviewing peoples care to make the best use of non-council resources and additional work to draw in NHS income.
- 34 Physical and Sensory Impairment Supported Living schemes are forecast to overspend by £647k due to there currently being five more customers in schemes than assumed in the budget, and in addition the net cost is £10k per annum higher than budgeted for. This is offset by a projected underspend of £294k in direct payments.
- 35 Learning disability residential budgets are forecast to overspend by £991k. The numbers placed are in line with budget, however the net cost per placement is currently £15k more than budget. This is partially due to ongoing issues of customers no longer qualifying for 100% continuing health care (CHC) funding and responsibility passing across from Health to ASC. This involves small numbers of people with very high costs. In response to this the council has employed and trained specialist CHC workers and established a

project to work on these highest costing care packages. Joint work is underway with the NHS to adopt a better joint approach to gain better value from the market and also to review existing care pathways in this area to ensure the most effective demand management is in place.

- 36 Supported Living for Learning Disability customers is forecast to overspend by £282k. This is due to having 8 more customers than in the budget, and also the average amount of CHC funding per customer is £7k less than was assumed when the budget was set.
- 37 Direct Payments for LD customers is forecast to overspend by £523k as the average direct payment per customer is around £3.4k more than in the budget. A number of these are under review as part of the high cost packages and review work
- 38 Mental Health budgets are forecast to overspend by £1,130k, predominantly due to an increase in the number of residential care placements needed. The mental health accommodation programme is on track to deliver lower cost local alternative provision.
- 39 Be Independent is currently projected to overspend by £182k. The financial position of the service has been recovered significantly since being transferred back to the Council, but there is still work to be done in order to balance the budget.
- 40 There is a projected overspend of £350k on Haxby Hall. Transfer of the service to an external provider has been delayed due to COVID-19 and there is a substantial overspend on staffing due to the use of Work with York and external agency staff to cover staff vacancies pending the transfer going ahead. In addition income is down due to there being a reduced number of customers currently being placed in the home.
- 41 Due to the pandemic Yorkcraft is currently projected to overspend by £175k. This is due to a £62k saving from review of the service which is not likely to be achieved in 2020/21, together with an underachievement of income on external contracts and office collections due to the Covid pandemic.
- 42 The service is working on a detailed, costed mitigation plan. This will include a continuation of the Home First principle to reduce the numbers of people needing long term residential care, continued implementation of the operating model for social care along with a review of the Better Care Fund commitments and use of health

funding where appropriate. The service is also reviewing care pathways, the robustness of commissioning and market management processes and both services and care package review systems.

- 43 Mitigation work is being focussed on reducing admissions to care, reducing the hospital length of stay and improving reablement potential. Further work is ongoing to improve business processes and upskilling frontline teams in strengths based conversations along with improving the efficiency of placements in Independent Living Schemes, improved access to information and advice, and maximising the uptake of community capacity to tackle isolation and improve resilience. We are working with regional colleagues to undertake a peer review of our services to ensure we have effective demand management pathways in place, market management and brokerage and commissioning processes. This will report in January.

Housing Revenue Account

- 44 The Housing Revenue Account budget for 2019/20 is a net cost of £286k. Overall, the account continues to be financially strong and is forecasting a net overspend of £70k.
- 45 Repairs & Maintenance is currently forecasting a nil variance for 20/21. All non-urgent repairs were suspended for the entirety of Q1 in response to COVID-19 and void works were reduced. All of the work streams have now recommenced and it is evident through increased call volumes, demand for voids work, and heating and electrical repairs that a notable backlog has built up. As this build-up of work is dealt with and we move in to the higher demand winter period, it is forecast that the full repairs budget will be spent.
- 46 There are a number of staffing vacancies that are forecast to save £205k. This is offset by the increasing costs of the independent external advice for the James House project which are now forecasted to be £120k above the budget, resulting in a net underspend of £85k.
- 47 Rent arrears have increased by c£60k per month in quarter 1 against a forecast of £30k per month. The new financial assistance scheme will provide financial support and assistance to HRA tenants with their rent arrears.

- 48 There is a forecast shortfall relating to rents of £251k. The opening of James House was delayed by 10 weeks at the start of the year and Lincoln Court is expected to have a small delay of around 8 weeks, however the majority of the shortfall in income relates to voids. The average void days have increased by 11 days compared to the same period last year, this is due to the lack of moves during lockdown and the slower turnaround of the properties due to works being completed in line with social measures. All teams across Housing are working together to improve the re-let of the properties.
- 49 Due to the delay in the courts re-opening, legal recharges are forecast to be extremely reduced by c£84k, with other small underspends of £7k, the overall under achievement of income in this area is forecasted to be in the region of £89k.
- 50 The interest receivable on the HRA credit balances is forecast to be higher than the budget this year due to the holding of large balances pending the large scale investment in to new council house building, as such an over achievement of income of £200k is projected at quarter 2.
- 51 As previously reported the HRA will not receive any financial assistance from the government relating to the pandemic and as such the underspend from 2019/20 of £539k was set aside to fund COVID-19 and other pressures.
- 52 The working balance position at 31 March 2020 was £26.4m. The projected outturn position means the working balance will increase to £27.08m at 31 March 2021. This compares to the balance forecast within the latest business plan of £25.58m.
- 53 The working balance is increasing in order to start repaying the £121.5m debt that the HRA incurred as part of self-financing in 2012. The current business plan assumes that reserves are set aside to enable to the debt to be repaid over the period 2023/24 to 2042/43

Corporate Budgets

- 54 These budgets include Treasury Management and other corporately held funds. It is anticipated that overall a £900k underspend will be achieved, predominantly as a result of reviewing capital financing assumptions.

This page is intentionally left blank

Annex 2 – Performance – Council Plan Outcomes

- 1 It is likely that due to impacts of COVID, a number of the indicators will see a significant change both in terms of their numbers and their direction of travel in future reporting periods. The majority of the performance measures within the Council Plan have a lag between the data being available, and the current reporting period and therefore impacts will not be immediately seen, and may occur over several years as new data becomes available.
- 2 Within the updates on the Council Plan indicators, are a number of indicators which show the status of economic, community or corporate recovery since the start of the pandemic.

Well paid jobs and an inclusive economy

Well paid jobs and an inclusive economy						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Business Rates - Rateable Value	£256,240,236 (Q1 2020/21)	£255,622,846 (Q2 2020/21)	➡	Quarterly	Not available	Q3 2020/21 data available in January 2021
Median earnings of residents - Gross Weekly Pay (£)	£512.90 (2018/19)	£574.60 (2019/20)	➡	Annual	National Data 2019/20: £587 Regional Data 2019/20: £539.8	2020/21 data available in November 2020
% of working age population qualified - to at least L2 and above	83.20% (2018/19)	83% (2019/20)	➡	Annual	National Data 2019/20: 75.60%	2020/21 data available in December 2020
% of working age population qualified - to at least L4 and above	47.90% (2018/19)	49.10% (2019/20)	➡	Annual	National Data 2019/20: 40.30% Regional Data 2019/20: 34.20%	2020/21 data available in December 2020
GVA per head (£)	25,130 (2017/18)	30,258 (2018/19)	↑ Good	Annual	Regional Rank 2018/19: 2	2019/20 data available in December 2020
% of vacant city centre shops (compared to other cities)	7.33% (Q1 2020/21)	8.28% (Q2 2020/21)	↑ Bad	Monthly	National Data 2019/20 Q1 11.7%	Q3 2020/21 data available in January 2021
% of working age population in employment (16-64)	80% (Q4 2019/20)	80.10% (Q1 2020/21)	➡	Quarterly	National Data Q1 2020/21 76.20%	Q2 2020/21 data available in January 2021

The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly.
All historic data is available via the Open Data Platform

Business Rates

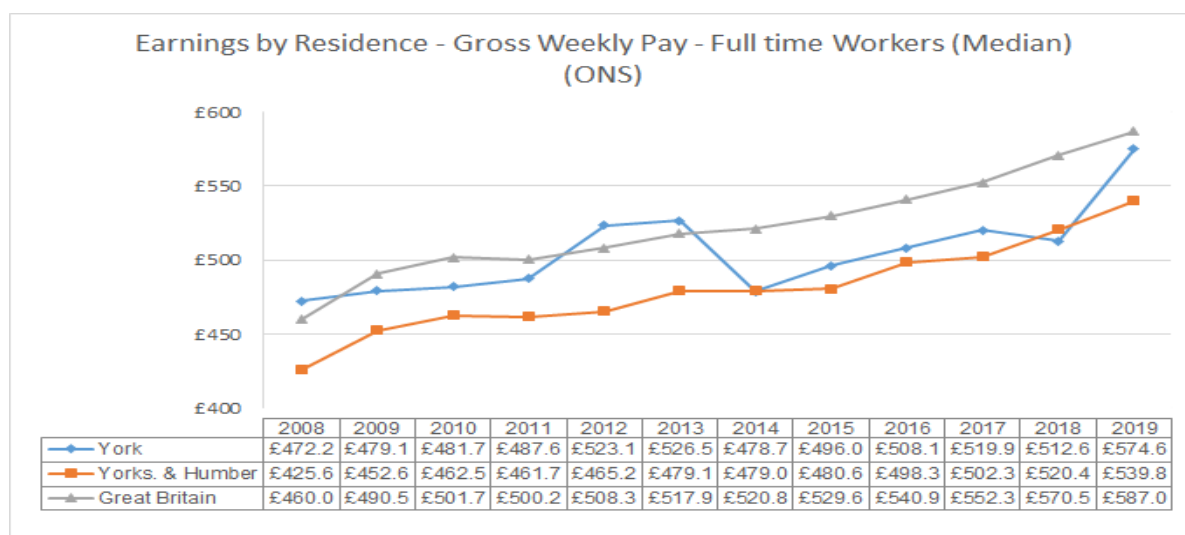
- 3 During March 2020, the Government was aware of the impending impact of COVID-19 on businesses and sought to mitigate the impact through a mix of grants and business rate reliefs at a local level including business rates discount of 100% for qualifying retail businesses. The grants scheme is now closed (28th August) and although reliefs have been applied to qualifying businesses, this scheme has not officially been closed. There were 1,771 businesses with a rateable value under £51,000 who received the discount, 657 businesses with a rateable value over £51,000 and 38 nursery discounts. The total value of the awards was over £70.2 million.
- 4 In addition, 2,205 small business grants totalling over £22 million, 1,386 Retail, Hospitality and Leisure Grants totalling over £25 million and 670

applications for the enhanced micro grant scheme totalling over £2.2 million have also been paid to qualifying businesses. City of York Council were the 12th fastest authority in distributing business grants to those who needed it most during COVID-19, and were quick to respond to support the shielded and vulnerable, recruiting volunteers and organising community hubs.

- 5 The 2020-21 collection rate for Council Tax up to the end of September 2020 was 54% (1.85% below the target collection rate and 1.34% below the collection rate at the same point in 2019-20).

Median earnings of residents – Gross weekly pay

- 6 In April 2019, the estimated median gross weekly earnings for full-time resident employees in York were £574.60, which is an increase of 12% from £512.60 in 2018. In recent years, the increase in earnings has been fastest among the lowest paid occupations. However, taking inflation into account, real pay is still some way below its historic level. Nationally the increase was 2.9% and regionally, 3.4% over the same period. Data for 2020/21 will be available in November 2020.



% of working age population qualified – to at least L2 and above

- 7 In 2019-20, 83% of the working age population in York were qualified to at least L2 and above (GCSE grades 9-4), which is higher than the national and regional figures (75.6% and 72.5% respectively). This result ranks the city of York third regionally. The 2019-20 figure has remained stable compared to 2018-19 (83.2%). York performs in the top quartile compared to other Unitary authorities and is ranked 4 out of 56 Unitary LAs. Data for 2020/21 will be available in December 2020.

% of working age population qualified – to at least L4 and above

- 8 In 2019-20, 49.1% of the working age population in York were qualified to at least L4 and above (certificate of higher education or equivalent), which is higher than the national and regional figures (40.3% and 34.2% respectively). This result ranks the city of York first regionally. The 2019-

20 figure is an increase from 2018-19 (47.9%). York performs in the top quartile compared to other Unitary authorities and is ranked 5 out of 56 Unitary LAs. Data for 2020/21 will be available in December 2020.

GVA (Gross Value Added) per head (£)

- 9 In 2018-9 (the latest available data), the GVA per head in York was £30,258 which was the second highest figure regionally. Apart from a slight dip in 2015-16, the GVA per head has been increasing annually since 2009-10 where it was £25,976 per head. Data for 2019-20 will be available in December 2020. Based on predicted economic trends nationally, it is expected that there will be a negative impact on GVA values in future years.

% of vacant city centre shops compared to other cities

- 10 At the end of Q2 2020-21, there were 53 vacant shops in the city centre, which is an increase from 43 at the same point in 2019-20. The number of vacant shops equates to 8.28% of all city centre shops, which is lower than the national benchmark in Q1 2019-20 of 11.7%. The York figure has not fluctuated a great deal in the past 10 years, with a high of 9.2% in 2016-17 and the national benchmark figure has remained stable too, with a high of 12.3% in 2013-14. This measure will continue to be monitored along with a number of new measures looking at vacancy rates within secondary shopping centres to broaden the economic picture of the city. These will include Clifton Moor, Monks Cross, Haxby Village and Acomb High Street.

- 11 In the financial year up to the end of August 2020, there were 287 new business start-ups in the City of York Council area. The figures are seeing signs of recovery but are still lower than at the same point during 2019-20 (412).

% of working age population in employment (16-64)

- 12 In Q1 2020-21 (the latest available data), 80.10% of the working age population were in employment, which is higher than the national and regional figures (76.2% and 74.6% respectively). The York performance gives the city a ranking of first regionally and represents a continued yearly upward trend.
- 13 At the end of September 2020, there were 12,972 people in York receiving Universal Credit, of which, at the end of August 2020, 7,113 were not in employment. These figures are considerably higher than the same period in 2019-20 (5,743 and 3,242).

Getting around sustainably

Getting around sustainably						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
P&R Passenger Journeys - (YTD)	4.24m (2018/19)	3.98m (2019/20)	➡	Annual	Not available	2020/21 data available in July 2021
Local bus passenger journeys originating in the authority area (excluding P&R) - (YTD)	12m (2018/19)	11.6m (2019/20)	➡	Annual	Not available	2020/21 data available in July 2021
% of road and pathway network that are grade 4 (poor) or grade 5 (very poor) - roadways	23.00% (2018/19)	20.00% (2019/20)	⬇ Good	Annual	Not available	2020/21 data available in November 2020
% of road and pathway network that are grade 4 (poor) or grade 5 (very poor) - pathways	3.00% (2018/19)	3.00% (2019/20)	➡	Annual	Not available	2020/21 data available in November 2020
Area Wide Traffic Levels (07:00 -19:00) (Excluding A64) from 2009/10 baseline (2.07m)	2.17m (2017/18)	2.15m (Prov) (2018/19)	➡	Annual	Not available	2019/20 data available at the end of Nov 2020
Index of cycling activity (12 hour) from 2009 Baseline (31,587)	116.00% (2017)	120.00% (2018)	➡	Annual	Not available	2019 data available at the end of Nov 2020
Index of pedestrians walking to and from the City Centre (12 hour in and out combined) from 2009/10 Baseline (37,278)	110.00% (2017/18)	126.00% (2018/19)	➡	Annual	Not available	2019/20 data available at the end of Nov 2020
% of customers arriving at York Station by sustainable modes of transport (cycling, walking, taxi or bus - excluding cars, Lift, Motorcycle, Train)	71.00% (2017)	73.00% (2018)	➡	Annual	Not available	2019 data available at the end of Nov 2020

The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly.
All historic data is available via the Open Data Platform

P&R Passenger Journeys

- 14 In 2019-20, there were a total of 3.98 million Park and Ride passenger journeys into and out of the city. This is lower than in 2018-19 (4.24m) and the lowest in the previous seven years (with a high of 4.61m in 2015-16). Due to the global COVID-19 pandemic, lower numbers than normal were seen during March 2020, which partly explains the decrease since 2018-19.

