



**EXAMINATION OF THE CITY OF YORK LOCAL PLAN
2017-2033**

PHASE 4 HEARINGS

MATTER 2: University of York

CITY OF YORK COUNCIL STATEMENT

Matter 2 – University of York

2.1 What are the needs of the University of York?

- 2.1.1 The University of York want to develop new teaching facilities, student accommodation, knowledge business floorspace and other uses ancillary uses to accommodate their planned future growth.
- 2.1.2 The University had identified a 1.5% annual growth in student numbers as “likely” (see: University of York Phase 3 Hearing Statement ‘*Summary Model of Space and Land Need, July 2022*’). Previous University representations (in 2018 and 2021) identify growth in the range of 1.25 to 1.5% as “likely” over the Plan period.
- 2.1.3 CYC identifies an alternative scenario in which the University’s land requirement associated with 1.5% a year student growth rate is approximately 12.4 ha (see Phase 3 Matter 2 Hearing Statement, Appendix 1 paragraphs 64 to 65 and Table 3).
- 2.1.4 The University has since Phase 3 reviewed its information and has provided a new set of figures (dated 24 August 2022) that identifies a “minimum” requirement of 18 hectares of land based on an annual student growth rate of 1.5%. This is more than the CYC scenario, but still within the 21.2 ha¹ size of ST27 allocated in the Plan. CYC do not agree with the University’s approach to determining space needs as detailed further in response to question 2.7.
- 2.1.5 CYC recognise that long-term planning for the higher education sector is challenging. It is impacted by a range of factors including national policy and funding as well as global factors impacting research opportunities and the relative attractiveness of institutions to non-UK students (see CYC’s Phase 3, Matter 2 hearing statement, Appendix 1, Annex B). The University are clearly in a period of re-assessing and refining past growth estimates and their estates strategy in response to these. It is not unusual for estate strategies to be refreshed periodically and it is expected that this will continue during the life of Plan.
- 2.1.6 Despite these uncertainties, CYC share the confidence the University has about its growth potential based on past trends and evidence of future growth opportunities (particularly related to knowledge business collaboration). Allocating additional land to meet future growth needs *is* required – differences relate to the size of any allocation. CYC wants to support the

¹ The need for this correction from 21.5 ha to 21.2 ha was identified during discussions between the University and CYC in August when it was determined that it had been shown inaccurately on both the Council and the University’s MAKE Architecture submissions. CYC Business Intelligence service has confirmed the extent using CYC’s Geographical Information System (GIS).

University’s growth objectives despite the outstanding differences in the way this is realised. Provision of a site for the University is essential to the University’s future success as well as to the achieving Plan vision which reflects CYC’s economic development strategy (SD070 and EX/CYC/105).

2.2 How many jobs are projected to be created by the University of York in the Plan period?

2.2.1 CYC estimates that up to 1,600 new jobs could be generated by University over the life of the Plan. This estimate appears broadly comparable to projections shared by the University.

2.2.2 CYC has carried out sensitivity testing to model employment led growth for the University. CYC’s assumptions on employee growth based on a 1.5% annual student growth is shown in Table 1 below.

Table 1: University of York Employee Projections

UNIVERSITY OF YORK				
EMPLOYEE PROJECTIONS				
Cushman & Wakefield Indicative Figures				
University Employment - FTE staff 2021/22	4,443			
Growth Rates pa.	0.5%	1%	1.25%	1.50%
Projected Employment 2037/38 if employment growth rates aligns to student FTE growth	4,812	5,210	5,420	5,638
Additional Employment	369	767	977	1,195
Projected Employment 2037/38 if employment growth rate is 75% of student FTE growth rate	4,717	5,007	5,158	5,314
Additional Employment	274	564	715	871
Projected Employment 2037/38 if employment growth rate is 50% of student FTE growth rate	4,624	4,812	4,909	5,007
Additional Employment	181	369	466	564

2.2.3 Table 1 shows that taking a student growth rate of 1.5% to 2038 this would mean:

- **Scenario A:** If staff employees grow at the same rate at students, by 2038 the University would employ 5,638 staff, an additional 1,195 to 2022 employee numbers.
- **Scenario B:** If the growth rate for employees was 75% of that for students, by 2038 the University would employ 5,314 staff, an additional 871 employees to 2022 employee numbers.
- **Scenario C:** If the growth rate for employees was 50% of that for students, by 2038 the University would employ 5,007 staff, an additional 564 employees to 2022 employee numbers.

2.2.4 In reality it is highly unlikely that the rate of employee growth will match the pace of student growth (i.e. Scenario A); the rates of staff growth will lag

behind student growth. However, for the purposes of sensitivity testing, all three scenarios have been considered.

2.2.5 York Economic Outlook, 2019 [EX/CYC/29] identifies total employment growth of 10,780 between 2017 and 2038 (page 22); this is equivalent to 510 jobs per year. The York Economic Outlook, 2019 [EX/CYC/29] identified a 3,270 jobs in the ‘Professional, scientific & technology’ sector, but a 128 reduction in ‘Education’ sector. The University is expected to have an important role in contributing to employment growth over the life of the Plan in the Professional, scientific & technology’ sector and in retaining jobs in the ‘Education’ sector as envisaged by the CYC’s economic strategy (SD070 and EX/CYC/105).

2.2.6 The impact of University employee growth scenarios A to C as set out in paragraph 2.2.3 above has been separately tested and the results of this are presented in Appendix 1 of this statement. The analysis shows that combining the impacts from (i) increased employment at the University and (ii) increased spending from additional students, generates approximately 2,000 extra jobs by 2038 compared to the 2019 scenario in Scenario A, 1,600 in Scenario B and 1,220 jobs in Scenario C. Although University growth will occur later in the Plan period from 2022, to aid comparison the Plan baseline date of 2017/18 has been used. These University employee growth figures and the average annual change and is shown in Table 2 below (figure 5 in Appendix 1).

Table 2 Total employment comparison, 2017 to 2038, York

Scenario	2017	2038	Level change	Average annual change*
2019 scenario	119,530	130,310	10,780	510
A	119,530	132,317	12,787	610
B	119,530	131,914	12,384	590
C	119,530	131,531	12,001	570

2.2.7 This analysis clearly demonstrates that additional jobs associated with University does not significantly change the jobs growth evidence on which the Plan is based, nor the 650 jobs growth target reflected in the Plan.

2.3 Will that level of job creation have any consequent impact on the Plan’s OAN for housing?

2.3.1 No, the level of job creation identified in response to 2.2 above, does not have any consequential impact on the Objectively Assessed Need (OAN) for housing. The level of job creation associated with the University does not

significantly exceed previous estimates nor does it require a change to the 650 jobs growth target on which the OAN is based.

- 2.3.2 This 650 jobs growth target is based on CYC's economic development strategy *and* is informed (although not defined) by jobs growth forecasts as extensively discussed in Phase 2 hearings (see CYC's Phase 2 Matter 3 hearing statement). This 650 jobs growth target can accommodate additional University jobs growth as demonstrated by the further testing set out in response to 2.2 above.
- 2.3.3 Since the submission of the Plan in 2018 there have been fluctuations in jobs growth projections. The Covid-19 pandemic, Brexit impacts and more recently the war in Ukraine have had implications for growth across the UK. This is acknowledged in the Oxford Economic Report in Appendix 1 of this statement.
- 2.3.4 The 650 average jobs growth figure remains appropriate. York has a clearly defined economic development strategy and demonstrated economic resilience to Covid 19 impacts compared to other authority areas in Yorkshire. There will invariably be higher growth in some years as evident from the early plan period and lower growth in others as anticipated in the Council's projections York Economic Outlook, 2019 [EX/CYC/29, page 21]. The Council will continue to monitor jobs growth in line with the monitoring framework defined in Section 15 of the Plan.

2.4 Does the Plan properly provide for the needs of the University?

- 2.4.1 Yes, CYC has made provision for the University's expansion in Policy SS22 (ST27) and the policy framework for future University development provided in Policies ED1 to ED3. These set parameters for development at the Heslington Campuses. They also provide a framework for continued engagement as the University develops and refines its strategy for accommodating University growth needs over the life of the Plan.
- 2.4.2 Modifications to these Policies are proposed (see Appendix 2). These have been informed by discussions with the University and engagement with Historic England and provide greater flexibility to accommodate growth whilst protecting the green belt and seeking to avoid further outward expansion

2.5 Are Policies ED1-ED3 effective as an approach to the University of York?

- 2.5.1 Yes, Policies ED1 – ED3, as proposed to be modified, are effective.
- Policy ED1 provides an overarching policy which clearly identifies acceptable uses at the University's campus and the key principles for its development.

- Policy ED2 and ED3 sets out clear policies specific to Campus West and Campus East.
- Policy SS22 (ST27) sets out design parameters and infrastructure considerations related to the Campus East expansion site.

2.5.2 Policy EC1 identifies the quantum of knowledge business floorspace to be accommodated across Campus East and Campus West as 25 ha. The University's past submissions suggest this figure is not up to date. It is proposed that "25ha" is replaced with 'approximately 40,000 sqm', (see Appendix 2), provided that can be accommodated within the 21.2 ha of ST 27. Expressing this as square metres rather than hectares will make the policy more effective and monitoring delivery easier.

2.6 Is the 23% restriction on the developed footprint in Policy ED3 justified?

2.6.1 No. CYC consider that a high-density development in this location would not be appropriate, and that future development should maintain the parkland setting of the campus and adopt innovative landscaping approaches. However, CYC accepts that the 23% footprint does not need to be prescribed in Plan policy.

2.6.2 The 23% developed footprint restriction reflects the planning permission for the Heslington East 04/01700/OUT, dated 30th April 2004 (a decision of the Secretary of State, [APP/C2741/V/05/1189972](#)). It is a mechanism for managing density and reflects the location of Campus East is at the periphery of the urban area and in a location important to the setting of the historic City and setting of Heslington Conservation Area. It also was a mechanism to mirror the parkland "model" established at Campus East. CYC has produced a separate note on this decision at Appendix 3.

