

City of York Council
Examination of the City of York Local Plan
2017 – 2033

Schedule of Matters, Issues and Questions for the Examination
(Revised 15 June 2022)

Phase 3 Hearings

Matter 2 – Universities and Colleges

Response on behalf of the University of York

by O'Neill Associates

8 July 2022



Chartered Town Planning Consultants

Matter 2 – Universities and Colleges

This statement responds to the Inspectors' questions as relevant to the University of York:-

- 2.1 *What are the needs of the various Universities and Colleges?*
- 2.2 *Does the Plan properly provide for the needs of the various establishments?*
- 2.3 *Is the approach of the Plan to the Universities and Colleges justified in Green Belt terms (whether in terms of Green Belt boundaries, or 'washing over')?*
- 2.4 *Are policies ED1 – ED5 and ED7 effective?*
- 2.5 *Is the Policy SS22 (ST27) sufficient for the purposes of the University of York?*

PLANNING RESPONSE

1. University of York
2. Presence of The University
3. University Growth
4. Short To Medium Term Proposals
5. Need For Additional Development Land
6. Expansion Alternatives Considered Previously
7. National Policy context
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10. Known-Knowns and Known-Unknowns
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- a) University campuses
- b) Summary of growth scenarios for predicted space needs (as corrected June 2022)
- c) Briefing note on Growth Scenarios. Stephen Nicol of Nicol Economics
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MAKE Architects
- e) The role of the University of York in the Economy of York: Nicol Economics
- f) University Local Plan representations references

(ulp2206.response to MIQs.universities and colleges)

1. UNIVERSITY OF YORK

1.1 The University of York is one of the leading universities in the U.K. and is a member of the elite Russell Group of research intensive universities. It accommodates a range of higher education activities. Its two campuses include facilities for teaching, research, staff and student housing, arts, sport and social activities, plus knowledge led business and science park uses. These include external businesses such as start-up companies and collaborations with companies wishing to utilise the research excellence of its departments and staff. It has recently been placed within the top 10 research universities in the country.

1.2 This statement is aimed at outlining the importance of the University to the Strategic Vision of the Emerging Local Plan, and proposals on how this should be addressed in the Plan if it is to be sound, and demonstrating that the local plan makes grossly inadequate provision for the foreseeable needs of the university over the plan period when fixing the green belt boundaries.

2. PRESENCE OF THE UNIVERSITY

2.1 The University has two campuses at Heslington, west and east, plus in the city centre King's Manor and The Guildhall incubator unit. Campus West, started in 1962, is substantially built out given its landscape dominated character. Campus East was permitted by a Secretary of State decision in 2007 (plan in appendix a) Its 116ha site includes a central area of 65ha allocated for development, the remainder is surrounding landscape. The University has been hugely successful and is a seriously important part of the local economy. It is referred to in a significant number of places in the Emerging Local Plan in terms of its important role in the economic strategy of the City Council.

2.2 The equally successful York Science Park is located to the east of Campus West and accommodates a range of university research institutes, academic departments and independent businesses.

3. UNIVERSITY GROWTH

3.1 As our previous representations have repeatedly outlined, the student population has grown from 230 in 1963 to 20,277 full time equivalents (FTEs) in 2021/22.

3.2 Its FTE staff numbers have grown by 43% from 3,106 in 2013 to 4,443 in 2022. These jobs are on average paid significantly higher than the rest of the York economy. Indirect employment generation is also a feature of the growth of the University as a result of its supplier spend in York, student spend in the local area and other local multiplier impacts. In addition, the expansion of the University has increased the number of graduates available for the local economy and the scale and number of potential research and other collaborations between the University and the business community.

3.3 Appended is a report by Nicol Economics outlining the substantial growth in the University community of students and staff and its consequent economic role in terms of employment generation. Table 3 shows the University's current share of all employment in York is 9.3% of FTE employees and 7.9% of all FTE jobs. It is one of only two employers in the city with over 4000 employees, the other being the NHS.

3.4 Rates of growth of the various activities on campus vary with the specific type of activity and generation of employment varies with uses. One method that clearly illustrates growth rates is land take, be this for new development or redevelopment.

- The 68ha Campus West, established in 1964, is effectively built out to capacity based on policy ED2 maximum footprint for buildings and car parks of 23%, and retaining its landscape character, of which over 60% is a registered park grade II. These, plus listed buildings, the conservation area and mature landscape result in development potential being restricted in this area to redevelopment and building on car parks. The University has major redevelopment projects in planning within these constraints, (see §4.1).
- The 9ha science park is also fully built out with the Innovation Centre, the Biocentre, the IT Centre, individual businesses and some academic departments.
- Campus East has a 20-year outline planning permission from 2007. The 116ha campus has a central area allocated for development of 65ha but, excluding the campus lake, this amounts to 44.4ha. Since 2009, a steady build-out has resulted in 10.5ha remaining equating to, at most, a 3-4 years land supply at previous growth rates of 2.6ha/annum.

4. SHORT TO MEDIUM TERM PROPOSALS

4.1 The University is planning to increase its teaching and research activities including: -

- A combined School of Physics, Engineering and Technology on the Science Park
- A new School of Architecture on campus west
- A major addition to facilities of a new student centre on campus west

This growth will result in student numbers increasing from 20,277 in 2021/22 to 21,470 in 2025/26. This is in the range 1.25% to 1.50% p.a., a minimum range after a period of particularly rapid growth.

- Additional student residences are proposed to meet the increased demands from additional students and from returners, second and third years who choose to live on campus

4.2 The University is also proposing to increase its level of external collaboration activity. A key growth area is likely to be that of University-Business/industry interaction around innovation and R&D. Several important opportunities are presently in active consideration, and at different stages in their planning including: -

- BioYorkshire and BioEconomy: The University, with its partners Askham Bryan College and FERA (formerly the Food and Environment Research Agency) has the capacity to deliver a world-leading BioEconomy cluster.
- Nuclear fusion technology: The University is part of a consortium bidding for the UKAEA STEP programme for a STEP prototype reactor, linked to the University's Plasma Institute. The prototype fusion reactor is likely to be located at Goole, East Yorkshire. This project would be a 'game changer' for UK energy generating capacity.
- Robotics and Artificial Intelligence: The University is completing the construction of the Institute of Safe Autonomy, an important development in a rapidly growing and important new area of technology.

4.3 These proposals are likely to take up the remaining land bank of 10.5ha over the next 3-4 years. This is of major concern to the University. The educational, social and economic benefits that result from university activities will be massively curtailed by artificially constraining one of the most valuable parts of the local economy.

2.1 What are the needs of the University of York?

5. NEED FOR ADDITIONAL DEVELOPMENT LAND

5.1 Key drivers leading to the need for extra development land during the Plan period include: -

- Student housing expansion: As student numbers rise and demand for managed student accommodation among postgraduate and 2nd/3rd year undergraduates increases, the convenience of living a short walk or cycle ride from teaching, sport and social facilities has resulted in high demand.
- Academic space for teaching and research: this derives from departmental expansions, new subjects being established and successful research activities.
- Research collaborations: Demands from national and international research institutes and businesses wanting to co-locate with the University.
- Sport and social facilities: Growth in student and staff numbers also creates the need for increased provision.
- Open spaces: All new development creates the need for increased landscape provision since both campuses are landscape dominated.
- Downstream flooding risk requires attenuation lakes for any new allocations

5.2 The schedule in appendix b reviews a number of growth rate scenarios for student numbers and the land take that would accompany the various alternatives. They indicate the rates at which the 26ha allocation ST27 promoted by the University would be used up for development in terms of the size of the allocation and the plan period to 2037/38. Of the more likely growth rates of 1.25% to 1.50% the site would be almost or fully built out. As stated in this evidence, the size of the student role is not the only factor to indicate the need for development. Academic research and collaborative R&D also are land hungry activities. A briefing note accompanies the schedule, (appendix c).

6. EXPANSION ALTERNATIVES PREVIOUSLY CONSIDERED

6.1 The need for and options for expansion of the University were explored in detail at a 6-week Public Inquiry in 2006 into the Called-In outline planning application to exclude 116ha from Green Belt to facilitate a new campus, Campus East, [APP/C2741/V/05/1189972].

6.2 A factor considered by the Inspector was the consequences if planning permission were refused, (Inspector's Report para 177). The University stated at the time that if there was no growth, the University would decline. There would be some 4,500 jobs forgone and loss of a significant capital investment in, and income contribution to the region. Some 5,400

FTE students would not benefit from a high quality education at the University. The national and local economy will suffer with a loss of business growth.

6.3 The Inspector concluded that, (para 751):

- The proposed development would further the aims of national higher education policy and have significant educational, economic and social benefits for the city and region.
- He was satisfied that there were no alternative sites suitable and viable for the proposed development. Nor did he consider the disaggregation of the various elements of the proposed campus to be a practical or viable alternative.
- The development would clearly reduce the openness of the Green Belt.
- Although the character and appearance of the site would change as a consequence of the development, it would not materially harm the character and appearance of the area and the setting of York, (para 752).

6.4 In her decision, The Secretary of State observed that most parties accepted the benefits that the University has brought to the city and the region and acknowledged the University's need to expand. She agreed with the Planning Inspector that, as the proposal would be accessible by good public transport and would form an extension to the urban area, it complies with the thrust of the relevant Regional Spatial Strategy policies.

6.5 These same factors are relevant to the consideration of further expansion of the University today, particularly in relation to lost research collaborations which may well go abroad. The report by Nicol Economics, (appendix d), covers the role of the University in the economy of York. It covers recent growth trends in all aspects of the University's activities and projected growth on the short term. The identification of role of the University in the Council's economic strategies is also reported, particularly the 'City of York Council Recovery and Renewal Strategy 2020', (see section 8 below).