Local bus passenger journeys

- 15 In 2019-20, 11.6 million local bus passenger journeys originated in the local authority area. This is slightly lower than the number of journeys in 2018-19 (12m) but overall, there has been a steady increase over the previous seven years (from 9.7m in 2012/13).

% of ROAD and pathway network that are grade 4 (poor condition) or grade 5 (very poor condition) - Roadways / Pathways

- 16 In 2019-20, 20% of the road network was classed as in poor or very poor condition. This is a slight decrease from 2018-19 and 2017-18 (23% and 24% respectively) and reflects the investment in the highways maintenance programmes in the last few years. In 2019-20, 3% of the pathway network was classed as in poor or very poor condition. This remains relatively low compared with previous years, with the highest being 6% in 2015-16. Data for 2020/21 will be available in November 2020.

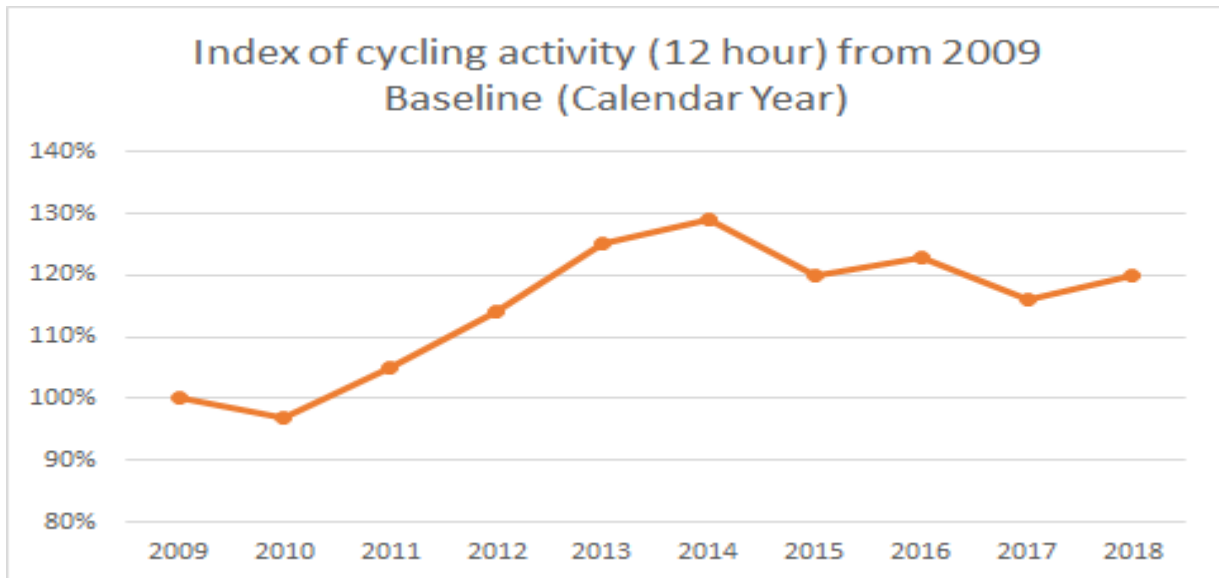
Area Wide Traffic Levels (07:00 -19:00) (Excluding A64)

- 17 Between 2011-12 and 2016-17, the number of vehicles on the city's roads increased year on year to a high of 2.2 million. Since then the numbers have slowly decreased to a provisional figure of 2.15 million in 2018-19.

This slight decrease in numbers is set against a backdrop of a city with an increasing population. Data for 2019-20 will be available in November 2020.

Index of cycling activity (12 hour) / % of residents actively cycling and national comparisons

- 18 From a baseline in 2009 (31,587), there has been a 20% increase in cycling activity in 2018. The highest level seen since the baseline was established was in 2014 where there was a 29% increase above the baseline. Data for 2019 will be available in November 2020.



- 19 Statistics about walking and cycling in England in 2019 were published during August 2020. The data is based on two main sources, The National Travel Survey and the Active Lives Survey. The picture for York residents is a positive one with a higher than average proportion engaging in both walking and cycling (the percentage of adults in York who walk or cycle five times per week (50%) is higher than regional and national averages (34.1% and 35.8%).

- 20 Community mobility data has been available regularly from Google since the start of the pandemic to track how visits to places such as shops and transit stations are changing. The data reflects significant changes to the activity of the residents living and working in the city compared to a baseline taken in January. At the end of September 2020, there had been a 20% reduction in retail and recreation activity, 13% reduction in grocery and pharmacy activity, and a 42% reduction in the use of Public Transport.

Index of pedestrians walking to and from the City Centre (12 hour in and out combined)

- 21 From a baseline in 2009-10 (37,278), there has been a 26% increase in the number of pedestrians walking to and from the city centre in 2018-19. This is 16% higher than in 2017-18. This is the highest increase seen since the baseline was established. Data is gathered on an annual basis over the course of one day; it is a count of pedestrians crossing an inner cordon set just beyond the inner ring road and includes off-road routes

such as riverside paths. Data for 2019-20 will be available in November 2020.

% of customers arriving at York Station by sustainable modes of transport (cycling, walking, taxi or bus – excluding cars, lift, motorcycle or train)

- 22 In 2018, 73% of customers arrived at York station by sustainable modes of transport which is an increase from 71% in 2017 but lower than 75% in 2016. The data is gathered by an annual survey which takes place for a five- hour period in seven locations around the station. Members of the public are asked how they arrive at the station and the results are flow weighted to take into account the split of people arriving at each entrance. Data for 2019 will be available in November 2020.

Good Health and Wellbeing

Good Health and Wellbeing						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Proportion of adults in contact with secondary mental health services living independently, with or without support	79.00% (Q4 2019/20)	72.00% (Q1 2020/21)	➡	Quarterly	National Data 2018/19 58.00%	Q2 2020/21 data available in December 2020
Delayed transfers of care from hospital which are attributable to adult social care, per 100,000 population (YTD Average)	5.0 (Q3 2019/20)	5.0 (Feb 2020)	➡	Quarterly	National Data 2018/19 3.1	Data collection for March onwards has been suspended due to COVID-19
Overall satisfaction of people who use services with their care and support	62.90% (2017/18)	63.80% (2018/19)	➡	Annual	National Data 2018/19 64.30%	2019/20 data available in December 2020
% of reception year children recorded as being obese (single year)	9.28% (2017/18)	9.50% (2018/19)	⬆ Bad	Annual	National Data 2018/19 9.50%	Due to COVID-19 the format of the 2019/20 publication is not yet known
Slope index of inequality in life expectancy at birth - Female - (Three year period)	5.2 (2017/18)	6.2 (2018/19)	⬆ Bad	Annual	Regional Rank 2018/19: 3	2019/20 data available in Feb 2021
Slope index of inequality in life expectancy at birth - Male - (Three year period)	8.9 (2017/18)	8.4 (2018/19)	➡	Annual	Regional Rank 2018/19: 3	2019/20 data available in Feb 2021
% of adults (aged 16+) that are physically active (150+ moderate intensity equivalent minutes per week, excl. gardening)	74.90% (2018/19)	72.77% (Q2 2019/20)	➡	Annual	National Data Q2 2019/20 63.27	Q4 2019/20 data available in November 2020

The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly.
All historic data is available via the Open Data Platform

- 23 There has been an increasing demand for adult social care in 2020-21, partly caused by the COVID-19 pandemic. Our Customer Contact Workers record the number of contacts received to ASC, whether made by email, telephone or other methods. During 2020-21 Q2, they received 4,810 contacts, which is an increase of 63% on the number received during 2019-20 Q2 (2,960). Around 30% on contacts each month are resolved using Information, Advice and Guidance (IAG).
- 24 There has been a notable fall throughout 2020-21 in the number of individuals in residential/nursing care placements, mainly due to the Covid crisis. At the end of 2020-21 Q2, this number was 558, compared to 666 at the same point in the previous year. CYC have been relatively successful in ensuring that the number of new admissions to residential/nursing care have been low, partly because of the policy that

people should no longer be placed in residential/nursing care directly following hospital discharge.

- 25 The COVID-19 pandemic, particularly since the peak of the “first wave” in May, has led to an increasing demand for home care services. At the end of 2020-21 Q2 there were 758 people in receipt of a home care service; this is 7% higher than the corresponding figure at the end of 2019-20 Q2 (710), but this number had fallen in the second half of 2019-20 before beginning to rise substantially in this financial year. The numbers receiving reablement varies considerably from month to month, with the number at the end of 2020-21 Q2 (105) representing a 27% decrease on the number a year earlier (143). However, this, itself is 40% higher than the number reported in July 2020 (75).

Proportion of adults in contact with secondary mental health services living independently

- 26 The percentage of all adults in contact with secondary mental health services living independently, with or without support, remains high, with, at the end of July 2020, 67% of them doing so. Based on the 2018-19 results, York is the 8th best performing LA in the country with a performance of 84%, compared with 59% in all unitary authorities and 63% in its statistical neighbour group.
- 27 At the end of July 2020, 17% of all clients in contact with secondary mental health services were in employment – a figure that has consistently been above the regional and national averages. Based on the 2018-19 results, York is the 2nd best performing LA in the country with a performance of 22%, compared with 10% in all unitary authorities and 11% in its statistical neighbour group.

Delayed Transfers of Care (DToC) from hospital which are attributable to adult social care, per 100,000 population

- 28 There had been a downward trend in the number of days that patients are delayed leaving hospital that are “attributable to adult social care”. In the 12 months to the end of February 2020, which is the latest period for which information has been published by NHS England, there were on average eight beds per day occupied by people subject to delayed transfers of care attributable to CYC’s adult social care. This is lower than in the previous 12-month period (11 beds occupied per day on average). However, reporting on DToC has been stopped since February due to the COVID-19 pandemic and at the time of writing no decision has been made as to whether or not DToC reporting will resume.

Overall satisfaction of people who use services with their care and support

- 29 The latest (2019-20) Adult Social Care User Survey showed that 68% of those who responded stated that they were “extremely” or “very” satisfied with the care and support they received. This is an improvement from 2018-19, where 64% gave one of these answers. These results are

provisional until NHS Digital publish Survey outcomes for all LAs in December, but it is expected that York will be above regional and national averages for this measure.

% of reception year children recorded as being obese (single year)

- 30 There was an above average participation rate in the National Child Measurement Programme (NCMP) in York during 2018-19: 97% of reception children and 98% of Year 6 children were measured, compared with 95% of reception children and 95% of Year 6 children nationally. The 2018-19 NCMP found that 9.5% of reception children in York were obese, which is not significantly different from the England average (9.7%), although the York figure has risen slightly from the 2017-18 level (9.3%). Of Year 6 children in York, 15.1% were found to be obese in 2018-19, which is significantly lower than the England average (20.1%) and represents a decrease of 2.3 percentage points from the 2017-18 level. There is a wide variation in obesity rates at ward level, and there is a strong correlation between obesity and deprivation at ward level.
- 31 The NCMP programme for 2019-20 was discontinued due to the COVID-19 pandemic. At the point the programme stopped the coverage was 38% for year 6 pupils and 57.2% for reception. Whilst some partial data is available for 2019-20, a robust update on child obesity in York may not be available until the end of the 2020-21 measurement year.

Healthy Life expectancy at birth – Female/Male (slope index of inequality)

- 32 Average Life Expectancy and Healthy Life Expectancy for males in York (80.1 years and 65.5 years) is above the England average (79.6 years and 63.4 years). Average Life Expectancy and Healthy Life Expectancy for females in York (83.4 years and 65.3 years) is also above the England average (83.2 years and 63.9 years). For males and females, the average life expectancy is comfortably within the top half of unitary authorities who share a similar population size.
- 33 The inequality in life expectancy for men in York is 8.4 years. This means there is around an 8-year difference in life expectancy between men living in the most and least deprived areas of the City. This inequality for men has improved (fallen) in the most recent measurement period (2016-18) after three successive increases in previous periods. The inequality in life expectancy for women in York is 6.2 years. This means there is around a 6-year difference in life expectancy between women living in the most and least deprived areas of the City. This inequality for women has worsened (risen) for two successive periods, there has been a fall in life expectancy for women living in the most deprived decile in York, and a rise for those living in the least deprived decile. However, York is still below the national average for men (9.5 years) and for women (7.5 years).

% of adults (aged 16+) that are physically active (150+ moderate intensity equivalent minutes per week, excluding gardening)

- 34 The latest data from the Adult Active Lives Survey for the period November 2018 to November 2019 was published in April 2020. In York, 511 people aged 16 and over took part in the survey, and they reported higher levels of physical activity, and lower levels of physical inactivity, compared with the national average. Positively:
- 72.8% of people in York did more than 150 minutes of physical activity per week compared with 63.3% nationally and 62.5% regionally. There has been no statistically different change to the York value from that 12 months earlier.
 - 17.3% of people in York did fewer than 30 minutes per week compared with 24.6% nationally and 25.6% regionally. There has been no statistically different change to the York value from that 12 months earlier.
- 35 The Active Lives survey also showed that 84.1% of adults aged over 16 in York took part in sport and physical activity at least twice in the previous 28 days. This is above the national (77.7%) and regional (76.7%) averages. Data covering the period of May 2019 to May 2020 will be published in November 2020 and will be reported on in the Q3 Monitor.