2.6.3 While prescribing a 23% footprint, in the context of the outline planning permission was appropriate, stipulating this is ED3 is less so given:

- the circumstances in which the 23% was applied (see Appendix 3) are no longer relevant and it is more important and effective to apply the broader criteria proposed by the modified policies
- level of design detail for plan making stage is lower than provided for in an outline application and arbitrary application of a 23% rule, could fail to achieve the intended purpose of the policy
- the decision restricting the development Campus East was made when the allocation of ST27, and a larger site area, was not envisaged.

2.6.4 Modifications are therefore proposed to delete this restriction and to better articulate the importance and relevance of the parkland setting and landscape requirements in policy and explanatory text (see Appendix 2).

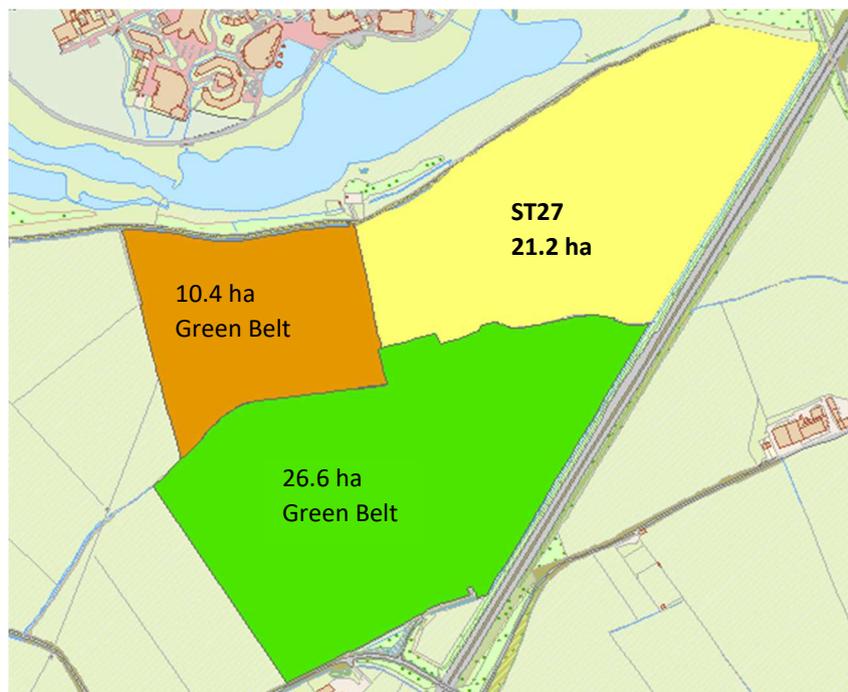
2.6.5 The existing Campus East permission (and 23% built footprint stipulation) still aligns with the revised Policy ED3, but now it does not restrict it.

2.7 Is Policy SS22 (ST27) soundly based?

2.7.1 Yes, Policy SS22, as proposed for modification, is soundly based. The Policy:

- Provides additional land to expand Campus East to meet the development needs of the University (in combination with a clear policy framework for development at the existing Heslington campuses).
- Identifies an extent and boundary to ST27 and design criteria that will manage the visual impact on the setting of the City and setting of Heslington Conservation areas as well avoid coalescence of the campus with Heslington Village to the west, addressing NPPF 2012 Green Belt Purpose 4.
- Identifies high level requirements for infrastructure, including requirements for engagement, with developers of ST15.

2.7.2 A modification is also proposed to correct the measurement of ST27 which is **21.2** hectares. ST27 surrounded by Green Belt to the west and south and is shown along with the adjacent land parcels on Map 1.



Map 1: ST27 location and land area

- 2.7.3 The modifications proposed to these policies have been informed by dialogue with the University and engagement with Historic England. The proposed changes will enhance the effectiveness of the Policy and improve clarity for decision making purposes.

2.8 Will it be sufficient for the needs of the University of York?

- 2.8.1 Yes, Policy SS22 (ST27) provides land to extend Campus East to accommodate University growth at a level sufficient to meet the needs of the University.
- 2.8.2 CYC consider that the methodology employed by the University to translate growth estimates to space needs has a number of limitations. These have led to an overestimate of total land needed (see CYC's HS/P3/M2/U&C/1a Phase 3 Matter 2 Statement Addendum for details). Similar issues appear to remain in the University's latest assessment. CYC's position on the latest material from UoY is presented at Appendix 4 to this paper.
- 2.8.3 The University's position on the type of uses that will be accommodated on the Heslington Campuses, including the relative balance of education to knowledge business uses at ST27, has fluctuated since 2018. This is evident from the University's own statements. The University's Phase 3 hearing statement; "*KNOWN-KNOWN AND KNOWN-UNKNOWN*" (Section 10) acknowledges these uncertainties².
- 2.8.4 The University's 2021 submission proposed a total of 40,000sqm metres of business floorspace across Campus East and the ST27 extension – and has resisted fixed quantum of floorspace (seeking the Policy to simply state "up to" to provide flexibility). The University's 5 July 2022 Phase 2 Hearing statement suggested 5ha of land is needed to accommodate 36,000 sqm of knowledge floorspace on ST27 and 15,000 sqm of "business and knowledge exchange uses" on Campus East. The precise future requirements of the University are not yet fully defined. Their approach is evolving.
- 2.8.5 According to the University's assessment only 15.3 hectares of ST27 is developable. CYC accepts that the developable site area will be reduced by the need to provide a buffer with the A64; however, the extent of the buffer is not defined in Policy and will be subject to the final design of development at the site. Furthermore, the University's assessment does not adequately consider the potential to accommodate growth on Campus East and Campus

² The Universities 3rd revision to its statement dated 12 June and 8th July but published to the examination library 12 July 2022 following the Council's assistance in identifying drafting error.

West through modest intensification or better utilisation of the existing estate. There are opportunities for both.

- 2.8.6 CYC accepts and share the view of the University, that the Heslington Campuses are not appropriate for high density development. The design criteria outlined in Plan policies, and in the case of Campus West specific heritage assets, limit scope for extensive intensification of the use of land. However, opportunities for intensification at both Campus East and to a lesser extent Campus West should be assessed and identified. Optimising the use of the land, given the design constraints, and the University's aspirations for co-location of facilities, is essential.
- 2.8.7 While maximising densities on the existing Heslington campuses and ST27 is not appropriate, no such limits apply to:
- maximising use of existing buildings; and
 - designing any replacement buildings in a way that maximises utilisation such as avoiding wasteful atria etc.
- 2.8.8 The University's submissions since 2018 are marked by an absence of detailed data on space utilisation. This is an important component in determining future space needs. Space needs will also be impacted by trends in online of learning³, and increased remote working - trends which have accelerated since 2020 and the Covid-19 pandemic (see CYC's Phase 3 Matter 2 Statement, Appendix 1- Annex C).
- 2.8.9 There are also likely to be opportunities for off campus development in other parts of York in the Plan period. Co-location of University uses may be desirable in some cases and CYC acknowledge this; but it is not *always* essential or even desirable. A city model approach is being followed by a number of the UK's leading universities (see Appendix 1 of the CYC's Phase 3 Matter 2 Statement, paragraphs 55 – 6). There are University facilities in the city centre such as The Guildhall⁴ and Kings Manor. Off campus development is therefore *already* part of the University's estate strategy.
- 2.8.10 CYC recognise the teaching and research success of the University, acknowledge the inherently speculative nature of research activity/funding and sympathise with the challenges of long-term planning for university estate development. Despite these uncertainties, a sizeable site allocation is made in ST27 to accommodate future (not current) needs. This is sufficient to meet the level of needs the University has been able to identify at this stage and in the context of the University's evolving estate strategy. A defined strategy for optimising use of land on Campus East and Campus West and ensuring

³ See: <https://www.york.ac.uk/study/online-distance-learning/>

⁴ See: <https://www.york.ac.uk/business/theguildhall/>

effective utilisation of the existing buildings will enable the University's growth aspirations to be achieved in line with Plan policies.

2.9 Is the 23% restriction on developed footprint in Policy SS22 justified?

2.9.1 No, as outlined in response to question 2.6, CYC accepts a less prescriptive approach to the developed footprint on ST27 is appropriate. This element of the Policy should be deleted. See also Appendix 3.

2.10 Is the approach of the Plan to the University of York justified in Green Belt terms (whether in terms of Green Belt boundaries, or 'washing over')?

2.10.1 The Green Belt boundaries around the University of York are justified by the analysis in Annex 3 of the Green Belt Addendum EX/CYC/59e. As outlined in CYC's Phase 3 Matter 2 hearing statement, the Green Belt boundary as proposed is appropriate. Alternative boundaries have been explored in the assessment (see pA3:676) however these alternatives would risk harm to NPPF 2012 Purpose 3 and 4.

2.10.2 The proposed Green Belt boundary of ST27 is described in Annex 3 at pA3:689. It follows clearly defined features which are recognisable, in accordance with the NPPF 2012. The summary section on pA3:690 of Annex 3 explains how the potential harm to the Green Belt has been mitigated through the location and boundaries of ST27, taking into account the findings of the Heritage Topic Paper [SD103] and the Heritage Impact Assessment [SD102]. This includes through the provision of landscape buffers and screening to separate development from the A64 as this is important to protecting the rural setting of the City. Furthermore, the location of ST27 does not risk any coalescence of the campus with Heslington Village to the west, as this is important to Purpose 4. The Green Belt policy approach *is* justified as further detailed in CYC's Phase 3 Matter 2 Statement.

2.10.3 The proposed modifications, to Policy SS22, acknowledge that certain sports uses or mitigation measures such as an attenuation lake associated with University development are acceptable in Green Belt. However, CYC do not consider it necessary to remove this land from Green Belt nor identify safeguarded land. These uses are permissible in the Green Belt by virtue of openness and are otherwise clearly allowed for in the NPPF 2012 and reflected in Plan policies GB1 – 4. Removing or safeguarding the land in the way proposed by the University would undermine the Green Belt status of this land the designation of which is fully justified explained above.