6.6 Thus the local, regional and national benefits of permitting the further expansion of the University are unchanged today. The massive advantages of co-location of expansion space with the current campuses are also unchanged.

2.2 Does the Plan properly provide for the needs of the various establishments?

7. NATIONAL POLICY CONTEXT

7.1 In undertaking a dialogue with the University on its expansion needs, the Council are to consider national policy. If the Plan fails to be consistent with the NPPF it is unsound.

7.2 The Framework 2012 outlines the process for the preparation of local plans and in particular the establishment of Green Belt boundaries. At its heart is the presumption in

favour of sustainable development (§14). LPAs are tasked to objectively identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth (§17). The Government's commitment to ensuring that the planning system does everything it can to support sustainable economic growth requires that planning should operate to encourage, and not act as an impediment to, sustainable growth (§18,19).

7.3 Local Planning Authorities should set criteria or identify strategic sites for local and inward investment to match the strategy and to meet anticipated needs over the plan period. They should plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high-tech industries (§21).

7.4 The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence (§79). Their permanence is stressed in §83.

7.5 Defining the boundaries for the first time should take account of the need to promote sustainable patterns of development (§84). Consistency with the Local Plan strategy should be ensured and land which it is not necessary to keep permanently open should not be included (§85).

7.6 Local plans should be consistent with the principles and policies set out in this Framework, including the presumption in favour of sustainable development (§151). They should be aspirational but realistic and they should address the spatial implications of economic, social and environmental change, (§154).

7.7 Early and meaningful engagement and collaboration with neighbourhoods, local organisations and businesses is essential. LPAs should set out strategic priorities for the area including strategic policies to deliver, inter alia, the provision of health, security, community and cultural infrastructure and other local facilities (§155, 156).

7.8 Each LPA should ensure that the Local Plan is based on adequate, up to date and relevant evidence about the economic, social and environmental characteristics and prospects of the area (§158). They should work with other authorities and providers to assess the quality and capacity of infrastructure for ...education... and take account of the need for strategic infrastructure (§162).

7.9 The Local Plan submitted for examination should be 'sound', that is: positively prepared; justified; effective and consistent with national policy (§182)

8. LOCAL PLAN POLICY

8.1 The Council's Economic Development Strategy 2016 includes 8 essential 'to dos' including three where the University has a direct role. These are to:

- *Take practical steps to **develop and retain talent** in the city*
- *Deliver a local plan supporting a **high value economy***
- *Drive **real university and research-led growth** in key sectors*

8.2 The Council's Covid-19 Recovery and Renewal Strategy includes 5 themes of which three are directly linked to the University: -

- *Building on York's strengths as an internationally renowned place including work with cultural, heritage and **digital/creative industries***
- *Building upon the strengths in the **Bio- and Agri-tech sectors***
- *Creating a city-wide network of **research and development** to harness the capabilities of our educational and research institutions*

8.3 The Plan includes policies ED1, ED2, ED3 and SS22 which are unquestionably in support of the expansion of the University. It is included as one of the five strategic employment sites in policy EC1.

8.4 An extension of Campus East has been promoted by the University since the 2013 'Call for Sites'. It was included in the Emerging Local Plan 2014 at 26ha, as currently promoted by the University. It was included as strategic employment site ST27 but, in the absence of any contrary evidence, it was unilaterally reduced in 2017 to 21.5ha including a significant landscape buffer to A64T, so that the residual development capacity of the site is not defined or justified. At each stage of the plan preparation, the Officer Reports supported the University's proposed allocation of 26ha.

9. PROVISION IN THE LOCAL PLAN ST27

9.1 It is estimated that the 21.5ha allocation ST27 in the local plan would yield only around 10-12ha of net development land. This is due to the need to provide: -

- 100m wide buffer alongside A64
- Wide buffer inside southern edge
- Large attenuation lake
- Sports facilities
- Exclude field inside the western boundary, as not in the University's control

This would amount to around 3-4 years supply of development land, based on recent trends.

9.2 Thus with 3-4 supply on campus east and 3-4 on ST27, this amounts to 6-8 years, well short of the plan period.

10 KNOWN-KNOWNS AND KNOWN-UNKNOWNNS

10.1 The growth rate of the University is a matter of record, particularly in recent years. Trends exists for both student numbers and staff totals. Science park type development and research collaborations are also well established.

10.2 Currently, departmental expansions, a new department and further student housing are in planning, as are major research collaborations for institutes that wish to benefit from the academic research expertise available on campus. Successful implementation of several of these latter projects are likely to use up the remaining development land on campus east and ST27 as proposed in the Plan, well within the plan period.

10.3 The predicted space needs for University expansion are included in our 2018 (CD14U) and 2021(EX/CYC66h) evidence. Unfortunately, a drafting error, only recently discovered, has led to an incorrect picture. The original and revised tables are copied in appendix b, together with a commentary (appendix c). It illustrates the %age of the University-promoted 26ha ST27 required for a range of growth assumptions based on student numbers as at 2037/38. At a 1.25% annual growth, 92% of the allocation would be utilised, at any higher growth rate the allocation would be fully developed before the end of the Plan period.

10.4 However, the exercise is unable to predict the growth in research activities, which can be particularly space hungry, (see 4.2 above). Unknowns are what the growth trends in student numbers and research activities will actually be up to 2037/38. Should inadequate land be allocated for university expansion, valuable projects could be turned away with implications for the University and the economy of city and region. Should part of the allocation be unused during the plan period, the land will remain in agriculture, since the University's legal control of the land prevents any other development being carried out.

2.3 Is the approach of the Plan justified in Green Belt terms?

11. GREEN BELT IMPLICATIONS

11.1 The ST27 site is proposed to be enclosed by Green Belt on the western, southern and eastern edges. With a plan period to cater for permanence of the Green Belt to 2037/38, this would be a totally inadequate allocation. A larger allocation with greater development potential is clearly required and should be excluded from the Green Belt. The indicative master plan (appendix d) shows what is needed to accompany the campus extension development namely; generous landscape buffers, a large attenuation lake and additional sports facilities. Current sports facilities experience heavy demand and additional students and staff create additional demand.

11.2 The University proposes that the 26ha development site be reinstated, with an approximately 29ha landscape allocation to the south to accommodate a lake, sports facilities and extensive landscaping. Excluding this area from Green Belt but allocating it as a landscape buffer allows greater scope for sports facilities, including appropriate built sports facilities. The sample masterplan (appendix d) illustrates the components on the development promoted. Allocation ST27 would require all these components, hence greatly reducing its development potential.

11.3 The emerging Plan also proposes intrusion of Green Belt within campus east. The outline consent allows university development within its boundaries, and an adopted masterplan, in response to outline condition 12 specifies the uses. The Plan proposals are obviously inappropriate.

Question 2.4 Are policies ED1 - ED3 effective?

12. PROPOSED ALTERATION TO RELEVANT POLICIES

12.1 Policy ED1 and ED2 are supported.

12.2 Campus East has an extant outline planning permission plus a range of approved design documents and technical reports. The wording of ED3 is based on this position.

12.3 Policy ED3 Campus East should be subdivided into Campus East ED3 and Campus East Extension ED3a, to aid clarity, since campus east exists, and campus east extension is a

proposal. It would also serve to define maximum knowledge-led floorspace in m² place of hectares.

Question 2.5 Is Policy SS22 (ST27) sufficient for the purposes of the University of York?

12.4 Topics covered in the policy are broadly acceptable subject to the following amendments.

Policy SS22 should be amended to relate to higher education and related uses rather than B1b uses.

The following amendments (*in italics*) are promoted as appropriate:

- i. Create an appropriately landscaped buffer within the site boundary in order to *mitigate traffic noise impacts*. Where parallel with the A64, protect heritage impacts by maintaining key views into the site and its setting to the south and east.
- ii. The developed footprint (buildings, car parking and access roads) shall not exceed *23% in the area allocated for development*, so excluding boundary landscape buffers, as at campus east.
- v. Deliver high quality, frequent and accessible public transport services between the campuses and to the city centre. (*Delete final sentence as comment not policy*)
- vii. Demonstrate that *relevant transport issues have been adequately addressed*, in consultation with the Council and National Highways as necessary, to ensure sustainable transport provision at the site is achievable. (*delete final sentence as too imprecise and no context of timescale*).
- viii. ("*Explore providing access through an enhanced road junction on A64 to the south of the site.*") Lacks clarity since §3.101 below states that there are to be no additional entrance points to ST27 from those already existing.

13. CONCLUSION

13.1 This statement is aimed at addressing Inspectors' questions 2.1 to 2.5. The response from the University is that, despite various policies in the Plan confirming the crucial role played by the University in the economic health of the city, the land proposed to cater for its expansion up until 2037/38 is wholly inadequate. Additional land requires to be allocated during the plan period if the University's growth is not to be greatly constrained.

13.2 The University reps of June 2021 provide justification for ST27 to be extended to 26ha development site plus a 29ha open space allocation which would be mainly landscape,

sports provision, attenuation lake and buffer to the A64T. This is required to meet University needs over the remainder of the Plan period to 2037/38. Although this evidence responds from the University's perspective, its fortunes are inexorably linked to the overall economy of the City of York.

13.3 In terms of policy, the 2012 Framework outlines the process for the preparation of local plans and in particular the establishment of Green Belt boundaries. At its heart is the presumption in favour of sustainable development (§14). LPAs are tasked to objectively identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth (§17). The Government's commitment to ensuring that the planning system does everything it can to support sustainable economic growth requires that planning should operate to encourage, and not act as an impediment to sustainable growth, (§18, 19).