A Better Start for Children and Young People

A Better Start for Children and Young People						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Secondary school persistent absence rate (10% absence) (recorded over 6 terms) (relates to prev academic year to financial year shown)	15.50% (2017/18)	13.18% (2018/19)	➔	Annual	Not available	2019/20 data available in April 2021
Voice of the Child - Service Usage and Life Opportunities	Narrative	Narrative	N/A	Quarterly	Not available	Q2 2020/21 narrative available in October 2020
% of children who have achieved a Good Level of Development (GLD) at Foundation Stage - (Snapshot)	74.80% (2017/18)	75.60% (2018/19)	➔	Annual	National Data 2018/19 71.80%	Data for 2019/20 will not be released due to COVID19
Average Progress 8 score from KS2 to KS4	0.11 (2017/18)	0.22 (2018/19)	⬆ Good	Annual	National Data 2018/19 0.01	Data for 2019/20 will not be released due to COVID19
% of pupils achieving 9-4 or above in English & Maths at KS4 (C or above before 2016/17)	69.60% (2017/18)	73.60% (2018/19)	➔	Annual	National Data 2018/19 65.70%	Data for 2019/20 will not be released due to COVID19
%pt gap between disadvantaged pupils (eligible for FSM in the last 6 years, looked after and adopted from care) and their peers achieving 9-4 in English & Maths at KS4	33.20% (2017/18)	29.40% (2018/19)	➔	Annual	National Data 2018/19 27.00%	Data for 2019/20 will not be released due to COVID19
% of Year 12-13 (academic age 16-17) NEET who possess less than a L2 qualification - (Snapshot)	85.50% (Q1 2020/21)	90.50% (Q2 2020/21)	➔	Quarterly	Not available	Q3 2020/21 data available in January 2021

The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly.
All historic data is available via the Open Data Platform

- 36 The number of children in care has recently reduced but remains above the expected level for York. The increase in children in care has taken place over the course of the last year and is not directly attributed to the impact of COVID-19 at this time. The increase over the last 12 months

more reflects continued recalibration within the children's services system as progress is made to improve and strengthen practice. As improvement work continues we would expect a second recalibration where the number of children in care reduces.

- 37 The number of children subject to a child protection plan was consistently above regional, national and comparator data sets during 2019-20. This performance was attributed to recalibration within children's services as part of ongoing improvement work. From April to September 2020 the figures show the second phase of this recalibration with a reduction in children subject to a child protection plan.
- 38 The number of contacts to early help increased significantly throughout the initial lockdown phase in response to COVID-19. Although contacts to early help have since dropped from a peak in June, they remain above a pre-COVID benchmark. Work is progressing within the MASH and with the safeguarding partnership to ensure a city-wide and multi-agency response to the increased demand.
- 39 The number of referrals to children's social care dropped significantly during the initial phase of COVID-19 lockdown. This matched the experience seen nationally and regionally. In September, the number of referrals to children's social care was higher than the equivalent figure for 2019. Whilst the year-to-date figure for referrals is below the same time period for 2019, modelling from the DfE would suggest we should expect higher rates of referrals to continue in the coming months.

Voice of the Child

- 40 Advocacy casework for children and young people who are in care or leaving care, going through the child protection process or wanting to make a complaint, has continued to be provided throughout this period. During this quarter, the service has received 18 new advocacy referrals; 9 of which were in relation to children and young people in care, 7 in relation to care leavers, 1 in relation to a child on a child protection plan and 1 from a young person solely under the remit of making a complaint.
- 41 Participation opportunities for young people in care and care leavers have been delivered during this period on a remote basis as a result of the COVID-19 restrictions that have been in place. The Children in Care Council (Show Me That I Matter) and Care Leavers Forum (I Still Matter) have held six Zoom sessions, where they discussed various topics and were consulted on a number of different areas of work. These included the shaping of the Bright Futures Project, working with the Communications Team on a project looking at the design and development of communications from Children's Social Care, and attending a regional Yorkshire and Humber Children In Care Council

meeting. Activity has also included promoting Show Me That I Matter's new Relationships Project, the Children in Care Councils contribution to the National Change the Label campaign and the promotion of national consultation and participation opportunities with Coram Voice and Become. In addition to this, they have delivered a remote training session to the Social Work Academy and taken part in individual consultation via email and messenger to provide feedback on a specific CYC Communications campaign.

- 42 York Youth Council meetings have continued to be delivered during this period on a remote basis as a result of the COVID-19 restrictions. Meetings resumed in late September, after the summer break, and so activity will be somewhat limited for this quarter. Three formal Zoom meetings have taken place since the start of the autumn term and the sessions have been points of communication for ongoing projects as well as opportunities for future projects as York Youth Council has invited guests to facilitate consultations and get involved with projects. Our Member of Youth Parliament has met several times now with our local MP and the Director for Children Services to discuss ongoing campaigns and promote the upcoming UK's largest youth voice consultation, Make Your Mark 2020, which is co-ordinated by UK Youth Parliament.
- 43 The Quiz the Councillors Project is still an ongoing piece of work to encourage local democracy and engagement, by the means of a series of questions and answers to create Councillor Profiles to soon be displayed in schools and community spaces for young people to view. Representatives from York Youth Council have also taking part in a number of virtual, regional workshops, conferences and meetings, enabling them to communicate with different MPs from across the region about current issues, as well as other Youth Councils. York Youth Council are also working with North Yorkshire Police on their upcoming Knife Crime Campaign in response to the top issue raised by the most recent Make Your Mark results, and with the CYSCP on private adoption campaign. The UNICEF Rights Respecting Schools Award has been promoted and publicised by Youth Councillors within their schools and social media presence. Social media presence has grown with Youth Council also promoting the FFS campaign for COVID-19 regulations on the social media platforms Instagram and Twitter.
- 44 The impact of Covid-19 is far-reaching on the education sector. The cancellation of the May Pupil Census, Primary Key Stage Assessments and Secondary Key Stage exams means that reporting will look very different for the 2019/20 academic year, or will not be possible. The Department for Education (DfE) have not yet released full information on national reporting plans.

Secondary school persistent absence rate

- 45 The 2018/19 data shows that Secondary school persistent absence improved slightly to 13.2%, from 15.5% the previous year. Pupils who are disadvantaged and/or have special educational needs are more likely to have higher levels of persistent absence than their peers. Work taking place to develop curriculum pathways is designed to address this issue. York's persistent absence rate is ranked 24 out of 152 nationally, where 1 represents the best performing LA and 152 the worst.
- 46 The May 2020 pupil census was cancelled by the Department for Education due to Covid-19. No guidance has been released on how attendance data will be presented for the period that the majority of pupils have been unable to attend school. This will have an impact on reporting of the secondary school persistent absence rate, which may not be available for 2019/20.

% of children who have achieved a Good level of Development (GLD) at Foundation Stage

- 47 75.6% of York's 5 year olds achieved a Good Level of Development in 2018-19. This performance represents continuing improvement on already good performance in this area, as well as exceeding the national average (71.8%). This is in part due to the improving outcomes for both disadvantaged and SEN support pupils. York is ranked 19th best performing LA out of 151 nationally, and is above the family average.
- 48 There will be no data available for 2019-20 as the tests were cancelled due to the pandemic.

Education Progression (Average Progress 8 score from KS2 to KS4) and GCSE Results (% of pupils achieving 9-4 in English and Maths at KS4)

- 49 Progress 8 is a measure of the progress made by pupils between Key Stage 2 and Key Stage 4. A positive score represents progress above the average for all pupils and a negative score progress below the average for all pupils.
- 50 In 2018-19, the average Progress 8 score for Year 11 pupils was +0.22, which was an improvement on the already excellent performance in 2017-18. For the third year, York is in the top quartile for all Local Authorities for Progress 8.
- 51 73.6% of York's 16 year olds leaving secondary school in summer 2019 achieved a standard grade (9-4) in both English and Maths. This is an improvement on the previous year (69.6%) and above the national average (65.7%).
- 52 The Department for Education are not planning on releasing data for 2019-20 due to the way in which Key Stage 4 results were calculated due to Covid-19.

% point gap between disadvantaged pupils (eligible for FSM in the last 6 years, looked after and adopted from care) and their peers achieving 9-4 in English and Maths at KS4

53 The KS4 landscape is particularly complicated in 2020 due to Covid-19. In 2020, all GCSE, AS and A level exams were cancelled and replaced by a combination of teacher assessment, mock exam results, course work and a standardised calculation. DfE are not planning on releasing data for 2019/20 due to the way in which Key Stage 4 results were calculated due to Covid-19.

54 Reducing the attainment gap between disadvantaged pupils and their peers is a key priority in all phases of education across 0-19 years. In 2019, the attainment gap narrowed slightly to 29.4%, against the national average of 27%.

% of 16-17 year olds who are NEET who do not have a L2 qualification

55 The proportion of 16-17 year olds in York who are NEET remains at a similar level to historical trends and there is a correlation with disadvantage, with the majority of young people that are NEET being from the wards with the highest levels of deprivation. At the end of September 2020, 90.5% of young people who were NEET did not have a Level 2 qualification.

A Greener and Cleaner City

A Greener and Cleaner City						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Percentage of household waste sent for reuse, recycling or composting	35.16% (Prov) (Q4 2019/20)	45.60% (Prov) (Q1 2020/21)	➔	Quarterly	National Data 2018/19 35.10%	Q2 2020/21 data available in January 2021
Residual household waste per household (kg/household)	128kg (Prov) (Q4 2019/20)	123kg (Prov) (Q1 2020/21)	➔	Quarterly	National Data 2018/19 592.6kg	Q2 2020/21 data available in January 2021
Incidents - Flytipping /Cleansing(includes dog fouling,litter)/Graffiti - On Public/Private Land	596 (Q1 2020/21) (Flytipping)	627 (Q2 2020/21) (Flytipping)	➔	Quarterly	Not available	Q3 2020/21 data available in January 2021
	405 (Q1 2020/21) Cleansing	534 (Q2 2020/21) Cleansing	➔	Quarterly	Not available	Q3 2020/21 data available in January 2021
	74 (Q1 2020/21) Graffiti	144 (Q2 2020/21) Graffiti	➔	Quarterly	Not available	Q3 2020/21 data available in January 2021
Citywide KPI on air quality (to be created during CP lifespan)	N/A	In development	N/A	TBC	Not available	Indicator to be created during Council Plan lifespan
Carbon emissions across the city (to be created during CP lifespan)	N/A	In development	N/A	TBC	Not available	Indicator to be created during Council Plan lifespan
Level of CO2 emissions from council buildings and operations (Net emissions) (to be created during CP lifespan)	N/A	In development	N/A	TBC	Not available	Indicator to be created during Council Plan lifespan
Flood Risk properties assessed at lower level than 2019 baseline (to be created during CP lifespan)	N/A	In development	N/A	TBC	Not available	Indicator to be created during Council Plan lifespan
Number of Trees Planted (CYC)	0 (Q1 2020/21)	0 (Q2 2020/21)	➔	Quarterly	Not available	Q3 2020/21 data available in January 2021
% of Talkabout panel who think that the council are doing well at improving green spaces	44.31% (Q1 2020-21)	44.31% (Q2 2020-21)	⬆ Good	Quarterly	Not available	Q3 2020/21 data available in 2021
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Percentage of household waste sent for reuse, recycling or composting

56 The latest provisional data of 46% in Q1 2020-21 shows that the amount of household waste sent for reuse, recycling or composting has

decreased from 56% in the same period in 2019-20. This will be partially due to COVID-19 restrictions, as green bin collections did not start in March as usual. The provisional annual recycling rate has increased from 44% in 2018-19 to 48% in 2019-20 and York performs in the middle quartile compared to other Unitary Authorities (ranked 22nd out of 56 Unitary LA's).

Residual household waste per household (kg/household)

- 57 Latest provisional residual waste (i.e. non-recyclable) per household data shows an increase from 107 kg in Q1 2019-20 to 123kg in Q1 2020-21 possibly partly due to the COVID-19 lockdown. The full year annual figures have decreased from 551kg in 2018-19 to 461kg in 2019-20. York performs in the middle quartile compared to other Unitary Authorities and is ranked 26th out of 56 Unitary LA's.

Incidents - Fly tipping / Rubbish / Cleansing (includes dog fouling, litter and all other cleansing cases) / Graffiti – On Public/Private Land

- 58 The number of service calls received due to cleansing (including dog fouling and litter), graffiti and fly-tipping during Q2 2020-21 have all increased since Q1 2020-21 (cleansing from 405 to 534, graffiti from 74 to 144 and fly-tipping from 596 to 627). When it comes to measuring actions taken, as a proportion of incidents reported, of fly-tipping within Unitary Authorities similar to York, York is the second best in taking action against perpetrators.

Air Quality

- 59 Recent data has shown that York's air pollution has significantly reduced during the Coronavirus lockdown. Analysis produced by a leading expert in air quality has shown improvements in air quality, compared to 'business as usual' figures, for specific areas of York where the council undertakes regular air quality monitoring (the highest reductions being 43% on Fishergate and 38% on Nunnery Lane). The average reduction across all York sites was 30%. This clearly demonstrates that traffic is a significant source of nitrogen dioxide in the city and supports the steps that the Council has taken so far to reduce vehicle emissions.
- 60 The City of York Council's priorities for the coming year are:
- Reducing emissions from buses through the introduction of the Clean Air Zone (CAZ)
 - Continued promotion of anti-idling measures
 - Continued reduction of emissions from taxis
 - Continued delivery of strategic EV charging networks
 - Continued reduction of emissions from new development
 - Reducing emissions from the council's fleet
 - Increasing awareness of the impact of air pollution on public health
 - Continued modal shift and network improvement measures

Trees Planted

61 During the last six months of 2019-20 there were 515 trees planted by City of York Council, in conjunction with partners. Some of the locations of these trees were:

- Victoria Fields for Interfaith week in partnership with Treemendous;
- Rawcliffe Country Park for the Woodland Trust national tree planting day in partnership with York Tree Wardens and Tremendous;
- River Foss (Monk bridge area) in partnership with the Woodland Trust and the River Foss Society;
- Hob Moor, Dringhouses and Woodthorpe in partnership with the local community
- Badger Hill in partnership with the local community and university volunteers

62 Due to the specific times of year that trees are planted, no trees were planted during the first 6 months of 2020-21, but this is expected to increase by October.

% of Talkabout panel who think that the council and partners are doing well at improving green spaces

63 The Talkabout Resident Satisfaction Survey was adapted and included in the 'Our Big Conversation' (OBC) consultation which ran between June and October 2020. It was sent to the Talkabout panel and was available to all York residents.

64 The results for Q2 2020-21 showed that 44% of respondents agreed that the Council and its partners are doing well at improving green spaces, an increase from 42% in Q3 2019-20.

Creating Homes and World-class infrastructure

Creating homes and World-class infrastructure						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Net Additional Homes Provided - (YTD)	560 (2019/20)	182 (Q1 and Q2 2020/21)	➡	Quarterly	Not available	2020/21 full year data available in June 2021
Net Housing Consents - (YTD)	3,466 (2019/20)	950 (Q1 and Q2 2020/21)	➡	Quarterly	Not available	2020/21 full year data available in June 2021
Number of homeless households with dependent children in temporary accommodation - (Snapshot)	22 (Q3 2019/20)	23 (Q4 2019/20)	⬇️ Good	Quarterly	Not available	Q1 2020/21 data available in Dec 2020
Average number of days to re-let empty properties (excluding temporary accommodation) - (YTD)	37.46 (2019/20)	58.54 (Q1 2020/21)	⬆️ Bad	Quarterly	Not available	Q2 2020/21 data available in November 2020
Energy efficiency - Average SAP rating for all Council Homes	74.28 (2017/18)	70.60 (2018/19)	➡	Annual	Not available	2019/20 data available in November 2020
Number of new affordable homes delivered in York	64 (Q1 2020/21)	19 (Q2 2020/21)	⬆️ Good	Quarterly	Not available	Q3 2020/21 data available in January 2021
Average broadband download speed (Mb/s)	44 (2018/19)	56.1 (2019/20)	➡	Annual	National Data 2019/20 58.48	2020/21 data available in May 2021
Superfast broadband availability	94.90% (2018/19)	93.81% (2019/20)	➡	Annual	National Data 2019/20 94.23%	2020/21 data available in May 2021

The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly.
All historic data is available via the Open Data Platform

New Additional Homes Provided

65 Between April and September 2020 there were 182 net additional homes completed. This represents a lower level of completions than anticipated earlier in the year and can largely be attributed to the impact of the COVID-19 pandemic on new working practices and building material supply. Of these additional homes:

- 90.1% were completed on housing sites;
- 10.4% were a result of an off-campus privately managed student accommodation block at York Dance Works;
- Changes of use of existing buildings to residential use and conversions to existing residential properties accounted for 13.7% of all completions;
- 22% were on individual sites that saw the construction of five or less dwellings;
- Development sites including Germany Beck, the provision of a new apartment block at Tower Way and the Former Del Monte Site in Skelton all provided notable completions over the year.