**EXAMINATION OF THE CITY OF YORK LOCAL PLAN
2017-2033**

PHASE 4 HEARINGS

MATTER 2: UNIVERSITY OF YORK

APPENDIX 1

CITY OF YORK COUNCIL STATEMENT

YORK EDUCATION SCENARIOS

DRAFT REPORT FOR CITY OF YORK COUNCIL

AUGUST 2022

ABOUT OXFORD ECONOMICS

Oxford Economics was founded in 1981 as a commercial venture with Oxford University's business college to provide economic forecasting and modelling to UK companies and financial institutions expanding abroad. Since then, we have become one of the world's foremost independent global advisory firms, providing reports, forecasts and analytical tools on more than 200 countries, 100 industries, and 7,000 cities and regions. Our best-in-class global economic and industry models and analytical tools give us an unparalleled ability to forecast external market trends and assess their economic, social and business impact.

Headquartered in Oxford, England, with regional centres in New York, London, Frankfurt, and Singapore, Oxford Economics has offices across the globe in Belfast, Boston, Cape Town, Chicago, Dubai, Dublin, Hong Kong, Los Angeles, Melbourne, Mexico City, Milan, Paris, Philadelphia, Stockholm, Sydney, Tokyo, and Toronto. We employ 450 staff, including more than 300 professional economists, industry experts, and business editors—one of the largest teams of macroeconomists and thought leadership specialists. Our global team is highly skilled in a full range of research techniques and thought leadership capabilities from econometric modelling, scenario framing, and economic impact analysis to market surveys, case studies, expert panels, and web analytics.

Oxford Economics is a key adviser to corporate, financial and government decision-makers and thought leaders. Our worldwide client base now comprises over 2,000 international organisations, including leading multinational companies and financial institutions; key government bodies and trade associations; and top universities, consultancies, and think tanks.

AUGUST 2022

All data shown in tables and charts are Oxford Economics' own data, except where otherwise stated and cited in footnotes, and are copyright © Oxford Economics Ltd.

This report is confidential to City of York Council and may not be published or distributed without their prior written permission.

The modelling and results presented here are based on information provided by third parties, upon which Oxford Economics has relied in producing its report and forecasts in good faith. Any subsequent revision or update of those data will affect the assessments and projections shown.

To discuss the report further please contact:

Tim Lyne: tlyne@oxfordeconomics.com

Oxford Economics

4 Millbank, London SW1P 3JA, UK

Tel: +44 203 910 8114

TABLE OF CONTENTS

1. Introduction.....	3
2. Education sector growth	4
2.1 University employment growth	4
2.2 Employment scenario approach	4
2.3 Employment scenario results	4
2.4 University student numbers and spending scenario	6
2.5 Total impact of university growth	7
3. Change and uncertainty.....	9
3.1 Macro economic context	9
3.2 Uncertainty in the outlook	10
Appendix A: Our modelling approach	11

1. INTRODUCTION

York City Council commissioned Oxford Economics to quantify the impact of the University of York's planned growth on total employment in York over the Local Plan period. York City Council has provided assumptions for university employment and student numbers for 2022 and 2038. For consistency, the additional impacts associated with the growth of the university over this period have been assessed relative to the scenario used in the 2019 report. The economic climate has changed significantly since 2019 and there is heightened uncertainty associated with the economic outlook and we have provided a summary of some of the major developments and risks associated with the forecast.

The report is structured as follows:

- Section 2 presents the approach and results for the education sector scenarios based on assumptions of growth of employment and student numbers at the University of York.
- Section 3 provides a summary of some of the key economic developments since 2019 and outlines potential risks and uncertainty to the forecast outlook.

2. EDUCATION SECTOR GROWTH

Oxford Economics has quantified the economic impact of the University of York’s growth aspiration. First, we have modelled the impact of additional employment at the university in terms of its direct, supply chain and induced channels of impact. To do this we have modelled the impact of three different levels of additional employment at the university. We have also estimated the economic impact of additional students attending the university.

2.1 UNIVERSITY EMPLOYMENT GROWTH

Our estimates of the potential economic impacts associated with the growth of the university are derived from three employment growth scenarios provided by City of York Council and shown in figure 1. Scenario A shows the strongest growth, with employment increasing by 1.5% between 2022 and 2038, equivalent to 1,195 additional employees at the university compared with 2022. The same figure for Scenario B is 871 additional employees. For Scenario C, there are 564 additional employees.

Fig. 1. University of York employment, 2022 and 2038

Scenario	2022	2038	Difference	p.a. growth rate (%)
A	4,443	5,638	1,195	1.5
B	4,443	5,314	871	1.1
C	4,443	5,007	564	0.7

Source: City of York Council

2.2 EMPLOYMENT SCENARIO APPROACH

We have then used an input-output model to estimate the indirect and induced impacts that are likely to flow from a given level of sectoral activity. An input-output table provides information on how all sectors purchase from one another, and how households spend their income. We use UK input-output tables, published by the ONS, and adjust them to account for the size and structure of the local economy. For each scenario, the additional employment has been assigned to the education sector and run through our York input-output model. Further information on the approach is set in Appendix A.

2.3 EMPLOYMENT SCENARIO RESULTS

For Scenario A, we estimate that the additional 1,195 jobs at the University of York by 2038 could sustain an additional 30 indirect and 260 induced jobs within the City of York Unitary Authority boundary. We therefore estimate an additional 1,485 jobs in total by 2038 in the local area. For Scenario B, we estimate an additional 1,081 jobs. Finally, Scenario C shows a total of 694 additional jobs. The results are shown in figure 2.

Fig. 2. Impact of additional education employment by channel of impact, 2038, York

Scenario	Direct	Indirect	Induced	Total
A	1,195	30	260	1,485
B	871	20	190	1,081
C	564	10	120	694

Source: City of York Council / Oxford Economics. May not sum due to rounding.

To assess the overall impact of these additional jobs on total employment in York we have added these to the Scenario 2 forecasts used in the 2019 report, hereafter '2019 scenario'. The key results are presented below in figure 3.

The 2019 scenario showed total employment growth of 10,780 between 2017 and 2038, equivalent to 510 jobs per year over the period. Under Scenario A, the additional jobs associated with the growth in employment at the university, increase total employment growth in York to 12,265 jobs between 2017 and 2038, with the number of jobs reaching 131,795. This is equivalent to annual average job growth of 580 over the period. For Scenario B, employment growth is 560 jobs on average per year between 2017 and 2038. Scenario C shows 550 jobs per year on average over the same period.

Fig. 3. Total employment comparison, 2017 to 2038, York

Scenario	2017	2038	Level change	Average annual change*
2019 scenario	119,530	130,310	10,780	510
A	119,530	131,795	12,265	580
B	119,530	131,391	11,861	560
C	119,530	131,004	11,474	550

Source: City of York Council / Oxford Economics. * Rounded to the nearest 10.

The sector profile of job growth by sector for each scenario is shown in figure 4 below. Significantly, Scenarios A, B and C show growth in employment in the education sector between 2017 and 2038. Under Scenario A, there are over 1,000 additional education jobs by 2038, in contrast to the loss of 200 jobs in the sector under the 2019 scenario. Other sectors that benefit the most under Scenarios A to C, are those that depend on consumer spending. Accommodation and food; arts, entertainment & recreation and wholesale & retail trade show some of the largest job gains relative to the 2019 scenario. This reflects the relatively small supply chain impacts for the education sector and proportionately larger induced effects.

Fig. 4. Total job change by sector, 2017 to 2038, York

	2019 scenario	A	B	C
Agriculture, forestry and fishing	0	1	0	0
Mining and quarrying	0	0	0	0

Manufacturing	-1,700	-1,698	-1,699	-1,699
Electricity, gas, steam and air conditioning supply	0	0	0	0
Water supply; sewerage, waste management and remediation activities	100	100	100	100
Construction	400	401	401	401
Wholesale and retail trade; repair of motor vehicles and motorcycles	-1,500	-1,427	-1,447	-1,466
Transportation and storage	-300	-284	-288	-292
Accommodation and food service activities	1,600	1,672	1,653	1,634
Information and communication	2,500	2,507	2,505	2,503
Financial and insurance activities	0	5	4	2
Real estate activities	300	308	305	304
Professional, scientific and technical activities	3,300	3,305	3,303	3,302
Administrative and support service activities	2,500	2,512	2,509	2,506
Public administration and defence; compulsory social security	-1,000	-998	-999	-999
Education	-200	1,028	695	380
Human health and social work activities	3,800	3,812	3,809	3,806
Arts, entertainment and recreation	800	814	811	807
Other service activities	300	330	322	314
Total	10,780	12,269	11,865	11,483

Source: City of York Council / Oxford Economics. May not sum due to rounding.

2.4 UNIVERSITY STUDENT NUMBERS AND SPENDING SCENARIO

Additional employment at the University of York is premised on increases to student numbers between 2022 and 2038. City of York Council has provided figures showing student numbers increasing by 1.5% a year, equivalent to an additional 6,318 full-time equivalent students at the University of York by 2038. The additional students would spend money in York on a variety of goods and services, including accommodation, retail, and entertainment, which could support additional economic activity and jobs in York.

We determine student expenditure and their spending allocation by category using various student surveys. Our expenditure model is adjusted to the characteristics of the student population. In particular, our model distinguishes students based on their education level (undergraduate or postgraduate) and their residence of origin (local, UK, EU and rest of the world).¹

The direct spend by category has been assigned to industry then run through the input-output model for York described in section 2.2. Our model calculates the number of direct, indirect and induced jobs based on a population's consumption, taking account of the sectors they spend and each sector's labour intensity.

The model results show that additional student spending of £49.3 million (2016 prices) in 2038 could sustain 430 direct jobs, and a further 90 jobs through indirect and induced channels combined.

