

**Notice of a public meeting of  
Executive**

**To:** Councillors Douglas (Chair), Kilbane (Vice-Chair), Coles, Kent, Lomas, Pavlovic, Ravilious and Webb

**Date:** Thursday, 13 July 2023

**Time:** 5.30 pm

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

**A G E N D A**

**Notice to Members – Post Decision Calling In:**

Members are reminded that, should they wish to call in any decisions made on items\* on this agenda, notice must be given to Democratic Services by **4:00 pm on Monday, 17 July 2023**.

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

**1. Declarations of Interest**

At this point in the meeting, Members and co-opted members are asked to declare any disclosable pecuniary interest, or other registerable interest, they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

- (1) *Members must consider their interests, and act according to the following:*

<b>Type of Interest</b>	<b>You must</b>
<i>Disclosable Pecuniary Interests</i>	<i>Disclose the interest, not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>
<i>Other Registrable Interests (Directly Related)</i> <b>OR</b> <i>Non-Registrable Interests (Directly Related)</i>	<i>Disclose the interest; speak on the item <u>only if</u> the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>
<i>Other Registrable Interests (Affects)</i> <b>OR</b> <i>Non-Registrable Interests (Affects)</i>	<i>Disclose the interest; remain in the meeting, participate and vote <u>unless</u> the matter affects the financial interest or well-being: (a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and (b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest. In which case, speak on the item <u>only if</u> the public are also allowed to speak, but otherwise do not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>

- (2) *Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.*
- (3) *Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations, and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.*

**2. Minutes** (Pages 1 - 10)

To approve and sign the minutes of the Executive meeting held on 15 June 2023.

**3. Public Participation**

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

**Please note that our registration deadlines are set as 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is 5:00pm on Tuesday, 11 July 2023.**

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

**Webcasting of Public Meetings**

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

During coronavirus, we made some changes to how we ran council meetings, including facilitating remote participation by public speakers. See our updates ([www.york.gov.uk/COVIDDemocracy](http://www.york.gov.uk/COVIDDemocracy)) for more information on meetings and decisions.

**4. Forward Plan**

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

**5. Update on Local Bus Services** (Pages 11 - 30)

The Corporate Director of Place to present a report which provides an update on actions taken in response to previous Executive decisions to support bus services in the short term and to maintain the bus network where possible, and details future plans to stabilise, improve and grow the local network in response to reduced government funding.

**6. LEVI Pilot Funding for Askham Bar HyperHub** (Pages 31 - 86)

The Corporate Director of Place to present a report which seeks approval to accept an offer of funding from the government's Local Electric Vehicle Infrastructure (LEVI) fund following a successful bid as part of a pilot for the Hyperhub 4 charging station scheme at Askham Bar Park and Ride.

**7. Anti-Racism & Inclusion Strategy and Action Plan** (Pages 87 - 168)

The Director of Customer & Communities to present a report which sets out a city-wide strategy and action plan from the independent and cross-sectional working group led by Inclusive Equal Rights UK 3.0 (IERUK), and asks Executive to agree a response and to recommend the strategy to Council.

**8. Urgent Business**

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

Democratic Services officer:

Name: Fiona Young

Contact details:

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

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

**This information can be provided in your own language.**

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 (01904) 551550

This page is intentionally left blank

City of York Council

Committee Minutes

---

Meeting	Executive
Date	15 June 2023
Present	Councillors Douglas (Chair), Kilbane (Vice-Chair), Coles, Kent, Lomas, Pavlovic, Ravilious and Webb
In Attendance	Councillor Ayre
Officers in Attendance	Ian Floyd – Chief Operating Officer Bryn Roberts – Director of Governance and Monitoring Officer Debbie Mitchell – Chief Finance Officer Neil Ferris – Corporate Director of Place Martin Kelly – Corporate Director of Children & Education Jamaila Hussain – Corporate Director of Adult Social Care & Integration Pauline Stuchfield – Director of Customer & Communities Helen Whiting – Head of HR & OD Andy Laslett – Strategic Services Manager John Roberts – Strategic Planning Policy Officer

---

## Part A - Matters Dealt With Under Delegated Powers

### Chair's Introduction

The Chair introduced the meeting, stating that the Executive was looking forward to delivering the priorities of the new administration, which would be: health, affordability, environment and climate change, equalities, and human rights

#### 1. **Declarations of Interest (17:30)**

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

Cllr Webb declared a non-pecuniary interest in Agenda Item 7 (Agency Worker Contract Review), as a Director of Veritau, stating that this was a recent appointment which he had now added to his Register of Interests.

**2. Minutes (17:33)**

Resolved: That the minutes of the Executive meeting held on 16 March 2023 be approved and then signed by the Chair as a correct record.

**3. Public Participation (17:33)**

It was reported that there had been six registrations to speak at the meeting under the Council's Public Participation Scheme.

Flick Williams spoke on matters within Executive's remit, expressing concerns about the continuing adverse effect on disabled access of the city centre Hostile Vehicles Measures (HVM) scheme and pavement café licences.

Zeina Chapman spoke on matters within Executive's remit, highlighting community concerns about the bollards installed as part of the Acomb Front Street regeneration plan and the way in which the plan had been carried out.

Cllr Warters spoke on matters within Executive's remit, welcoming the new administration and urging them to abandon 'vanity projects', review the HMO supplementary planning documents and properly resource Environmental Services functions.

Lamara Taylor, Head Teacher of Westfield Primary School, spoke on Agenda Item 5 (Westfield Centre Partnership with University of York). She highlighted the sense of pride in Chapelfields as well as its challenges, and the benefits that the partnership would bring to the community.

Cllr Nelson also spoke on Item 5, as a Ward Member for Westfield. She supported the proposals and stressed the importance of engaging fully with residents and meeting the wider needs of the community.

Cllr Waller also spoke on Item 5, as a Ward Member for Westfield and a governor of York High School and Westfield



Primary School. He supported the proposals, emphasising the need to maintain current activities as well as creating new ones.

Written comments received from Rod Sims, Head Teacher of York High School, supporting the proposals set out in Item 5, had been circulated to Members before the meeting.

**4. Forward Plan (17:56)**

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

**5. Westfield Centre Partnership with University of York (17:56)**

The Corporate Director for Children & Education, the Director of Customer & Communities and the Strategic Services Manager presented a report which set out a proposal from the University of York (UoY) to support education and community outcomes in the Westfield area, and asked Members to support the proposal and to consider options for a partnership contribution from the council by leasing Sanderson Community House (SCH) to UoY for development of the 'Westfield Centre'. The Head of Access and Outreach at UoY was in attendance and provided further details on the project. She noted that the current name for the centre was temporary and a name would be chosen by the community.

The report outlined the background to the proposal, which had evolved from conversations between Education leads and local headteachers following UoY's involvement in a partnership to establish a community learning centre in a deprived area of Hull. UoY were seeking to establish a similar centre in Westfield, via a £2.5m investment through philanthropic donations. Four options were available, as detailed in paragraphs 27-34 of the report and summarised below:

- Option A – support the proposal and lease SCH to UoY at a peppercorn rent. This was the recommended option.
- Option B - lease SCH to UoY at a commercial rent. This would be likely to reduce investment in the project.
- Option C – reject the proposal and continue the operation of SCH as a community centre. This would leave teams struggling to raise the current usage above 5%.

- Option D - close the community centre and convert it into 3 terraced houses. This was essentially the fallback position should Options A and B fall through.

Members welcomed the report and the plans to consult with residents 'face to face', commenting that the area was defined by its people and not by deprivation. In supporting the recommendations, the Executive Member for Children, Young People & Education thanked all those involved in the project, which he said could be transformative for families. Having noted the comments made on this item under Public Participation, it was

Resolved: (i) That the partnership with the University of York to develop the 'Westfield Centre' be supported.

(ii) That Option A be approved and the University of York be granted a five-year lease of Sanderson Community House at a peppercorn rent, subject to public consultation with Westfield residents on the proposed lease.

(iii) That authority be delegated to the Director of Customer & Communities, in consultation with the Executive Member for Housing, Planning & Safer Communities, to negotiate and enter into all legal agreements necessary to implement the lease, following the outcome of the Westfield resident consultation.

Reason: In order to support education and community outcomes in the Westfield area.

## **6. Strensall with Towthorpe Neighbourhood Plan - Referendum Outcome and 'Making' the Plan (18:26)**

The Corporate Director of Place and the Strategic Planning Policy Officer presented a report which sought approval to 'make' the Strensall with Towthorpe Neighbourhood Plan following a successful referendum.

The referendum had been held on 4 May 2023, alongside local elections held on the same day. On a turnout of 33%, 85% of respondents had replied 'Yes' to the referendum question and 17.5% had replied 'No'. Under the Regulations, the council was

therefore required to 'make' the plan – that is, to formally adopt it as part of the statutory Development Plan - by 30 June 2023.

The Executive Member for Housing, Planning & Safer Communities thanked all those involved and expressed a wish for more neighbourhood forums and plans across the city.

Resolved: (i) That the successful results of the referendum held in respect of the Strensall with Towthorpe Neighbourhood Plan forming part of the City's statutory Development Plan be noted.

(ii) That the Strensall with Towthorpe Neighbourhood Plan be formally 'made', in accordance with statutory requirements.

(iii) That the Decision Statement attached at Annex B to the report be approved, and published in accordance with statutory requirements.

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

## 7. **Agency Worker Contract Review (18:30)**

The Head of HR & OD presented a report which sought approval to award a contract to City of York Trading (CYT), trading as Work with York (WwY), for the provision of temporary staff to City of York Council.

CYT was a company wholly owned by the council, with profits coming back to the council as dividends. The current contract had been let to CYT under the 'Teckal' exemption and was due to expire on 31 August 2023. The following options were presented, as detailed in paragraphs 12-25 of the report:

**Option 1** – award the contract to CYT directly under 'Teckal' arrangements. This was the recommended option.

**Option 2** – go through a formal re-tender process involving other external agencies. This would require an 18-month extension to the current contract to allow enough time, and there would be further implications if the procurement process was not successful.

**Option 3** – move the agency process in-house. This would also require more time, as well as additional resources from the council.

In supporting the recommendations, the Executive Member for Finance, Performance, Major Projects & Equalities noted that, while agency workers should not be used unless essential, Option A would reduce the cost where this could not be avoided.

Resolved: (i) That approval be given to award a contract directly to CYT for the provision of temporary staff to the City of York Council for an initial period of five years, plus up to two years of extensions (a maximum term of seven years).

(ii) That authority be delegated to the Head of HR, in consultation with the Chief Finance Officer, to take such steps as are necessary to negotiate with CYT any changes to the current specification around the rates and fee structure and to enter into the resulting contract.

Reason: To keep agency costs to a cost-effective level for the council whilst maintaining quality of service.

## **8. Finance and Performance Outturn 2022-23 (18:41)**

The Chief Finance Officer presented a report which provided a year end analysis of the council's overall finance and performance position on 2022-23, including progress in delivering the savings programme.

The report highlighted the ongoing pressures faced by the council across all service areas, especially children's and adults' social care budgets, as well as increased interest rates and the challenge of inflationary pressures in particular. The provisional out-turn position was a net overspend of £4.8m, funded from contingency and earmarked reserves. An overview of the outturn was provided in Table 1 at paragraph 7 of the report and key variances within each directorate were summarised in Annex 1.

Performance in general had remained high despite the many challenges of the past four years, and continued to compare well against similar local authority areas. Strategic indicators with an improving direction of travel were summarised in paragraph 13 of the report; those with a worsening direction

were summarised in paragraph 14. Detailed information was provided in Annex 2.

In response to questions, it was confirmed that the financial position remained serious and the overspend was forecast to increase in the context of national funding issues. The Executive Member for Finance, Performance, Major Projects & Equalities noted she was preparing next year's budget proposals and was grateful to officers for supporting plans to present these in a transparent way.

Resolved: (i) That the year-end position be noted.

(ii) That the finance and performance information be noted.

Reason: To ensure that significant financial issues can be properly dealt with.

**9. Capital Programme Outturn 2022/23 and Revisions to the 2023/24-2027/28 Programme (18:59)**

[See also under Part B]

The Chief Finance Officer presented a report which set out the capital programme outturn position for 2022-23, including any under or over spends, and provided an update on the impact on future years of the programme.

An outturn of £79321m was reported on the approved 2022/23 budget of £127.393m; an overall reduction of £48.072m. This comprised requests to re-profile a net -£49.179m of schemes to future years and adjustments to schemes increasing expenditure by a net £1.107m, mainly due to receipt of additional grant funding. The overall programme continued to operate within budget, due to careful management of expenditure.

Key areas of investment and outcomes were highlighted in paragraphs 2 and 3 of the report. Variances and re-profiling requests within each portfolio area were set out in Table 1 at paragraph 10 and detailed in the body of the report. The re-stated capital programme for 2023/24 to 2027/28 was shown in Table 3 at paragraph 96 and detailed in Annex A; the projected

call on council resources was illustrated in Table 4 at paragraph 97.

The Executive Member for Finance, Performance, Major Projects & Equalities noted that the information in the report related to the previous administration and that much work would be needed to ensure a deliverable programme in the current circumstances.

Resolved: (i) That the 2022/23 capital out-turn position of £79.321m be noted.

(ii) That the requests for re-profiling from the 2022/23 programme to future years, totalling £49.179m, be approved.

(iii) That the adjustments to schemes, increasing expenditure in 2022/23 by a net £1.107m, be noted.

Reason: To enable the effective management and monitoring of the council's capital programme.

#### **10. Treasury Management Annual Report and Review of Prudential Indicators 2022/23 (19:03)**

The Chief Finance Officer presented a report which provided details of the out-turn position for treasury activities in 2022-23 and highlighted compliance with the council's policies as previously approved by Members.

No significant changes to the treasury management strategy were reported. It was confirmed that the report would be considered by the Audit & Governance Committee at its meeting on 19 July 2023.

Resolved: That the 2022/23 performance of treasury management activity and prudential indicators outlined in Annex A to the report be noted.

Reason: To ensure that the continued performance of the treasury management function can be monitored, and to comply with statutory requirements.

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

### **11. Capital Programme Outturn 2022/23 and Revisions to the 2023/24-2027/28 Programme (18:59)**

[See also under Part A]

by a net £1.107m, mainly due to receipt of additional grant funding. The overall programme continued to operate within budget, due to careful management of expenditure.