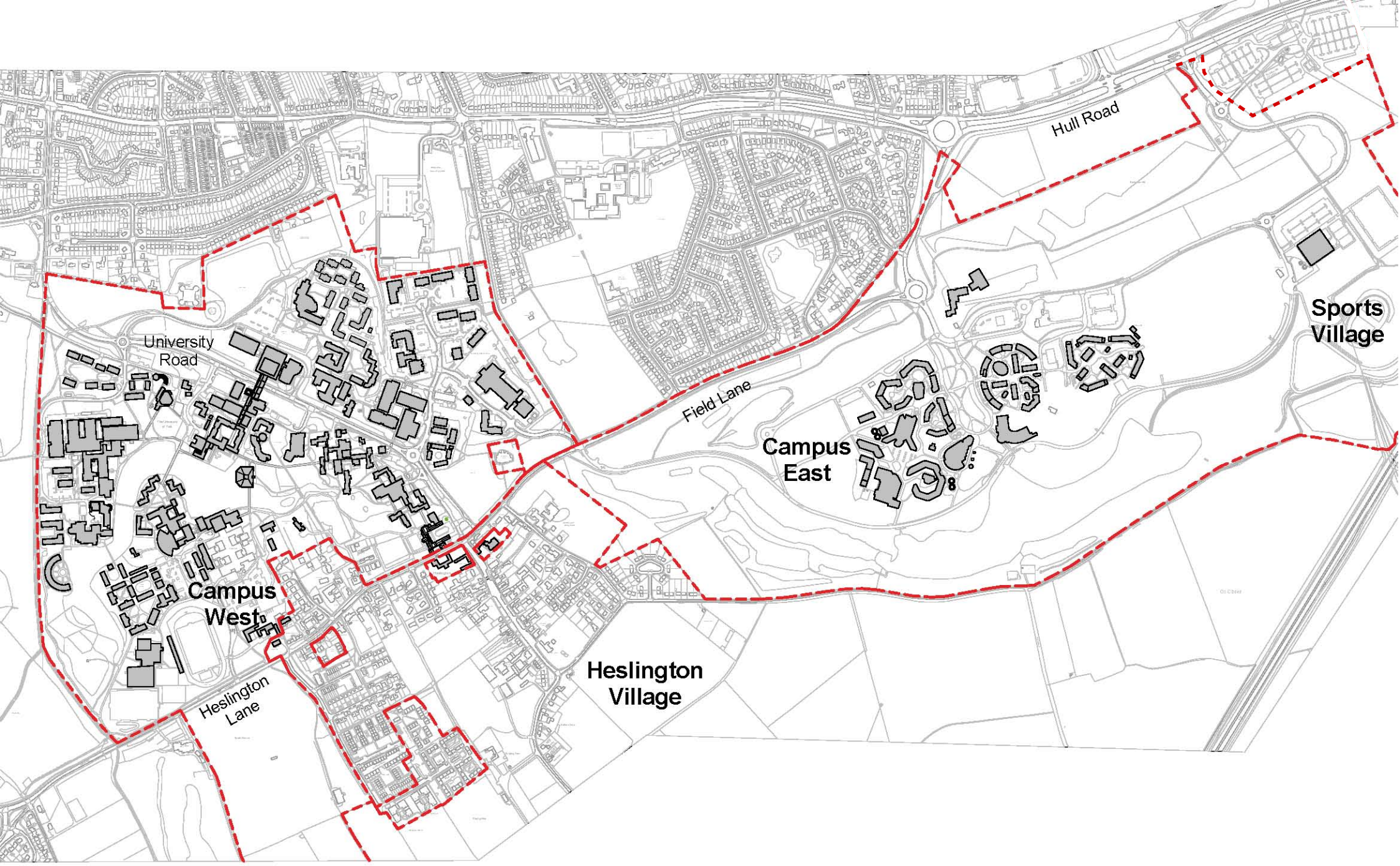
13.4 The campus extension is sustainable development. The University community, staff and students, are well accustomed to walking, cycling or using the bus to get to campus and travel around it. It is working towards carbon net zero emissions. Also, in digital terms, a smart. These objectives are embedded within its vision 2020-2030 to attract prospective students and staff and to provide an inclusive environment for all who study, work and visit physically or digitally and support the work as a University which exists for public good.

13.5 Development of ST27 will result in impacts but, on the basis of support in Plan policies ED1, ED2, ED3, SS22 and EC1 and the content of policies in the Framework, the impacts are to be weighed against benefits to the educational and economic strength of the University and the local and regional economy. The University's justification is overwhelming in our view.

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Director

(ulp2206.response to MIQs.universities and colleges.v4)

APPENDIX a
University campuses



APPENDIX b)

Summary of scenario for predicted space needs
(as submitted in 2021 reps, and as error corrected)

Summary of land take projections November 2019 included in June 2021 reps with line missing 'Additional total student numbers'

Scenario	1	2	3	4	5	6
Growth						
Growth Assumption	0.50%	1.00%	1.25%	1.50%	2.00%	4.00%
Student Nos at 2038	19,114	21,213	22,344	23,531	26,089	39,224
Additional total student numbers	1,901	4,000	5,131	6,318	8,876	22,011
Residential Demand vs Supply						
Student Beds needed	8,836	9,807	10,329	10,878	12,061	18,133
Supply to a maximum of 10760 beds on Campus East	8,760	9,760	10,760	10,760	10,760	10,760
No of Colleges needed	14	15	15.5	16	18	25
Academic and Supporting Space						
Additional space required for staff to support increase in Student Numbers (NIA meters squared)	1,901	4,000	5,131	6,318	8,876	22,011
Additional teaching space required for increase in Student Numbers (NIA meters squared)	1,855	3,905	5,008	6,167	8,664	21,486
Additional space for central support (Library and central support services)	3,862	8,129	10,426	12,840	18,038	44,731
Additional space for catering	10,379	21,845	28,018	34,503	48,473	120,204
Additional space for commercial/retail	552	1,162	1,490	1,835	2,578	6,394
Additional research space not offices	1,266	2,663	3,416	4,207	5,910	14,656
Additional Lab space not research	2,120	4,462	5,723	7,048	9,901	24,552
NIA	20,587	43,328	55,572	68,435	2,578	238,417
GIA (85% gross to net)	24,220	50,974	65,378	80,512	96,142	280,491
m2/additional student	12.7	12.7	12.7	12.7	12.7	12.7
Percentage of 26 ha required	13%	56%	92%	100%+	100%++	100%+++

Summary of Landtake projections (CORRECTED JUNE 2022: addition of line 'Additional total student numbers' previously omitted in error)

Growth Scenario	1	2	3	4	5	6
Growth						
Growth Assumption	0.50%	1.00%	1.25%	1.50%	2.00%	4.00%
Student Nos at 2038	19,114	21,213	22,344	23,531	26,089	39,224
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GIA (85% gross to net)	24,220	50,974	65,378	80,512	113,109	280,491
m2/additional student	12.7	12.7	12.7	12.7	12.7	12.7
Percentage of 26 ha required	13%	56%	92%	100%+	100%+	100%+

APPENDIX c)

Briefing note on Growth Scenarios.

Stephen Nicol of Nicol Economics

1. Briefing on University Space Needs - Revised

- 1.1 This briefing note is based on the evidence supplied by the University in 2018 and 2019 (“University of York – Growth Rational for Campus East Extension to the South of the Lake. Submission to the City of York Local Plan. March 2018” and “University of York Growth Rationale for Campus Extension to the South of Campus East, November 2019”. Both were produced by Stephen Talboys the then Director of Estates and Campus Services, who no longer works at the University. This note has been updated following feedback from JLL.
- 1.2 The work uses six scenarios of future growth in student numbers to assess the associated space need and then compares it to existing space/land (Campus West and East) and the hectares ST27 site allocation proposed for the University in the draft Local Plan.

2. Assessment of need

- 2.1 The approach taken in 2018 and 2019 was to project forward different growth rates in student numbers and convert these to space needs, essentially based on the current then relationship between student numbers and space. This in effect assumed that the University functioned in a similar way to the baseline period. It did not allow for larger scale needs associated with new research and collaboration opportunities. The assessment of need looked at two separate elements:
 - Residential accommodation
 - Academic and supporting space

Student residential accommodation

- 2.2 The 2018 and 2019 paper explains how student residential need “beds” on campus are calculated. It takes forecast student numbers (distinguishing between “intake” (ie first year UG), returning student (2nd year etc) and between home and overseas and UG and PG). As explained in the papers key assumptions are that:
 - All intake students offered a bed on campus (but 12% of UK UG students are “live at home” so do not need a bed on campus)
 - 15% of returning students have a bed on campus.
- 2.3 The net effect of these assumptions is that on average for every 100 students there is a need for 46.2 student beds. This is the same across scenarios and across time.
- 2.4 The model then converts this student bed number into colleges (assumed to be 600 bed) and takes account of the then existing supply. In 2018 this was:
 - 5,700 existing bed spaces, plus, 400 noms for Student Castle or 6,100
 - The new space in College 10 and College 11 on Campus East the western end (1,200 beds)
 - Redevelopment of Campus West to create College 12 (a net addition of 410 bed spaces)
 - This totals 7,310 bed spaces.
- 2.5 The modelling work assumes one more college (College 13 with 800 beds) can be delivered on the eastern end Campus East north of the lakes (ie existing allocation) using buildings 76 to 83. There

is no more space for any more colleges on Campus East north of the lakes at this point and this provides total capacity (before using the new proposed allocation south of the Lakes of 8,110 beds in 13 colleges).