¹ This is to account for the different time spent living near the University – where non-EU students are expected to return home less and postgraduates are expected to stay longer than undergraduates to work on their dissertation during the summer

2.5 TOTAL IMPACT OF UNIVERSITY GROWTH

Combining the impacts from increased employment at the university and increased spending from additional students, shows a total of approximately 2,000 extra jobs by 2038 compared to the 2019 scenario in Scenario A, 1,600 in Scenario B and 1,220 jobs in Scenario C.

Adding these figures on to the 2019 scenario could see total employment in York reach just over 132,300 in 2038 in Scenario A, equivalent to 610 jobs per year between 2017 and 2038. The respective figures for total employment under Scenario B and C are approximately 131,900 (590 per year) and 131,500 (570 per year).

Fig. 5. Total employment comparison, 2017 to 2038, York

Scenario	2017	2038	Level change	Average annual change*
2019 scenario	119,530	130,310	10,780	510
A	119,530	132,317	12,787	610
B	119,530	131,914	12,384	590
C	119,530	131,531	12,001	570

Source: City of York Council / Oxford Economics. *Rounded to the nearest 10.

A sectoral breakdown of this employment growth is presented below. The addition of increased student spending, further raises the forecast for job growth between 2017 and 2038, particularly in sectors such as accommodation & food services and arts, entertainment & recreation, real estate activities; and partially offsets job losses expected in wholesale & retail trade. This reflects the profile of student spending.

Fig. 6. Total job change (increased employment at the university plus increased student spending), 2017 to 2038, York

	2019 scenario	A	B	C
Agriculture, forestry and fishing	0	1	1	0
Mining and quarrying	0	0	0	0
Manufacturing	-1,700	-1,697	-1,698	-1,698
Electricity, gas, steam and air conditioning supply	0	1	1	1
Water supply; sewerage, waste management and remediation activities	100	101	100	100
Construction	400	404	404	404
Wholesale and retail trade; repair of motor vehicles and motorcycles	-1,500	-1,301	-1,321	-1,339
Transportation and storage	-300	-257	-261	-266
Accommodation and food service activities	1,600	1,755	1,736	1,717
Information and communication	2,500	2,519	2,518	2,516
Financial and insurance activities	0	8	7	5
Real estate activities	300	351	349	347
Professional, scientific and technical activities	3,300	3,309	3,308	3,306
Administrative and support service activities	2,500	2,518	2,515	2,512
Public administration and defence; compulsory social security	-1,000	-997	-997	-998
Education	-200	1,053	720	404

Human health and social work activities	3,800	3,829	3,826	3,823
Arts, entertainment and recreation	800	915	911	908
Other service activities	300	395	387	379
Total	10,780	12,787	12,384	12,001

Source: City of York Council / Oxford Economics. May not sum due to rounding.

3. CHANGE AND UNCERTAINTY

3.1 MACRO ECONOMIC CONTEXT

For consistency, the additional impacts associated with the growth of the University of York have been assessed relative to the scenario used in the 2019 report. However, the economic and political landscape has changed significantly since 2019 which have heightened uncertainty for the economic outlook, particularly in the short term.

3.1.1 Brexit

The effects of Brexit started to be felt in 2019, as the UK and the EU were negotiating the new terms of their relationship past the Brexit transition period. We already expected that Brexit would impact UK exports and weigh on the business environment as firms delayed investment decisions. However, at the time, the level of uncertainty was significantly higher as it was still unclear which direction the UK was heading towards, with no formal agreement passed through parliament at the original deadline (March 2019) and the postponed deadline (October 2019). Eventually the Withdrawal Agreement Bill was passed in January 2020.

We now have more clarity about how the new relationship between the UK and the EU will take shape, yet a number of key points remain unanswered to this date. The Northern Ireland Protocol is still a matter of tension between the UK and the EU, and uncertainty around its application could be highly detrimental to UK exports. More generally, we still expect that the new relationship will result in trade destruction, slowing productivity growth and reducing the attractiveness of the UK as a destination for investment, at least in the medium-term.

However, we believe that those negative effects should be mitigated by the more favourable demographic profile of the UK relative to most other Western European economies and by its strength in faster-growing areas of private services.

3.1.2 Coronavirus pandemic

The unprecedented restrictions that followed the coronavirus pandemic have taken a toll on the UK economy for most of 2020 and 2021. The UK suffered one of the deepest recessions of the advanced economies during the pandemic, with GDP falling by more than 9% in 2020.

However, the relatively early lifting of social distancing measures in 2020 brought about a strong, consumer-led recovery. UK total output is now above its pre-pandemic level.

3.1.3 Cost of living and inflation

Energy prices have surged since the invasion of Ukraine and subsequent sanctions against Russia. In May 2022, inflation reached a 40-year high of 9.1% in May, following the 54% rise in the energy price cap. We now expect the energy price cap to rise by around 60% in October. Alongside, rising petrol prices, these factors are forecast to push CPI inflation close to 12% in October.

Meanwhile, the Bank of England has raised interest rates for a sixth successive time to 1.75% in August in order to slow down the economy. Real household incomes are forecast to fall by 2.3% in 2022 and a further 0.9% in 2023. Spending will only pick up in H2 2023 when inflation cools and real household income begins to recover.

3.1.4 Business investment

Capital spending from businesses is still more than 9% below its pre-pandemic level. While the 'super deduction' has been relatively successful in incentivising investment in machinery in the past years, the performance of the service sector has been weak. We expect low growth prospects, rising costs, and the substantial increase in debt taken on by the service sector firms during the pandemic to slow progress. As a result, we expect it will take until 2026 for business investment to return to its pre-pandemic level on a sustained basis.

3.2 UNCERTAINTY IN THE OUTLOOK

Together, the factors discussed above provide the backdrop to a highly unsettled economic climate. The fact that most of the elements are driven by factors that are external to the UK adds a level of uncertainty to all economic forecasts.

While our current assessment assumes that any future impact of Covid-19 to the national economy will be largely contained, there remains a risk that new variants could emerge, and these could result in more serious illness and, potentially, new restrictions. Similarly, the conflict in Ukraine could be more protracted and energy market disruption more severe than anticipated, which would further elevate inflation and worsen household and business confidence.

At the same time, those challenges could be mitigated by various positive factors that could lead to faster growth than expected. The global and UK economy could benefit from a post-war rebound, boosting growth prospects in the near-term. The change of Prime Minister in September 2022 could lead to policy changes that could further help businesses and households. Longer-term, the favourable demographic position of the UK compared to most major European economies will also play in the country's favour.

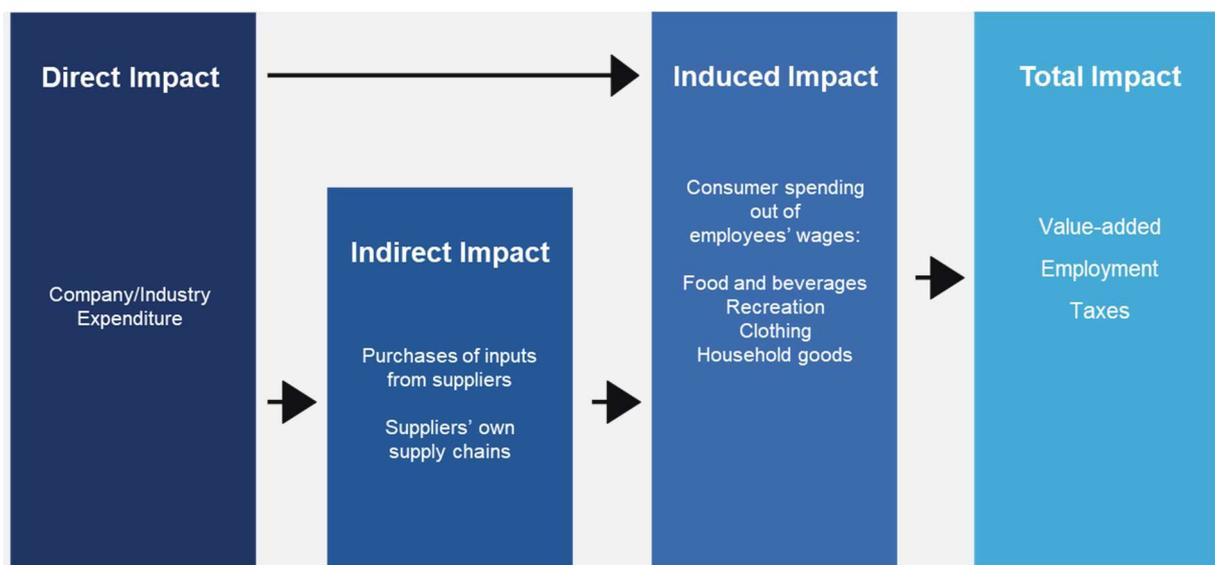
APPENDIX A: OUR MODELLING APPROACH

ECONOMIC IMPACT MODELLING

Economic impact modelling is a standard tool used to quantify the economic contribution of a change in activity on a local economy. Impact analysis traces the economic contribution through three separate channels:

- **Direct impact** refers to activity conducted directly by the expansion of the university through increased employment in the education sector and increases to total spending from additional students.
- **Indirect impact** consists of activity that is supported because of the procurement of goods and services by the university. It includes not just purchases by the University of York, but subsequent rounds of spending throughout the supply chain.
- **Induced impact** reflects activity supported by the spending of wage income by direct and indirect employees.