Key areas of investment and outcomes were highlighted in paragraphs 2 and 3 of the report. Variances and re-profiling requests within each portfolio area were set out in Table 1 at paragraph 10 and detailed in the body of the report. The re-stated capital programme for 2023/24 to 2027/28 was shown in Table 3 at paragraph 96 and detailed in Annex A; the projected call on council resources was illustrated in Table 4 at paragraph 97.

The Executive Member for Finance, Performance, Major Projects & Equalities noted that the information in the report related to the previous administration and that much work would be needed to ensure a deliverable programme in the current circumstances.

**Recommended:** That the re-stated 2023/24 to 2027/28 programme of £533.321, as summarised in Table 3 at paragraph 96 of the Executive report and detailed in Annex A, be approved.

**Reason:** To enable the effective management and monitoring of the council's capital programme.

Cllr C Douglas, Chair

[The meeting started at 5.30 pm and finished at 7.04 pm].

This page is intentionally left blank





---

**Executive****13 July 2023**

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

**Update on local bus services****Summary**

1. Bus services have faced a challenging environment nationally, during and since the pandemic. Whilst the impact in York has not been as severe as many other places there is still a significant impact in terms of reduced patronage. Increases in fuel prices and mitigations to manage national driver shortages have increased operating costs.
2. The government has provided financial support in response to COVID to the bus industry, which has been vital to recovery to date, however, the very recently announced reduced value extension to that support to July 2025 will put pressure on local services. As the support is withdrawn the commercial viability of these services is becoming challenging.
3. In December 2022 and March 2023 Executive made decisions to support bus services in the short term by approving the emergency subsidising of bus services and to maintain the bus network where possible. This included reviewing frequency of bus services to maintain the network, working with bus operators on the driver recruitment challenge and to opening park and ride for Easter 2023.
4. This report updates the Executive on the actions taken in response to those decisions and details future plans to stabilise, improve and grow the local bus network in response to the reduced government funding. These actions are designed to facilitate future growth.
5. By stabilising the network against this challenging backdrop it sets a foundation to grow patronage, grow the network and maintain the objective to enhance the network within York's Bus Service Improvement Plan. It is important that people can rely on bus services in order to see the bus as

a viable mode of transport. Bus services are a key enabler in the City's future transport strategy and targets around de-carbonising transport in York. Details of Bus Services in the City are summarised in Annex A. City of York Council has been working with a range of stakeholders in the bus industry to develop services in the city in the longer term.

6. Officers have completed all actions in relation to securing the Department for Transport BSIP funding for 2022/23 and 2023/24 and are delivering a range of the initiatives.
7. This report all discusses the Centre Bus Priority Study, the City Centre Bus Shuttle and Young Person and Family Fare initiatives proposed within the BSIP.
8. It must be noted that the current government funding directly to bus operators ends in the summer of 2025. The Councils BSIP allocation also is due to end in the Summer of 2025. Therefore, the support for the bus industry will significantly change at this point.

## **Recommendations**

The Executive is recommended to:

- To note, the BSIP delivery update in this report, including, infrastructure improvement development, young person and family incentives, and the bus service support. These are key BSIP item and are priority for this year. Delivery of these initiatives are not affected by the bus subsidy challenges.
- To note, there remain a number of issues within the bus industry, including changes to government funding to bus companies, the current the timeline of government funding matches BSIP, leading to a potential cliff edge of funding for services in summer 2025. Officers will continue to work with the Enhanced Bus Partnership to seek to mitigate risk but future intervention by CYC maybe required. The existing bus subsidy service support is detailed within this report.
- To note, operators have indicated that they were to remove some early am and late pm commercial services (No.1, 4, 6 and 10/10A) which they consider are not economically viable. Officers have arranged short-term contracts from bus operators to retain the under-threat elements of the No.1, 4, 6 and 10/10A, this additional funding will be considered Enhanced Bus Partnership in July 2023. A longer Term Tender process will be undertaken and reported back to the Executive.

- To note, that Officers will present the subsidy per passenger as part of any future funding decisions on which services should be supported to help Members with their decision making.
- To note, the funding allocation to service support is limited and the initial allocation is committed. Local Transport Authorities (LTAs), such as York, are now able to re-allocate part of the original BSIP funding to service support. LTAs can switch up to 10% of the revenue allocation over the three-year programme without the Government's approval. This would impact on the Council ability to deliver an existing BSIP deliverable project and require formal decision making.
- To note, the report on City Centre Bus Shuttle is imminent but it will need to be considered and possibly revised further in light of any decisions to review hostile vehicle mitigation measures.

Reason: To ensure that the Bus Network in York is stabilised and that the council can work with the statutory Enhanced Bus Partnership to deliver its stated Bus Service Improvement Plans objectives in line with the National Bus Strategy, by both improving passenger experience and increase bus patronage.

## **Background**

9. Prior to the covid pandemic, York's bus services carried approximately 16 million passengers a year, with a steady increase in passenger volumes since 2014. The number of passengers carried at the moment is around 85% of pre-covid volume, at a time when service operating costs have increased, which means York's bus services now:
  - Carries around 40,000 passengers a day
  - Fulfils around 10% of all journeys in the city, and around 30% of all journeys to the city centre
  - Costs approximately £70,000 a day to operate
  - Employs around 500 people
10. City of York Council has been successful in securing funding to develop the bus network. Zero emissions bus grants of £11.3m have been awarded in the last 12 months and the council was successful in attracting £17.4m funding through central government's Bus Service Improvement Plan.

11. Though the Local Plan process a series of network enhancements have been identified to support new developments in York.

### **Bus Service Improvement Plan**

12. In April 2022 City of York Council (CYC) was given an indicative allocation of £17.4m for enhancing York's bus network working with the Enhanced Bus Partnership. This funding comprised capital funding of £10.7m and revenue funding of £6.7m. The grant for the first year (£4.6m) was paid to CYC in November 2022, at which point CYC mobilised to deliver the programme.
13. Key elements of the programme in delivery and development are:
- In development and design, upgrading York's park and ride sites to provide Transport Hubs enabling a wider range of services, including providing opportunities to catch a wider range of bus and coach services, overnight parking, pick up e-bikes and e-scooters for onward travel and greater numbers of cycle lockers;
  - Study to Improved bus priorities on high frequency bus routes/ in the city centre in development;
  - Improvements to real time information systems across York in development;
  - In development and delivery, a range of reduced fares, targeted to younger people and those who may be suffering hardship, but are not covered by existing concessionary fares schemes;
  - In delivery, introducing an all-operator tap-on-tap-off ticketing system – potentially also allowing reduced price travel across the York boundary into North Yorkshire/ the East Riding of Yorkshire;
  - In development Travel behaviour change campaigns to encourage greater use of sustainable modes, including buses;
14. A key part of the BSIP funding is the support to the existing network in light of the challenges the bus industry faces. A significant rise in operating costs and a national driver shortage is creating an extremely challenging context for bus service operation. By stabilising the network and supporting the bus industry through driver recruitment, etc, it sets a foundation to encourage people to return and use public transport. This has been through providing Bus Subsidy to commercially threatened services.

15. Table 1 below summaries the allocations per priority area.

		<b>22/23</b>	<b>23/24</b>	<b>24/25</b>
<b>Bus Priority Infrastructure</b>	Bus priorities on key radial routes into York	500,000	1,250,000	1,250,000
	City centre and approaches bus priority package	500,000	750,000	750,000
<b>Other Infrastructure</b>	Park and ride interchange package	500,000	1,750,000	1,750,000
	Bus stop upgrades	50,000	100,000	100,000
	Additional real time information screens	800,000	490,000	
	Tactical small scale bus priority schemes	25,000	50,000	50,000
<b>Fares Support</b>	Young persons fare reductions	800,000	1,100,000	1,460,000
<b>Ticketing Reform</b>	Development of tap on tap off fares	150,000	50,000	50,000
<b>Bus Service Support</b>	Development of core network including city centre shuttle	800,000	500,000	235,000
	Restart of Poppleton Bar park and ride	250,000	350,000	150,000
<b>Marketing</b>	Travel Behaviour Change campaign	200,000	300,000	300,000

**Table 1**

16. Work to date has included defining a clear programme and spend profile over the delivery period to the end of March 2025 and agreeing this with Enhanced Bus Partnership and the DfT.

## City Centre Bus Study

17. Virtually all bus services in York terminate, start or travel through York city centre and analysis presented in York's draft Local Transport Consultation (February 2023), suggested that bus passengers make up 37% of the road users in central York on a typical day. This figure had risen consistently (by 15%) since the early 1990s. During preparation of York's BSIP, consultation with stakeholders, both bus users and operators, made it clear that slow and uncertain journey times through York city centre (and on some radial routes) are a significant barrier to improving York's bus network. Analysis of bus journey times confirmed this with significant variation in journey times seen through the day and from day to day. On award of BSIP funding, City of York Council have commissioned consultants to report to measure the problems experienced and suggest schemes and policies which may overcome them. The study is expected to report shortly.

## Bus Support

18. The York Bus Network has been affected by decreased passenger numbers both on the Park & Ride and wider network with a 20% reduction in passengers compared to pre COVID.
19. Operators are experiencing rising operating costs in terms of fuel with increases averaging 38% and staff costs increasing on average by 28%.
20. There are national and local driver shortages. The pool of drivers in York is very small and many have either changed to other professions or there has been an increase in retirements. Resource issues are a key problem in many sectors of the economy.
21. Without additional external assistance, the council does not have sufficient financial influence on its own to make much overall difference to the economic viability of the bus network in the long term.
22. The contracts are funded through BSIP funding and are conditional on the BSIP funding, have we got break clauses if the BSIP funding is not secured in the future.
23. Since spring 2020, HM Government has been providing substantial covid support funding to the UK bus industry. The main funding stream for operators of commercial local bus services, Bus Recovery Grant (BRG), is being scaled back from the end of June 2023. From 1<sup>st</sup> July, BRG will

be replaced by a supplement to a long-standing fuel duty rebate known as Bus Service Operators Grant (BSOG).

24. The monetary impact of this change upon each bus operator is not in the public domain, however officers understand that overall, covid support funding to the sector will reduce by at least 30%. As a result, First York has opted to make cost-reducing timetable changes to a number of its services from 2<sup>nd</sup> July, which will result in the loss of several early morning and late evening trips across the network, along with the withdrawal of service 10 on Sunday daytimes and weekday evenings.
25. The Executive Member for Economy and Transport has tasked officers with seeking short-term quotes from bus operators to retain all under-threat elements of the First York network for a 3 month period. The services affected are summarised in Table 2. A Short Term Tender was awarded, and will be discussed with the EBP in July. Should the EBP not ratify the funding it will need to be withdrawn.

Route No.	Day/period	Journeys required (times and routes as per current First York timetables*)		Est. PVR	Approx. Bus Hrs.	Average daily patronage
1	Weekday mornings	0530, 0550, 0610, 0635 ex Wigginton	n/a	4	3	26
	Saturday mornings	0531, 0606, 0636 ex Wigginton	0620, 0655 ex Chapelfields	3	3.5	32
1	Weekday evenings	2215, 2246 ex Wigginton	2201, 2231, 2302 ex Chapelfields	3	3.5	16
	Saturday evenings	2325 ex Wigginton	2308 ex Chapelfields	1	1.5	est. 6
	Sunday evenings	2232, 2317 ex Wigginton	2319 ex Chapelfields	2	2	6
4	Weekday mornings	0530, 0600, 0630 ex Acomb	0600, 0632, 0647 ex Clifford St	2	3	55
4	Weekday evenings	2317 ex Acomb	2303 ex Clifford St	1	1	21
6	Weekday mornings	0545 ex Clifton Moor	0550 ex University Campus East	2	1.5	28
	Saturday mornings	0540, 0610, 0640 ex Clifton Moor	0545, 0615, 0645 ex Campus East	3	4	72
6	Weekday evenings	2347 ex Clifton Moor	n/a	1	<1	8
10/10A	Weekday mornings	0545, 0620 ex Piccadilly; 0629 ex Poppleton	0629 ex Stamford Bridge	3	3.5	74
	Saturday mornings	0550 ex Piccadilly; 0630, 0659, 0729 ex. Pop.	0629, 0729 ex Stamford Bridge	3	5.5	107
10	Weekday evenings	1833, 1917, 2001, 2109, 2209 ex Poppleton	1828, 1903, 2017, 2117, 2217 ex S.Br.	3	10	172
	Sundays	Entire current timetable	Entire current timetable	2	23	684

**Table 2**

26. Table 3 indicates the subsidies provided to date in relation to support of local bus services through the BSIP programme. This excludes the sort term support to the Numbers, 1, 4, 6, 10/10A, and the costs will increase when a longer term tender process is undertaken.

Financial year	BSIP Budget			BSIP Expenditure						Year end budget remaining
	Network Support	Poppleton Bar	Net position at start of year (including previous year's carry-over)	12 13 (Sat)		Contribution from NYC towards service 412		59 Poppleton Bar	Total spend	
2022/23	£800,000	£250,000	£1,050,000	£51,799	£10,640	£14,938	£-6,887	£0	£70,490	£979,510
2023/24	£500,000	£350,000	£1,829,510	£298,999	£33,630	£74,451	£-37,250	£600,000	£969,830	£859,680
2024/25	£235,000	£150,000	£1,244,680	£298,999	£33,630	£74,451	£-37,250	£600,000	£969,830	£274,850

**Table 3**

27. The spend is being carefully monitored and it is anticipated spend at Poppleton Park & Ride maybe lower than expected in 24/25 giving a surplus to cover any currently identified overspend. In addition, LTAs with existing BSIP allocations – but not in receipt of BSIP+ Are now able to re-allocate part of the original BSIP funding to service support -subject to approval via the Departments of Transports Project Adjustment Requests (PAR) process. We can confirm that a switch of no more than 10% of the RDEL allocation for the three-year programme may be made from an existing BSIP deliverable to supporting services, without the Department’s approval. This would still need to be notified to DfT through the completion of a PAR form, but approval would be automatic. DfT expect any LTA that does wish to make use of this new flexibility to carefully consider and confirm whether supporting existing routes would provide better value for money compared to their previous plans, and whether the routes they wish to support are likely to become sustainable in the longer-term. This would equate to around £700k, this will be kept under review with the Enhanced Partnership and we will if required return to the Executive.
28. Summary of current bus network support CYC’s current support bus network support portfolio consists of:
- a) Services fully tendered prior to BSIP award and funded from CYC revenue budgets with some assistance from the council’s devolved Bus Service Operator’s Grant (BSOG) allocation; i.e. 14, 16, 18, 19 (Sat), 20, 21, 24, 25, 26 and 36/X36.
  - b) Contributions to services tendered or operated by North Yorkshire Council; i.e. 22/23, 42, 412 (NYC) and Castleline.
  - c) Services fully tendered until 31/3/25 using BSIP funding, ie. 12, 13 (Sat) and 412 (Connexions)
  - d) Services with some journeys now in receipt of short-term BSIP funding (pending further decision); ie. certain early morning and evening journeys on services 1, 2A, 4, 6, 10/10A.
  - e) One Park & Ride service being fully funded from BSIP, ie. 59 (Poppleton Bar).
29. Table 4 shows the current annual spend for items (a) and (b). Table 5 shows the spend over the lifetime of the BSIP for items (c), (d) and (e).
30. At present, spend is largely within budget, however a modest reallocation of around £50k will need to be made from the BSIP fares support allocation. This is within permitted rules (up to 10% of overall BSIP



revenue can be reallocated to other BSIP revenue areas without seeking DfT permission).