Net Housing Consents

66 Between April and September 2020, there were 950 net housing consents. This represents a continuation of significant levels of housing consents that have taken place over the previous three full years. Of these consents the most significant approved sites included;

- 607 consents on the Former Gas Works, Heworth Green;
- 62 on the Vacant Site, Eboracum Way.

Number of homeless households with dependent children in temporary accommodation

67 The number of homeless households with dependent children in temporary accommodation has remained stable with 23 at the end of Q4 2019-20 (the latest available data) (compared to 22 at the end of Q3 2019-20). It should be noted that these figures are snapshot figures.

Average number of days to re-let empty Council properties (excluding temporary accommodation)

68 The average number of days to re-let empty Council properties (excluding temporary accommodation) increased from 37 days at the end of March 2020 to 59 days at the end of June 2020 (the latest available data). The increase in days in Q1 was mainly due to the repairs team being unable to repair vacant properties due to the COVID-19 restrictions. The York figure is below the benchmark median of comparable LAs of 61 days.

Energy efficiency – Average SAP rating for all Council Homes

69 The provisional average SAP rating for all Council homes in 2018-19 is 70.6. Energy performance of the stock is assessed as part of a stock condition survey. The survey looked at 17% of all stock and the data was then cloned onto the remaining stock where it was of the same archetype

and in the same street, or the next closest area. The survey is designed to provide 95% accuracy.

- 70 Historically, the SAP rating has been around 74 but these figures were based only on the average of those properties where an Energy Performance Certificate was in place and so the new methodology in 2018-19 is more statistically accurate. The change in ratings represents the fact that the increased sample of energy data following the stock condition survey has the effect of reducing the average, rather than reflecting a reduction in the actual energy performance of council homes. Data for 2019-20 will be available in November 2020.

Number of new affordable homes delivered in York

- 71 The number of new affordable homes delivered in York remains high, with 83 delivered during the first six months of 2020-21 (compared to 33 during the same period in 2019-20).
- 72 The Council have committed to develop 600 new homes across York in eight locations it owns. The Housing Delivery Programme will deliver:
- High-quality homes designed in collaboration with the local community
 - Accommodation suitable for a wide range of households, meeting a full range of affordable housing
 - Shared open spaces, sociable neighbourhoods and community cohesion
 - Homes with higher than required environmental attributes
 - Healthy places where people want to live
- 73 Of these new homes, 40% will be affordable, including shared ownership and rented council housing.

Superfast broadband availability/Average broadband download speed (Mbs)

- 74 In 2019-20, 93.81% of properties in York had access to superfast broadband, which compares to 94.23% nationally. The average broadband download speed in York in 2019-20 was 56.1 Mb/s, which compares to 44 Mb/s in 2018-19. The national benchmark download speed is 58.48 Mb/s in 2019-20. This data is provided by an Ofcom panel of consumers so should be treated as an indication rather than actual figures. Data for 2020-21 will be available in May 2021.

Safe Communities and culture for all

Safe Communities and culture for all						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of Talkabout panel satisfied with their local area as a place to live	87.01% (Q1 2020/21)	84.90% (Q2 2020/21)	→	Quarterly	Community Life Survey 2019/20 75.90%	Q3 2020/21 data available in 2021
All Crime per 1000 population	15.3 (Q4 2019/20)	12.2 (Q1 2020/21)	→	Quarterly	National Data Q1 2020/21 17.4	Q2 2020/21 data available in November 2020
Number of Incidents of ASB within the city centre ARZ	338 (Q1 2020/21)	377 (Q2 2020/21)	↓ Good	Quarterly	Not available	Q3 2020/21 data available in January 2021
Visits - All Libraries	0 (Q1 2020/21)	81,056 (Q2 2020/21)	↓ Bad	Quarterly	Not available	Q3 2020/21 data available in January 2021
Visits - York Museums Trust (to be created during CP lifespan)	N/A	In development	N/A	TBC	Not available	Indicator to be created during Council Plan lifespan
% of Talkabout panel who agree that they can influence decisions in their local area	29.55% (Q1 2020/21)	27.30% (Q2 2020/21)	→	Quarterly	Community Life Survey 2019/20 26.80%	Q3 2020/21 data available in 2021
% of Talkabout panel who give unpaid help to any group, club or organisation	72.27% (Q1 2020/21)	71.22% (Q2 2020/21)	↑ Good	Quarterly	Community Life Survey 2019/20 63.60%	Q3 2020/21 data available in 2021
Parliament Street Footfall	425,894 (Q1 2020/21)	1,643,041 (Q2 2020/21)	↓ Bad	Quarterly	Not available	Q3 2020/21 data available in January 2021
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

% of Talkabout panel satisfied with their local area as a place to live

- 75 Results from the Q2 2019-20 Talkabout survey showed that 86% of the panel were satisfied **with York** as a place to live (a decrease from 88% in Q1 2020-21) and 85% **with their local area** (a decrease from 87% in Q1 2020-21). Satisfaction for local area continues to perform well against the latest national figures of 76% (Community Life Survey 2019-20) and 87% (Local Government Association Poll June 2020).

All Crime per 1000 population

- 76 Overall crime levels in York during the first quarter of 2020-21 (the latest available data) have decreased since Q4 2019-20 (12.2 crimes per 1,000 population compared with 15.3 crimes per 1,000 population). For the 12 months to the end of Q1 2020-21, York performed in the 2nd quartile compared to other Unitary Authorities and ranked 16th best out of 57. York performed in the top 10% of local authorities for having low rates of vehicle related crimes, as well as stalking and harassment crimes.

Number of Incidents of ASB within the city centre (Alcohol Restriction Zone)

- 77 The number of incidents of anti-social behaviour within the city centre during Q2 2020-21 (377) has increased slightly since the previous quarter (338), but represents a large reduction on the same period in 2019-20 (459).

Visits - All Libraries / YMT

- 78 Due to the global coronavirus pandemic, all libraries in York closed at the end of March 2020 and slowly started to re-open at the beginning of July 2020. Visits in Q2 2020-21 totalled 81,056 (compared to 298,937 in the same period in 2019-20). However positively, 81,164 e-books were borrowed during Q2 2020-21 compared to 11,022 in the same period in 2019-20.

% of Talkabout panel who agree that they can influence decisions in their local area

- 79 Results from the Q2 2020-21 Talkabout survey found that 27% of panellists agreed that they could influence decisions in their local area which is the same as the latest national figure of 27% (Community Life Survey 2019-20) but a slight decrease from the York Q1 2020-21 figure of 30%.

% of Talkabout panel who give unpaid help to any group, club or organisation

- 80 The results of the latest (Q2 2020-21) Talkabout survey showed that 71% of the respondents give unpaid help to a group, club or organisation which is higher than the government's Community Life Survey 2019-20 which found that 64% of respondents reported that they had volunteered in the past 12 months. This figure is very slightly less than the 72% in the Q1 2020-21 Talkabout survey.

Parliament Street Footfall & Secondary Centre Footfall

- 81 Due to the global coronavirus pandemic, restrictions were placed on movement and all leisure and the vast majority of retail businesses were closed at the end of March 2020. This had a severe impact on the number of visitors to the city centre which mirrored the situation countrywide. Footfall in Parliament Street decreased from 1,390,431 in Q4 2019-20 to 425,894 in Q1 2020-21. Shops and businesses slowly started to re-open during June and footfall for Q2 2020-21 increased to 1,643,041. This is still somewhat down on the same period in 2019-20 (2,278,319).
- 82 Hotel room occupancy rates in August 2020 were 60%, which shows a recovery back to the levels seen in January, however these are much lower than the levels usually seen in August (85-90%). Visits to large attractions in York in August numbered 145,377, again which shows a recovery back to January levels. Visits in August however usually number around 3-400,000.

An open and effective Council

An open and effective Council						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Forecast Budget Overtun (£000s Overspent / -Underspent) - CYC	£3,736 (excluding contingency) (Q1 2020/21)	£4,526 (excluding contingency) (Q2 2020/21)	↑ Bad	Quarterly	Not available	Q3 2020/21 data available in January 2021
Average Sickness Days per FTE - CYC (Excluding Schools) - (Rolling 12 Month)	11.29 (Q1 2020/21)	10.74 (August 2020)	→	Quarterly	CIPD Public Sector 2018/19 8.5	Q2 2020/21 data available in November 2020
Customer Services Waiting Times - Phone / Footfall / Webchat	00:00:09 (Phone) (Q1 2020/21)	00:00:23 (Phone) (Q2 2020/21)	→	Quarterly	Not available	Q3 2020/21 data available in January 2021
	80.00% (Footfall) (Q1 2020/21)	100.00% (Footfall) (Q2 2020/21)	↑ Good	Quarterly	Not available	Q3 2020/21 data available in January 2021
	95.40% (Webchat) (Q1 2020/21)	97.60% (Webchat) (Q2 2020/21)	→	Quarterly	Not available	Q3 2020/21 data available in January 2021
Number of days to process Benefit claims (currently Housing benefit)	1.66 (Q4 2019/20)	4.31 (Q1 2020/21)	↑ Bad	Quarterly	Not available	Q2 2020/21 data available in November 2020
% of complaints responded to within timescales (currently 5 days)	68.65% (Q1 2020/21)	88.48% (Q2 2020/21)	→	Quarterly	Not available	Q3 2020/21 data available in January 2021
CYC Apprenticeships	16 (Q1 2020/21)	12 (Q2 2020/21)	→	Quarterly	Not available	Q3 2020/21 data available in January 2021
FOI & EIR - % In time - (YTD)	81.76% (Q1 2020/21)	81.34% (Q2 2020/21)	→	Quarterly	Not available	Q3 2020/21 data available in January 2021

The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform

Average Sickness Days per FTE - CYC (Excluding Schools)

- 83 At the end of August 2020, the average number of sickness days per FTE (rolling 12 months) was 10.74 days compared to 11.29 at the end of June 2020.

Customer Services Waiting Times (Phone / Footfall / Webchat etc)

- 84 Our customer centre is the main point of contact for residents and business visitors. During Q2 2020-21, the number of calls received increased to 52,254 (40,986 in Q1 2020-21), with 72.6% of calls answered within 20 seconds. In addition, approximately 1,314 people contacted Customer Service for support due to the impact of COVID-19. The increase in demand was expected as services begin to recover (for example, council tax/increase in Yozone applications).
- 85 West Offices re-opened for appointments only on the 27th July. Since then, 4 customers required an appointment and a further 875 'dropped by' and received support. In addition to speaking to customers over the phone, the customer service team also responded to 15,066 e-mails (an increase from 13,717 in the previous quarter). Customers are now opting to access services using alternative means:
- 1,987 customers made payments using the auto payments facility
 - 17,929 people used the auto operator
 - 58% of street lighting and street cleansing issues were reported by customers on-line
 - There were around 3,500,000 views made of CYC website pages
 - Web chat is now available for Council Tax customers, with 2,520 customers using the chat service during Q2, 97.6% of customers waited no more than 20 seconds for their chat to be answered and

87% said they were satisfied with the service.

Number of days to process Benefit claims (currently Housing Benefit)

86 Due to improvements in digital processes, performance in this area remains consistently strong in York, with the average number of days taken to process a new Housing Benefit claim, or a change in circumstance, being just over four days during Q1 2020-21 (the latest available data). York performance is higher than the national average of 6.9 days (Q1 2019-20). Performance has deteriorated since the end of Q4 2019-20 where HB claims took 1.7 days on average to process, but due to the global coronavirus pandemic, changes to ways of working have been implemented which have impacted on timescales. Compared to other Unitary Authorities, York performs in the top quartile and is ranked 2nd best out of 56 Unitary LAs.

% of complaints responded to within timescales

87 In Q2 2020-21, the council received 217 stage 1 complaints and responded to 88% of complaints within five days. The number of complaints received was comparable to the number received in the same period in 2019-20. The team continue to work with service areas to ensure complaints performance is monitored where timescales are not met due to resource and other pressures, as well as the review of the corporate complaints policy, procedures and processes.

CYC Apprenticeships

88 The number of CYC apprenticeships has remained fairly stable over the past few years and the council has continued to actively recruit new apprentices into the organisation and has been more diverse with the types and levels of apprenticeships offered. This has included encouraging higher level apprenticeships and standards.

FOI & EIR - % In time

89 The latest data (Q2 2020-21) shows that the council received 520 FOIs (Freedom of Information requests), EIRs (Environmental Information Regulations requests) and SARs (Subject Access to records requests). CYC achieved 81.07% in-time compliance for FOIs and EIRs and 79.41% for SARs. Whilst this shows a slight decrease in performance for FOIs and EIRs compared to Q1, there was a significant increase in the number of requests received. There was also an improvement in the percentage of SARs responded to in-time compared to Q1. Work continues with service areas to identify areas of improvement in order to comply with the timescales for responses.

This page is intentionally left blank



Executive**26 November 2020**

Report of the Corporate Finance & Commercial Procurement Manager
(Interim S151 officer)
Portfolio of the Executive Member for Finance and Performance

Capital Programme – Monitor 2 2020/21**Summary**

- 1 The purpose of this report is to set out the projected outturn position for 2020/21 including any under/over spends and adjustments, along with requests to re-profile budgets to/from current and future years.
- 2 The 2020/21 capital programme approved by Council on 27 February 2020 and updated for amendments reported to Executive in the 2019/20 outturn report resulted in an approved capital budget of £181.221m.
- 3 Whilst the content of this report focuses on reporting amendments to budgets in year and re-profiling to future years, as reported previously to Executive, there has been a significant impact on the Council's financial position as a result of the COVID-19 pandemic.
- 4 The Monitor 1 report resented to Executive on 1st October outlined the work that has been done to review the capital programme in light of the pandemic to ensure that planned capital investment is consistent with the recovery plan, that it delivers the required outcomes and that, where necessary, ongoing schemes are reviewed to ensure they are compliant with any new regulations relating to COVID-19. The Council is facing a significant financial challenge as a result of the pandemic and therefore any expenditure that doesn't clearly contribute to the delivery of the Council Plan needs to be challenged so that resources can be directed at areas where they will have the most impact.
- 5 Careful and close monitoring of the financial assumptions will continue for all schemes included in the programme. In most cases schemes are already

subject to the agreement of detailed business cases so will progress as planned. These detailed business cases will take account of the current climate and therefore will incorporate any specific financial or COVID-19 issues.