- 2.6 Any student numbers requiring more beds beyond this needs to be accommodated on Campus East south of the Lakes. (See Table 1). This has been converted to extra colleges based on an average no of beds of 845.

Table 1: Residential Accommodation Needs						
Scenario	1	2	3	4	5	6
Growth						
Growth Assumption	0.50%	1.00%	1.25%	1.50%	2.00%	4.00%
Student Nos in 2038	19,114	21,213	22,344	23,531	26,089	39,224
Additional total student numbers	1,901	4,000	5,131	6,318	8,876	22,011
Residential Demand vs Supply						
Student Beds needed	8,836	9,807	10,329	10,878	12,061	18,133
<i>Beds per students</i>	46.2%	46.2%	46.2%	46.2%	46.2%	46.2%
Need compared to available and future supply that can be accommodated on Campus West and Campus East north of the lakes (ie 1 Colleges 1 to 13)						
Student beds	726	1,697	2,219	2,768	3,951	10,023
Extra colleges	0.9	2.0	2.6	3.3	4.7	11.9
Total Colleges needed	13.9	15.0	15.6	16.3	17.7	24.9

- 2.7 Note in the 2018 and 2019 papers there is reference to “Supply to a maximum of 10760 beds on Campus East”. This is based on the assumption that the three colleges with 2,650 beds could be built on Campus East south of the Lakes (but this is addressed in supply below).

Academic and supporting space

- 2.8 This modelling is based on taking existing average space per student and projecting forward. This is based on this baseline data hard wired into the model. **We do not have the source for these.** Note: “central support” covers all the activities not covered by the other categories so sporting centres etc. The assessment does not include

Table 2: Academic and supporting space Baseline space 2017/18				
Type of use	Existing area		Space per student sqm	
	sqm NIA	%	NIA	GIA
Staff accommodation (offices)	16,802	9.2%	1.0	1.1
Teaching space	34,980	19.2%	2.0	2.4
Central support (including library and central support services)	94,000	51.7%	5.5	6.4
Catering	5,000	2.7%	0.3	0.3
Commercial/retail	11,461	6.3%	0.7	0.8
Research space (not offices)	19,200	10.6%	1.1	1.3
Lab space not research	500	0.3%	0.0	0.0
Total	181,943	100.0%	10.6	12.4

- 2.9 These space standards are applied to student growth to give the total space for these uses in Table 3A under each scenario.

Table 3A: Extra academic and supporting space (compared to 2017/18) by 2038						
Scenario	1	2	3	4	5	6
Additional total student numbers	1,901	4,000	5,131	6,318	8,876	22,011
Extra space required						
Space required for staff	1,855	3,905	5,008	6,167	8,664	21,486
Teaching space	3,862	8,129	10,426	12,840	18,038	44,731
Central support (Library and central support services)	10,379	21,845	28,018	34,503	48,473	120,204
Catering	552	1,162	1,490	1,835	2,578	6,394
Commercial/retail	1,266	2,663	3,416	4,207	5,910	14,656
Research space not offices	2,120	4,462	5,723	7,048	9,901	24,552
Lab space not research	552	1,162	1,490	1,835	2,578	6,394
Total NIA	20,587	43,328	55,572	68,435	96,142*	238,417
Total GIA (85% gross to net)	24,220	50,974	65,378	80,512	113,109*	280,491
m2/additional student	12.7	12.7	12.7	12.7	12.7	12.7
Note: * corrected figures from original evidence						

- 2.10 The original work carried out in the space modelling also made provision for the continued mixed use/mixed neighbourhood approach and made provision for expansion of knowledge exchange space (see Table 3B). This was based on assuming that the ratio of knowledge exchange/business space to extra academic and supporting space remained broadly constant under different scenarios (between 60% to 75%). The difference in assume land take between the figures in Table 3B (Row A) and those in the 2018 and 2019 UoY reports (Row B) are due to the conversion from floorspace to floorplate, in this note we have taken the average for all development (31.7% rather than a bespoke one for business space 35%)

Table 3B: Additional knowledge exchange space assumed by scenario for campus extension						
Scenario	1	2	3	4	5	6
Sqm GIA	0	10,800	23,900	36,000	47,000	185,000
Floorplate		14,905	32,984	49,683	64,864	255,316
Land (A)		1.5	3.3	5.0	6.5	25.5
Land Assumed in 2018 and 2019 UoY work (B)		1.2	3.4	5.1	6.7	26.4

3. Assessment of supply and land needs

- 3.1 In addition to space for one further College (College 13) the reports note that Campus East north of the lakes has space for a remaining 16,000 sqm of academic space and 15,000 sqm of knowledge exchange and business space (31,000 sqm in total). [Note: this amount of capacity is referred to as 31,000, 34,000 and 38,000 in different places].
- 3.2 The work then considers how the 26 hectare application would be used up under each scenario. This is quite complicated and the process is not entirely clear as it involved judgment about design and location of different elements. However it is possible to do a simplistic exercise as follows:

- 1) We know the extra space requirement (GEA) for academic and supporting space (Table 3) by scenario (Line A in Table 4) and from this can be netted off the existing space left on Campus East north of the lakes of **32,500 sqm** (Note this includes the potential 15,000 sqm for business and knowledge exchange uses) to give Line B in Table 4
 - 2) We also know the extra number of beds/colleges by scenario and these can be converted to space (29.2 sqm GIA per extra bed¹) (Line C), *[note corrected from previous version]*
 - 3) This gives the total extra floorspace for each scenario for all uses beyond what can be accommodated within the existing east and Campus East north of the lakes (Line D) – excluding any provision for knowledge exchange space
 - 4) The average ratio of floorspace to footplate for the extension is 32% (based on Make masterplans in 2018) giving total extra floorplate/land take (Line E)
 - 5) The plot density is 23% to give the total land area needed (Lines F and G) – which **excludes** land scape buffers and attenuation lakes etc.
 - 6) Then the potential need for knowledge exchange space can be added on as per the previous assumptions by UoY (Row H and I)
 - 7) This provides and assessment of the total extra space beyond the existing allocations un Campus East.
- 3.3 The figures provided are not identical to those in earlier papers as the process of translating from space needed to land take **does not model in the design constraints and the layouts of colleges** etc as per the previous masterplanning exercises, so is indicative only.

Conclusions

- 3.4 This exercise is a simplistic version of that undertaken previous by UoY (2018 and 2019) but **produces similar results**. It shows how:
- 1) Under scenarios 4 to 5 all the proposed 21.5 hectares in the CoY Local Plan would be used up well before 2038 (assuming that this was in practice the area that could be developed with no buffer). And this does not factor in the capacity of need to accommodate major collaboration projects (“known unknowns”)
 - 2) Although it appears there could be sufficient land to 2038 under Scenarios 1, 2 and 3 this make no allowance for space of major collaboration projects at all nor of the impact of buffers etc on the effective capacity of allocation ST27.

¹ Based on the Make floor areas of 19,000 sqm for 650 bed College

Table 4: Simple model to assess UoY space and land needs by 2038 – based on 2018 paper from UoY but updated ⁽¹⁾

Scenario	1	2	3	4	5	6
Annual growth rate	0.50%	1.00%	1.25%	1.50%	2.00%	4.00%
(A) Extra academic and supporting space needed by 2038 ⁽²⁾	24,220	50,974	65,378	80,512	113,109	280,491
(B) less capacity at Campus East north of lakes ⁽²⁾	(8,280)	18,474	32,878	48,012	80,609	247,991
(C) Extra space for student beds/colleges	21,201	49,541	64,800	80,832	115,362	292,673
(D) Total space needed sqm GIA	12,921	68,015	97,679	128,844	195,971	540,664
(E) Footplate (@32%) sqm	4,101	21,589	31,005	40,898	62,205	171,618
(F) Area (@21%) sqm	17,832	93,867	134,805	177,816	270,457	746,164
(G) Hectares	1.8	9.4	13.5	17.8	27.0	74.6
(H) Space for knowledge exchange activities sqm GIA		10,800	23,900	36,000	47,000	185,000
(I) Land needed for knowledge exchange activities (as per 2018 & 2019 UoY)		1.5	3.3	5.0	6.5	25.5
(J) Total land area	1.8	10.9	16.8	22.7	33.5	100.1
NOTE extra space (has) required as per UoY evidence 2018	3.5	14.7	23.9	30.0	39.5	111.0
Notes: (1) figures different from those previously provided by UoC as methodology differs slightly; (2)* excludes space for ANY future business and knowledge exchange uses						

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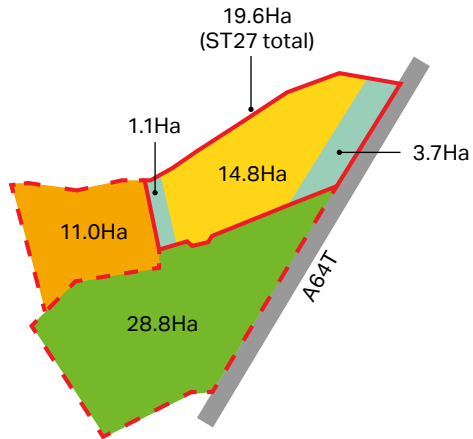
Appendix d)
Indicative Masterplanning exercise for
ST27 as promoted by the University
MAKE Architects

Campus East











Extension proposal

23.02.2022 / Rev 05

Campus East extension: Zoning and areas



Key: extension proposal (right)