Fig. 7. Direct, indirect, induced, and total economic impacts

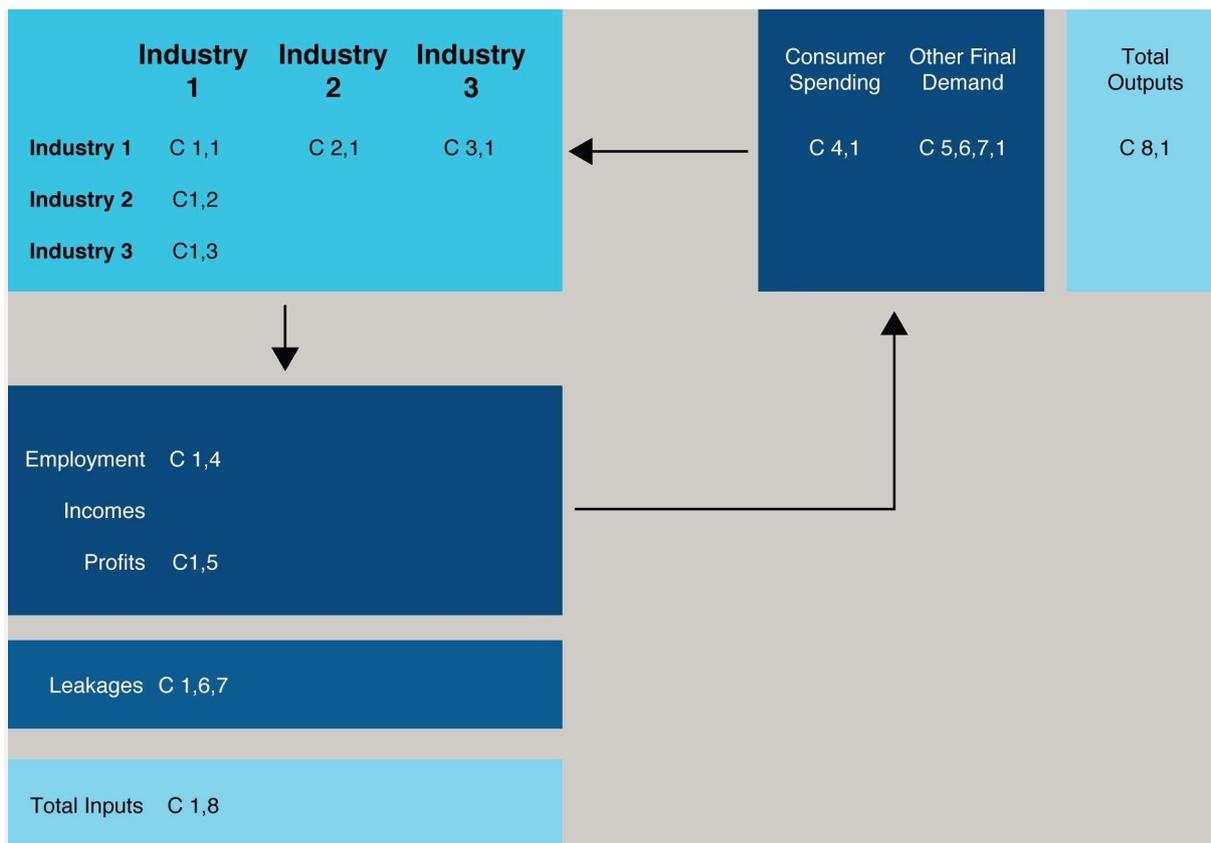


Source: Oxford Economics

Indirect and induced impacts were estimated using an input-output model. An input-output model gives a snapshot of an economy at any point in time. The model shows the major spending flows from: final demand (i.e. consumer spending, government spending, investment, and exports to the rest of the world); intermediate spending patterns (i.e. what each sector buys from every other sector—the supply chain in other words); how much of that spending stays within the economy; and the distribution of income between employment and other forms such as corporate profits. Fig. 8 provides an illustrative guide to a stylised input-output model.

In building our impact model we have adopted the latest UK input-output tables published by the Office for National Statistics (ONS).² To calculate local and regional economic impacts, we adjust the national input-output tables to account for the characteristics of each economy—namely the overall size and degree of specialism within each sector. This reflects academic guidelines set out in papers such as Flegg & Tohmo (2013).³ It also considers the geographical location and proximity between different local areas and regions, reflecting a greater likelihood that firms will prefer to source inputs locally.

Fig. 8. A stylised input-output model



Source: Oxford Economics

²

<https://www.ons.gov.uk/economy/nationalaccounts/supplyandusetables/datasets/ukinputoutputanalyticaltablesindustrybyindustry>

³ Flegg, A. T. and Tohmo, T., (2013); "Regional input-output tables and the FLQ formula: A case study of Finland", (Regional Studies, 47 (5). pp. 703–721).



OXFORD
ECONOMICS

Global headquarters

Oxford Economics Ltd
Abbey House
121 St Aldates
Oxford, OX1 1HB
UK
Tel: +44 (0)1865 268900

London

4 Millbank
London, SW1P 3JA
UK
Tel: +44 (0)203 910 8000

Frankfurt

Marienstr. 15
60329 Frankfurt am Main
Germany
Tel: +49 69 96 758 658

New York

5 Hanover Square, 8th Floor
New York, NY 10004
USA
Tel: +1 (646) 786 1879

Singapore

6 Battery Road
#38-05
Singapore 049909
Tel: +65 6850 0110

**Europe, Middle East
and Africa**

Oxford
London
Belfast
Dublin
Frankfurt
Paris
Milan
Stockholm
Cape Town
Dubai

Americas

New York
Philadelphia
Boston
Chicago
Los Angeles
Toronto
Mexico City

Asia Pacific

Singapore
Hong Kong
Tokyo
Sydney
Melbourne

Email:

mailbox@oxfordeconomics.com

Website:

www.oxfordeconomics.com

Further contact details:

[www.oxfordeconomics.com/
about-us/worldwide-offices](http://www.oxfordeconomics.com/about-us/worldwide-offices)

Appendix 2 – Proposed Modifications

Policy ED1: University of York

To enable the continuing development of the University of York, the following range of higher education and related uses will be permitted on the University's existing campuses as identified in Figure 7.1:

- academic, teaching, research and continuing professional development uses
- housing for staff and students
- arts, cultural, sports and social facilities ancillary to higher education uses
- conference facilities
- research/knowledge-based businesses, including University-led collaboration projects with industry
- other uses ancillary to the university, including support services for the uses identified above.

The University of York must address the need for any additional student housing which arises because of its future expansion of student numbers taking account of on site provision and the capacity of independent providers. Provision will be expected to be made on campus in the first instance where this can be accommodated, or off-campus, in line with considered under Policy H7.

Policies ED2 campus west and ED3 campus east address specific matters concerning those parts of the University Campus but the following requirements apply to all development on the University campuses and ST27 (the expansion site):

- i. Proposals for new facilities or uses should be supported by an up to date development brief to cover campus west, campus east and the extension site which should demonstrate the need for these in the context of the University's estate strategy.
- ii. Proposals should have regard to the historic setting of York and should where appropriate be accompanied by a heritage impact assessment
- iii. Satisfactory integration of development within the existing campus west, east (and ST27) so that it conserves or enhances its character and open space
- iv. Proposals for landscaping are required to integrate with the existing development and/or to screen as appropriate
- v. Proposals should ensure that existing student housing capacity meets need from expansion in student numbers and that the student housing capacity of Campus West is not reduced below 3,586 unless re-provided on Campus East
- vi. Make an efficient use of land, including optimising densities, within the scope of the applicable constraints.

- vii. Appropriate connections to transport including connections to the city centre and walking and cycling links within the campus or externally

Facilities for sport, and essential operations to support this, and for landscaping, adjacent to campus west, campus east and ST27 may be located within the Green Belt if they are appropriate development, preserve the openness of the Green Belt, and meet the above criteria.

Policy ED1: University of York

To ensure the continuing development of the University of York, the following range of higher education and related uses will be permitted on the University's campuses, as identified on the Proposals Policies Map:

- academic, teaching, research and continuing professional development uses;
- housing for staff and students;
- arts, cultural, sports and social facilities ancillary to higher education uses;
- conferences;
- knowledge based businesses including research led science park; and
- any other uses ancillary to the university including support services for the uses identified above.

The University of York must address the need for any additional student housing which arises because of its future expansion of student numbers. Provision will be expected to be made on campus in the first instance. In assessing need, consideration will be given to the capacity of independent providers of bespoke student housing in the city and whether it is economically prudent to provide additional student accommodation.

See also Policy ED2, ED3 and H7

Explanatory Text

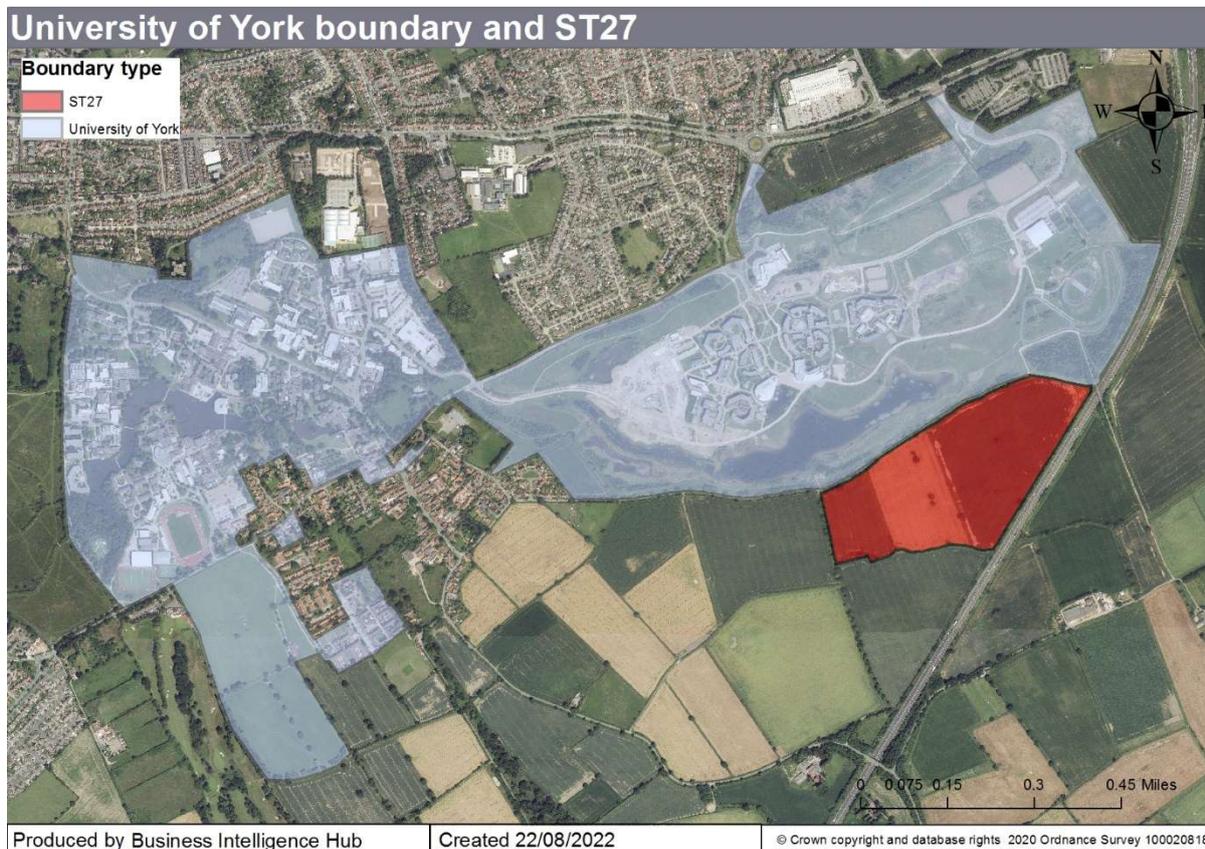
7.1a The University of York has an important role in the City (as well as nationally and internationally). It can help:

- enable the city of York to contribute directly to the delivery of national growth strategies;
- enable key Local Enterprise Partnership priorities to be realised;
- support the York Economic Strategy; and
- contribute to delivering the local plan vision of supporting the delivery of sustainable economic growth.