- 6 Whilst capital investment has been disrupted due to the pandemic, progress has still been made in a number of areas including:
- Purchase of land for the Northern Forest
 - Effective rollout of ICT to enable continued remote working
 - Continued delivery of shared ownership homes
 - Lowfield Green new build site has had reservations for 20 of the 24 properties that are available for market sale or shared ownership. These properties are due to be completed in March 2021
- 7 It should be noted that the Asset Strategy Review report also on this Agenda contains information on capital schemes which are not reflected in this report. If approved by Members any changes agreed will be incorporated into the capital programme at Monitor 3.

Recommendations

- 8 Executive is asked to:
- Recommend to Full Council the adjustments resulting in a decrease in the 2020/21 budget of £36.538m as detailed in the report and contained in Annex A.
 - Note the 2020/21 revised budget of £144.683m as set out in paragraph 6 and Table 1.
 - Note the restated capital programme for 2020/21 – 2024/25 as set Reason: to enable the effective management and monitoring of the Council's capital programme.

Consultation

- 9 The capital programme was developed under the capital budget process and agreed by Council on 27 February 2020. Whilst the capital programme as a whole is not consulted on, the individual scheme proposals and associated capital receipt sales do follow a consultation process with local Councillors and residents in the locality of the individual schemes.

Summary of Key Issues

- 10 A decrease of £36.538m is detailed in this monitor resulting in a revised capital programme for 2020/21 of £144.683m. There is an increase of £1.141m in 2020/21 and a re-profiling of budgets to future years totalling £37.679m. The majority of this re-profiling is due to delays in schemes such as York Central, The Guildhall and WYTF Station Frontage.
- 11 Table 1 outlines the variances reported against each portfolio area and a summary of the key exceptions and implications on the capital programme are highlighted in the paragraphs that follow.

Department	Current Approved Budget £m	Projected Outturn £m	Increase (decrease) £m	Reprofile £m	Total Variance £m	Paragraph Ref
Children, Education & Communities	15.667	15.667	-	-	-	13 - 17
Health, Housing & Adult Social Care – Adult Social Care	3.262	3.366	0.217	(0.113)	0.104	18 – 19
Health, Housing & Adult Social Care – Housing & Community Safety	48.754	44.095	0.624	(5.283)	(4.659)	20 – 26
Economy & Place – Transport, Highways & Environment	61.379	56.545	-	(4.834)	(4.834)	27 – 30
Economy & Place – Regeneration & Asset Management	45.109	18.150	0.300	(27.259)	(26.949)	31 - 41
Community Stadium	1.865	1.865	-	-	-	-
Customer & Corporate services	2.448	2.358	-	(0.090)	(0.090)	-
IT Development Plan	2.737	2.637	-	(0.100)	(0.100)	42
Total	181.221	144.683	1.141	(37.679)	(36.538)	

Table 1 Capital Programme Forecast Outturn 2020/21

Analysis

Children, Education & Communities

- 12 No amendments have been made to this area of the capital programme at monitor 1.
- 13 The Basic Need scheme has a total budget of £1.236m and is being retained in case of additional requirements during the remainder of the year, particularly if additional resources are required to supplement the SEND expansion of Facilities scheme as the Inclusion Review begins to reach conclusions on the shape of future provision in York. It is possible that not all of this remaining budget will be required in 2020/21. An update and any slippage will be reported at Monitor 3
- 14 Within the Southbank Expansion scheme, the All Weather Pitch is now being installed with work progressing well and nearing completion.
- 15 The Archbishop Holgate Academy expansion scheme has a total budget of £4.308m and is progressing well with the construction phase underway.
- 16 The School condition and maintenance programme has a total budget of £2.431m. The schemes being carried out in this financial year are at Dringhouses Primary (toilet improvements), Ralph Butterfield Primary (roofing works) and Westfield Primary (playground and roof works). All three schemes are currently progressing well. An amount of funding is being retained in the 2020/21 programme to fund any urgent works that may be required over the winter. The 2021/22 programme is currently being planned and will incorporate those schemes which were delayed from this financial year, together with any urgent new schemes which have been identified.
- 17 The Centre of Excellence (the Beehive) is now scheduled for handover at the end of October, with the facility open for overnight stays by mid-November. This is slightly delayed from the previous expected position. As a result of this, there may be a small cost increase and budget overspend. An update will be provided at Monitor 3

Adult Social Care

- 18 Amendments made as part of this report have resulted in a net increase in the capital programme of £104k in 2020/21.

19 Work at the Lowfields site has been delayed due to the Covid 19 pandemic and is now not expected to be complete within 20/21 therefore the budget has been re-profiled accordingly.

Housing & Community Safety

20 Amendments to this area of the capital programme have resulted in a reduction of £4.659m in 2020/21. Further details on variance schemes can be found below.

Scheme	Amendment	Amount 20/21 £m	Amount 21/22 £m	Amount 22/23 £m	Amount 23/24 £m	Further Details – Paragraph ref
LA Homes Phase 2	Re-profile	(1.103)	-	1.103	-	21 - 24
LA Homes – New Build project	Re-profile	-	(8.450)	(16.500)	(5.307)	21 - 24
LA Homes – Project Team	Re-profile	-	(0.550)	-	-	21 - 24
LA Homes Burnholme	Adjustment	-	7.000	11.000	3.945	21 - 24
Lowfield Housing	Re-profile	(3.062)	3.062	-	-	22
Duncombe Barracks	Adjustment	-	2.000	5.500	1.362	21 - 24
IT Infrastructure	Adjustment	(0.150)	-	-	-	25
IT Infrastructure	Re-profile	(0.478)	0.478	-	-	25
Shared Ownership Scheme	Adjustment	0.774	-	-	-	-
Extension to Marjorie Waite Court	Re-profile	(0.500)	0.500	-	-	-

21 The next phase of the Housing Delivery Project was agreed by Executive on 22nd October 2020, to create budgets for the build phase at Duncombe Barracks & Burnholme, with budget allocated from the LA Homes Project budgets already agreed within the capital programme.

- 22 The Lowfield Green build site is progressing well, over half the homes have now been started and the show village comprising of 3 properties will be the first to be completed in November 20. The show homes will be furnished and open to prospective purchasers in December 2020. The first phase of 31 homes which is made up of 7 social rent properties, 6 shared ownership properties and 18 market sale properties, are due to be completed by March 21. So far the first phase of development has taken 20 reservations for the 24 properties available for market sale or shared ownership. This first phase included 20 bungalows, 15 of which were for market sale or shared ownership, all of these have been reserved. Progress to a part of the site has seen a slight delay due to the impact of COVID, weather and highway construction, however at this stage the programme of works is within budget. £3.062m to be slipped to 2021/22 in line with the projected works
- 23 Numerous properties in the Bell Farm area have been identified as having damp when being surveyed for the Tenants Choice (TC) programme, as such this means that for this work to be completed, tenants will have to move in to temporary accommodation. Whilst this process is not new to the Building Services team it takes time to arrange temporary accommodation and to prepare the customer for such an upheaval. The contractor has been given other properties to complete on the TC programme to ensure a constant workflow. The target remains to fully modernise 260 properties through the TC & standing water project
- 24 During quarter 2 forty new heating systems have been completed with a total of 550 expected to be completed by the end of the year. The contractor working on void properties is now back working at full capacity with 25 major voids in the pipeline. The number of days to turn around the works is now reducing which will contribute to a reduction in rent loss. The replacement window contract for the Bell Farm and Chapelfields areas has now been awarded and the contractor is expected to be on site later in the year. The fire remedials contractor will be back on site by the end of October 2020 as all surveying work is now completed.
- 25 The budget for the Housing ICT Project has been reduced by £150k to reflect the fact that the discovery and analytical work is to be met by the revenue budget and £478k has been re-profiled to reflect the delay in the project.
- 26 Within the Shared Ownership Scheme, the budget has been revised upwards by £774k in 20/21 to reflect the equity sales of 6 properties in Q2.

The budget for this scheme is modelled on 50% of each home being funded by the HRA and resources from Homes England funding. The matched funding is received as a capital receipt when the purchaser buys an equity share of the property, as such the receipts from the sale of the 6 shared ownership homes are required to be reinvested back in to the programme. The portfolio now totals 41 properties with a further 13 in the process of being purchased. The Homes England shared ownership schemes to purchase 65 properties is on track to be completed by March 2021.

Transport, Highways & Environment

- 27 There have been a number of amendments to this area as part of this report resulting in a reduction to the capital programme in 20/21 of £4.834m. Key variances are summarised in the table below, referenced to further narrative.

Scheme	Amendment	Amount 20/21 £m	Amount 21/22 £m	Further Details – Paragraph ref
WYTF Station Frontage	Re-profile	(4.834)	4.834	-
WYTF Station Frontage	Adjustment	-	5.000	-

- 28 Progress on schemes in the Transport Capital Programme was delayed at the start of 2020/21 due to the impact of the lockdown measures introduced in March due to the COVID-19 pandemic but schemes are now progressing. The trial road closures in The Groves area were put in place at the start of September, and the impact of the scheme is being monitored. Work on the programme of CCTV Upgrades has been completed (with further work planned for 2021/22), and the works at the Blue Bridge have also been completed.
- 29 Contractors have now been appointed for the Hyper Hubs scheme and the Electric Vehicle Charging Asset Renewal programme, and these schemes will be progressed and implemented later in the year.
- 30 The funding added to the programme is to reflect the funding award from the West Yorkshire Transforming Cities Fund. A report elsewhere on the agenda for the York Railway Station Gateway outlines the scheme details.

Regeneration & Asset Management

- 31 A number of amendments have been made as part of this report resulting in a net decrease to the capital programme of £26.959m in 2020/21. Key variances are summarised in the table below, referenced to further narrative.

Scheme	Amendment	Amount 20/21 £m	Amount 21/22 £m	Amount 23/24 £m	Amount 24/25 £m	Further Details – Paragraph ref
York Central Infrastructure	Re-profile	(20.538)	(59.462)	28.880	51.120	32
Asset Maintenance & Critical H&S repairs	Adjustment	(0.175)	(0.050)	-	-	--
Guildhall	Adjustment	0.749	0.050	-	-	38 – 41
Guildhall	Re-profile	(4.000)	4.000	-	-	38 - 41
Critical reports & Contingency	Adjustment	(0.274)	-	-	-	
Shambles Modernisation - Power	Re-profile	(0.180)	0.180	-	-	34
Castle Gateway (Picadilly Regeneration)	Re-profile	(2.541)	2.541	-	-	35

- 32 The Budget for the York Central Infrastructure scheme has been re-profiled to reflect latest expectations of timescales for the project over the next 5 years.
- 33 Following approval 1st October Executive land has been purchased under the Northern Forest scheme and officers are considering implementing immediate environmental initiatives on part of the land.
- 34 The Shambles modernisation power project has been put on hold during the focus whilst Make it York focus on income recovery. The full budget of £180k has therefore been transferred into 21/22.
- 35 On the 1st October the council's Executive a report setting out a full review of the business case for the regeneration of the Castle Gateway. Having considered a full range of options, from abandoning the project through to

continuing as previously agreed, they reiterated their commitment to the masterplan but with the following amendments to the delivery strategy:

- **Design and secure planning** for high quality public realm on Castle Car Park and Eye of York before deciding how to proceed next summer (cost of c.£300k from existing allocated budget)
- **Proceed** with existing approvals to procure a construction partner for Castle Mills, design to RIBA 4, and return to Executive with an actual tender price next summer (cost of c.£1m from existing allocated budget)
- Take the decision to procure a contractor for St George's Field multi-storey car park in the summer of 2021
- **Delay** the decision as to whether to develop or dispose of 17-21 Piccadilly until the summer of 2021

36 This approach will deliver all of the key public benefits of the project but with a staged process to decision making, and pausing the elements that have any uncertainty relating to the impact of Covid-19 until there is greater clarity. All of the above will be delivered from existing project budgets.

37 The One Planet budget has been created to support other council projects to incorporate green initiatives into their schemes. The Guildhall Project has installed a Green Energy River Water Source Heat pump and secondary glazing in the Guildhall. A budget of £375k has been earmarked to cover the cost

38 Delivery of the Guildhall project was approved by Executive in February 2019 with Full Council confirming the budget at their March 2019 meeting. The project will deliver a once in a generation renewal of the Guildhall complex to make it fit for community, business and council use in the 21st century. Sensitive refurbishment, structural stabilisation and redevelopment, with complete renewal of services and the installation of a Green Energy River Water Source Heat pump are key to securing its future, with a riverside restaurant unit alongside.

39 The Guildhall project continues to make good progress on site following the issues encountered in in late 2019 and the first part of 2020 with; structural unknowns, high river levels and archaeological discoveries in late 2019 and the first part of 2020. The re-design of the underpinning, further piling and the additional excavation associated with this and the high river levels / archaeological discoveries resulted in programme delay and incurred significant additional costs. However, the critical underpinning work is now complete with the tower structure is stabilised. The pile foundations to the

new north annex are complete and the archaeological discoveries have been evaluated and preserved in situ with protective measures in place.

- 40 These issues were reported in the Q1 monitor and have required mitigating action to be taken to address the potential budget shortfall arising. The contractor has been awarded a 21 week extension of time under the contract and the costs associated with this, and the additional works required, are now factored in the revised project budget. The latest forecast is that the project will cost £21.7m, an overspend of £1.5m. There are other budgets within the capital programme that can be used to support the Guildhall Project. The council has also been successful with obtaining £300k funding towards fitting out the office space from York & N Yorkshire.
- 41 Work continues on site through a further winter period and the risks of further delay because of high river levels and the potential impact of Covid 19 on site operations remain. Officers will continue to work closely with contractors to ensure the project is delivered by summer 2021

Customer & Corporate Services - IT

- 42 Within ICT significant work has been carried out in response to Covid-19 that has seen personnel being rapidly redeployed away from other planned work into the enabling of flexible and homeworking over the first 6 months, including:
- The quick roll out of Skype for Business to over 2400 users enabling video and audio communication and collaboration tools such as screen sharing etc.
 - Purchased, configured, set up and deployed Zoom for use where Skype was not able to meet needs, for example large public facing council meetings.
 - Made use of relationships with service areas and schools, sourced, built, tested and issued hundreds of extra laptops to increase home and remote working capacity at a time when usual supply routes were not available and we know other councils struggled.
 - Millions of potentially harmful scam emails were blocked and dealt with over the last 6 months

- Worked with colleagues to provide the ICT services required for a number of different projects including but not limited to:
 - connecting the hub sites within the City
 - commissioning Peppermill Court which provides Covid19 Patients a step down location between hospital and home to recuperate safely.
 - identifying and commissioning a waste booking system to enable the reopening of the waste recycling centres. This was provided via the website where we took the precaution to provide additional capacity to ensure the system was not overwhelmed by requests as we know has happened at other authorities.
 - helping Age UK to identify grants and secure equipment to digitally support their customers.
 - providing wireless connectivity coverage at the coronavirus testing facility at Poppleton Bar Park & Ride as part of the government's UK-wide testing drive.
 - provided devices and internet connectivity to residents within our assisted living communities enabling them to have contact with the outside world, from careworkers, doctors, friends & family to giving them the ability to order online food shopping and video calling. This supports our existing work in advancing digital inclusion.
 - supported the commissioning of the Nightingale hospital in the Harrogate Convention Centre
 - continued to focus on projects that are priority such as Housing, the Total Mobile SaaS transition, CRM (Lagan switch off), Waste, Parking, 365, Telecare replacement (UMO), the DMS replacement, launched the new Health & Safety product and completed work with Elections.