31. There are a number of further challenges ahead. With driver costs increasing by 50% since 2021, along with patronage levels on many services remaining well below 2019 levels, some operators of CYC tendered services have advised that they are making substantial losses at the current contract prices.
32. Whilst there is no formal mechanism within CYC contracts for contractors to either force a renegotiation or give notice on contracts, the current situation is unsustainable and if left unaddressed is likely to lead to some operators faced with the difficult choice of whether to breach contracts in order to protect their business from catastrophic losses. This is something which the council will need to address either proactively or reactively and is likely to lead to cost increases and/or reduced service levels on tendered services.
33. If, as is expected, central government Covid support funding continues to be gradually phased out over time, more and more marginal routes and journeys are likely to face withdrawal by commercial operators. In the short term, some of these can be covered by BSIP, however it should be noted that the bus network support element of this funding source is now committed until March 2025.
34. With an increasing percentage of the York bus network becoming reliant on BSIP funding, the council also needs to remain highly aware of the March 2025 cliff-edge, beyond which no identifiable funding source exists to keep many of these services operating. Whilst other BSIP measures are expected to deliver steady patronage growth, continued strong upward inflationary pressures will unfortunately negate much of the commercial benefits of this.

CYC-funded bus services									
Service Number	Route	Operator	Journeys supported	Pro-rata annual gross contract cost at June 2023 rates	Pro-rata annual net cost to CYC at June 2023 rates	Approx. annual patronage (CYC contracts only)	Approx. cost per passenger (CYC contracts only)	Contract expiry date	
11	Bishopthorpe - City - Heworth	First	All after 1900	£21,300	£21,300	9,000	£2.37	31/08/2024	
14	Foxwood - City - Haxby	Transdev	All	£57,800	£57,800	11,000	£5.25	31/08/2024	
16	Acomb - Hamilton Drive - City	Connexions	All	£62,000	£62,000	52,000	£1.19	31/03/2025	
18	York - Holme-on-Spalding-Moor	East Yorkshire	All (contribution rec'd from NYC, ERYC and parishes)	£62,700	£27,200	45,000	£1.39	03/08/2023	
19	Skelton - Burton Stone Lane - City (Mon-Fri)	Reliance	0800 weekday journey	£19,800	£19,800	n/a	n/a	31/08/2024	
19	Skelton - Burton Stone Lane - City (Sat)	Transdev	All	£11,200	£11,200			31/08/2024	
20	Rawcliffe - Clifton Moor - Monks Cross - Heworth/Osbaldwick	Transdev	All	£163,200	£163,200	60,000	£2.72	31/08/2024	
21	York - Colton	York Pullman	All (contribution rec'd from NYC)	£114,000	£85,700	21,000	£5.43	31/08/2024	
22/23	York - Knaresborough (via Hessay)	Transdev	Contribution to NYC contract		3rd party contract, total costs not known	£2,300	n/a	n/a	External
24	Acomb - City	Transdev	All						
25	Fulford - City - Foss Islands - Derwenthorpe	Transdev	All						
26	Fulford - City - South Bank	Transdev	All	£180,500	£180,500	150,000	£2.37	31/08/2024	
36/X36	York - Wheldrake - Elvington - Sutton-on-Derwent	York Pullman	All (contribution rec'd from ERYC)	£82,400	£68,800	16,000	£5.15	31/03/2025	
42	York - Cawood - Selby	Arriva	Contribution to NYC contract		3rd party contract, total costs not known	£7,900	n/a	n/a	External
412	York - Wetherby	NYCC	Contribution to NYC operation		3rd party contract, total costs not known	£7,600	n/a	n/a	External
CAS	York - Castle Howard (via Woodlands Grove)	Transdev	Contribution to NYC contract		3rd party contract, total costs not known	£2,000	n/a	n/a	External
<b>Total</b>				<b>£774,900</b>	<b>£696,000</b>				

Table 4

BSIP-funded bus services											
Service Number	Route	Operator	Journeys supported	Pro-rata annual gross cost at June 2023 rates	Pro-rata annual net cost to BSIP at June 2023 rates	BSIP funding allocated 2022/23	BSIP funding allocated 2023/24	BSIP funding allocated 2024/25	Total BSIP allocation	Est. annual passengers	Est. cost per passenger
<i>Services in receipt of BSIP funding until 31/3/25:</i>											
12	Foxwood - City - Monks Cross	East Yorkshire	All	£300,000	£300,000	£52,000	£300,000	£300,000	£652,000	146,000	£2.03
13	Copmanthorpe - City - Haxby (Saturdays)	Connexions	All	£31,000	£31,000	£10,600	£31,000	£31,000	£72,600	17,000	£1.82
59	Poppleton Bar - City	First	All	£600,000	£600,000	£0	£600,000	£600,000	£1,200,000	236,000	£2.54
412	York - Wetherby	Connexions	All	£74,500	£37,300	£6,900	£37,300	£37,300	£81,500	42,000	£1.79
<i>Services in receipt of short-term funding until 30/9/25 pending further decision:</i>											
1	Chapelfields - City - Wigginton	First	Early morn, late evening	£50,000	£50,000	£0	£12,500	£0	£12,500	13,000	£3.85
2A	Rawcliffe Bar - City	First	Late evening	£10,800	£10,800	£0	£2,700	£0	£2,700	27,000	£0.40
4	Acomb - City	First	Early morn, late evening	£18,000	£18,000	£0	£4,500	£0	£4,500	20,000	£0.90
6	Clifton Moor - City - University Campus East	First	Early morn, late evening	£19,600	£19,600	£0	£4,900	£0	£4,900	13,000	£1.51
10	Poppleton - City - Stamford Bridge	First	Early morn, evening	£47,200	£33,000	£0	£8,250	£0	£8,250	68,000	£0.49
<b>BSIP network support funding available (including Poppleton Bar)</b>						<b>£1,050,000</b>	<b>£850,000</b>	<b>£385,000</b>	<b>£2,285,000</b>		
<b>Total committed spend</b>						<b>£69,500</b>	<b>£1,001,150</b>	<b>£968,300</b>	<b>£2,038,950</b>		
<b>Current uncommitted funding</b>									<b>-£246,050</b>		

Table 5

### **Reduced Bus Fares/ simplifying bus fares.**

35. Funding is allocated in the BSIP programme for supporting targeted bus fare reductions.
36. Furthermore, the Enhanced Partnership is developing new “tap-on-tap-off” ticketing products to make it easier for bus passengers to cap the cost of daily travel – in the same way that is currently applied in London. Tap-off readers have been installed on First and Transdev buses and will be installed on all other buses in York in the coming months.
37. CYC is engaging with Transport for the North to identify the most effective ways to implement fare reductions and simplifications. The Executive is asked to approve financial support through the BSIP funds to introduce a half-price All York family ticket deal for the summer holidays in July and August 2023, which would not apply on Park & Ride which already has its own fare structure. In September 2023 a 4 month trial of a £1 flat child and young person fare, to be evaluated in November 2023 for possible extension.
38. Taking these two interventions together implies a central cost estimate of around £600k for the Sept 23 to March 24 period and £1.1m for the 2024/5 year (total £1.7m). Upper bound cost estimate is £2.4m. The upper bound is within the £3.4m allocation for fare discounts for young people. The remnant funds in the budget could be used for distributing 16-25 travel cards or other areas within the BSIP programme.

### **City Centre bus shuttle service**

39. A successful engagement event in January 2023 was undertaken as part of a study to introduce a City Centre Shuttle. Steer Consultancy were commissioned to undertake undertaken a to explore route and vehicle options for a city centre bus shuttle that would provide access to the pedestrianised centre of York, known as the Footstreets. This report is imminent and will need to be considered and possibly developed further as part of part of Hostile Vehicle Measures and Blue Badge access to the City Centre.
40. This report considered and possibly developed further in light of any decisions to review Hostile Vehicle Mitigation Measures.

### **Council Plan and policy framework**

41. The council’s commitment to stabilizing, improving and growing the bus network is consistent with the 10 Year Plan for the city, known as York

2032 which recognises transport as a key priority for the city setting the goal that York's transport networks will be inclusive, sustainable, connecting neighbourhoods and communities.

42. The Climate Change Strategy 2022-2032 notes that with emissions from transport represent 27.9% of York's emissions and of this, 88% of emissions from car travel or public transport, the strategy sets an objective to increase the share of vehicles on the road that are electric or hybrid and reduce overall car use through alternative modes, such as public transport.
43. The programme contributes towards the emerging Local Transport Strategy reflecting the importance of public transport in York's transport hierarchy and the Bus Services Improvement Plan agreed for York.
44. A new council plan is being prepared in response to the new administration's priorities and political mandate. Stabilising and securing bus services ensuring an equal and fair public transport service.

**Climate:** Providing a high-quality bus service supports an increase in alternatives to car usage which will reduce carbon emissions. The programme notes the zero emissions bus grants, the upgrades to Park and Ride sites to encourage cycling or e-bikes/scooters and the role of behaviour change to prompt changes in transport choices.

**Health:** Increasing uptake of public transport may reduce the number of petrol and diesel car users which could improve air quality which will lead to significant health benefits.

**Affordability:** The programme will support reduced fares targeted to younger people and those suffering hardships, with simplified fares for families and young people and the improved bus network supporting economic, leisure and social activities.

**Equalities and Human Rights:** Equalities impact assessments formed parts of the previous reports on York's bus network. As this report makes no change to scope of the projects EIAs have not been reviewed. The Council has taken account of the Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).

## **Consultation**

45. Consultation has been undertaken with Bus Operators and with the York Bus Forum in their response they are keen to support retaining as many services as possible across the City. Consultation has been undertaken around the City Centre Shuttle Bus proposals.

## **Implications**

### **Financial implications**

46. The Bus Service Improvement Plan allocation to the City Council totals £17.36m over 3 years. This is broken down £10.665m capital funding and £6.695m revenue funding. The council also has a revenue budget of £704k that is used to support bus services. The 2023/24 council budget also included £100k one off funding “to incentivise the use of public transport locally to ensure the local bus network can be maintained”.
47. In 2022/23 there was revenue expenditure of £164k revenue and £243k capital expenditure.
48. All works set out in the report above are covered from these capital and revenue allocations, the majority of which is grant funded via competitive processes.
49. The external funding that will be utilised from the Bus Service Improvement Plan award is only available for the following two years up to 31/03/2025 and therefore cannot fund long term interventions beyond that time.
50. Total commitments regarding bus services outlined in the report have resulted in the budget being 90% committed on identified interventions. It is anticipated that there will be further commercial services withdrawn over the coming months and therefore further requests for intervention. This means that the council will have a choice over the length and breadth of support that can affordably be made.
51. The support will need close monitoring so that the council can make swift decisions to get best value for money from the budgets.
52. There may be further opportunities to transfer funds from other revenue support initiatives into bus support but that will reduce the value of such interventions.

## Legal

53. The delivery of the BSIP through either an EP route or a franchise route is mandated by the Transport Act 2000. EP Plans and Schemes are statutory documents. The Bus Services Act 2017 incorporates a duty on local transport authorities to consult on EP Plans and EP Schemes into the Transport Act 2000.

**Other** – none if the required documents are submitted by the DfT's deadlines. Significant reputational risk if these are not submitted by the deadlines.

## Risk Management

54. The minimal-risk option is to maintain the base network to support the delivery of the BSIP growth targets.

55. The economic state of the bus industry remains fragile with operators seeing increases in labour costs and fuel without a corresponding increase in fare revenue. This makes commercial services less viable increasing the risk that further services will be withdrawn. The council is not able (even with BSIP support) to support all such services and therefore will need to prioritise which services to support.

56. The BSIP funding is due to end on 31<sup>st</sup> March 2025 and therefore at that time significant public sector support to the industry will be withdrawn. If there is no additional funding identified, this will have a significant impact on bus services in the city at that time.