7.2 The Heslington campus comprises Campus West, the original campus laid out in the 1960s and Campus East, open since 2009. Site allocation ST27 provides for the further expansion of Campus East. To ensure that the Heslington Campus can the existing campuses forming the University make a full contribution to the life of the city, it is important that they it continues to be used for predominantly higher

educational and related uses. It is also vital that opportunities are maintained for the University's cultural, social and sports facilities to be used by the wider public.

Figure 7.1: University of York [REVISED MAP]





7.2a Campus West (shown in Figure 7.1) contains a number of listed buildings and features and much of the campus is listed as Registered Park and Garden. It is an important asset to the city. It was designed as a park campus with buildings; it is a 'set piece'. In that respect the ratio of open space to buildings is fundamental to the original design concept. This has shifted over time but it is important to ensure that in any future development that there is not harm to the composition. The built footprint at Campus West is approximately 23%; However, it was the quality of the initial design ambition and visionary approach to landscape vision that has resulted in the success of the campus, not just the application of built footprint principles. It is this quality of design and innovative landscaping approach which is sought to be met through the policy.

7.2b Development at Campus East has been established in an outline planning permission and approved design brief. Further development and the proposed ST27 extension (shown on Figure 7.1) will need to maintain the parkland setting, established at Campus West to create a cohesive campus, and the high design quality established there. The location near the A64 has an important role in maintaining the setting and compact nature of the city. A high visual quality and good design, whilst also enhancing public amenity in terms of access to the countryside and wildlife interest, is therefore essential. This includes preservation and, where possible, enhancement of the views that can be seen from the site. This should support the realisation of a similarly ambitious and committed approach to Campus West, which must be developed, controlled and implemented through a masterplanned approach.

- 7.2c This masterplanned approach to development at the Heslington campuses will be formalised in a Development Brief prepared by the University in consultation with Historic England. This should also involve appropriate engagement with surrounding communities. It is important that this Development Brief optimises the use of the existing estate, making the most efficient use of land and buildings across Campus East and West. To enable this, the Development Brief will be informed by the University's 5 to 10-year estates strategy (or integrated infrastructure plan or equivalent). Such a strategy is likely to address plans for student growth, for research activity and for business collaboration in the context of the University's funding and resource constraints (and wider government policy) and set out capital investment plans and programmes. The Development Brief should reflect evidence in the estate strategy which ensures, and provides evidence to show, that current space and land is efficiently used within accepted constraints having regard to the performance and fitness of the existing estate. The University and the Council will continue to engage closely and maintain regular dialogue on the definition and evolution of any strategy.
- 7.2d An annual student housing survey should also be submitted to the Council. If in any year an annual survey demonstrates that there is unmet student housing demand on the site in excess of 50 bedspaces, the university must undertake to bring forward and implement plans to provide additional accommodation on site as a priority or offsite in line with Policy H7.
- 7.2e The University was established in the city centre in 1962 at Kings Manor, Campus West following in 1964 and Campus East in 2009. A business start-up hub facilitated by the University has been established in offices at the Guildhall. The Council will work with the University to accommodate research/ knowledge business uses in the City Centre and elsewhere consistently with other policies in this Plan.
- 7.3 Campus East provides the potential for a cluster of knowledge based companies to locate, to the benefit of city and University. Such uses will contribute to the implementation of the York Economic Strategy (2016) and to the vitality of the University's research activities.

Policy ED2: Campus West

Proposals for new development on University of York Campus West (including the extension and redevelopment of existing buildings) will be permitted having regard to the following requirements together with those in ED1:

- i. Development at this site should maintain the parkland setting of the campus and preserve the integrity of the original design. This will include ensuring the heights of new buildings are appropriate to their surroundings and do not exceed the height of any high mature tree canopies, unless heritage impacts can be appropriately managed justifying a greater height.
 - ii. Maintenance and where required expansion of an adequate internal cycle and pedestrian network which links to entrance points and bus stops
-

- iii. General car parking (excluding accessible parking spaces) does not exceed 1,520 spaces

Explanation

- 7.4 Campus West is shown overleaf at Figure 7.1. To ensure that university buildings on Campus West meet the requirements of a modern higher education institution, the replacement of buildings that are no longer fit for purpose and life expired will be supported. Proposals for extension or redevelopment should be in accordance with the provisions of the emerging University of York Development Brief, the principles of which are set out in Policy ED2 above. For information on the uses permitted at Campus West please see Policy ED1. The starting point for proposals should be to gain an understanding of the significance of the campus as a designed heritage asset (landscape and buildings) to determine whether further development is possible and where this is best located. The landscape and buildings were composed as a unified whole. It is important that development at Campus West:
- Maintains the spatial relationship between open green and blue space and developed land (buildings, carparking and other hardstanding) across the campus.
 - Limits the height of new buildings, including extensions to existing buildings, and should not in most cases break or intrude above the existing skyline of high canopy trees
 - Respects the composition of the designed landscape, which as a Registered Park and Garden should be conserved and enhanced.

- 7.4b Car parking is restricted at this site, which is well served by buses. Car travel should be minimised with a focus on walking and cycling both to and across the campus and priority should be given to sustainable modes of travel.

- 7.5 In accordance with the Section 106 legal agreement for Campus East, the level of student housing capacity at Campus West must be retained at least at the level at 2006, at the date of the agreement. This was established at 3,586 bedspaces.

To maintain the character of Campus West, proposals for extension and redevelopment of existing buildings and the construction of new buildings will be allowed within the following parameters:

- the developed footprint (buildings and car parking only) shall not exceed 23% of the total site area, unless for an agreed temporary period during the implementation of proposals;
 - the heights of buildings shall be appropriate to their surroundings and not exceed the height of any adjacent mature tree canopies unless a greater height can be justified in relation to a proposed iconic or landmark building;
-

- the landscape is conserved and enhanced;
- general car parking (excluding accessible parking spaces) shall not exceed 1,520 spaces;
- maintenance of an adequate internal cycle and pedestrian network which links to entrance points and bus stops; and
- the level of student housing capacity is retained at no less than 3,586 bed spaces unless the spaces are re-provided on Campus East.

See also Policy ED1

ED3: University of York Campus East

The expansion of facilities on Campus East will be permitted having regard to the following requirements together with those in ED1:

- i. Campus East and ST27 will across both sites deliver research/knowledge based uses identified in the existing planning permission for Campus East in line with Policy EC1
- ii. Appropriate connections to transport facilities including connections to the City Centre and links for sustainable modes of transport (including walking and cycling) both within the campus and externally
- iii. Total car parking shall not exceed 1,500 spaces

Explanation

7.6 Campus East and the ST27 extension (shown on Figure 7.1) provides the potential for a cluster of knowledge-based companies to locate, to the benefit of city and University. This aspiration will be reflected in the Development Brief for the site which will address the design parameters set out in Policy SS22 where they relate to ST27 expansion site.

7.6a Campus East was designed to be car free. Car parking should continue to be minimised, across the campus a focus will be on walking and cycling and bus travel over private car travel in line with Policy ED1 and reflected in Policy SS22.

The continuing development of University of York Campus East is supported alongside the expansion site at ST27 (University of York Expansion). Development will be permitted in accordance with the uses outlined in Policy ED1 and the following parameters:

- the developed footprint (buildings, car parking and access roads) shall not exceed 23% of the 65ha area allocated for development;
- total car parking shall not exceed 1,500 spaces subject to reserved matters approval by the Council;

- the maintenance of a parkland setting;
- additional student housing shall be provided to cater for expansion of student numbers which is clearly evidenced in terms of demand. Any additional student housing provision on Campus West (over and above the existing 3,586 bed spaces) shall be taken into account when assessing need; and
- an annual student accommodation survey shall be submitted to the Council.

As shown on the proposals policies map, 21.5ha of land to the south of the existing Campus East site is allocated for the future expansion of the university during the plan period (ST27: University of York Expansion). Campus East and ST27 will across both sites deliver up to 25ha of B1b knowledge based businesses including research led science park uses identified in the existing planning permission for Campus East.

ST27 must create an appropriately landscaped buffer must be created between development and the A64 in order to mitigate heritage impacts in N of the historic character and setting of the city and to maintain key views.

A development brief will be prepared for ST27, covering site considerations, including landscaping, design, local amenity, accessibility and transport requirements.

See also Policy SS22, EC1 and ED1

Explanation

The University of York Campus East is shown at Figure 7.1. The planning permission as implemented (08/00005/OUT) and the Section 106 legal agreement provide the context for development at the campus and are summarised in the policy above. In accordance with the consent the creation of a parkland setting and its maintenance must be of high visual quality and good design, whilst also enhancing public amenity in terms of access to the countryside and wildlife interest. This includes preservation and where possible enhancement of the views that can be seen from the site.