-  Existing building
-  Social / hub building
-  Residences
-  Academic building
-  Business / collaboration building
-  Research building
-  Multi-storey car park
-  Campus East
-  Campus East extension ST27
-  Additional allocation proposed by the University



Campus East Extension proposal

23.02.2022 / Rev 05

Campus East (existing - north of lake)				
Building	Use	Floorplate area GIA (sqm)	Floors	Total building GIA (sqm)
1	Residential	438	4	1752
2	Residential	438	4	1752
3	Residential	1044	4	4050
4	Residential	673	4	2659
5	Residential	685	3	2055
6	Residential	1688	3	4208
7	Residential	673	4	2658
8	Residential	435	3	1905
9	Residential	438	4	1752
10	Academic	1092	3	3275
11	Residential	750	3	2250
12	Residential	900	3	2700
13	Residential	900	3	2700
14	Residential	500	4	2000
15	Residential	1300	4	5200
16	Residential	900	3	2700
17	Residential	1350	4	5400
18	Residential	500	3	1500
19	Business / collaboration	1100	3	3300
20	Business / collaboration	1300	3	3900
21	Business / collaboration	1350	3	4050
22	Business / collaboration	1200	3	3600
23	Academic	1200	2	2400
24	Academic	1000	3	3000
25	Academic	900	3	2700
26	Academic	1000	2	2000
27	Academic	900	2	1800
28	Social / hub	1200	1	1200
TOTAL				78466

Campus East (existing - north of lake)			
Use	Total building GIA (sqm)	% total	
Residential	47241	60%	
Academic	15175	19%	
Social / hub	1200	2%	
Business / collaboration	14850	19%	
TOTAL	78466		

Campus East (extension - south of lake)			
Use	Total building GIA (sqm)	% total	
Residential	49380	28%	
Academic	51650	29%	
Social / hub	16000	9%	
Business / collaboration	39900	23%	
Research	15200	9%	
Multi-storey car park	4900	3%	
TOTAL	177030		

Campus East (extension - south of lake)				
Building	Use	Floorplate area GIA (sqm)	Floors	Total building GIA (sqm)
29	Residential	960	3	2880
30	Residential	450	4	1800
31	Residential	400	4	1600
32	Residential	400	3	1200
33	Residential	1000	4	4000
34	Business / collaboration	1200	3	3600
35	Business / collaboration	1200	3	3600
36	Business / collaboration	800	3	2400
37	Business / collaboration	800	3	2400
38	Business / collaboration	1200	3	3600
39	Business / collaboration	1200	3	3600
40	Residential	900	3	2700
41	Residential	600	3	1800
42	Residential	600	4	2400
43	Residential	650	4	2600
44	Academic	950	3	2850
45	Academic	800	4	3200
46	Academic	2450	3	7350
47	Social / hub	2200	4	8800
48	Academic	1000	3	3000
49	Academic	1000	4	4000
50	Academic	2400	3	7200
79	Social / hub	1000	1	1000
UoY Proposed Additional Area Total				77580
51	Social / hub	1200	4	4800
52	Academic	950	4	3800
53	Academic	1650	3	4950
54	Business / collaboration	1050	4	4200
55	Business / collaboration	800	3	2400
56	Residential	750	3	2250
57	Residential	400	4	1600
58	Residential	400	4	1600
59	Academic	1000	4	4000
60	Academic	1000	4	4000
61	Academic	1000	4	4000
62	Residential	650	3	1950
63	Residential	1050	3	3150
64	Residential	300	3	900
65	Residential	600	3	1800
66	Residential	900	4	3600
67	Academic	1100	3	3300
68	Business / collaboration	2100	3	6300
69	Residential	850	3	2550
70	Residential	450	4	1800
71	Residential	450	4	1800
72	Business / collaboration	2600	3	7800
73	Residential	900	3	2700
74	Residential	900	3	2700
75	Research	2000	2	4000
76	Research	2000	2	4000
77	Research	3600	2	7200
78	Multi-storey car park	2450	2	4900
ST27 Total				98050
80	Social / hub	600	1	600
81	Social / hub	300	1	300
82	Social / hub	500	1	500
Landscape Buffer Total				1400
TOTAL				177030



Campus East extension proposal

APPENDIX e)

The role of the University of York in the Economy of York

Nicol Economics

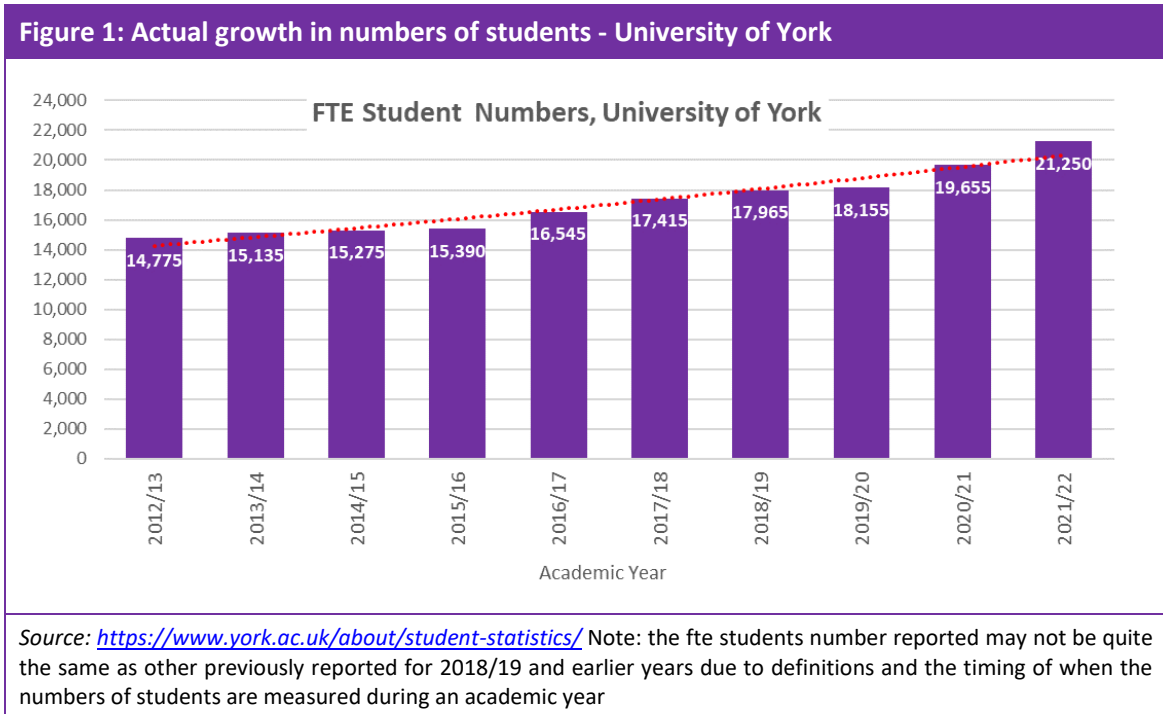
1. Note on the role of the University of York in the economy of York (March 2022)

- 1.1 This note has been produced by Nicol Economics for the Examination in Public of the City of York Local Plan. It sets out an up-to-date assessment of:
- 1) The historic record of **growth** of the University of York (“the University”)
 - 2) The **current** economic role fulfilled by the University
 - 3) The degree of **policy support** for the current and future expanded role of the University
 - 4) The **future** economic role of the University in the city
 - 5) Key conclusions.
- 1.2 This note updates previous research carried out on the economic role of the University by Nicol Economics and London Economics¹.

1. Recent growth path of the University

- 1.3 Since the early days of development of the proposed new Local Plan in 2013, the University has continued to grow at a significant rate. There has been a growth in both student numbers and research activity at the University. This has driven the need for and development of new teaching space, research space, student accommodation and student facilities. As a result, Campus East where planning permission was finally granted in 2007, is now largely developed. Currently, around 52 hectares of the 65 hectare allocation is built out (around 80%) with parts also under construction. This growth reflects the success of the University in attracting students and research as a result of its academic excellence and high quality facilities.
- 1.4 The growth of the University can best be illustrated by the changes in student numbers over the last decade. In the current academic year 2021/22 there are 21,250 full-time equivalent (FTE) under and post graduate students studying at the University or 22,020 total students, made up of 14,975 undergraduate students (68%) and 7,045 postgraduate students (32%). Please see Figure 1.
- 1.5 The average growth rate depends on the precise start and end year selected. Over the nine year period 2012/13 (roughly the start of the process of developing the draft Local Plan) to 2021/22 growth has averaged 4% pa (an increase of around 6,200 in the student headcount or 3.7% pa and around 6,600 in the number of FTE students or 4.1% pa).

¹ [“The economic, social and cultural impact of the University of York”](#), Final Report to the University of York, London Economics, November 2018 and “Economic Benefits from the Expansion of the University of York”, Nicol Economics, April 2018. This latter work in turn drew on “*The Local Income and Employment Gains Attributable to York St John University and The University of Yor*”: *Estimates For 2016/17*”, Dr Stephen Martin, Department of Economics and Related Studies, University of York and Dr Bernard Stafford (November 2017)



- 1.6 When the University previously presented its growth forecasts and scenarios for the future to the EiP², it pointed out that the average annual growth rate over the then previous 10 years had also been 4%. It also presented a range of scenarios (produced in April 2020) for growth from the then estimated base numbers of around 18,100 FTE students for the academic year 2018/19.
- 1.7 We can compare the then scenarios for growth with actual growth to 2021/22. The scenarios produced a range of increases in FTE student numbers from 2018/19 to 2021/22 from as little as around 300 up to around 2,300. As can be seen from Table 1 below, in fact the **actual growth over the last three years has been considerably faster than any of the previous scenarios** (3,300 or nearly 6% pa).