Summary

43 As a result of the changes highlighted above the revised 5 year capital programme is summarised in Table 2.

Gross Capital Programme	2020/21	2021/22	2022/23	2023/24	2024/25	Total
	£m	£m	£m	£m	£m	£m
Children, Education & Communities	15.667	21.809	3.000	-	-	40.476
Health, Housing & Adult Social Care – Adult Social Care	3.366	1.129	0.638	0.660	0.682	6.475
Health, Housing & Adult Social Care – Housing & Community Safety	44.095	65.480	41.302	36.790	10.716	198.383
Economy & Place – Transport, Highways & Environment	56.545	42.526	36.792	27.385	9.536	172.784
Economy & Place – Regeneration & Asset Management	18.150	28.643	81.100	51.770	0.500	180.163
Community Stadium	1.865	-	-	-	-	1.865
Customer & Corporate Services	2.358	0.664	0.200	0.200	0.200	3.622
IT Development Plan	2.637	2.540	2.420	2.420	2.420	12.437
Revised Programme	144.683	162.791	165.452	119.225	24.054	616.205

**Table 2 Revised 5 Year Capital Programme
Funding the 2020/21 – 2024/25 Capital Programme**

44 The revised 2020/21 capital programme of £144.683m is funded from £38.613m of external funding and £106.070m of internal funding. Table 3 shows the projected call on resources going forward.

	2020/21	2021/22	2022/23	2023/24	2024/25	Total
	£m	£m	£m	£m	£m	£m
Gross Capital Programme	144.683	162.791	165.452	119.225	24.054	616.205
Funded by:						
External Funding	38.613	55.239	102.071	59.899	5.300	261.122
Council Controlled Resources	106.070	107.552	63.381	59.326	18.754	355.083
Total Funding	144.683	162.791	165.452	119.225	24.054	616.205

Table 3 – 2020/21 –2024/25 Capital Programme Financing

- 45 The Council controlled figure is comprised of a number of resources that the Council has ultimate control over. These include Right to Buy receipts, revenue contributions, supported (government awarded) borrowing, prudential (Council funded) borrowing, reserves (including Venture Fund) and capital receipts
- 46 During Executive meetings in October 2016 and July 2017, Members decided to ultimately finance the purchase of property at Hospital Fields Road and Swinegate from Capital receipts. Therefore it should be noted that all future capital receipts are assumed to be used for this purpose in the medium term. This strategy will deliver significant revenue savings, and reduce the need for savings within the revenue budget.

Council Plan

- 47 The information contained in this report demonstrates progress in achieving the priorities set out in the Council Plan.

Implications

- 48 This report has the following implications:
- **Financial** - are contained throughout the main body of the report
 - **Human Resources (HR)** – There are no HR implications as a result of this report
 - **One Planet Council/ Equalities** – The capital programme seeks to address key equalities issues that affect the Council and the public. Schemes that address equalities include the Disabilities Support Grant, the Schools Access Initiative, the Community Equipment Loans Store (CELS) and the Disabilities Discrimination Act (DDA) Access Improvements. All individual schemes will be subject to Equalities Impact Assessments
 - **Legal Implications** - Whilst this report itself does not have any legal implications, the schemes within the capital programme will themselves will be in receipt of legal advice where necessary
 - **Crime and Disorder** - There are no crime and disorder implications as a result of this report.
 - **Information Technology** – The information technology implications are contained within the main body of the report,
 - **Property** - The property implications of this paper are included in the main body of the report which covers the funding of the capital programme from capital receipts.
 - **Other** – There are no other implications

Risk Management

- 49 There are a number of risks inherent in the delivery of a large scale capital programme. To mitigate against these risks the capital programme is regularly monitored as part of the corporate monitoring process, and the project management framework. This is supplemented by internal and external audit reviews of major projects. In addition, the Capital Asset Board meet monthly to plan, monitor and review major capital schemes to ensure that all capital risks to the Council are monitored and where possible minimised

Contact Details

Authors:	Chief Officer Responsible for the report:		
Emma Audrain Technical Accountant Corporate Finance 01904 551170 emma.audrain@york.gov.uk	Debbie Mitchell Head of Corporate Finance & Commercial Procurement (Interim S151 officer) 01904 554161		
	Report Approved	√	Date 13/11/20
Wards Affected: All			
<i>For further information please contact the author of the report</i>			

Specialist Implications:
<i>Legal – Not Applicable</i>
<i>Property – Not Applicable</i>
<i>Information Technology – Not Applicable</i>

Annexes

Annex A – Capital Programme 2020/21 to 2024/25

	2020/21	2020/21	2020/21	2020/21	2020/21	2021/22	2020/21	2020/21	2022/23	2020/21	2023/24	2024/25	Gross Capital Programme
	Mon 2	Mon 2	Revised Mon 2	Mon 2	Mon 2	Revised Mon 2	Mon 2	Mon 2	Revised Mon 2	Mon 2	Revised Mon 2	Revised Mon 2	To be Funded
	Adj	Reprofile	Budget	Adj	Reprofile	Budget	Adj	Reprofile	Budget	Reprofile	Budget	Budget	20/21 - 24/25
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
CEC - CHILDREN, EDUCATION & COMMUNITIES													
NDS Devolved Capital			221			0			0		0	0	221
DfE Maintenance			1,431			0			0		0	0	1,431
Clifton Green Primary Roof Replacement - phase 1			0			0			0		0	0	0
Basic Need			1,236			8,500			0		0	0	9,736
Archbishop Holgate's School Expansion			4,308			0			0		0	0	4,308
Fulford School Expansion 2020 Phase 1 and 2			800			5,200			1,000		0	0	7,000
St Mary's CE Primary School Additional Teaching Accommodation			0			0			0		0	0	0
Westfield Primary School Kitchen and Dining Facilities Expansion			29			0			0		0	0	29
Fulford School Expansion			9			0			0		0	0	9
Family Drug & Alcohol Assess/Recovery Facility			100			0			0		0	0	100
Expansion and Improvement of Facilities for Pupils with SEND			1,032			0			0		0	0	1,032
Children & Young Peoples services & Building based provision review			12			0			0		0	0	12
Southbank Expansion			910			0			0		0	0	910
Centre of Excellence for Disabled Children (Lincoln Court)			3,130			0			0		0	0	3,130
Healthy Pupils Capital Fund			93			0			0		0	0	93
Schools Essential Building Work			500			2,058			0		0	0	2,558
Schools Essential Mechanical & Electrical Work			500			2,051			0		0	0	2,551
Children in Care Residential Commissioning Plan			58			1,300			0		0	0	1,358
Adaptions to Foster Carer Homes			100			0			0		0	0	100
Improving School Accessibility			500			0			0		0	0	500
CEC - Communities			0			0			0		0	0	0
Haxby Library Reprovision			43			700			0		0	0	743
Energise Roof			130			0			0		0	0	130
Libraries as Centres of Learning and Opportunity for all: Acomb & Clifton			0			2,000			2,000		0	0	4,000
York Theatre Royal			500			0			0		0	0	500
National Centre for Early Music			25			0			0		0	0	25
HH&ASC - ADULT SOCIAL CARE & ADULT SERVICES COMMISSIONING													
Major Items of Disability Equipment			150			135			139		143	147	714
Disabled Support Grant			216			230			240		250	260	1,196
Telecare Equipment and Infrastructure			382			251			259		267	275	1,434
OPA-Burnholme Sports Facilities	130		178			0			0		0	0	178
OPA-Haxby Hall			544			0			0		0	0	544
OPA-Lowfields Enabling Work		-113	130		113	113			0		0	0	243
OPA-Ashfield Estate Sports Pitches			862			0			0		0	0	862
OPA-Community Space at Marjorie WaiteCourt			717			300			0		0	0	1,017
Proof of Concept for robotics & AI within social care			100			100			0		0	0	200
S106 Sports Development	87		87			0			0		0	0	87
HH&ASC - HOUSING & COMMUNITY SAFETY													
Major Repairs & Modernisation of Local Authority Homes			10,278			10,235			8,763		8,034	7,541	44,851
Assistance to Older & Disabled People			590			600			610		620	630	3,050
Local Authority Homes - Phase 1			40			0			0		0	0	40
Local Authority Homes - Phase 2		-1,103	0			4,000		1,103	1,103		0	0	5,103
Local Authority Homes - New Build Project			0		-8,450	29,250		-16,500	9,900		18,443	0	57,593
Local Authority Homes - Project Team			649		-550	1,350			1,050		1,730	0	4,779
LA Homes - Hospital Fields/Ordnance Lane			1,321			0			0		0	0	1,321
LA Homes - Burnholme			1,323		7,000	7,000		11,000	11,000		3,945	0	23,268
Lowfield Housing		-3,062	16,500		3,062	7,062			500		0	0	24,062
Duncombe Barracks			599		2,000	2,000		5,500	5,500		1,362	0	9,461
Water Mains Upgrade		-60	0		60	120			350		0	0	470
LA Homes Energy Efficiency Programme			1,309			350			250		250	0	2,159
Disabled Facilities Grant (Gfund)			1,868			1,985			2,106		2,236	2,375	10,570
IT Infrastructure	-150	-478	150		478	478			0		0	0	628
Empty Homes (Gfund)		-80	20		80	80			0		0	0	100
Housing Environmental Improvement Programme			236			170			170		170	170	916
Shared Ownership Scheme	774		5,211			0			0		0	0	5,211
Lincoln Court Independent Living Scheme			1,613			0			0		0	0	1,613
Extension to Marjorie Waite Court		-500	2,300		500	800			0		0	0	3,100
Extension to Glen Lodge			88			0			0		0	0	88
ECONOMY & PLACE - TRANSPORT, HIGHWAYS & ENVIRONMENT													
Highway Schemes			7,320			6,997			6,997		6,997	7,000	35,311
Highways - Pothole and Challenge Fund			1,815			0			0		0	0	1,815
Highways - Tadcaster Road			5,000			0			0		0	0	5,000
Highways & Transport - Ward Committees			1,877			250			250		0	0	2,377
Special Bridge Maintenance (Struct maint)			971			0			0		0	0	971
Replacement of Unsound Lighting Columns			442			578			644		644	66	2,374
Highways Drainage Works			352			200			200		200	200	1,152
Drainage Investigation & Renewal			951			700			700		700	700	3,751
Pothole Spotter Trial			1			0			0		0	0	1
Wheeled Bins in Back Lane and Terraced Areas			61			0			0		0	0	61
Built Environment Fund			1,758			0			0		0	0	1,758

	2020/21	2020/21	2020/21	2020/21	2020/21	2021/22	2020/21	2020/21	2022/23	2020/21	2023/24	2024/25	Gross Capital Programme
	Mon 2	Mon 2	Revised Mon 2	Mon 2	Mon 2	Revised Mon 2	Mon 2	Mon 2	Revised Mon 2	Mon 2	Revised Mon 2	Revised Mon 2	To be Funded
	Adj	Reprofile	Budget	Adj	Reprofile	Budget	Adj	Reprofile	Budget	Reprofile	Budget	Budget	20/21 - 24/25
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
Fleet Acquisition			2,408			0			0		0	0	2,408
Rowntree Park Lodge			121			0			0		0	0	121
Better Play Areas			300			0			0		0	0	300
Litter Bin Replacement Programme			242			0			0		0	0	242
Knavesmire Culverts			227			0			0		0	0	227
Better Bus Area Fund			312			0			0		0	0	312
Local Transport Plan (LTP) *			4,334			1,570			1,570		1,570	1,570	10,614
Hyper Hubs			2,692			0			0		0	0	2,692
York City Walls Restoration Programme			1,011			716			376		336	0	2,439
Flood Defences			317			0			0		0	0	317
Scarborough Bridge			498			0			0		0	0	498
WYTF - YORR			4,081			15,620			13,198		3,280	0	36,179
WYTF - Station Frontage		-4,834	1,000	5,000	4,834	13,472	9,550		11,550		0	0	26,022
Osbalwick Beck Maintenance			60			0			0		0	0	60
Fordlands Road Flood Defences			486			0			0		0	0	486
National Cycle Network 65 Targeted Repairs			409			0			0		0	0	409
Non Illuminated Structural asset renewal			146			0			0		0	0	146
Hazel Court conversion of storage area to operational hub			20			0			0		0	0	20
CCTV Asset Renewal			157			157			0		0	0	314
Public Realm footpaths			20			0			0		0	0	20
Smarter Travel Evolution Programme			2,194			0			0		0	0	2,194
City Fibre Network			360			50			0		0	0	410
Car Park Improvements			278			0			0		0	0	278
Fleet & Workshop Compliance			312			100			0		0	0	412
A1079 Drainage Improvements (A64 to Kexby Roundabout)			440			0			0		0	0	440
Stonegate Natural Stone Renewal			152			0			0		0	0	152
Flood Scheme Contributions			1,000			500			0		0	0	1,500
Gully Repair Engineering works			48			0			0		0	0	48
Clean Air Zone			1,633			0			0		0	0	1,633
Wayfinding			284			0			0		0	0	284
River Bank repairs			167			0			0		0	0	167
Traffic control/ reduction and public realm improvements in Bishophill/ Micklegate			230			0			0		0	0	230
Waste Vehicle Replacement			6,600			0			0		0	0	6,600
EV Charging Asset Replacement			1,435			0			0		0	0	1,435
A19 Flood Alleviation Scheme			48			0			0		0	0	48
Flood Sign Renewal and Rainfall monitoring			200			0			0		0	0	200
York Outer Ring Road - Dualing			1,775			1,616			10,857		13,658	0	27,906
ECONOMY & PLACE - REGENERATION & ASSET MANAGEMENT													
LCR Revolving Investment Fund			300			0			0		0	0	300
York Central Infrastructure		-20,538	2,300		-59,462	20,538		28,880	80,000	51,120	51,120	0	153,958
York Central			75			0			0		0	0	75
Holgate Park Land – York Central Land and Clearance			397			0			0		0	0	397
Asset Maintenance + Critical H&S Repairs	-175		237	-50		200			250		250	250	1,187
Community Asset Transfer			175			0			0		0	0	175
One Planet Council - Energy Efficiency			672			250			250		250	250	1,672
Castle Gateway (Picadilly Regeneration)			0			0			0		0	0	0
Guildhall	749	-4,000	11,029	50	4,000	4,050			0		0	0	15,079
Critical Repairs and Contingency	-274		0			0			0		0	0	0
Commercial Property Acquisition incl Swinegate			208			0			0		0	0	208
Shambles Health & Safety			27			0			0		0	0	27
Built Environment Fund - Shopping Area Improvements			19			0			0		0	0	19
Air Quality Monitoring (Gfund)			61			14			0		0	0	75
Shambles Modernisation - Food Court			0			0			0		0	0	0
Shambles Modernisation - Power		-180	0		180	180			0		0	0	180
Northern Forest			1,650			600			600		150	0	3,000
Castle Gateway (Picadilly Regeneration)		-2,541	1,000		2,541	2,541			0		0	0	3,541
29 Castlegate			0			270			0		0	0	270
CUSTOMER & CORPORATE SERVICES - COMMUNITY STADIUM													
Community Stadium			1,865			0			0		0	0	1,865
CUSTOMER & CORPORATE SERVICES													
Fire Safety Regulations - Adaptations			20			57			0		0	0	77
Removal of Asbestos		-50	52		50	200			0		0	0	252
Mansion House Restoration			46			0			0		0	0	46
Project Support Fund			577			200			200		200	200	1,377
Registrars			0			0			0		0	0	0
Photovoltaic Energy Programme		-40	191		40	40			0		0	0	231
West Offices - Admin Accom			0			0			0		0	0	0
West Offices - Major repairs			237			0			0		0	0	237
Crematorium Waiting Room			100			150			0		0	0	250
Replacement of 2 Cremators			153			17			0		0	0	170
Registry office Phase 2 Refurbishment			80			0			0		0	0	80