## Annexes

Annex A - York Bus Service Summary

### Background papers

Council approve 10-Year Plan (York 2032) [Agenda for Council on Thursday, 15 December 2022, 6.30 pm \(york.gov.uk\) item 36](#)

Executive approve Climate Change Strategy 2022-2032 [Agenda for Executive on Tuesday, 22 November 2022, 5.30 pm \(york.gov.uk\) item 46](#)

**Contact Details**

**Author:**

Michael Howard  
Head of Active & Sustainable  
Transport  
michael.howard@york.gov.uk

**Chief Officer Responsible for the report:**

James Gilchrist  
Director of Environment, Transport and  
Planning  
James.Gilchrist@york.gov.uk

**Report**  **Date** 5/7/23  
**Approved**

**Specialist Implications Officer(s)** List information for all

Financial Implications  
Patrick Looker  
Finance Manager  
Tel No.551633

Legal Implications  
Cathryn Moore  
Corporate Business Partner (Legal)  
Tel No. 552487

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

**All**

**Abbreviations:**

BSIP – Bus Service Improvement Plan  
BRG – Bus Recovery Grant  
LTA – Local Transport Authorities  
EP – Enhanced Partnership  
DfT – Department for Transport

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

This page is intentionally left blank



Service Number	Route	Operator	Status	Pro-rata annual gross contract cost at May 2023 rates	Pro-rata annual net cost to CYC at May 2023 rates	Approx. annual patronage (CYC contracts only)	Approx. cost per passenger (CYC contracts only)	Contract expiry date	Notes
1	Chapelfields - City - Wigginton	First	Commercial	n/a	n/a	n/a	n/a		Cuts to early morning/ late evening trips registered from 2/7/23
2	Rawcliffe Bar - City	First	Park & Ride operated under CYC licence agreement	n/a	n/a	n/a	n/a		
2A	Rawcliffe Bar - City	First	Commercial	n/a	n/a	n/a	n/a		Cuts to late evening trips registered from 2/7/23
3	Askham Bar - City	First	Park & Ride operated under CYC licence agreement	n/a	n/a	n/a	n/a		
4	Acomb - City	First	Commercial	n/a	n/a	n/a	n/a		Cuts to early morning/ late evening trips registered from 2/7/23
5/5A	Strensall - City - Acomb	First	Commercial	n/a	n/a	n/a	n/a		
6	Clifton Moor - City - University Campus East	First	Commercial	n/a	n/a	n/a	n/a		
7	Designer Outlet - City	First	Park & Ride operated under CYC licence agreement	n/a	n/a	n/a	n/a		
7	Designer Outlet - City (evening)	First	Commercial	n/a	n/a	n/a	n/a		
8	Grimston Bar - City	First	Park & Ride operated under CYC licence agreement	n/a	n/a	n/a	n/a		
9	Monks Cross - City	First	Park & Ride operated under CYC licence agreement	n/a	n/a	n/a	n/a		
10	Poppleton - City - Stamford Bridge	First	Commercial	n/a	n/a	n/a	n/a		Evening journeys and entire Sunday service to be withdrawn from 2/7/23
10A	Poppleton - City - Stamford Bridge	First	Commercial (early morning)	n/a	n/a	n/a	n/a		Early morning journeys to be withdrawn from 2/7/23
11	Bishopthorpe - City - Heworth	First	Mostly commercial. Evening City-Bishopthorpe journeys supported by CYC	£21,300	£21,300	9,000	£2.37	31/08/2024	Optional 3-year extension possible.
12	Foxwood - City - Monks Cross	East Yorkshire	Supported by CYC	£297,000	£297,000	146,000	£2.03	31/03/2025	Optional 3-year extension possible.
13	Copmanthorpe - City - Haxby (Weekdays)	Connexions	Commercial	n/a	n/a	n/a	n/a		
13	Copmanthorpe - City - Haxby (Saturdays)	Connexions	Supported by CYC	£31,000	£31,000	17,000	£1.82	31/03/2025	Optional 3-year extension possible.
14	Foxwood - City - Haxby	Transdev	Supported by CYC	£57,800	£57,800	11,000	£5.25		
16	Acomb - Hamilton Drive - City	Connexions	Supported by CYC	£62,000	£62,000	52000	£1.19	31/03/2025	

18	York - Holme-on-Spalding-Moor	East Yorkshire	Supported by CYC, ERYC & NYC. Evening journeys supported by parish councils.	£62,700	£27,200	45,000	£1.39	03/08/2023	3-year extension currently pending agreement.
19	Skelton - Burton Stone Lane - City (Mon-Fri)	Reliance	Commercial, with one morning journey supported by CYC on de minimis basis	£19,800	£19,800	n/a	n/a	31/08/2024	
19	Skelton - Burton Stone Lane - City (Mon-Fri)	Transdev	Supported by CYC	£11,200	£11,200	n/a	n/a	31/08/2024	Optional 3-year extension possible.
20	Rawcliffe - Clifton Moor - Monks Cross - Heworth/Osbaldwick	Transdev	Supported by CYC	£163,200	£163,200	60,000	£2.72	31/08/2024	Optional 3-year extension possible.
21	York - Colton	York Pullman	Supported by CYC and NYC	£114,000	£85,700	21,000	£5.43	31/08/2024	Optional 3-year extension possible.
22/23	York - Boroughbridge - Ripon - Knaresborough - Harrogate	Transdev	Supported by NYC and CYC	3rd party contract, total costs not known £180,500	£2,300	n/a	n/a		
24	Acomb - City	Transdev	Supported by CYC	£180,500	£180,500	150,000	£2.37	31/08/2024	Optional 3-year extension possible.
25	Fulford - City - Foss Islands - Derwenthorpe	Transdev	Supported by CYC						
26	Fulford - City - South Bank	Transdev	Supported by CYC						
29	York - Linton-on-Ouse- Easingwold	Reliance	Commercial	n/a	n/a	n/a	n/a		
30/30X	York - Alne - Easingwold - (Thirsk)	Reliance	Commercial	n/a	n/a	n/a	n/a		
31X	York - Easingwold - Kirkbymoorside	Reliance	Commercial	n/a	n/a	n/a	n/a		Additional trips registered due to increased demand from DfT £2 fare initiative.
36/X36	York - Wheldrake - Elvington - Sutton-on-Derwent	York Pullman	Supported by CYC and ERYC	£82,400	£68,800	16,000	£5.15	31/03/2025	
37	York - Askham Bryan - Tadcaster	York Pullman	Supported by NYC	3rd party contract, costs not known n/a	£0	n/a	n/a		
40	York - Huby - Easingwold	Reliance	Commercial	n/a	n/a	n/a	n/a		
42	York - Cawood - Selby	Arriva	Supported by NYC and CYC	3rd party contract, total costs not known £600,000	£7,900	n/a	n/a		
59	Poppleton Bar - City	First	Supported by CYC	£600,000	£600,000	236,000	£2.54	31/03/2025	Limited patronage data available due to long-term suspension of service; passenger figures are estimated based on 60% of pre-Covid patronage. 2024/25 funding source not yet fully identified.

65	University of York Campus Shuttle (term-time only)	First	University of York contract	3rd party contract, costs not known	£0	n/a	n/a	
66	University of York - City	First	University of York contract	3rd party contract, costs not known	£0	n/a	n/a	
66X	University of York - City	First	University of York contract	3rd party contract, costs not known	£0	n/a	n/a	
67	University of York - City	First	University of York contract	3rd party contract, costs not known	£0	n/a	n/a	
196	York - Elvington - Aughton (Tuesdays only)	York Pullman	Supported by ERYC	3rd party contract, costs not known	£0	n/a	n/a	
197 (race days only)	York Station - York Racecourse	Multiple operators	Commercial	n/a	n/a	n/a	n/a	
200	Askham Bar - James Street	First	Commercial	n/a	n/a	n/a	n/a	
412	York - Wetherby	Connexions	Supported by CYC and NYC	£75,000	£37,500	42,000	£1.79	31/03/2025 Optional 3-year extension possible.
412	York - Wetherby	NYCC	One weekday return journey supported by NYC	3rd party contract, total costs not known	£7,600	n/a	n/a	
415	York - Selby via A19	Arriva	Commercial	n/a	n/a	n/a	n/a	
747	York - Murton - Pocklington	East Yorkshire	Supported by ERYC	3rd party contract, costs not known	£0	n/a	n/a	
840 (Coastliner)	Leeds - York - Malton - Whitby	Transdev	Commercial	n/a	n/a	n/a	n/a	Additional summer trips being registered due to increased demand from DfT £2 fare initiative.
843 (Coastliner)	Leeds - York - Malton - Scarborough	Transdev	Commercial	n/a	n/a	n/a	n/a	

CAS (CastleLine)	York - Sheriff Hutton - Castle Howard	Transdev	Supported by NYC and CYC	3rd party contract, total costs not known	£2,000	n/a	n/a
X46/X47	York - Pocklington - Beverley - Hull	East Yorkshire	Commercial	n/a	n/a	n/a	n/a



---

**Executive****13 July 2023**

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

**LEVI Pilot Funding for Askham Bar HyperHub****Summary**

1. The “York Public EV Charging Strategy”, which was launched in March 2020, sets out the approach for delivering York’s EV charging network up to 2025. Key to the 3-tier approach to assisting residents without off street parking and servicing a number of other user groups is the implementation of ultrarapid EV charging stations known locally as HyperHubs.
2. The UK Government’s “Local Electric Vehicle Infrastructure” (LEVI) fund supports local authorities in England to work with the chargepoint industry, to improve the roll out and commercialisation of local charging infrastructure. These public chargepoints will help residents who don’t have off-street parking and need to charge their electric vehicles (EVs).
3. CYC was invited to submit a bid for funding as part of the pilot for the LEVI scheme for Hyperhub 4 at Askham Bar Park and Ride. The bid was successful, but due to local elections, a decision on whether to accept the funding has been deferred until July 2023.
4. A Hyperhub in this location is crucial as it closes the gap in provision on the Southern side of the City. There are some risks related to this site in terms of landownership and to mitigate this it is proposed that a staged approach is taken to the delivery. This will start with work to test feasibility and better understand the land issues.

**Recommendations**

5. The Executive is asked to:

**Option 1 (recommended):**

Accept the LEVI funding offer of £1,243k in principle recognising

the ultimate need for the £669k match funding and to agree at this stage to match fund £60k for a phase 1 business case and feasibility study, allocated from within current transport budgets. Officers will report the results of the feasibility to a future Executive meeting and will then request a further decision on proceeding with delivery dependent on the outcome of the feasibility study;

Reason: To continue to deliver on the public EV charging strategy to meet objectives in terms of uptake of Electric Vehicles and climate change and carbon reduction;

## Background

6. The “York Public EV Charging Strategy”, which was launched in March 2020, sets out the approach for delivering York’s EV charging network up to 2025. The 3-tier approach, utilises fast chargers in council owned long stay car parks, strategically located rapid chargers and dedicated ultra-rapid charging Hubs, known as HyperHubs. The three Tiers work together to offer a comprehensive and attractive charging solution for residents without off-street parking and multiple EV user groups.
7. Two HyperHubs were opened in 2022, at Monks Cross and Poppleton Bar, each providing 4x 175kW Ultra-rapid chargers, 4 x 50kW chargers, 102kWp Photovoltaic (PV) panels and 500 kW battery storage on site. Both Hubs have been very well used over the first year of operation, averaging 2,900 charging sessions per month. In terms of kWh of charging, the HyperHubs deliver around 90% of all EV charging conducted on CoYC’s charging Network each month. This equates to 60 tonnes CO<sub>2</sub>e reduction per month.
8. The UK Government’s “Local Electric Vehicle Infrastructure” (LEVI) Fund supports local authorities in England to work with the chargepoint industry, to improve the roll out and commercialisation of local charging infrastructure. These public chargepoints will help residents who don’t have off-street parking and need to charge their electric vehicles (EVs).
9. The fund includes: Capital funding to contribute to the costs of delivering chargepoints, as well as capability funding for local authorities to employ and train new staff specifically to plan and deliver chargepoint infrastructure. The LEVI Fund builds on the existing On-Street Residential Chargepoint Scheme (ORCS).

10. CYC was invited to submit a bid for funding for a fourth HyperHub as part of the pilot for the LEVI scheme. The bid was successful, but due to local elections, a decision on whether to accept the funding has been deferred until July 2023.
11. The application made was for Hyperhub 4 at Askham Bar Park and Ride. Note that due to City of York Council's involvement and good relationship with the funders, the initial condition of match funding from the private sector was revised in order for the Council to investigate whether the match funding through City of York Council investment could be made, consistent with the own and operate model at the existing park and ride sites at Monks Cross (Hyperhub 1) and Poppleton Bar (Hyperhub 2) and the proposed site at Union Terrace car park (Hyperhub 3) in the City centre (see Annex B – Analysis of charging infrastructure coverage).
12. In terms of the site proposed for Hyperhub 4, Askham Bar park and ride, this is strategically well positioned and completes the rapid charging EV offer in terms of providing residents without off street parking EV charging provision with the gap in provision being to the South of the City. To meet the City's carbon reduction targets and accelerate the take up of Electric Vehicles across the City it is key there is provision to the South of the City. Like Monks Cross and Poppleton Bar, the strategy of the locations for the park and rides sites in terms of servicing different geographies and supporting journeys is the same for the positioning of the Hyperhubs, so Askham Bar is ideal for a proposed site as the site is principally in the Council's ownership (i.e. land purchase would not be necessary).
13. In terms of risk, given the legal challenges at Monks Cross and Poppleton in terms of land and access, a view has been taken initially on risks at Askham Bar and it is felt that this scheme, due to current arrangements around land ownerships and lease arrangements (initially there are six different parties in the mix), may be much more complex than Hyperhub 1 and Hyperhub 2. As the site is geographically favourable, taking the site through feasibility would be a sensible approach as it is possible that it is not feasible at all.
14. In the application to the LEVI fund, the funding awarded on the basis of a project with an estimated cost of £1,912k. The LEVI award is 65% of the total amount, £1,243k, with a match funding requirement of £669k which Members would need to agree to be added to the Capital

programme at the point Members were satisfied as to the deliverability of Hyperhub 4.

15. In accordance with the Capital Projects protocol Members do not commit to deliver finances to a project until a full business case and a high degree of certainty of deliverability is achieved. Due to the complexities the land issue and only outline budget evaluation available at this stage it is proposed that subject to determination of deliverability CYC confirm its intention to deliver Hyperhub 4 thereby securing the Dft funding but effectively reserving the right not to proceed.
16. As this project is very well aligned to the National Local and regional ambition of de carbonising the Transport Network officers are asked to explore as part of developing the business case opportunities for other match funding sources including devolution funds.

### **Strategic approach**

17. In 2020 City of York Council published the Public EV Charging Strategy (Annex A) which sets out our approach to providing public infrastructure for all user groups, with a particular focus on providing charging options for residents without off-street parking.
18. The Strategy sets out:
  - Continued public ownership of the York EV Network (own and operate model)
  - Delivery of a right sized Network which leaves room for commercial operators (there are 11 commercial networks in York)
  - Commitment to set a fair tariff with the day to day costs of the Network covered by users – Fast 20 p/kWh, Rapid and Ultra Rapid 25 p/kWh
  - Provide charging options for residents without off-street parking and delivery of a Network that supports multiple user groups.
  - This leads to three tiers of infrastructure.
19. Tier 1 – Fast chargepoints in Council owned long stay car parks – these are commonly within 10 minute walk of residential areas without off-street parking. These also serve commuter, visitor, and tourist user groups during the day whilst providing resident facilities overnight.
20. Tier 2 – distributed 50 kW Rapid chargers – these are distributed around the City providing Rapid options for all user groups, including



residents without off-street parking who don't want to/can't use overnight charging facilities.