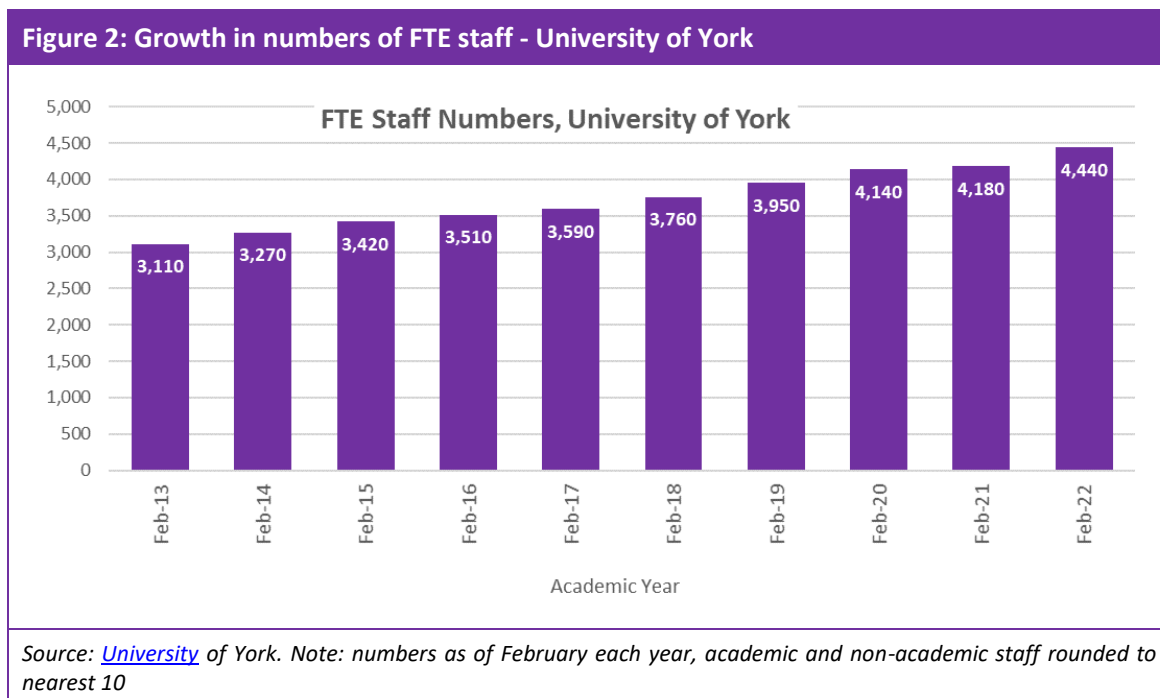
Table 1: Actuals vs. forecast growth in FTE students numbers at the University of York 2018/19 to 2021/22

	Scenarios (April 2020)							Actual
	1	2	3	4	5	6	5/6 average	
	Unlikely		Minimum likely		Foreseeable			
% pa assumed growth rate	0.5%	1.0%	1.25%	1.5%	2.0%	4.0%	3.0%	
Increase 2018/19 to 2021/22 – forecasts or actual								
Nos	273	549	688	827	1,109	2,262	1,679	3,285
%	1.5%	3.0%	3.8%	4.6%	6.1%	12.5%	9.3%	18.3%
% pa	0.5%	1.0%	1.3%	1.5%	2.0%	4.0%	3.0%	5.8%

Source: SID 849, Appendix B, Table 2 summary of 2019 update to modelling, University of York and actual data from <https://www.york.ac.uk/about/student-statistics/>

² Appended to the representation SID 849 Proposed Modifications and Evidence Base Consultation 2021, City of York Local Plan

- 1.8 As can be seen from Figure 2, below, the number of FTE staff by the University has also risen steadily over time, broadly in line with growth in FTE students. We have examined the relationship between FTE staff at the University and FTE student numbers. The relationship fluctuates slightly over the nine year period for which we have data., Depending on whether we select the seven or the nine year period to 2021/22 the apparent “productivity” growth rate (students per FTE staff numbers) is between 0.1% and 1%. There is of course not necessarily a precise relationship between the two as for instance some staff are employed on research related or business interaction activity alone and not necessarily linked to student numbers.



- 1.9 As a consequence of this strong growth, the University has been rapidly expanding its buildings and using up the developable footprint of the current extant planning permission for Campus East.

2. Current economic role of the University

- 1.10 The University fulfils a number of key economic roles in York. These can be summarised as:

- Its **direct economic role** as an employer.
- The **indirect economic role** from the expenditure on goods and services it makes with suppliers based in the local area³ and also from the spend by its staff who live in York.
- The contribution to the local economy from **expenditure by its students** who live in York and so spend money on housing and other goods and services.
- The **wider role** in the competitiveness of the local economy from a combination of:

³ Based on previous surveys the proportion of the University’s external expenditure with suppliers based in York ranged between 14% and 20%

- Links with local businesses and the role it plays in the development of important sectors of the economy via the innovation eco-system and spillovers from the research activity that take place in the University and in collaboration with local businesses
- Spin-out and spin-off businesses from the University's researchers
- The contribution its graduates make to the local economy when they stay in the city and add to its skills base
- The contribution the University makes to the cultural life of the city and so its attractiveness as a place to live.

Conclusions from previous work

- 1.11 In its 2018 report, London Economics estimated the University's economic footprint in 2016/17 as:
- Total economic output generated of c. £700 million in the UK and £600 million in the Yorkshire and Humber region⁴ (from the University's direct activities and spend by students)
 - Total FTE jobs supported of around 7,100 across the UK and 6,300 in the region
 - The key role of the University in developing skills in its graduates (although largely in the context of the UK economy) and of the importance of its research output.
- 1.12 The earlier work by Nicol Economics, noted that for 2016/17 overall the activities of the University and its students supported an estimated 6,600 FTE jobs in York (rising to 7,700 FTE jobs if the role of the Science Park was taken into account). This assessment noted that the contribution to incomes in York (contribution to wages and salaries but not profits so just part of GVA) was some £310 million in 2016/17 or around 6% of all GVA in York, rising to 7% if the contribution of the Science Park was included. This contribution was broadly in line with its share of GVA (ie total economic output).
- 1.13 This work also highlighted that the University played a much wider role in the city and its sub-region than measured by its contribution to jobs and income. The research and academic activity that takes place at the University provides critical support to the development of the wider economy, particularly in knowledge rich areas, through business-industry links with existing firms and with potential new investors. The report noted that the roles of the University in the **biosciences/health care** sectors and in the **creative, digital and IT** sectors were particularly important. These are two areas that York expects to develop as the city grows.
- 1.14 The research also emphasised the role the University played in attracting, retaining and developing talent – this is part of its core business. It provides a large pool of graduate for local businesses and works with businesses to train and develop their workforces. This is a major contribution to the enviable position that York has as a city with a particularly high proportion of people with degrees in its workforce.

⁴ London Economics did not assess the specific role of the University in the local York economy

1.15 In the most recent full financial year for which there are accounts (2019/20) the University had total income of £376.5 million of which £183.7 million was paid in gross wages and salaries (before social security and pension contributions). Over the financial year, the average number of staff employed was 4,486 FTEs (1,885 academics and 2,601 support staff) or an average salary per FTE of £41,000. This is **well above the average FTE salary in York**. In 2020, we estimate that the average FTE annual salary across all sectors in York was around £33,200 (mean) and £27,500 (median). In other words the average (mean) salary paid by the University is nearly a quarter (23%) above the whole economy average.

Update of previous work

1.16 We have assessed the current (academic year 2021/22) economic role of University based on:

- Current student numbers, staff numbers and total income
- Previous research showing the relationship between student numbers, staff number and overall jobs.

1.17 The changes since 2016/17 are shown below in Table 2. As can be seen, since the last economic impact assessment estimates were produced, the direct headcount of FTE staff employed by the University has increased by 850 FTE staff (or nearly a quarter) in line with but slightly slower than the growth in student numbers. It is reasonable to assume that the overall direct economic contribution of the University will have risen in line with the growth in FTE staff and the indirect contribution associated with student spend in line with FTE student numbers.

Table 2: Change in size of University of York since 2016/17				
	2016/17	2021/22	Change	% Change
FTE staff	3,594	4,443	849	23.6%
FTE students	16,545	21,250	4,705	28.4%
Student headcount	17,480	22,020	4,540	26.0%

Source: data provided by University of York. Note: the FTE staff headcount is based as of February each year

1.18 The updated estimates of the current economic role of the University are shown in Table 3 below. To be cautious, the previous estimates for 2016/17 have been updated by the change in FTE staff numbers since then (23.6%), rather than student numbers (26% to 28%). The calculations suggest that:

- The total overall employment contribution of the University has risen by around 1,500 FTE jobs since 2016/17⁵.
- Using the previous 2016/17 methodology this suggests that the University supports around 8,000 FTE jobs across York (from all roles including student spend) or up to 9,000 including the role of the Science Park.

⁵ This increase is also in line with applying the change factors for FTE staff numbers and students to the London Economics estimates for Yorkshire and the Humber for 2016/17

- Such levels of employment represent around **8% or 9% of all jobs in York** (on a comparable FTE basis). As noted earlier, on average, the jobs supported are well paid and offer above average wages compared to the rest of the economy. Indeed, the University is now one of the **two largest employers** in York⁶.
- As can be seen from Figure 3, the University’s total income in 2019/20 was £376 million, of which just over half was from tuition fees (£197 million) and just under a third (£116 million) was from research.