	2020/21 Mon 2 Adj £000	2020/21 Mon 2 Reprofile £000	2020/21 Revised Mon 2 Budget £000	2020/21 Mon 2 Adj £000	2020/21 Mon 2 Reprofile £000	2021/22 Revised Mon 2 Budget £000	2020/21 Mon 2 Adj £000	2020/21 Mon 2 Reprofile £000	2022/23 Revised Mon 2 Budget £000	2020/21 Mon 2 Reprofile £000	2023/24 Revised Mon 2 Budget £000	2024/25 Revised Mon 2 Budget £000	Gross Capital Programme To be Funded 20/21 - 24/25 £000
Hazel Court welfare facilities			100			0			0		0	0	100
Capital Contingency													
Capital Contingency			802			0			0		0	0	802
CUSTOMER & CORPORATE SERVICES - IT													
IT Development plan		-100	2,637		100	2,420			2,420		2,420	2,420	12,317
IT Superconnected Cities			0			120			0		0	0	120
GROSS EXPENDITURE BY DEPARTMENT													
CEC - CHILDREN, EDUCATION & COMMUNITIES	0	0	15,667	0	0	21,809	0	0	3,000	0	0	0	40,476
HH&ASC - ADULT SOCIAL CARE & ADULT SERVICES COMMISSIONING	217	-113	3,366	0	113	1,129	0	0	638	0	660	682	6,475
HH&ASC - HOUSING & COMMUNITY SAFETY	624	-5,283	44,095	0	4,180	65,480	0	1,103	41,302	0	36,790	10,716	198,383
ECONOMY & PLACE - TRANSPORT, HIGHWAYS & ENVIRONMENT	0	-4,834	56,545	5,000	4,834	42,526	9,550	0	46,342	0	27,385	9,536	182,334
ECONOMY & PLACE - REGENERATION & ASSET MANAGEMENT	300	-27,259	18,150	0	-52,741	28,643	0	28,880	81,100	51,120	51,770	500	180,163
CUSTOMER & CORPORATE SERVICES - COMMUNITY STADIUM	0	0	1,865	0	0	0	0	0	0	0	0	0	1,865
CUSTOMER & CORPORATE SERVICES	0	-90	2,358	0	90	664	0	0	200	0	200	200	3,622
CUSTOMER & CORPORATE SERVICES - IT	0	-100	2,637	0	100	2,540	0	0	2,420	0	2,420	2,420	12,437
TOTAL BY DEPARTMENT	1,141	-37,679	144,683	5,000	-43,424	162,791	9,550	29,983	175,002	51,120	119,225	24,054	625,755
TOTAL GROSS EXPENDITURE	1,141	-37,679	144,683	5,000	-43,424	162,791	9,550	29,983	175,002	51,120	119,225	24,054	625,755
TOTAL EXTERNAL FUNDING	387	-11,152	38,613	5,732	-54,628	55,239	11,860	29,160	111,621	36,620	59,899	5,300	270,672
TOTAL INTERNAL FUNDING	754	-26,527	106,070	-732	11,204	107,552	-2,310	823	63,381	14,500	59,326	18,754	355,083

This page is intentionally left blank



Executive**26 November 2020**

Report of the Chief Finance Officer

Portfolio of the Executive Member for Finance and Performance

**Treasury Management Mid-Year Review and Prudential Indicators
2020/21****Summary**

1. The Council is required through legislation to provide members with a mid-year update on treasury management activities. This report provides an update on activity for the period 1 April 2020 to 30 September 2020.

Recommendations

2. Members are required, in accordance with the Local Government Act 2003 (revised), to:
 - Note the Treasury Management activities to date in 2020/21
 - Note the Prudential Indicators set out at Annex A and note the compliance with all indicators.

Reason: to ensure the continued performance of the Council's Treasury Management function.

Background

3. The Treasury Management function is responsible for the effective management of the Council's investments, cash flows, banking, and money market transactions. It also considers the effective control of the risks associated with those activities and ensures optimum performance within those risk parameters.
4. This mid-year report has been prepared in compliance with the Chartered Institute of Public Finance and Accountancy's (CIPFA) CIPFA's Code of Practice on Treasury Management, and covers the following:
 - An economic update for the first part of the 2020/21 financial year;
 - A review of the Treasury Management Strategy Statement and Annual Investment Strategy;
 - The prudential indicators;
 - A review of the Council's investment portfolio;

- A review of the Council’s borrowing strategy;
- A review of compliance with the Treasury and Prudential Limits.

Interest Rate Forecast

5. Table 1 is Link Asset Services Interest Rate forecast for both the bank rate and long term Public Works Loans Board borrowing rates (note all figures are percentages):

	Dec 20	Mar 21	Jun 21	Sep 21	Dec 21	Mar 22	Jun 22	Sep 22	Dec 22	Mar 23
Bank Rate	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10	0.10
5 Yr PWLB rate	1.90	2.00	2.00	2.00	2.00	2.00	2.10	2.10	2.10	2.10
10 Yr PWLB rate	2.10	2.10	2.10	2.10	2.20	2.20	2.20	2.30	2.30	2.30
25 Yr PWLB rate	2.50	2.50	2.50	2.60	2.60	2.60	2.70	2.70	2.70	2.70
50 Yr PWLB rate	2.30	2.30	2.30	2.40	2.40	2.40	2.50	2.50	2.50	2.50

Table 1: Link Asset Services Interest Rate Forecast (%)

6. The coronavirus outbreak has done huge economic damage to the UK and economies around the world. After the Bank of England took emergency action in March to cut Bank Rate to first 0.25%, and then to 0.10%, it left Bank Rate unchanged at its meeting on 6th August (and the subsequent September meeting), although some forecasters had suggested that a cut into negative territory could happen. However, the Governor of the Bank of England has made it clear that he currently thinks that such a move would do more damage than good and that more quantitative easing is the favoured tool if further action becomes necessary. As shown in the forecast table above, no increase in Bank Rate is expected within the forecast horizon ending on 31st March 2023 as economic recovery is expected to be only gradual and, therefore, prolonged.
7. The MPC acknowledged that the “medium-term projections were a less informative guide than usual” and the minutes had multiple references to downside risks, which were judged to persist both in the short and medium term. The way in which second waves of the virus are now impacting many

countries including Britain, highlights the dangers. Initially it was expected that, rather than a national lockdown as in March, any spikes in virus infections were more likely to be dealt with by localised measures and that this would limit the amount of economic damage caused. However, subsequently a second lockdown was announced on 31st October. In addition, Brexit uncertainties ahead of the year-end deadline are likely to be a drag on recovery. However, the Chancellor has made a number of announcements recently regarding further packages of support for businesses. There was also further help for the self-employed, freelancers and the hospitality industry.

8. The last three months of 2020 are now likely to show no growth as consumers will probably remain cautious in spending and uncertainty over the outcome of the UK/EU trade negotiations concluding at the end of the year.
9. There will be some painful longer term adjustments as e.g. office space and travel by planes, trains and buses may not recover to their previous level of use for several years, or possibly ever. There is also likely to be a reversal of globalisation as this crisis has shown up how vulnerable long-distance supply chains are. On the other hand, digital services is one area that has already seen huge growth.

Annual Investment Strategy Update

10. Council approved the Treasury Management Strategy Statement for 2020/21 on 27 February 2020. There are no policy changes and the details in this report do not amend the Statement.
11. The Council's Annual Investment Strategy, which is incorporated in the Strategy, outlines the Council's investment priorities as follows:
 - security of capital
 - liquidity
 - yield
 - FTSE4Good index
12. The Council continues to aim to achieve the optimum return (yield) on investments commensurate with the proper levels of security and liquidity and the Council's risk appetite.

Investment Portfolio

13. The average level of cash balances available for investment purposes in the first 6 months of 2020/21 was £20.272m (£61.336m for the same 6 month period in 19/20). The level of cash balances available is largely dependent on the timing of the Council's cash flow as a result of precept payments, receipt of grants, receipt of developers contributions, borrowing for capital purposes,

payments to its suppliers of goods and services and spend progress on the Capital Programme. These funds are therefore only available on a temporary basis depending on cash flow movement.

14. The average level of cash balances has decreased compared to a year ago due to a number of factors. These include a number of delayed capital schemes now-progressing.
15. As previously identified, cash balances have decreased as profiled and therefore the Council has begun to take on long term debt to finance the Councils capital programme.
16. Investment return (calculated as the amount of interest earned against the average cash balance for the period) during the first six months of 2020/21 is shown in table 2:

	2019/20 (full year)	2020/21 (part year to date)
Average CYC Rate of Return	0.74	0.25
Benchmarks		
Average 7 Day LIBID	0.53	-0.06
Average 1 Month LIBID	0.56	-0.02

Table 2: CYCs investment rate of return performance vs. benchmarks

17. The average rate of return achieved to date in 2020/21 has decreased compared to the average seen in 2019/20, due to the change in bank rate.
18. It remains a very difficult investment market in terms of earning the level of interest rates commonly seen in previous decades as rates continue to be very low and in line with the current 0.1% Bank Rate. Given that no increases in Bank Rate are anticipated in the next few years and are unlikely to return to the levels seen in previous decades, investment returns are likely to remain low.
19. Figure 1 shows the interest rates available on the market based on LIBID rates between 7 days and 1 year and also the rate of return that the Council has achieved for the first six months of 2020/21. It shows that favourable / competitive interest rates have been obtained for investments whilst ensuring the required liquidity and security of funds for the Council.

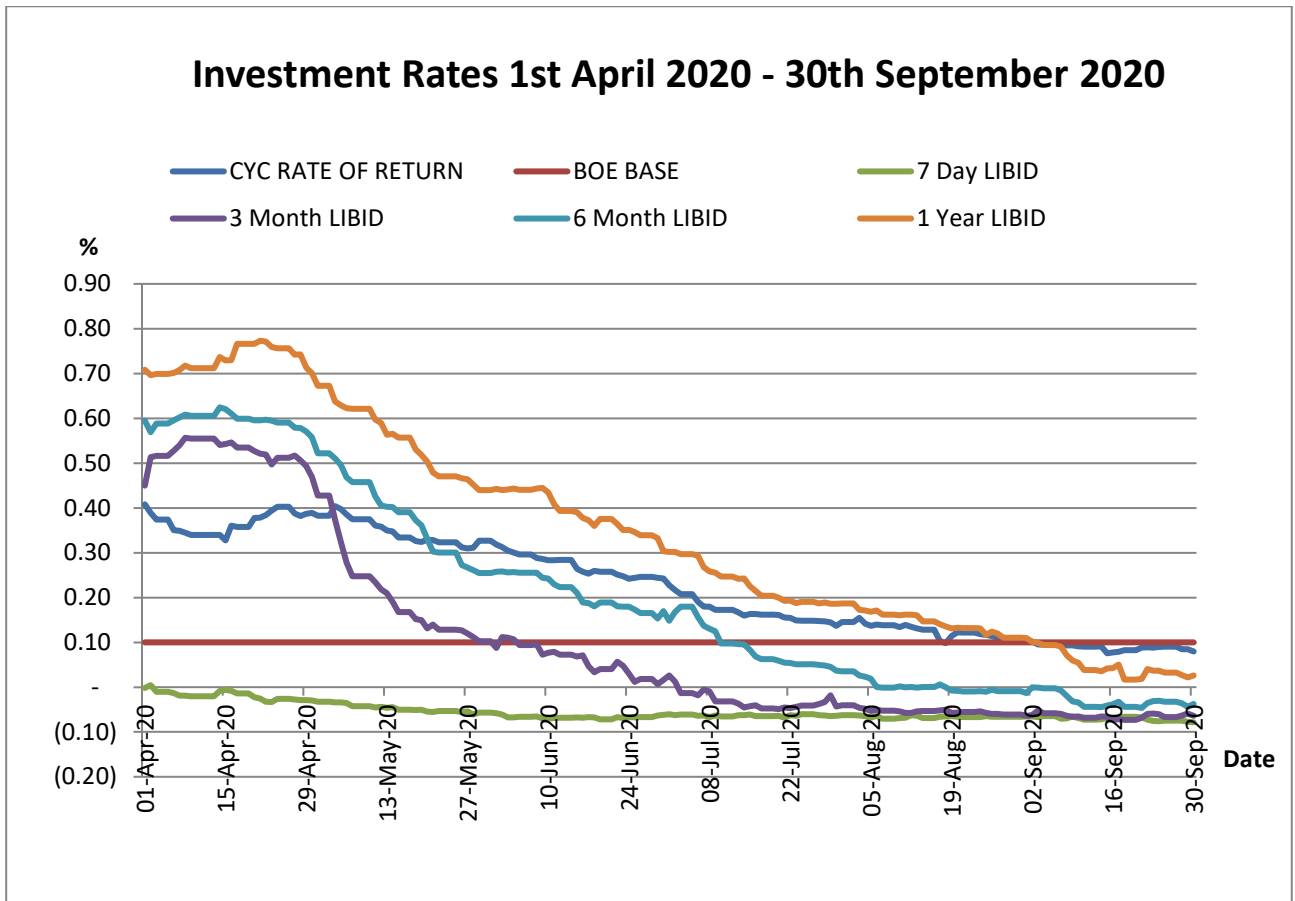


Figure 1 CYC Investments vs Money Market Rates up to 30th September 2020

- 20. Figure 2 shows the investments portfolio split by cash in bank, deposits in short term call accounts, fixed term investments and money market funds (MMFs).
- 21. All of the money market funds have an AAA credit rating and cash in the bank account is AA-.