7.7 An annual student accommodation survey must be submitted to the Council. If in any year an annual survey demonstrates that there is unmet student housing demand on the site in excess of 50 bedspaces the university must undertake to bring forward and implement plans to provide additional accommodation on site, in units of 300 bedspaces, within two years of the date of the survey, so long as it is economically prudent to do so.

7.8 The University of York retains a high profile in both the UK and in the rest of the world. The university's status is reflected in the high demand for student places at the university and it is currently projected that growth in student numbers will continue over the duration of the plan up to 2032. Without the campus extension, the

university will not be able to continue to grow beyond 2023. As one of the leading higher education institutions, the university needs to continue to facilitate growth, within the context of its landscaped setting which gives it a special character and quality, to guarantee its future contribution to the need for higher education and research and to the local, regional and national economies. The 21.5ha of land at ST27 is allocated for university uses to support this growth. Housing for the additional increase in student numbers will be provided in accordance with Policy ED1 'University of York' and Policy H7 'Student Housing'.

7.9 The expansion site (ST27), shown at Figure 7.1, plays a critical part in the attractive setting of the city and Heslington village. It has a distinctive landscape quality and provides accessible countryside to walkers and cyclists on the land and public footpaths. The land to the west is particularly important for maintaining the setting of Heslington village and key views. To mitigate any impacts on the historic character and setting of the city the expansion site must create an appropriately landscaped buffer between the site development and the A64. This will be established through the masterplanning of the site.

7.10 A development brief for ST27 (also covering updates for development at Campus West and Campus East) will be prepared that will set out detailed considerations which will meet the aims of the planning consent for the existing Campus East. The existing campus and ST27 will deliver up to 25ha of commercial knowledge based and research led activities appropriate to a university campus. The university development brief will be adopted as a Supplementary Planning Document by the Council.

7.11 ST27 will be accessed from Hull Road via Campus East. In addition, the development should exploit any shared infrastructure opportunities arising from the proximity of the housing allocation at ST15: Land to the west of Elvington Lane to the University of York. For more detailed planning principles for ST27 see Policy SS22: University of York Expansion.

7.12 The campus extension at ST27 will:

- enable the city of York to contribute directly to the delivery of national growth strategies;
- enable key Local Enterprise Partnership priorities to be realised;
- support the York Economic Strategy (2016) and the city's ambitions to be a global competitive city;
- contribute to delivering the local plan vision of supporting the delivery of sustainable economic growth; and
- meet a commercial need and a gap in York's employment land supply to meet the business needs of economic growth sectors.

Delivery

- Key Delivery Partners: City of York Council, University of York and developers.
 - Implementation: Planning applications.
-

Policy SS22: University of York Expansion

As shown on the Policies Map as ST27, 21.2 ha of land to the south of the existing Campus East site is allocated for the future expansion of the university during the plan period. It will provide university uses consistent with Policy ED3 having regard to the following considerations together with those in ED1:

- Create an appropriate buffer between the site and the A64 where the boundary is adjacent to the A64 in order to mitigate heritage and noise impacts and address landscape and visual impacts].
- Assess cumulative transport impacts with other sites including ST5 and ST15 and in relation to the University's impacts provide appropriate mitigation.
- Explore feasibility of a junction on the A64 to the south of the site with delivery in conjunction with ST15
- Identify any opportunities with ST15 for managing development impacts in terms of site servicing including transport, energy and waste.
- Deliver high quality, frequent and accessible public transport services to York City Centre. It is envisaged such measures will enable upwards of 15% of trips to be undertaken using public transport
- Optimise pedestrian and cycle integration, with access networks for a range of non-car uses to be accommodated.

University of York Expansion (ST27) will provide B1b employment floorspace for knowledge based businesses including research led science park uses and other higher education and related uses (see Policy ED3: Campus East). A development brief will be prepared for ST27, covering site considerations, including landscaping, design, local amenity, accessibility and transport requirements. In addition to complying with the policies within this Local Plan, the site must be delivered in accordance with the following key principles:

- i. Create an appropriately landscaped buffer between the site and the A64 in order to mitigate heritage impacts and to maintain key views to the site from the south and its setting from the A64 to the south and east.
 - ii. The developed footprint (buildings, car parking and access roads) shall not exceed 23% of the total site area.
 - iii. Enhance and continue the parkland setting of the existing university campus, with new buildings being of a high design standard.
 - iv. Provide additional student accommodation, which is clearly evidenced in terms of demand.
-

- v. Deliver high quality, frequent and accessible public transport services to York City Centre. It is envisaged such measures will enable upwards of 15% of trips to be undertaken using public transport.
- vi. Optimise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the city and surrounding area to encourage the maximum take-up of these more 'active' forms of transport (walking and cycling).
- vii. Demonstrate that all transport issues have been addressed, in consultation with the Council and Highways England as necessary, to ensure sustainable transport provision at the site is achievable. The impacts of the site individually and cumulatively with site ST15 should be addressed.
- viii. Explore providing access through an enhanced road junction on the A64 to the south of the site. There may also be an opportunity for a further restricted/limited southern access to the University off the A64 in conjunction with ST15 (Land West of Elvington Road). Access to the A64 would require approval of Highways England.
- ix. Exploit synergies with ST15 (Land West of Elvington Road) with regard to site servicing including transport, energy and waste.

Explanation

3.97a The University of York retains a high profile in both the UK and in the rest of the world. The university's status is reflected in the high demand for student places, excellence in research and demand for research co-locations and it is currently projected that its growth will continue over the duration of the plan period. As one of the leading higher education institutions, the university needs to continue to facilitate growth to guarantee its future contribution to the need for higher education and research and to continue to support local, regional and national economies. It must do so within the context of its landscaped setting, which gives it a special character and quality. The 21.2ha of land at ST27 is allocated for university uses to support this growth.

3.98 The University of York is a key component of the long-term success of the city and it is important to provide a long term opportunity for the University to expand. It offers a unique opportunity to attract businesses that draw on the University's research to advance their own knowledge led initiatives. There is lots of evidence from around the country that shows the benefits of co-location of such businesses with a university. The University proposal is a key priority in the Local Economic Plan Growth Deal that has been agreed with the government and is also included as a priority area in the York Economic Strategy (2016) which recognises the need to drive University and research led growth in high value sectors. The existing campus and ST27 will include new knowledge-based business floorspace and research led activities appropriate to a university campus. The site will also facilitate the re-configuration of the existing Campus 3 site to provide additional on-campus student accommodation helping to reduce the impacts on the private rented sector.

3.98a ST27 plays a critical part in the attractive setting of the city. The land to the west is particularly important for maintaining the setting of Heslington village and key views.

it has a distinctive landscape quality and provides accessible countryside to walkers and cyclists on the land and public footpaths. The expansion will bring development close to the A64 Ring Road with implications for the interface between the southern edge of York and the countryside to its south. To mitigate any impacts on the historic character and setting of the city, the expansion site must provide a landscape buffer between development on the site and the A64. This can be provided within the site where parallel to the A64, but beyond it on the other boundaries – maximising the developable area while responding sensitively to the landscape setting.

3.99 A broadly four sided site which is generally well contained on three sides. The northern boundary is Low Lane, a narrow single track country lane which runs from Heslington in an easterly direction, to the point where it turns northwards towards the University campus. The boundary treatment is a hedge with intermittent trees along its edge. From the point where Low Lane turns northwards, the site boundary heads south-east towards the Ring Road and the flyover (track which leads towards Grimston Grange). This part of the boundary is denoted by a post and wire fence at the bottom of an embankment, over looking the new velodrome. From this point, the sites south-east boundary runs along the alignment of the Ring Road in a south westerly direction (with hedge and ditch boundary), to the next field boundary, where it cuts across the southern edge of the site. This boundary consists of a hedge field boundary to the point where it meets Green Lane, a narrow track bounded by hedges and trees on both sides, to the point where it meets Low Lane. Green Lane forms the western boundary of the site.

3.100 The existing Heslington East campus is designed and established to offer significant proportions of journeys by walking, cycling and public transport. Any future proposals must continue this existing provision (including bus services).

[Revised] Policy EC1: Provision of Employment Land

Site	Floorspace	Suitable Employment Uses
Heslington Campus East	20,000m2*	Knowledge based businesses (Use Class E)
ST27: University of York Expansion (21.5ha)	26,000m2*	Knowledge based businesses (Use Class E)

*This is an approximate and indicative figure based on the University of York's and may be reduced to accommodate other employment generating University uses identified in Policy ED1.



**EXAMINATION OF THE CITY OF YORK LOCAL PLAN
2017-2033**

PHASE 4 HEARINGS

MATTER 2: UNIVERSITY OF YORK

APPENDIX 3

CITY OF YORK COUNCIL STATEMENT

Note on the Secretary of State's decision of 27 June 2007 to grant planning permission for the expansion of the University of York

(1) Introduction¹

1. By a decision letter dated 27 June 2007 (“**the DL**”) the Secretary of State granted planning permission ‘for the development of a university campus [**“the Proposed Development”**] on land south of Field Lane, Heslington, York’ (see DL 1 on PDF p. 3 of **EX/OTH/25**). This grant of planning permission followed an application for planning permission by the University of York (“**the University**”) to the City of York Council (“**the Council**”). That application was called in by the Secretary of State pursuant to s. 77 of the Town and Country Planning Act 1990 and an inquiry was held between 25 April and 1 December 2006. The Council supported the application at the inquiry, although it was opposed by other local objectors.
2. This Note examines the approach of the Secretary of State and his Inspector to the density of the Proposed Development to the extent that it informs the discussion about the University policies and the modifications proposed to those policies which include reconsideration and removal of the 23% limitation on density.
3. For the reasons which follow, the Council submits that the DL does not restrict the future development by the University to a maximum density of 23% and does not provide any justification for such a restriction on future development.