Table 3: Estimates of current economic role of the University of York in FTE job terms

Element of impact	FTE jobs supported by University (000s)			Share of all employment in York in 2020/21* compared to....	
	2016/17	2021/22**	Change	FTE employees	All FTE jobs
Direct from employment	4.04	4.99	0.95	5.9%	5.0%
Indirect from purchase with suppliers and student/delegate spend	1.82	2.25	0.43	2.6%	2.2%
Total 1st round	5.86	7.25	1.38	8.5%	7.2%
Further multiplier effects	0.58	0.72	0.14	0.8%	0.7%
Total all rounds	6.44	7.96	1.52	9.3%	7.9%

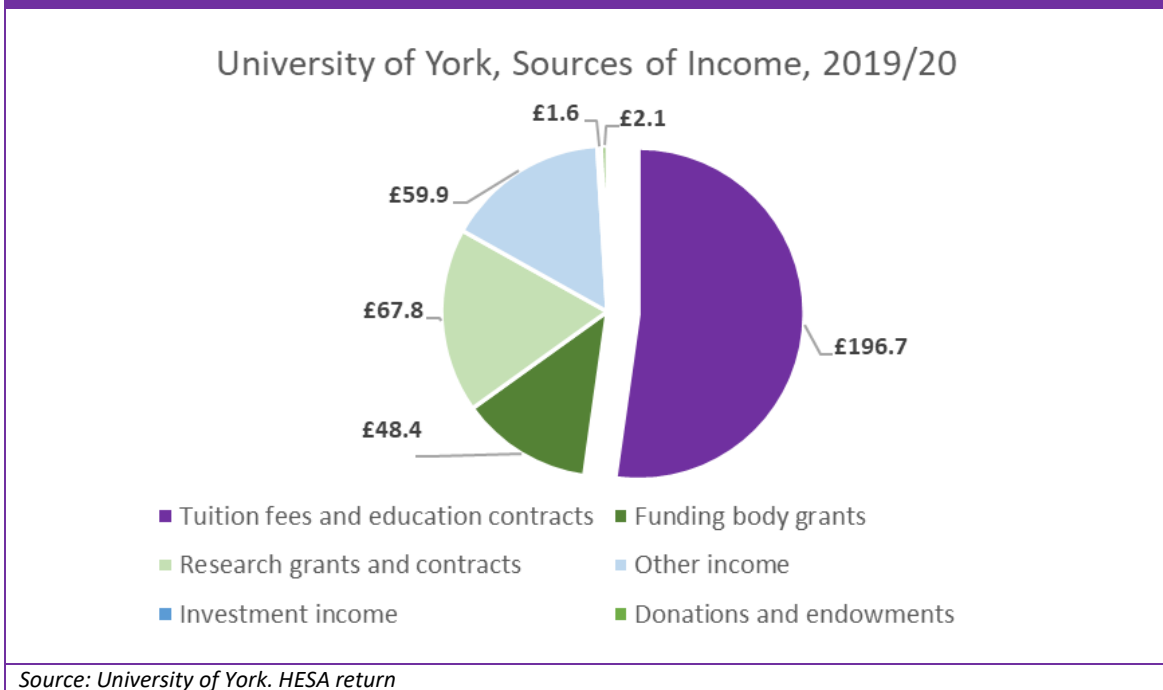
*Source: calculations by Nicol Economics updating previous estimates from Nicol Economics (2018). Notes: * assumed levels for all of York are 106,000 total employees, 85,000 FTE employees and 100,000 total FTE jobs including self-employed; ** as the increases are pro-rated to the 2016/17 base estimates there are some discrepancies between the assumed jobs supported in 2016/17 and the actual FTE staff and latest FTE staff numbers, but the changes assumed are broadly in line with the actual change of c. 850. This is due to the methodology employed by Martin (2017) that includes wider effects from direct employment (rental and royalties payments linked to staff based in York because of the University).*

- 1.19 In addition, according to HESA statistics⁷ in 2018/19 and 2019/20 the University was, on average, involved in providing consultancy services, contract research or providing access to facilities and equipment with around 1,000 external partners. Of these partners, 500 were commercial partners and 220 were small and medium sized enterprises. In total the University received around £27 million in each year from these sources (of which £9.1 million was from all commercial partners and £2.5 million was from SMEs). There is no information specifically on York businesses with whom the University collaborates.
- 1.20 York Science Park has provided an important location for the incubation and development of knowledge based businesses linked to the University spread across several locations in York. One of the buildings, which is part of the Science Park, is “The Catalyst” (around 2,830 sqm GIA) and was developed on Campus East (specifically designed for the creative, media, tech and digital sectors in close distance to the University’s departments of Theatre, Film & TV, Computer Science and Law and Management). It was completed in 2011 and part funded by ERDF. In addition, Campus East is the location of the [Ron Cooke Hub](#) building (6,740 m2 of GIA). This £20 million building was completed in 2010 and is designed to encourage “discussion and interaction, bringing people together across disciplines and sectors, from within and outside the university, providing space for new, value-adding ideas and partnerships to blossom”.
- 1.21 In 2019/20 the total income of the University was around £375 million (see Figure 3), with large elements of income from research funding.

⁶ According to information from City of York Council, as of September 2019 it was one of only two employers with over 4,000 staff (the other was York Teaching Hospital NHS Foundation Trust)

⁷ HESA [Business and Community Interaction Survey](#) 2017/18 and 2019/20

Figure 3: University of York income, 2019/20



1.22 So we have seen that the University:

- 1) Has delivered significant growth in its recent economic contribution to the city of York (in both absolute and relative terms) as it has been able to grow in terms of student numbers, staff and also research activity.
- 2) Provides high quality employment that is well-paid and helps therefore raise average earning levels in the city (see below on how this supports the City of York Council's key economic policies).
- 3) Has a critical and significant wider economic role in providing a supply of skilled workers for York and the wider region as well as strong research that supports local economic growth. The research and academic activity that takes place at the University provides support to the development of the wider economy, particularly in knowledge rich areas, through business-industry links with existing firms and with potential new investors.

3. Policy support and fit for the University

1.23 There is, not surprisingly, evidence of very strong policy support for the University's economic role, both locally and sub-regionally.

Local/City of York

- 1.24 The most recent economic development strategy (EDS) provided specifically for York⁸ is very supportive of the role the University has and can make. This strategy is referenced in the submission draft Local Plan as one of six local strategies providing context for the Local Plan. In the section on Vision for York in the draft Local Plan under “*Create a Prosperous City for All*” there is a clear statement that “*the Local Plan will enable York to realise its economic growth ambitions as set out within the York Economic Strategy*” (para 2.1).
- 1.25 The EDS has four key metrics, seeking to achieve:
- Wages** above national average by 2025
 - Priority **high value sector** growth at least 20% faster than predicted
 - Long term targets business space and housing requirements fully met
 - That York’s employment rate, **skills** and connectivity **comparative advantages** maintained.
- 1.26 The EDS had 8 essentials “to dos” (ie programmes and actions) that included three where the University has a direct role. These are to:
1. Take practical steps to **develop and retain talent** in the city
 2. Deliver a local plan supporting a **high value economy** – (described as delivering an “*ambitious local plan which allocates appropriate land enabling a high value economy*” and “*with the balance of new jobs created 20% higher than baseline projections in high value sectors*”
 3. Drive **real university & research-led business growth** in key sectors.
- 1.27 In a recent report to the CoYC Scrutiny Committee, officers noted that: “Graduates are essential to deliver high-level economic growth as we can see skills shortages developing across the LCR and an increasing demand for graduate level skills. 47.9% of York’s working age population have level 4 National Vocational Qualifications (degree-level) which is the highest of all cities in the north. This is helped by our two high level universities which are producing an ever increasing stream of graduates of whom over half stay in the region”. It also notes that “York’s two universities produce approximately 5,900 graduates per year. The University of York, being the larger institution, produces approximately 4,400 of these whilst York St John produces around 1,500 per year.” It then explores ways of increasing graduate retention.
- 1.28 Clearly supporting the growth of the University would directly support these three essential “to dos” in the EDS as well as three of the four key metrics.
- 1.29 The CoYC’s more recent Covid-19 recover and renewal strategy⁹ states that “*a longer-term 10 year recovery plan will be developed with city partners to confirm the broader ambitions and direction for York, and identify the necessary priorities to achieve them*”. This includes five themes of which three link directly to the University (in bold):
- Building on York’s strengths as an internationally renowned place including work with cultural, heritage and **digital/creative industries**
 - Building upon the strengths in the **Bio- and Agri-tech sectors**

⁸ “York Economic Strategy 2016-20: Choosing a better story” CoYC July 2016

⁹ “City of York Council Recovery and Renewal Strategy”, 25 June 2020

- Creating a city-wide network of **research and development** to harness the capabilities of our educational and research institutions
- Alignment of employment opportunities with skills
- Transport and place projects to drive economic recovery.

Sub-regional/LEP

1.30 York is currently part of the North Yorkshire and York Local Enterprise Partnership (LEP) area. The LEP's **Local Industrial Strategy 2020** described the sub-region's "USP" as "*Clean Growth enabled by the Circular **Bio-economy** York and North Yorkshire has unique **innovation and industrial capabilities**, along with the diverse and extensive landscape required, to demonstrate and deliver carbon sequestration at a scale that will enable us to become England's first carbon negative region*" [our emphasis added].