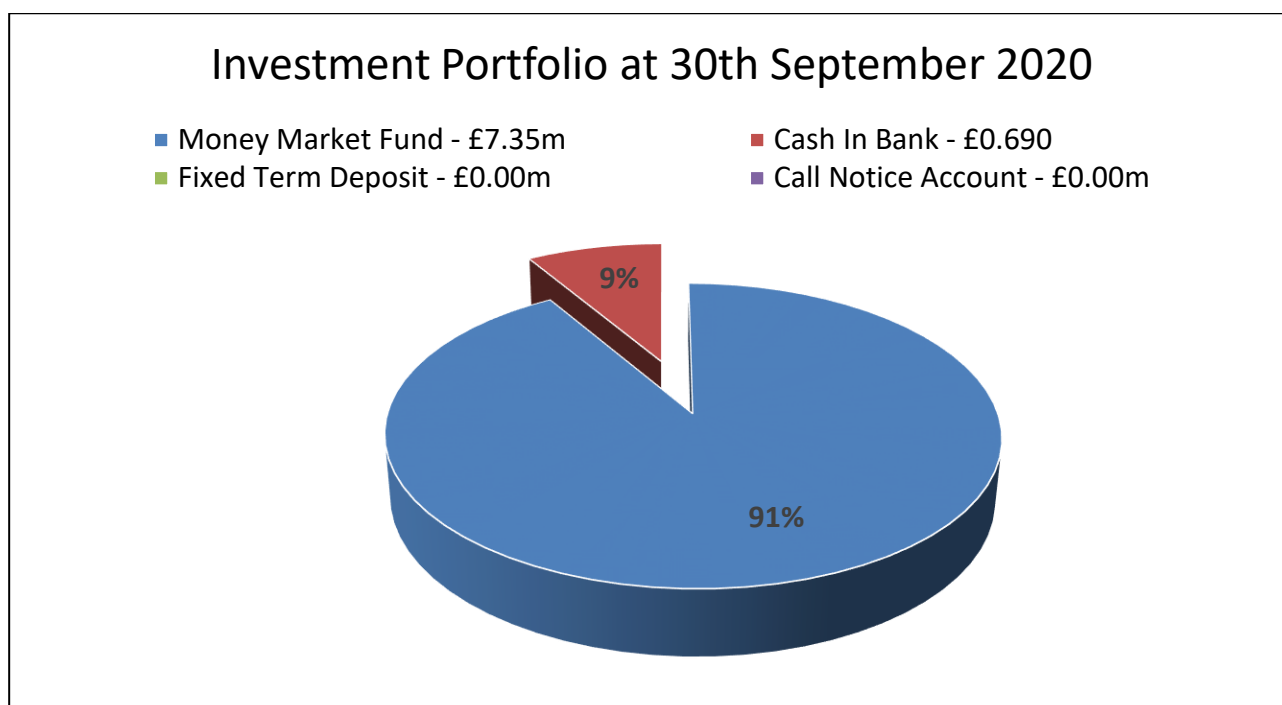


Figure 2 Investment Portfolio by type at 30th September 2020

Borrowing Portfolio

22. The Council undertakes long term borrowing in accordance with the investment requirements of the capital programme and all borrowing is therefore secured for the purpose of its asset base.
23. The level of borrowing taken by the Council is determined by the Capital Financing Requirement (the Councils underlying need to borrow for capital expenditure purposes). Borrowing needs to be affordable, sustainable and prudent.
24. Under regulation, the Council can borrow in advance of need and Markets are therefore constantly monitored and analysed to ensure that advantage is taken of favourable rates and the increased borrowing requirement is not as dependant on interest rates in any one year.
25. On the reverse side, the Council's level of borrowing can also be below the Capital Financing Requirement. This would mean that instead of increasing the Council's level of borrowing, surplus funds held for investment purposes would be utilised. In the current interest rate environment, where investment rates on holding investments are significantly below borrowing rates, consideration is given to the value of taking borrowing or whether it is better for the council to keep investment balances lower.
26. The finance team continues to closely monitor the opportunities that arise and receive daily updates from Link Asset Services in respect of borrowing timings and amounts. Two new loans have been taken during this period.

27. The Councils long-term borrowing started the year at a level of £256.465m. On 5th May 2020 a £5m PWLB loan was repaid taking the Councils long-term borrowing figure to £251.465m. A further £5m PWLB loan repayment will be made on 9th November. On 28th May 2020 a new £5m PWLB loan was taken and on 29th September a new £5m PWLB loan was taken. This takes the Councils long-term borrowing figure to £261.465m. The Housing Revenue Account settlement debt amount is 56% of the borrowing portfolio (£146.359m) and the General Fund debt is 42% (£115.106m).

28. Figure 3 illustrates the 2020/21 maturity profile of the Council’s debt portfolio at 30th September 2020. The maturity profile shows that there is no large concentration of loan maturity in any one year, thereby spreading the interest rate risk dependency.

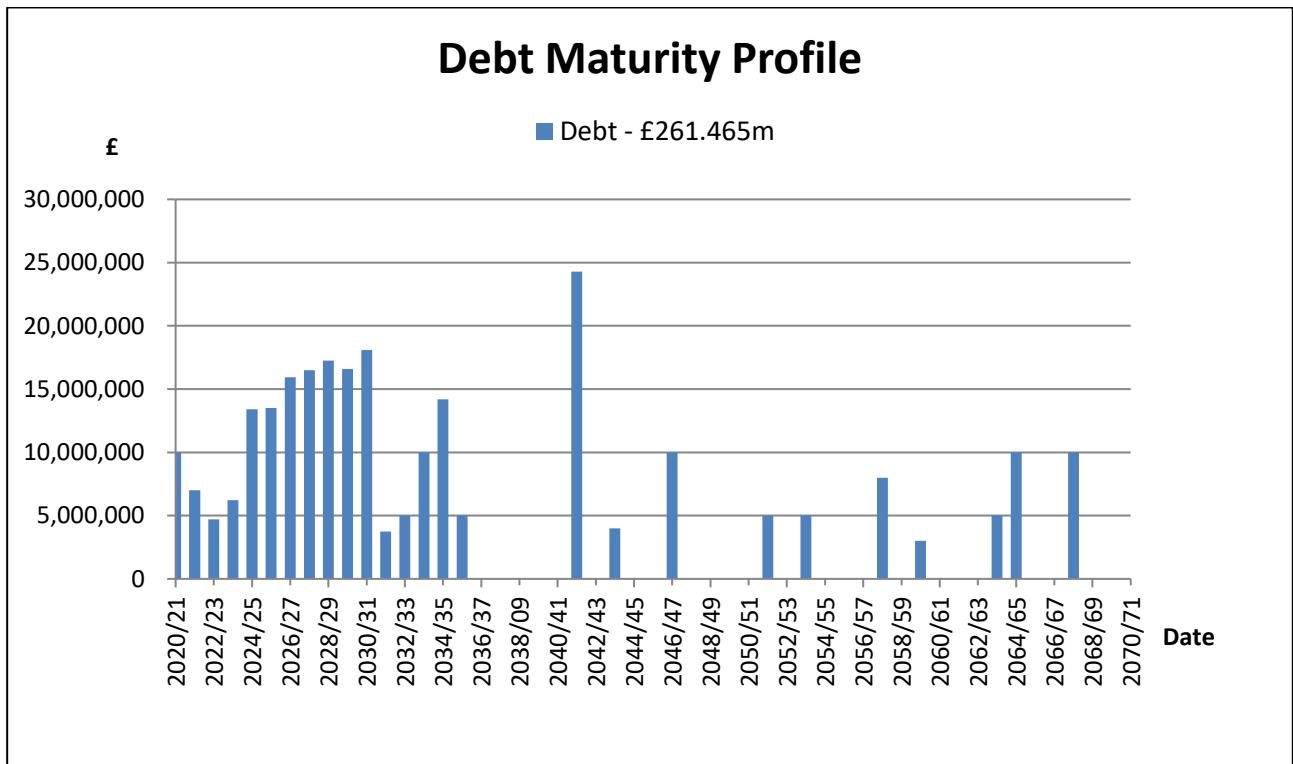


Figure 3 – Debt Maturity Profile at 30th September 2020

29. Table 3 shows PWLB Certainty borrowing rates available for selected loan durations.

	PWLB Certainty borrowing rates by duration of loan				
	1 Year	5 Year	10 Year	25 Year	50 Year
Yr High	1.94	2.00	2.23	2.80	2.65
Yr Low	1.70	1.68	1.94	2.40	2.13

Yr Avg	1.80	1.81	2.07	2.54	2.32
---------------	------	------	------	------	------

Table 3 – PWLB Borrowing Rates (%) – to 30th September 2020

Compliance with Prudential Indicators

30. The Prudential Indicators for 2020/21 included in the Treasury Management Strategy Statement are based on the requirements of the Council's capital programme and approved at Budget Council on 27 February 2020.
31. It is a statutory duty for the Council to determine and keep under review the "Affordable Borrowing Limits" included in the Prudential Indicators. The monitoring of the Prudential Indicators is attached at Annex A. During the financial year 2020/21 to date the Council has operated within the treasury limits and Prudential Indicators set out.

Consultation and Options

32. The report shows the six month position of the treasury management portfolio in 2020/21. The treasury management budget was set in light of the council's expenditure plans and the wider economic market conditions, based on advice from Link Asset Services. It is a statutory requirement to provide the information detailed in the report.

Council Plan

33. The treasury management function aims to achieve the optimum return on investments commensurate with the proper levels of security, and to minimise the interest payable by the Council on its debt structure. It thereby contributes to all Council Plan priorities.

Financial implications

34. The financial implications are in the body of the report.

Legal Implications

35. Treasury Management activities have to conform to the Local Government Act 2003, the Local Authorities (Capital; Finance and Accounting) (England) Regulations 2003 (SI 2003/3146), which specifies that the Council is required to have regard to the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice and also the Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 (SI 2008/414), which clarifies the requirements of the Minimum Revenue Provision guidance.

Other Implications

36. There are no crime and disorder, information technology, property, equalities, human resources or other implications because of this report.

Risk Management

37. The Treasury Management function is a high-risk area because of the level of large money transactions that take place. As a result, there are procedures set out for day to day treasury management operations that aim to reduce the risk associated with high volume high value transactions. These are detailed in the Treasury Management Strategy Statement at the start of each financial year.

Contact Details

Authors:	Chief Officer Responsible for the report:		
Debbie Mitchell Chief Finance Officer 01904 554161	Debbie Mitchell Chief Finance Officer		
	Report Approved	x	Date 12.11.2020
Wards Affected: All			
For further information please contact the author of the report			

Specialist Implications:
Legal – Not Applicable
Property – Not Applicable
Information Technology – Not Applicable

Annexes

Annex A – Prudential Indicators 2020/21

Glossary of Abbreviations used in the report:

LIBID	London Interbank Bid Rate
PWLB	Public Works Loans Board

This page is intentionally left blank

Prudential Indicators 2020/21 Mid-Year

	Prudential Indicator		2020/21	2021/22	2022/23	2023/24	2024/25	
1	Capital expenditure To allow the authority to plan for capital financing as a result of the capital programme and enable the monitoring of capital budgets.	GF	£102.5m	£99.4m	£126.3m	£84.7m	£15.7m	
		HRA	£42.2m	£63.4m	£39.2m	£34.6m	£8.3m	
		PFI	£0.0m	£0.0m	£0.0m	£0.0m	£0.0m	
		Total	£144.7m	£162.8m	£165.5m	£119.3m	£24.0m	
2	CFR Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR.	GF	£280.2m	£313.9m	£327.3m	£338.7m	£333.7m	
		HRA	£146.4m	£146.4m	£146.4m	£146.4m	£146.4m	
		Other LT	£45.2m	£48.3m	£47.1m	£46.0m	£44.9m	
		Total	£471.8m	£508.6m	£520.8m	£531.1m	£525.0m	
3	Ratio of financing costs to net revenue stream An estimate of the cost of borrowing in relation to the net cost of Council services to be met from government grant and council taxpayers. In the case of the HRA the net revenue stream is the income from rents. <i>Note that in future years some of the forecast debt will be directly funded by business rates income and a number of other self financing schemes, where income is generated to meet the cost of investment in the scheme.</i>	GF	12.05%	16.12%	17.79%	19.19%	20.64%	
		HRA	11.63%	11.32%	11.01%	10.70%	10.43%	
		Total	11.96%	15.11%	16.33%	17.31%	18.34%	
4	External debt To ensure that borrowing levels are prudent over the medium term the Council's external borrowing, net of	Gross Debt	£365.7m	£408.8m	£434.9m	£460.6m	£470.5m	
		Invest	£8.0m	£10.0m	£10.0m	£10.0m	£10.0m	
		Net Debt	£357.6m	£398.8m	£424.9m	£450.6m	£460.5m	

	Prudential Indicator		2020/21	2021/22	2022/23	2023/24	2024/25	
	investments, must only be for a capital purpose and so not exceed the CFR.							
5 a	<p>Authorised limit for external debt</p> <p>The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities.</p>	Borrowing / Other long term liabilities	£509.6m £30.0m <hr/> £539.6m (£539.6m set at 20/21 Strategy)	£518.6m £30.0m <hr/> £548.6m (Based on current CFR projection)	£530.8m £30.0m <hr/> £560.8m (Based on current CFR projection)	£541.1m £30.0m <hr/> £571.1m (Based on current CFR projection)	£535.0m £30.0m <hr/> £565.0m (Based on current CFR projection)	
5 b	<p>Operational boundary for external debt</p> <p>The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.</p>	Borrowing / Short Term Liquidity Requirement	£499.6m £10.0m <hr/> £509.6m (£509.6m set at 20/21 Strategy)	£508.6m £10.0m <hr/> £518.6m (Based on current CFR projection)	£520.8m £10.0m <hr/> £530.8m (Based on current CFR projection)	£531.1m £10.0m <hr/> £541.1m (Based on current CFR projection)	£525.0m £10.0m <hr/> £535.0m (Based on current CFR projection)	

6	Maturity structure of fixed rate borrowing To minimise the impact of debt maturity on the cash flow of the Council. Over exposure to debt maturity in any one year could mean that the Council has insufficient liquidity to meet its repayment liabilities, and as a result could be exposed to risk of interest rate fluctuations in the future where loans are maturing. The Council therefore sets limits whereby long-term loans mature in different periods thus spreading the risk.	Maturity profile of debt against approved limits	Maturity Profile	Debt (£)	Debt (%)	Approved Minimum Limit	Approved Maximum Limit	In line with the TMSS Lobo loans are shown as due at their next call date as this is the date the lender could require payment.	
			Less than 1 yr	£12.0m	5%	0%	30%		
			1 to 2 yrs	£5.0m	2%	0%	30%		
			2 to 5 yrs	£27.3m	10%	0%	40%		
			5 to 10 yrs	£55.4m	21%	0%	40%		
			10 yrs and above	£161.8m	62%	30%	90%		
			Total	£261.5m	100%	-	-		
7	Upper limit for total principal sums invested for over 364 days The Council sets an upper limit for each forward financial year period for the level of investments that mature in over 364 days. These limits reduce the liquidity and interest rate risk associated with investing for more than one year. The limits are set as a percentage of the average balances of the investment portfolio.		£15m	£15m	£15m	£15m	£15m		

This page is intentionally left blank