21. Tier 3 – HyperHubs; award winning, dedicated Ultra Rapid charging options designed specifically for EV charging in urban areas. These provide an alternative for residents without off-street parking, by providing access to Ultra Rapid facilities which can be used as an alternative or as a supplement to Tier 1 and Tier 2. Each HyperHub offers four 50 kW Rapid and four 175 kW Ultra Rapid chargers under a canopy structure, with 24/7 access. The compact nature of the design allows HyperHubs to be delivered in urban areas. The first two HyperHubs are open and serving customers at strategically located sites covering the North West and North East of the ring road, a third City Centre HyperHub is progressing through planning and has a confirmed budget. HyperHub four (the focus of this bid) will serve the Southern ring road. Thanks to the compact geography of York the ring road locations directly serve both through traffic and local residents, providing excellent coverage.
22. The three Tiers work together to offer a comprehensive and attractive charging solution for residents without off-street parking and multiple user groups. For example concerns over access to Fast chargepoints is mitigated by having access to Rapid and Ultra Rapid charging options. By providing options ranging from Fast to Ultra Rapid within a single Network, ease of access is assured.
23. Key resident areas covered – please see B3 for more details. HyperHub 4 is the final strategic site that needs to be delivered in order to provide complete coverage of all significant terraced street areas without off-street parking.

## **Options**

### **Option 1 (recommended):**

Accept the LEVI funding offer of £1,243k in principle recognising the ultimate need for the £669k match funding and to agree at this stage to match fund £60k for a phase 1 business case and feasibility study, allocated from within current transport budgets. Officers will report the results of the feasibility to a future Executive meeting and will then request a further decision on proceeding with delivery dependent on the outcome of the feasibility study;

**Option 2**

Agree to halt the project in terms of its current approach and funding sources and look to deliver through an alternative route. This would mean turning down the LEVI award. This approach may affect any future bids to the LEVI fund. The next tranche will be announced in the summer.

**Analysis**

15. Chargepoint Network Growth:

Figure 1 below breaks down the number of charging devices by speed or power rating over the past six years. The four speeds or power ratings that are tracked are defined as slow (3-6kW), fast (7-22kW), rapid (25-99kW) and ultra-rapid (100kW+).

The charging network is made up of different types of charge points for different use cases.

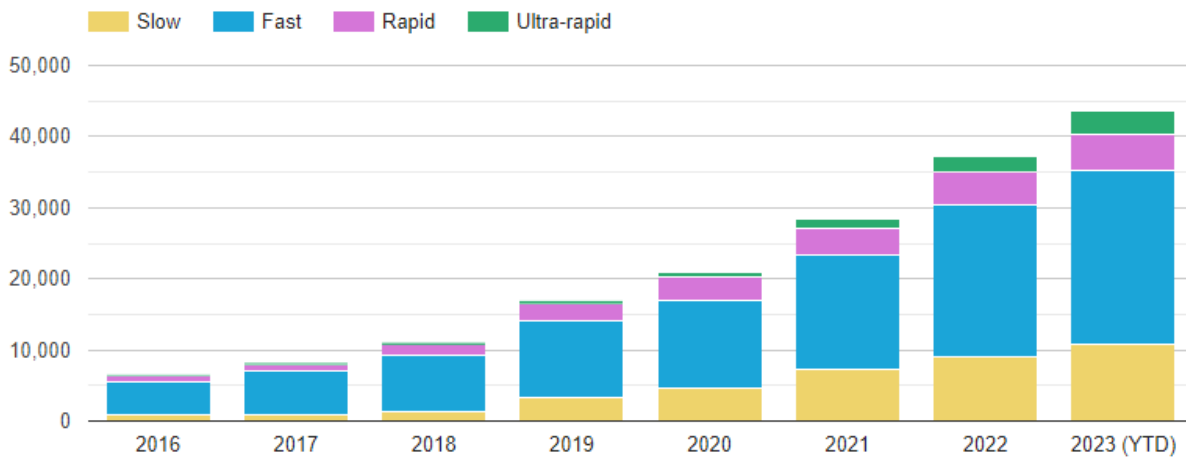


Figure 1: Number of public UK chargepoints by speed, 2016 to 2023. Source: Zapmap database

16. Figure 1 focuses on the number of charging devices, rather than the capacity to deliver electricity. This masks the fact that devices with different power rating provide a significant difference in capacity. For instance, while rapid and ultra-rapid chargers only make up around 20% of total devices, they account for around 60% of the total capacity.

17. The Monks Cross and Poppleton Bar HyperHubs have been well used over the first year of operation, averaging 2,900 charging sessions per month. In terms of kWh of charging, the HyperHubs deliver around 90% of all EV charging conducted on CoYC’s charging Network each month. This equates to 60 tonnes CO2e reduction per month. York’s Public EV

Charging Strategy is a key component of the wider carbon Reduction Strategy. Completion of the planned infrastructure roll out is essential if these targets are to be achieved.

#### 18. Impact on National Grid:

Figure 2 below compares the UK energy demand on the National Grid, with charger demand at the Monks Cross and Poppleton Bar HyperHubs and average solar generation over a 24 hr period:

- Peak energy demand for the UK National Grid occurs between 16:00 and 20:00 each day.
- Peak demand for charging at the HyperHubs occurs between 11:00 and 15:00. This coincides with peak solar generation, which reduces the impact on the grid throughout the busiest period.
- The HyperHub's impact on the National Grid, during periods of high demand, is further reduced by the battery storage system, which utilises stored energy to supplement charging sessions during the evening as solar output reduces.

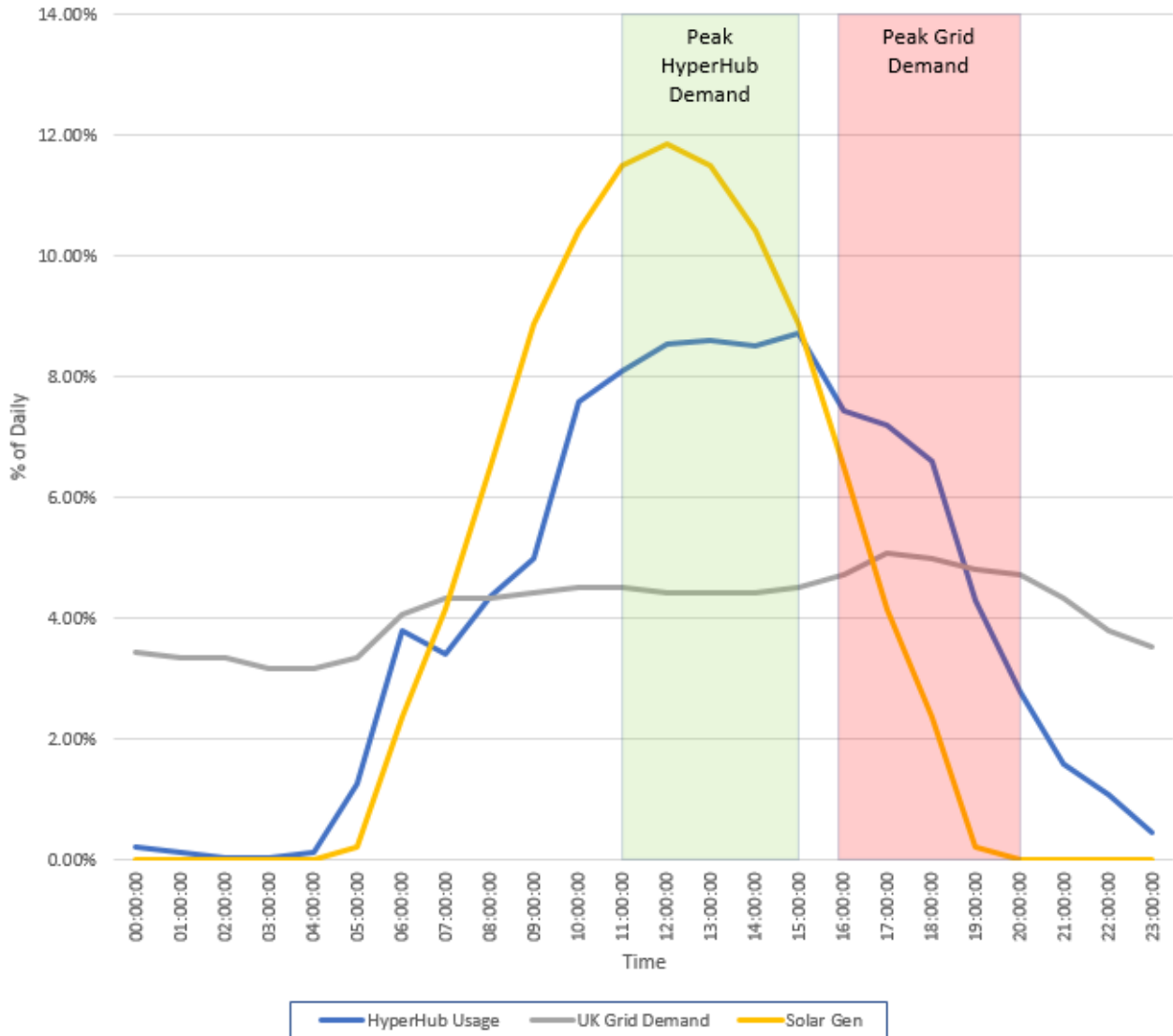


Figure 2: Comparison of Grid Demand with Charging Demand

19. The HyperHub will include 102kWp Solar PV installed on four canopies which cover the charging hub and the fast chargers within the park and ride car park. The solar system will generate around 80,000kWh of electricity per year. By incorporating renewable energy generation into the design, the HyperHubs will:

- produce zero carbon power which can be used directly in the charging process.
- create less demand on the National grid during periods of high charging demand.
- Help to reduce the cost of charging for the user.

20. Enabling Renewable Energy Generation:

In addition to storing power for use in the charging, the HyperHubs batteries will be integrated into GridBeyond’s Grid frequency response

network, which helps enable renewable energy generation around the UK by providing Grid Frequency Response services. The frequency balance of the National Grid wavers as generation from renewable energy sources changes due to changing weather conditions and demand. The HyperHub's batteries assist with stabilising the grid quickly, providing millisecond response times to changing conditions and charging or discharging to keep the frequency within required tolerances.

21. Option 1 is the recommended option and allows the progression of the scheme with the lowest risk from the perspective of investing in the delivery project and because of the potential options around feasibility. These are around legal issues around land ownership and leases and the consequential effect on the financial case of protracted or insurmountable issues in this area.
22. There would remain a piece of work to do pull together a funding package for the delivery stage but Officers would have more opportunity to do this and present back a proposal to Members with the conclusions of the feasibility.
23. Option 1 would enable the Council to continue delivery against the EV strategy.
24. Handing the funding back presents a reputational risk in terms of the Council relationship with the DfT with respect to LEVI funding. Officers are preparing for the next round of funding.

## **Consultation**

25. NEVIS: OZEV have extensively modelled the demand for EV charging infrastructure across the UK to meet the expected increase in EVs on UK roads. The results of this modelling have been compiled into the "National EV Insights and Strategy" (NEVIS) chargepoint tool. NEVIS modelling for York aligns closely with the Council's current strategy and deployment of public charging facilities, in both the number of chargepoints and their location. NEVIS data strongly supports the need for a 4<sup>th</sup> rapid and ultra-rapid charging facility (HyperHub) located on the Southwest side of the city. The Askham Bar Park & Ride site is an ideal location for such a facility.
26. EVCI: Transport for the North (TfN) have developed their own EV charging demand model, the "Electric Vehicle Charging Infrastructure (EVCI). EVCI

data identifies the need for rapid and ultra-rapid charging facilities on the Southwest side of the city.

27. LEVI Support Body: All applications to the LEVI fund are subject to scrutiny by a support body who assess the viability of the proposal and the impact on targeted user groups.
28. Energy Saving Trust (EST): EST were consulted during the development of York's 2020-25 EV Charging Strategy.
29. Motability and Designability: PAS 1899 Accessibility Standard, released in 2022, sets out design standards for accessible charging for disabled users. Despite being designed 2 years prior to the release of PAS 1899, The HyperHubs meet or exceed almost all of the recommended design considerations detailed in PAS 1899. York's HyperHubs are considered to be two of the most accessible charging facilities in the UK to date. The accessibility features of the Monks Cross and Poppleton HyperHubs have been included in the design for the Askham Bar Hyperhub and Motability and Designability will be consulted to further enhance the accessibility offering at the new site.
30. York Access Group will be consulted on the design of the proposed Askham Bar HyperHub.
31. Charge2Access are campaigning to improve accessibility to the UK's public charging network for disabled drivers. The group review charging facilities from an accessibility point of view and share information and experiences of good practise with Charge Point Operators. Charge2Access have agreed to consult on the HyperHub design and accessibility features.

### **Council Plan and policy framework**

32. The council's commitment to providing high quality EV charging for residents and visitors is consistent with the 10 Year Plan for the city, known as York 2032 which recognises sustainability as a key priority for the city and confirms the ambition that York will be carbon neutral and contribute to the regional ambition to be carbon negative. In addition, the Climate Change Strategy 2022-2032 notes that with emissions from transport represent 27.9% of York's emissions and of this, 88% of emissions from car travel or public transport, the strategy

sets an objective to increase the share of vehicles on the road that are electric or hybrid.

33. The proposal is consistent with the emerging Council Plan which is committed to delivering net zero emissions by 2030 and delivering the actions set out in the Climate Change Strategy and delivering sustainable and accessible transport for all.
34. This is supported by the current Local Transport Plan LTP3 around increasing the proportion of alternatively fuelled (low emission) vehicles running within or through York and improving air quality.
35. In March 2020 the Executive approved the Council's Public EV charging strategy 2020 – 2025. This is included in Annex A of this report.