(2) Conditions imposed by the Secretary of State

4. The Secretary of State agreed with the Inspector’s reasoning and conclusions on planning conditions: see DL 43. The relevant condition is Condition 4 which provides:

‘The development shall be in accordance with submitted plan C(i) and the developed footprint within the allocated areas as shown on Plan C (i) shall not exceed 23% of that area. Developed footprint comprises buildings, car parks and access roads. Access roads are to be defined with the approval of the design brief required in

¹ References in the form “DL paragraph” are to paragraphs in the Secretary of State’s decision letter and references in the form “IR paragraph” are to paragraphs in the Inspector’s report to the Secretary of State.

*condition 11.*²

5. The Inspector's reason for this condition was:

'To limit the permission to comply with Policy ED9 of the draft Local Plan and the adopted Development Brief and to limit development to that which was the subject of the Environmental Impact Assessment.'

6. The second part of this reason concerning the environmental impact assessment is entirely orthodox: the planning permission was restricted to the assessed parameters. This was specific to the scheme before the Secretary of State, not a matter that has relevance to future development by the University and has no wider significance.

7. The first part of this reason concerning Policy ED9 can be understood through the Inspector's earlier discussion of the policy context:

(a) At IR 7 the Inspector explained that the building density of the University's campus as it existed at the date of his consideration was '*restricted to a 20% footprint*'. This was the consequence of a development brief approved by the Council in 1999 to guide the development of the University's campus from that date: see IR 633 (and IR 108, where the University's submissions confirm the same).

(b) At IR 32 – 33 the Inspector explained that Policy ED9 of the then draft local plan (approved by the Council in 2005, but not adopted) required proposals for the development of the application site to take account of the approved development brief. That development brief had been previously approved by the Council in February 2004. One of the principles in that brief was that '*the development footprint should not exceed 23% of the total site area*'. See also IR 626 to the same effect.

8. It is also important to note that when the Inspector referred to this design principle this was:

(a) at IR 642 in the context of the protection of the environment (by reference to paras. 17 and 18 of PPS1).

² See PDF p. 12.

- (b) at IR 671 in the context of making best use of land under para. 57 of PPG3.

The Inspector concluded that a higher density of development would not be appropriate in this context.

(3) Other relevant parts of the DL and the IR

9. The Council also notes:

- (a) At DL 14 the Secretary of State concluded (consistently with the University's case) that the Proposed Development was inappropriate development in the Green Belt. The Secretary of State then concluded, in agreement with his Inspector, that very special circumstances existed for the Proposed Development. This was on the basis of: the agreed educational need for the University to expand; the economic benefits to the City of the University's expansion; and the absence of alternative sites (see DL 20). It was the last of these factors which was determinative: the Secretary of State expressly stated that the first two factors would be insufficient without the third factor (ibid).
- (b) This analysis represented a broad agreement with the submissions of the University and the Council. The University presented its case on very special circumstances as follows (IR 96):

'There are no proposals for other Higher Education campuses within York in the Green Belt so the circumstances that the University relies upon cannot be repeated.'

- (c) The Inspector also stated at IR 664:

'[the Proposed Development] would not set a precedent for other forms of inappropriate development within the Green Belt and it would be contained within clearly defined physical boundaries.'

(4) Analysis

10. Having regard to the matters highlighted above, the Council considers that:

- (a) The 23% density limitation was one derived from policy. It was for this reason that it formed part of the Inspector's reasoning. This limitation was not one which was determined by the Inspector or Secretary of State; but was by their

giving effect to an earlier determination by the Council.

- (b) The policy history demonstrates that the 23% density limitation is not sacrosanct. To the contrary, it was a relaxation of the earlier 20% density limitation. It was a limitation which applied specifically to the site under consideration by the Inspector and Secretary of State: and was not a wider policy limitation nor did not apply to the land currently under considered for allocation. Further, it is was a policy which is no longer extant.
11. Similarly, the 23% density limitation arose from the context of national policy which no longer exists. The approach to both environmental protection and making best use of land in the NPPF is not a continuation of earlier policy (in contrast, for example, to Green Belt policy). Importantly, the NPPF has introduced a significantly greater focus on making efficient use of land.³
12. It follows that the DL neither restricts future development by the University to a maximum density of 23% nor provides justification for such a restriction on future development.
13. The earlier impetus for the 23% density limitation no longer exists; and circumstances have materially changed since the 2007 permission. The promulgation of a new local plan is an appropriate time for considering the approach to future development by the University, including the density of such development, just as previous iterations of policy have revised expectations in this respect as well.
14. It follows that a fresh consideration of whether and the extent to which the University may expand in future is appropriate at this Examination.

David Elvin QC

Scott Lyness QC

Matthew Henderson

31.8.22

³ See the NPPF (2019) at e.g., paras. 124 and 125. Of course, this is an examination under the 2019 NPPF, but those paragraphs represent a modern focus on making efficient use of land which is of wider import.

Appendix 4 –

**COMMENTARY ON UoY DRAFT HEARING
STATEMENT OF 25 August 2022**

UNIVERSITY OF YORK (UoY)

COMMENTARY ON UoY DRAFT HEARING STATEMENT OF 25 August 2022

This paper comments on the material provided by UoY (through their planning consultant Janet O’Neill) in an email sent on 25 August 2022.

The City of York Council (CYC) is awaiting formal submission of the UoY Hearing Statement but this note is based on the 25 August documentation.

It covers:

- Changes to the UoY evidence base and position over recent weeks
- Key elements of the UoY’s justification for land allocation
- Questions and challenges regarding the UoY’s statement
- A confirmation of the CYC position

1. Changes to the UoY evidence base and position over recent works

The latest evidence presents substantially different evidence to that submitted previously including that submitted in advance of the intended hearing on 13 July 2022.

Changes include:

- Recognition that there is on-going work to consider the impact of Covid on new ways of working and teaching and the implications for use of space. The full results and impacts are not yet known.
- The production and approval of an Infrastructure Investment Plan (IIP) for the University.
- A recognition of opportunity to intensify use of Campus West to redevelop some currently under-utilised sites/land.
- A presentation of space need to 2027, based on greater project certainty, with more speculative assessment of need thereafter based on a number of scenarios.
- Basing of future scenarios at 1.5 – 2.0% pa student growth (when previously 1.25% and 1.5% were described as “likely”).
- A strategy to develop additional student accommodation on Campus West rather than on the undeveloped part of Campus East.
- Overall, UoY present a range of future land requirement to 2038 of between 14.7 and 23.1 ha

2. Key elements of the UoY's justification for land allocation

The University's case now rests on:

- Projects identified in the IIP totalling 72,793 sqm of new space but resulting in 40,599 sqm of net space (as some space is demolished to enable new development).
- A further 40,000 sq. m of projects being planned in the next 5-6 years but not in the IIP
- The IIP developments to be delivered primarily through the intensification of Campus West and the use of available sites at current Campus East.
- Future growth beyond 2027 based on student number growth scenarios. UoY have used revised assumptions to project future need. Some of these align better to C&W expectations. The "higher GIA per student" scenarios are not considered appropriate.
- Additional demand from University and Business collaboration projects, requiring developments on campus. The need for space is estimated at 34,000 sq. m

3. Questions and challenges regarding the UoY's statement

Some questions remain over the UoY's estimate of future need:

- a. A key element of the revised case is that capital projects are committed to 2027. UoY identify some 113,000 sq. m of projects in this timeframe or to be delivered "in the main" in this timeframe. We have not seen the IIP but this feels like a very ambitious programme given we are now in second half of 2022 and given potential finance, resource and construction programming constraints. Delay would presumably push back future projects
- b. The increase in growth rates from 1.25% - 1.5% (as "likely") to 1.5% - 2.0% pa is not explained
- c. UoY has identified "Possible Development Opportunities" on Campus West totalling 3.68 hectares. This potential space does not seem to be included in the UoY calculation of additional future land need. On the UoY approach, 3.68 ha would deliver 26,700 sq. m of space.
- d. The University states that "at this early stage ...(it) considers that a net increase around a further 6,000 sqm GIA might be possible ...". This seems low given point c) above.
- e. The University is still considering current space utilisation. Until this is fully assessed, it cannot know the scope to use existing space more efficiently and therefore cannot comprehensively assess future need.
- f. UoY makes the case for "collaboration" space. If this means space used for teaching and research as well as by business (which is how university-business collaboration normally operates), there may be some "double counting" in that teaching and research space needs are also included in the future growth scenario analysis.
- g. UoY apply the future scenario analysis from a 2026 base position, following "recently detailed planning of student numbers up to 2026". We have not seen this analysis.
- h. UoY present some scenarios for "higher", "lower/mid" and "lower" GIA per student in estimating future space needs. We maintain that the higher figure (of 12.7 sq m) is not valid as it reflects no economies of scale. If the "lower/mid" figure is used, on the UoY analysis, the land need at 1.5% growth p.a. is 14.0 ha.

4. A confirmation of the CYC position

- The UoY has presented materially new arguments and sets of data from its position in its hearing statement of early July.
- The presentation of such substantially new data does not give confidence in the certainty of the UoY's position.
- Some of the analysis and data is not fully explained and the UoY has not presented key documents such as the IIP.
- There is recognition of the opportunity to intensify the use of Campus West.
- There is a proposal by CYC to remove the density requirement of 23%. Whilst design factors will be significant in determining the scope for further development, on a space need of (say) 110,000 sq. m, moving the density from 23% to, say, 26%, reduces land take by some 1.8 ha.
- There remains scope to use land more efficiently. This includes through improved space utilisation. The University is working on this but results have not informed the analysis.
- There are some potential development sites which do not appear to have been included in the analysis of need – totalling 3.68 ha.
- It is not clear to what extent collaboration spaces would include teaching and research space and so would address some of other projected space need.
- The UoY presents evidence that projects additional need to 2038 of between 14.7 and 23.1 ha. With more focus on efficiency, CYC maintain that the University's growth aspirations can be accommodated in less land and within the CYC's proposed allocation.