This recent LEP's strategy document described the area's assets as including:

- "World leading **bio-economy and agri-tech innovation assets**
- **Industrial innovation** including carbon capture and storage
- Two national parks and three AONB's providing the opportunity to increase agricultural and food productivity whilst delivering natural carbon reduction opportunities" [our emphasis added].

1.31 The University of York is clearly a central part of this set of innovation assets for the sub-region.

1.32 Finally, the LEP's recent Covid-19 recovery plan "**Greener, Fairer, Stronger**"¹⁰ talks about the importance of [BioYorkshire](#) led by the University of York as part of the recovery of the sub-region. This is the 10-year plan to transform the region into the UK hub for green innovation and enterprise, launched by the University of York and a consortium of partners (covered in more detail below).

1.33 Partners in the sub-region have also prepared a bid for a future "Mayoral Devolution Deal for York and North Yorkshire¹¹". This emphasises the importance of the University and supports the development of BioYorkshire seeking £175 million "*to develop an innovation ecosystem connecting academia, industry and policy makers (known as Bio-Yorkshire), with a further £3 million for bio-tech incubator hubs and £15 million for a bio-tech innovation accelerator to bring visibility to Bio-Yorkshire as a global centre of excellence*".

1.34 The recently published Levelling-Up White Paper has a commitment from central government to take forward negotiations with a view to agreeing a Mayoral Combined Authority deal for York and North Yorkshire.

¹⁰ "*Greener, Fairer, Stronger Covid-19 A Plan to Reshape our Economy*", Version 1, York & North Yorkshire Local Enterprise Partnership, October 2020

¹¹ See <https://www.york.gov.uk/devolution>

4. Future economic role of the University if it is able to grow as planned

- 1.35 In 2021 the [University Strategy to 2030](#) “A University For Public Good” was published. This strategy sets out four key themes and a number of ways of working. The themes are:
- Curiosity-driven and action oriented research
 - Education that empowers
 - Community without limits, and
 - Local commitment on a global scale.
- 1.36 The University of York has produced a recent set of short to medium growth forecasts but only up to 2025/26. These conservative forecasts are that the number of students studying in York (as opposed to on-line which is on top of these) will rise by around a further 1,200 FTE students or growth of 6% or 1.4% per annum over the next four years.
- 1.37 These forecasts have been produced bottom-up department by department for all types of students. Given the recent strong growth at the University the forecasts appear relatively cautious. Longer range forecasts are inevitably less certain. Reflecting back to the previous long term growth scenarios (2019), the medium term forecasts support a growth rate within the range of the previous Scenarios 3 or 4 (1.25% to 1.5% pa) or the “minimum likely” range (after a period of particularly rapid growth). Just extrapolating forward this short term growth rate to 2033 or 2038 would see an expansion from 2021/22 of, respectively, around 3,800 and 5,600 FTE students actually based in York (plus further on-line students driving growth in staff numbers).
- 1.38 The University is also planning to increase its teaching and research offering and scale in two specific areas:
- A new **School of Physics, Engineering and Technology** which brings the Physics and Engineering departments together and creates a number of entirely new courses. This feeds into the industrial income strategy too.
 - A new **School of Architecture** The University is well positioned to become a leader in societally-informed design. In establishing a new department the University will have the opportunity to innovate in how it educates design professionals through an interdisciplinary approach.
- 1.39 Student numbers are but one driver of the University’s need for space. The University is seeking to increase its level of external collaboration activity which will require extra space for both the collaboration and associated research activity. A key growth area is likely to be that of University-Business/Industry interaction around innovation and R&D. There are several important opportunities here that could become a possibility and require space on the University’s campus areas and if not located in York would go elsewhere in the UK or even overseas. These include:

- **BioYorkshire and BioEconomy.** The University of York, together with its partners at Askham Bryan College and [Fera](#) has the capacity to deliver a world-leading bioeconomy cluster. As a key initial component of this, the “Global Bioeconomy Institute” is likely to be developed on Campus West, funded through the Devolution Deal. This will provide new laboratories to increase capacity. It will *“harness scientific expertise to develop bio-based supplies of fuel, chemicals and materials. It will also work with the region’s farmers and agricultural industries to drive innovation while enabling more productive and sustainable crop production and land use”*¹². BioYorkshire aims to create 4,000 highly skilled jobs, reduce CO₂ emissions by 2.8 million tonnes per year for the UK and generate £1.4 billion to the UK economy. Some of this activity will need to be located by or close to the University’s facilities.
- **Nuclear fusion technology.** The University is part of a [consortium bidding](#) for the UKAEA STEP¹³ programme for a STEP prototype reactor, linked to the Plasma Institute of the University. The prototype fusion reactor is likely to be located at Goole in East Riding. The associated *“skills academy and the digital engineering facility serving STEP may be located on campus, bringing hundreds of well paid jobs into the City”*. The University of York’s evolving concept is to form a fusion mini-campus on Campus East, close to the Plasma Institute and the new School of Physics, Engineering and Technology. Such a development would be a real “gamechanger” for the York and wider sub-region economy.
- **Robotics and Artificial intelligence.** The University is just about to complete the construction of the [Institute for Safe Autonomy](#). This is an important new development in a rapidly growing and important new area of technology. The research will find solutions to the global challenges in assuring the safety of robotics and connected autonomous systems. It will be housed in this dedicated new building with specialist laboratories and testing facilities. It will provide a world-leading ecosystem for research and innovation, education, public engagement, and commercial realisation. [The University is already receiving enquiries from a wide range of businesses about the scope for collaboration.]

1.40 These opportunities would be **economic game-changers** for York and the wider sub-region. In the absence of capacity to accommodate such opportunities with certainty, the ability for York to accommodate such opportunities will be severely curtailed. This would represent a loss of future economic opportunity for York, the sub-region and, potentially, the UK as a whole where there is international competition for investment (especially around robotics/AI and the bio-economy).

5. Key conclusions

1.41 The updated analysis highlights a number of key factors:

- 1) First, the University is a key asset and underpinning engine of the York economy. This role is both on its own as a major employer with nearly 4,500 FTE staff and in collaboration with others supporting several of York’s key economic engines and future opportunities and as a source of highly skilled and paid workers.

¹² See <https://www.york.ac.uk/bioyorkshire/>

¹³ Spherical Tokamak for Energy Production or [STEP](#) is a UK Atomic Energy Authority (UKAEA) programme that will demonstrate the ability to generate net electricity from fusion. It will also determine how the plant will be maintained through its operational life and prove the potential for the plant to produce its own fuel. The first phase of the programme is to produce a concept design by 2024

- 2) Second, this role of the University is highlighted in local and sub-regional economic development plans and policies. Indeed the draft Local Plan itself highlights the extremely important role of the University.
 - 3) Third, the University has grown at a rate that has met or exceeded previous forecasts. Since the initial start of the development of the draft Local Plan (in 2013) the University has seen the number of students and staff rise by around 40% (an extra 6,500 FTE students and 1,300 FTE staff) or 4% per annum on average over this nine year period.
 - 4) Fourth, this success is built on its world class teaching and research and the quality of its facilities and student experience. As a result, it has largely used up its existing Campus East (and West) areas for development.
 - 5) Fifth, the University will continue to grow in terms of number of extra students [although likely at a slower rate than over the past 10 years] in part as a result of developing new areas of teaching and research.
 - 6) Sixth, it is worth noting that the current latest economic forecasts used by CoYC and submitted to the EiP (Oxford Economics, 2019¹⁴) seriously understated the likely growth in the education sector over the period 2017 to 2033. As noted in previous representations, they forecast a slight fall of 1% or 130 jobs from 2017 whereas we know that the University of York itself has already seen FTE staff numbers rise by around 700 between 2017/18 and 2021/22. **The evidence base being used for the Local Plan does not therefore build in adequately the growth that has already occurred at the University or is forecast to occur.**
 - 7) Seventh, the importance of future collaborations built around the University's research expertise with business and other research institutes. The University is entering a phase where new, large-scale University-industry collaborations are being developed and new opportunities are coming forward. The precise scale of these opportunities (and land/buildings footprint) is hard to forecast and in some cases they may require relatively quick responses and available land to develop facilities. These opportunities are as a result of the University's current world class research and facilities. This is especially true in the bio-economy expertise area, which is of course a critically important area for development nationally and globally as we move to a net zero carbon economy. In the absence of the space to accommodate such investment opportunities they would be lost to York, the sub-region and, potentially, the UK as a whole.
- 1.42 As pointed out elsewhere, although the draft Local Plan makes some provision for future expansion of the University this is very significantly short of the space that will be needed if the University is to fulfil its real future potential over the next few decades. In summary, although the important role of the University past, current and future is acknowledged in the draft Local Plan, the policies as they stand in the draft Local Plan do not provide adequate support for its ability to fulfil its important future role.

¹⁴ "York Economic Outlook: Economic Outlook and Scenario Results for the York Economy", Oxford Economics, December 2019 (EX/CYC/29)

APPENDIX f)

UNIVERSITY LOCAL PLAN REPRESENTATIONS:

April 2018 Reps on Submission of Local Plan: including past sequence of draft plan revisions:
- CD014U

Appendix 3(c) September 2014 CYC Local Plan Publication Draft Proposals Map
South: University Extension site ST27 at 26ha plus landscape buffer to A64T 30ha

Appendix 3(e) 10 July 2017 CYC 852 Revised University Extension reduced to
21.5ha including wide landscape buffer

July 2019 Reps on proposed Modifications to Green Belt boundaries: No CYC evidence
base related to University's expansion requirements for size of ST27
EX/CYC/21d

June 2021 Reps related to CYC TP1 ADDENDUM and associated documents of January
2021: EX/CYC/66h