**Climate:** Providing high quality EV charging for residents and visitors and continuing to expand York's electric vehicle charging point network, including the construction of HyperHub facilities supports the uptake of electric vehicles which will reduce carbon emissions.

**Health:** This proposal could encourage more drivers to make the switch from petrol or diesel cars to e-vehicles which would then improve air quality leading to significant health benefits.

**Affordability:** A fundamental element of the public EV charging strategy is to build infrastructure and own and operate in order to have control over tariffs for York residents. The three tier approach in the strategy is the fast charge points (7kW) in public car parks, the distributed rapid charging points (50kW) and the Hyperhubs (50kW and 175kW). These all work together to provide value for money charging options (particularly for residents don't have off streets parking). The cost effectiveness is demonstrated in the current data where the average across the Country in May 2023 for rapid and ultra rapid charging is 74p/kWh and the Council tariff at the Hyperhub is 46p/kWh and for fast chargers 48p/kWh and the Council charge 35p/kWh.

**Equalities and Human Rights:** The Council needs to take into account the Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).

An Equalities Impact Assessment will be carried out as part of the feasibility study and the results included in the future report to Executive members. The first draft can be found in Annex C.

## **Implications**

### **Financial**

- The cost of the feasibility study is anticipated to be approximately £60k and will be funded from Transport budgets. This can be part charged against the grant should an affordable scheme ultimately be deliverable within the overall budget.
- Should the feasibility provide a deliverable scheme it will be necessary to identify the match funding required to draw down the £1,243k grant. This will either need to be taken from Highway and Transport budgets already agreed or new funding that could be considered as part of the 2024/25 capital budget process. This will be addressed in subsequent reports.
- Should the feasibility not lead to a deliverable scheme the cost will need to be classed as abortive and written off to Transport revenue budgets.

### **Human Resources (HR)**

- No HR implications; Back-office system and maintenance all within current BP Pulse and Evo Energy Ltd Contracts.

### **Legal**

A number of legal issues have been identified in a preliminary review of the site undertaken by the Council's legal services team. These include:

- It will be necessary to seek consent from a number of third parties to comply with restrictions on title which currently affect the property
- It may be necessary to engage with insurance brokers in the event of any unknown title matters that may interfere with the proposed development.
- It will be necessary to enter into discussions with the electricity undertaker relating to a proposed associated Substation Lease to support the installation of the necessary supporting electricity substation.



### **Crime and Disorder**

- Review CCTV coverage of charging area
- Personal security in charging areas – well lit, CCTV coverage etc
- Site security – P&R main gates will be moved back behind HH entrance to allow 24 access to Hub. Fence line extended to ensure no vehicle access over verge

### **Information Technology (IT)**

- Utilisation of existing Council fibre to facilitate charger comms

### **Property**

- Camper Van parking area removed from P&R lease

### **Other**

- Park & Ride services may include multimodal transport exchange facilities in future developments – consider substation capacity for future projects
- 10 Camper van parking spaces will be lost, leaving 81 spaces available at other Park & Rides

### **Risk Management**

16. The project has a detailed risk register. This is a summary of the main risks. In brief:

- Legal land and lease challenges; may halt the project, abortive costs.
- Power related dependencies (this is the case with all EV charging projects)
- Reputational risk for CYC with DfT and the LEVI
- Financial risk of construction projects costs
- No provision on the South side of the City would leave a gap in provision in terms of the EV strategy

## Contact Details

### Author:

Stuart Andrews  
Transport Systems Project  
Manager  
[stuart.andrews@york.gov.uk](mailto:stuart.andrews@york.gov.uk)

### Chief Officer Responsible for the report:

James Gilchrist  
Director of Environment, Transport and  
Planning  
[James.gilchrist@york.gov.uk](mailto:James.gilchrist@york.gov.uk)

Dave Atkinson  
Head of Highways and  
Transport  
[dave.atkinson@york.gov.uk](mailto:dave.atkinson@york.gov.uk)

**Report**  **Date** 29/06/2023  
**Approved**

## Specialist Implications Officer(s) List information for all

Financial:  
Patrick looker  
Finance Manager  
01904 51633

Legal:-  
Cathryn Moore  
Legal Business Partner (Corporate)  
01904 552487

### Wards Affected:

All

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

### Background Papers:

<https://www.york.gov.uk/EVChargingStrategy>

Council approve 10-Year Plan (York 2032) [Agenda for Council on Thursday, 15 December 2022, 6.30 pm \(york.gov.uk\)](#) item 36

Executive approve Climate Change Strategy 2022-2032 [Agenda for Executive on Tuesday, 22 November 2022, 5.30 pm \(york.gov.uk\)](#) item 46

## Annexes

Annex A: City of York Public Charging Strategy  
Annex B: Analysis of Charging Infrastructure Coverage  
Annex C: Draft Equalities Impact Assessment

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

- DfT – Department for Transport
- DNO – Distribution Network Operator
- EST – Energy Saving Trust
  
- EV – Electric Vehicle
- EVCI - Electric Vehicle Charging Infrastructure
- kW – Kilowatt
- kWh – Kilowatt hour
- LEVI - Local Electric Vehicle Infrastructure
- NEVIS - National EV Insights and Strategy
- ORCS – On-street Residential Chargepoint Scheme
- OZEV – Office for Zero Emission Vehicles
- PV – Photovoltaic. PV materials and devices convert sunlight into electrical energy.
- PAS 1899:2022 Standards for providing accessible charging infrastructure for electric vehicles.
- TfN - Transport for the North

This page is intentionally left blank

**energy**<sup>®</sup>  
saving  
trust



# City of York Council Public EV Charging Strategy 2020 - 2025

Setting out our approach to a public charging network for electric vehicles

# Foreword

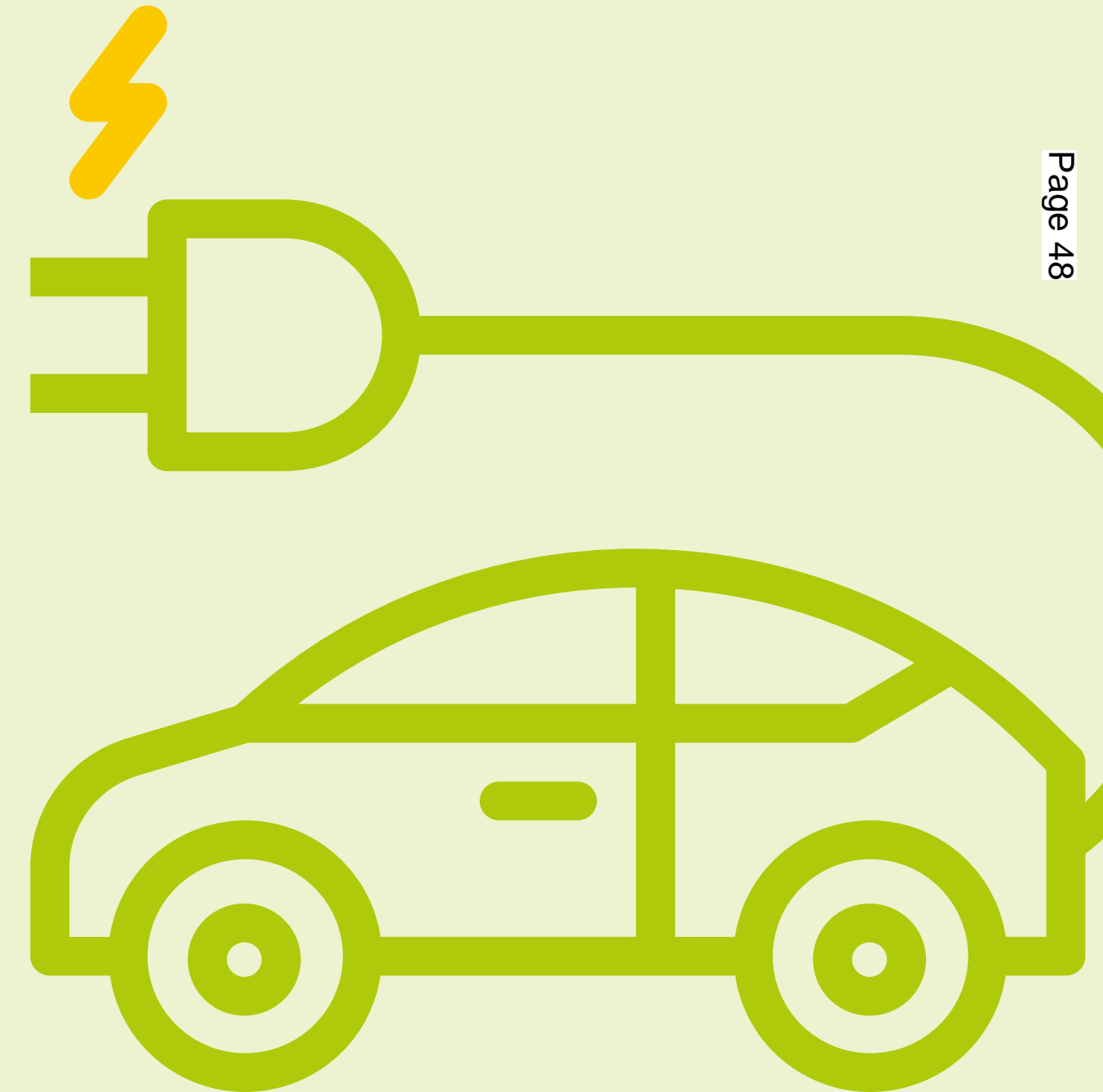
York is a pioneer in electric vehicle (EV) charging, installing one of the first public systems in 2013. This Strategy reaffirms our commitment to provide a high quality public network that supports and accelerates the transition to EV, whilst maintaining a fair tariff structure.

To guarantee the best result for residents, we will continue to directly own our charging network. This allows us to plan how the network will grow, set tariffs, makes us directly accountable, and enables us to deliver next generation chargers as quickly as possible. We think this is the best way to approach an issue that we recognise is key in enabling the decarbonisation of road transport.

We have chosen a 5 year term as this enables us to plan with a level of certainty and ensures that we are focused on delivery. This removes the distraction of future gazing and lets us get on with delivering action on the ground.

We would like to thank the Energy Saving Trust for their expert advice during the development of this strategy from the Local Government Support Programme (funded by the Department for Transport)

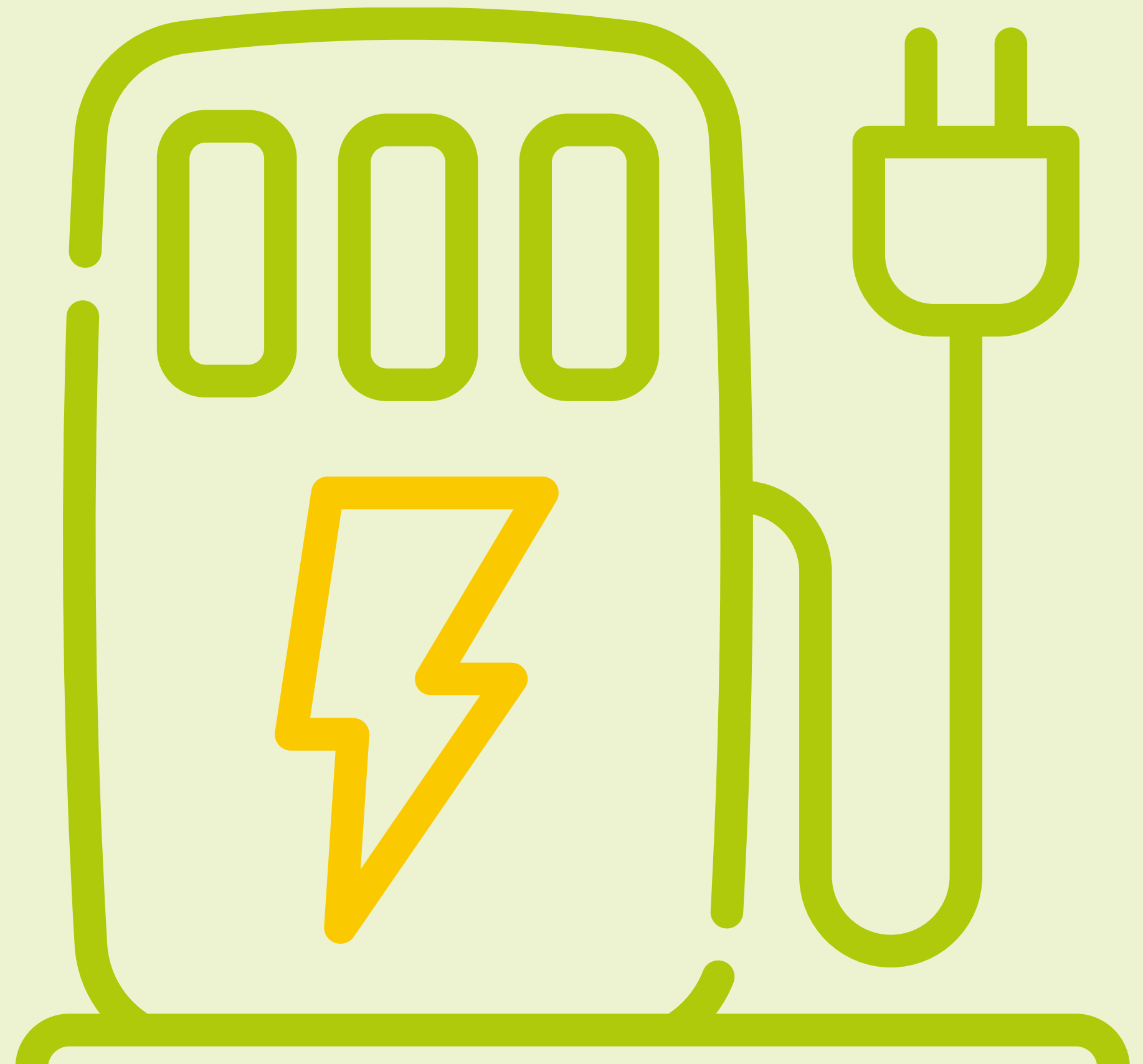
**energy**<sup>®</sup>  
saving  
trust



# How did we get here?

City of York Council has provided a range of public charging infrastructure for electric vehicles since 2013. There has also been success in seeking funding for HyperHubs at two of the Park and Ride sites.

We continue to believe that the Council is well positioned to provide a charging network that supports the transition to electric vehicle usage but recognise that there are a number of areas that require improvement.



# Why is the Council involved in electric vehicle recharging?

Local Authorities are uniquely positioned to provide strategically located charging infrastructure that will support residents, commuters, fleets and through traffic to conveniently and affordably recharge electric vehicles.

By maintaining ownership of a core network we can set user tariffs ensuring that we have control over one of the critical factors in delivering a charging network for all. We are also able to deliver next generation Ultra Rapid facilities that currently have a challenging business case for commercial providers, guaranteeing access for York to next generation infrastructure at the earliest opportunity.

By providing high quality facilities we will support the adoption of electric vehicles with associated air quality and Climate Change benefits. We can also do this whilst ensuring that electric vehicles fit within the Council's wider transport objectives of maximising active travel and minimising private vehicle usage.





# What could we do better?

When we developed our EV charging network in 2013, there were far fewer plug-in vehicles on the road and there was more uncertainty about what public infrastructure would be required. Our network is made up of 20 Fast chargers (40 sockets) and 5 Rapid chargers which was enough in 2013 to make it easy to find an available charger. Rapid chargers were mostly installed to support the electric bus network which means that the location of some of our Rapid chargers needs reassessing.

In 2014 there were 1,510 charging sessions, by 2018 that had increased to 13,695 which explains why users find it difficult to access available chargepoints. The demand for charging is in spite of the network being limited to four City Centre car parks and five sites on the ring road which aren't convenient for everyone. All of our City Centre sites are now regularly full. As a result we now need to develop a network that meets the needs of the next generation of plug-in vehicles which have different charging capabilities and will be available in much larger numbers.

For the network to be attractive to users, as well as the number, type, and location of chargers it is also essential that the network is reliable. During 2018 and 2019 we encountered significant reliability issues.

We now understand what caused these problems and have taken short term action to resolve the issues. This Strategy is our long term response and will ensure that the network is reliable going forward. We have identified the following key issues:

- Part of the reliability issues are due to being an early adopter of public charging equipment. Much of the estate is now life expired and some of the chargepoints have 3 pin sockets which are no longer appropriate.
- This was compounded by a lack of maintenance, which made the equipment more likely to fail and meant that we didn't have a way to fix issues in a timely manner.
- The lack of adequate maintenance was due to the network lacking a clearly defined budget which makes maintenance and renewal challenging.
- Management of the network needs to be streamlined to ensure that faults are identified and fixed in a timely manner.

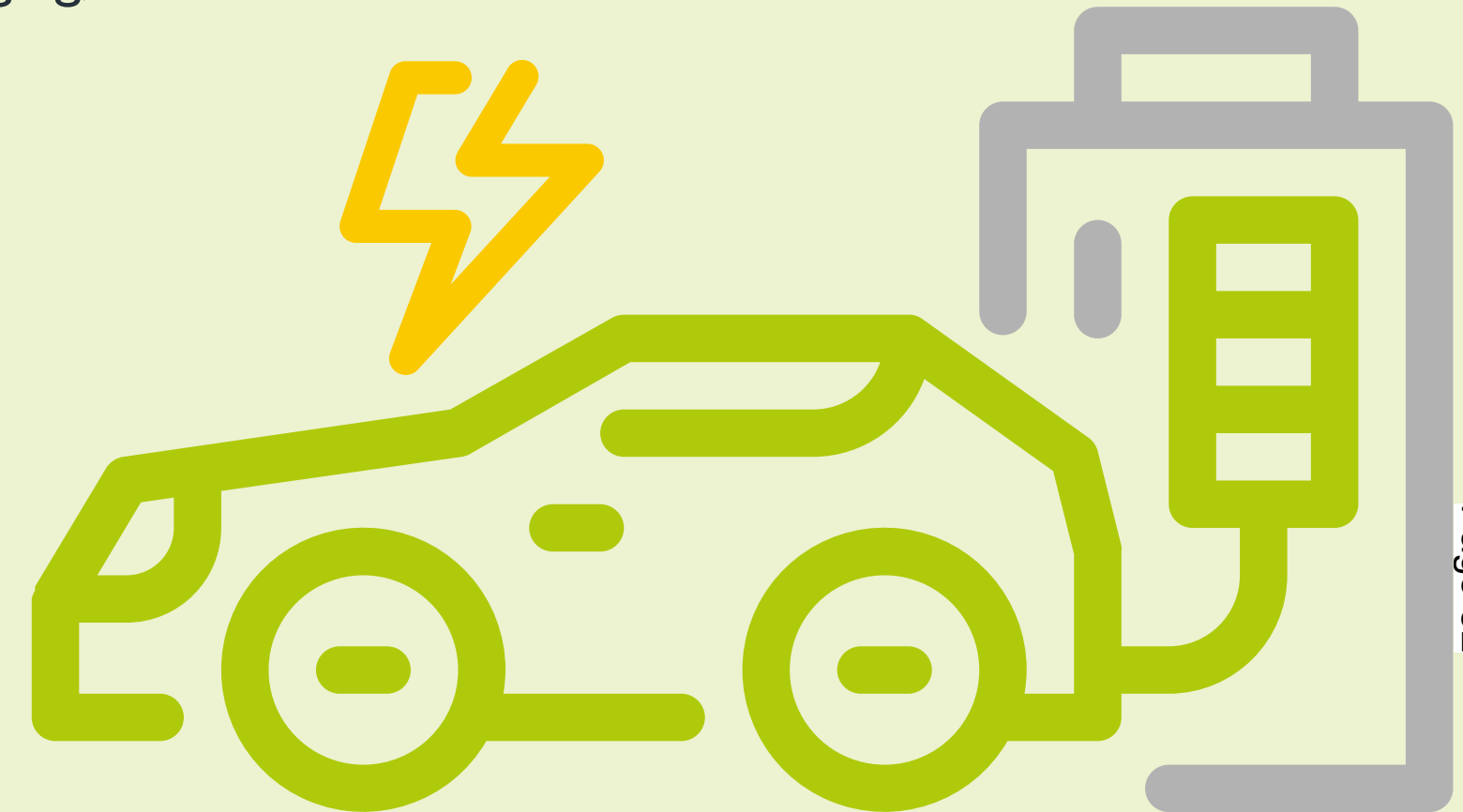
The Council lacked capacity to oversee the development of the network. A single officer was responsible for the network which led to a single point of failure when they left the Council.

# Where are we going?

We have the advantage of having gained significant experience since 2013 through the City of York network. We know what we need to put right to put York back at the front of public charging, and this is how we will do it.

## Opportunities

- We own and operate a number of car parks within the City providing ideal locations for Fast charging
- We are developing next generation 150 kW ultra-rapid HyperHubs at strategic locations to provide the shortest possible recharging times for compatible electric vehicles. Thanks to funding from Office of Low Emission Vehicles and European Regional Development Fund which largely covers the cost of building our first two HyperHub sites, and an innovative design including on site solar electricity generation and energy storage, we will be able to maintain a lower tariff than commercial operators for Ultra Rapid chargers
- We are committed to providing competitive tariffs for recharging by keeping the tariff as low as possible
- We are well placed to consider the location, type and number of chargepoints in the context of current and future development plans
- We will deliver a network that complements commercial networks to provide choice and scale of charging options within York.



By providing a first class charging network we will encourage Plug-in Hybrid and EV uptake providing Climate Change and Local Air Quality benefits.

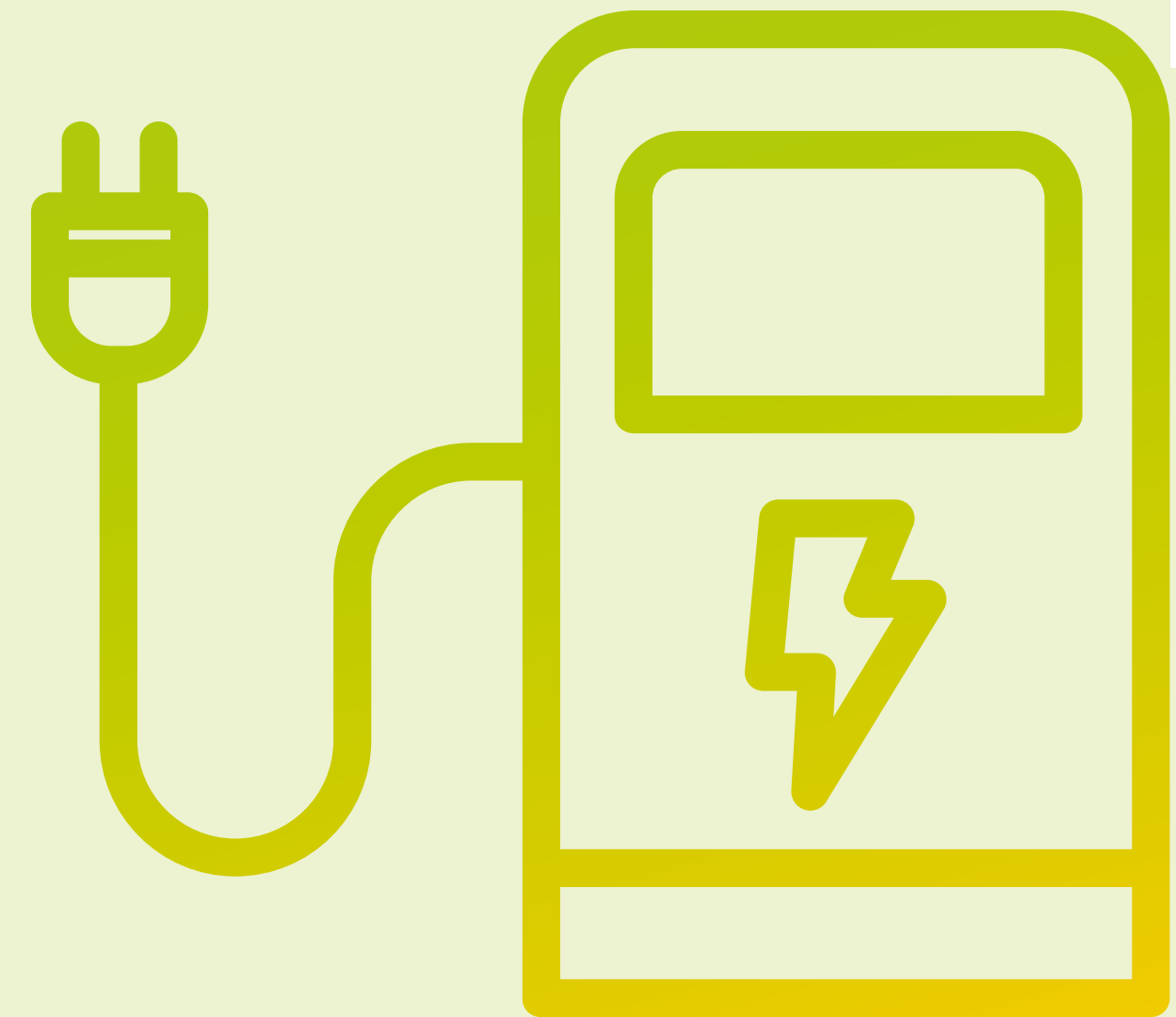
A solution to charging for residents without off street parking is needed. On street charging is a complicated issue which is detailed in Annex A. At this time we don't see a role for on street charging as part of our network, but if the problems outlined in Annex A are resolved we will consider this.

# What type of chargers are there?

There are different types of chargers that suit different charging demands. Fast chargers are suitable for all day charging. We put these in long stay car parks as this is where people are parked for several hours. We have 40 Fast charging bays in York. We need more of these. Fast chargers can be used by pure electric and plug-in hybrid cars.

Rapid chargers are for pure electric cars. Most plug-in hybrid cars can't use rapid chargers. Rapid chargers will charge a pure electric car in 30 – 90 minutes. We have 5 Rapid chargers in York.

Ultra-Rapid chargers are a new type with higher power output. New electric cars can increasingly use ultra-rapid chargers, so they are needed to support the next generation of EV's to recharge as quickly as possible which will encourage more people to buy EV's. These can charge a pure electric car 3 times faster than a Rapid. We have an OLEV/ERDF project in York to build 2 charging hubs with Ultra-Rapid chargers – we call these HyperHubs. We have the funding for these sites secured and have gone out to tender to build them. We need extra funding to deliver a third site.

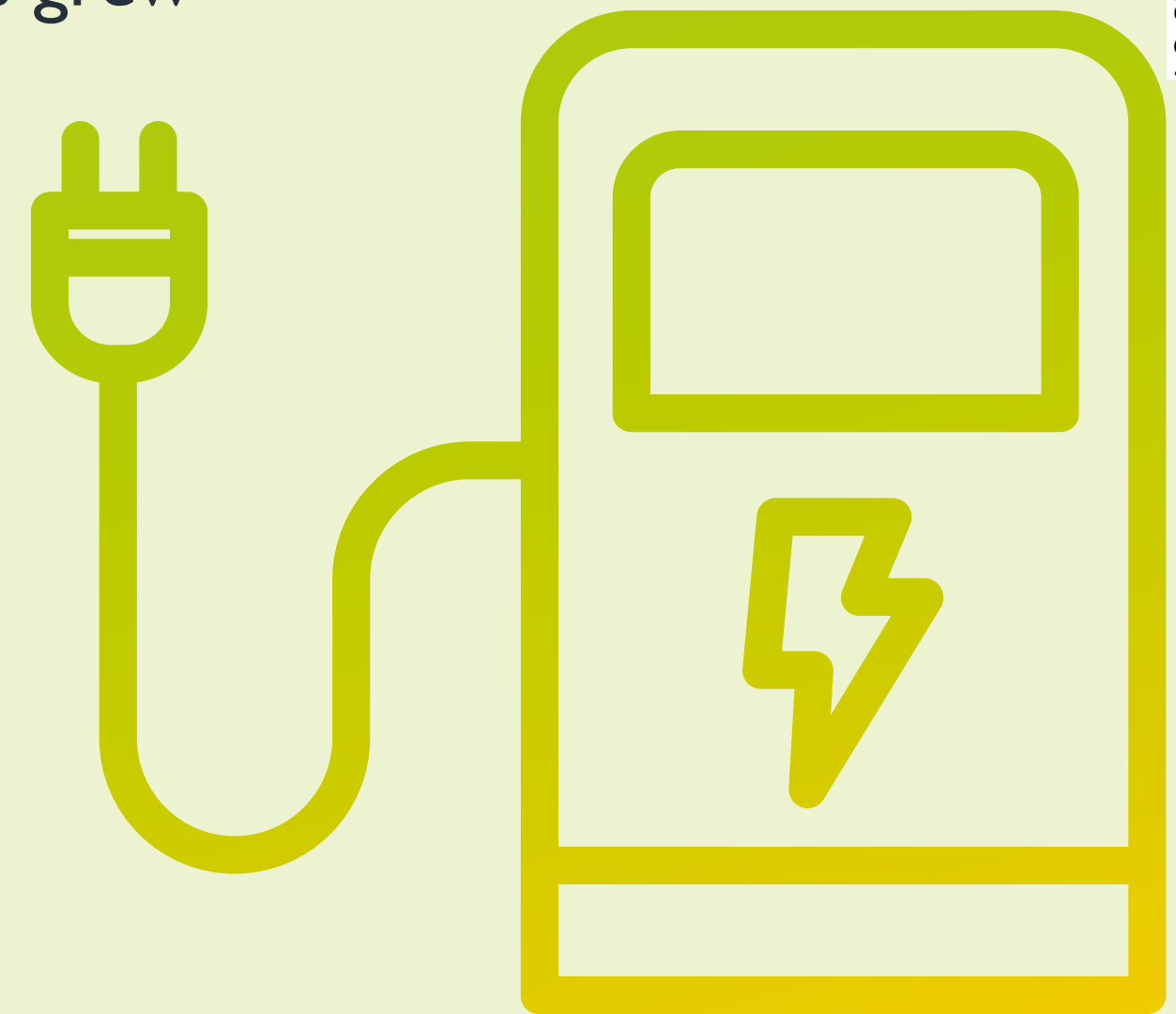


# Why invest in Rapid and Ultra-Rapid chargers?

We know that we need more Fast chargers, and that these are particularly important for Plug-In hybrids, but we also recognise that we need more Rapid chargers too. Rapid chargers are more expensive to install but are becoming increasingly important for pure EV users.

National data such as the User Survey undertaken by ZapMap, shows that the demand for Rapid chargers is growing more quickly than for Fast chargers. ZapMap found that in 2019 the number of Fast chargepoints grew by 27% but the number of Rapid chargers grew by 43%, reflecting increasing demand for more powerful chargers. The amount of time that users spend at Rapid's is also increasing as bigger battery sizes become more common.

This is reflected by data from the York Network where we also see demand for Rapids growing more quickly than Fast chargepoints, which is why we are investing in additional units.



# Will the Council network be the only option I have for public charging?

No, we see the role of the Council's network as providing a core service that guarantees EV charging facilities are available to support the ambitions of this Strategy whilst maintaining the ability to set as low a tariff as possible. We aren't setting out to be the only provider of charging facilities in York. We think this would be bad for consumer choice, and it would limit the rate at which chargepoints could be added, holding back EV uptake.

To stimulate the market we have recently increased the requirements for chargepoints in new developments by requiring Fast chargepoints in 5% of car spaces, or a lesser number of Rapid chargepoints where appropriate. This will provide more opportunities for charging at destinations and will complement the Council's investment in Council owned long stay car parks.

In addition we are aware that a number of businesses, including Supermarkets, have signed deals with chargepoint operators which will see chargepoints becoming a standard part of their offer regardless of local planning conditions.

We are supportive of commercial networks and have seen investment from several operators including Rapid chargers from Polar Network and Instavolt and Fast chargers on the Zero Net, LiFe, PodPoint and Tesla Destination networks. These are welcome additions and support consumer choice, geographical spread and enhanced rollout rates. Commercial operators will continue to be free to set their own tariffs to support their businesses cases to roll out additional chargepoints as fast as possible.



# What does the user tariff pay for?

We believe that the fairest way to provide a charging network is for users to pay a tariff so that day to day operation of the network is funded by users. The first thing that the tariff pays for is electricity. However we also pay a fee for using the Charge Your Car or Polar Network, a banking fee, and a merchant fee.

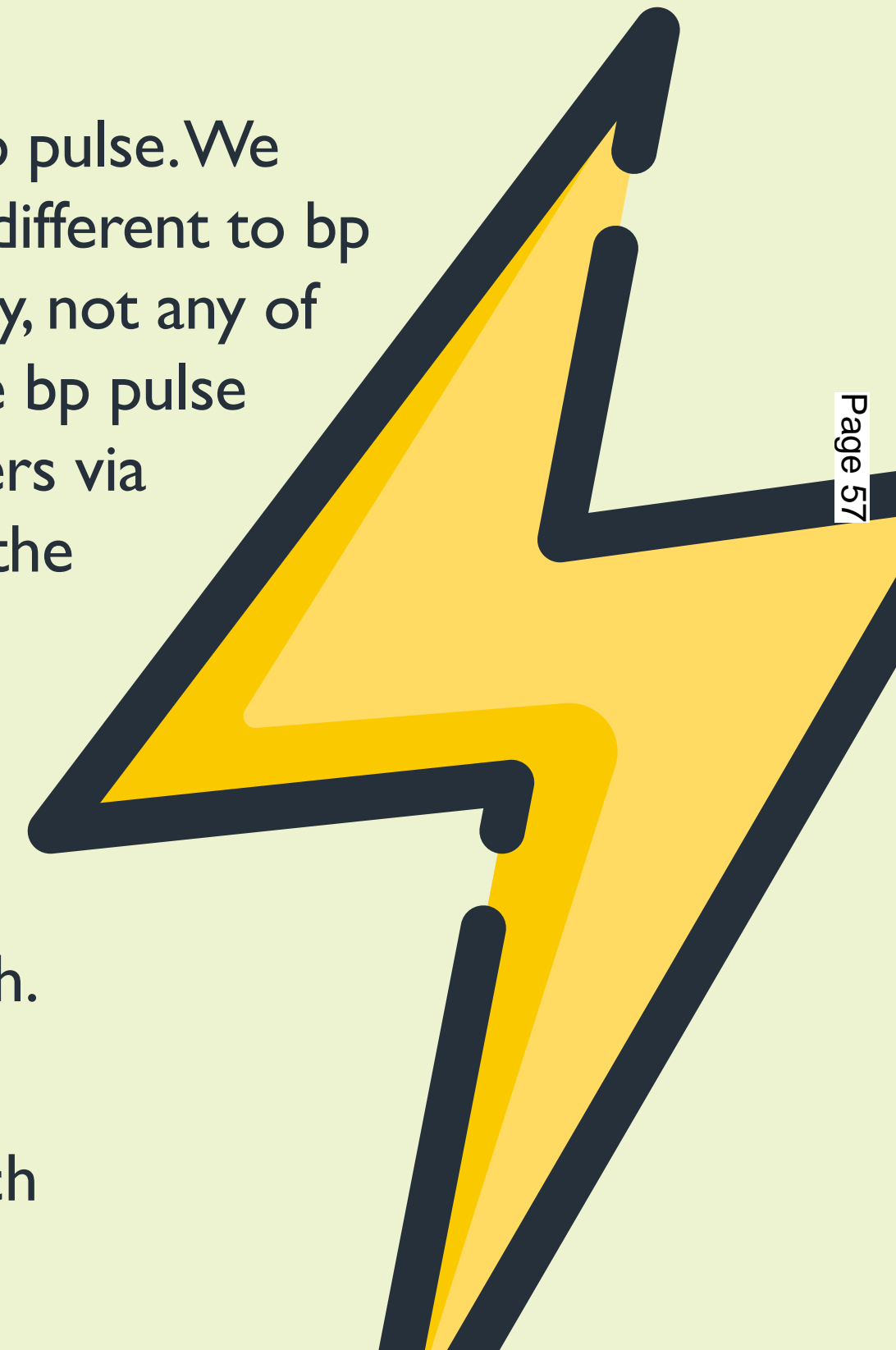
The current tariff is 15 p/kWh and this has been in place since 2013. Since then electricity prices have increased and now, according to uSwitch, the average household in York will pay 16.5 p/kWh for the electricity used in the home. For 2020/21 we expect to see an increase in that figure. However once other fees are included (such as standing charges and admin fees) the real figure is 20 p/kWh. It is possible for customers to access cheaper deals, and EV tariffs are available where customers pay a much lower fee at night (to encourage overnight EV charging) and higher fees during the day, but 20 p/kWh is representative for customers on a standard tariff.



# What will the new tariff be?

- To make sure that we can deliver a modern and reliable network we need to increase the user tariff. We will continue to make our tariff as simple as possible so there is no connection fee, users just pay per kWh.
- From 2021 we are transferring our access partner from Charge Your Car to bp pulse. We remain an independent network with our own tariffs, so our tariff structure is different to bp pulse. Whenever you use a City of York Council charger, the York tariff will apply, not any of the bp pulse tariffs. Users can access our Network without subscription via the bp pulse app, guest payment on the bp pulse website, or at Rapid and Ultra Rapid chargers via contactless payment. Subscribers to the bp pulse network can additionally use the bp pulse RFiD access card but will pay our standard York tariffs.
- For 2021 our tariffs are 20 p/kWh for Fast chargers and 25 p/kWh for Rapid and Ultra Rapid chargers.
- At Rapid and Ultra Rapid chargers that accept contactless payments (contactless bank card, Apple Pay, Google Pay), the tariff will be also 25 p/kWh. i.e. we will not charge any additional fee for card payments.

All electricity for the options above originates from the Council contract, which purchases renewable energy.



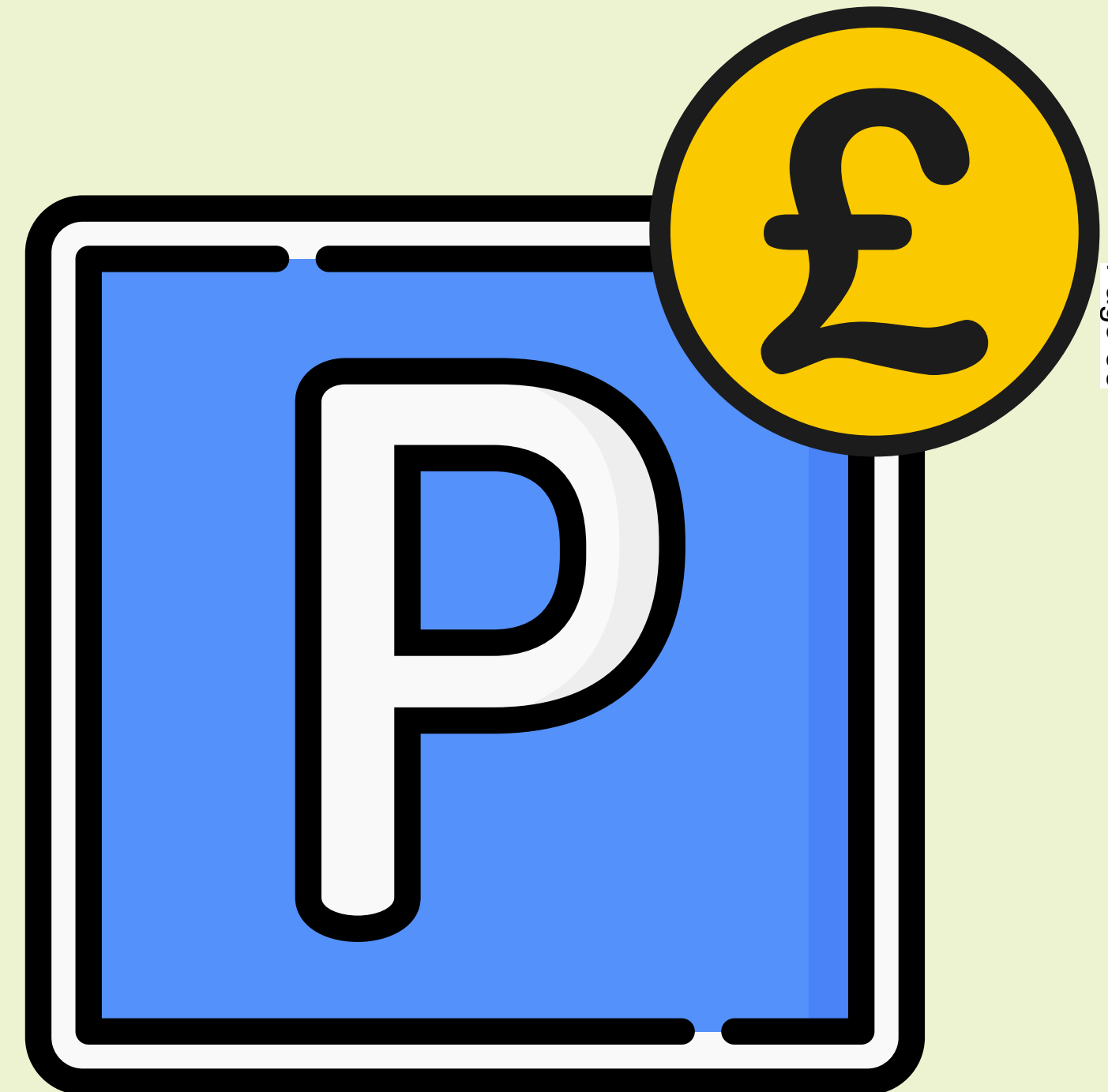
# Will I pay for car parking?

Since 2013 EV users haven't paid parking fees in charging bays, instead at Fast charging bays users have received up to 12 hours of free parking as long as they are plugged into a charger. This has some unintended consequences where regular users plugin to get free parking even if they don't need to charge.

This creates 3 main problems –

1. Users who do need to charge their vehicles can't access a charger.
2. The Council loses out on charging fees which pay for the running of the network.

The Council forgoes parking revenue which makes the case for increasing the number of chargers more difficult.





We have examined a number of options to move away from free parking. Scrutiny Committee considered these options and recommended the following:

## Fast Chargers

Fast bays – Normal parking fee applies. Users can stay as long as they like as long as they pay for parking and are plugged into a charger. Users will continue to pay the normal network fee for charging.



## Rapid/Ultra rapid

Rapid / Ultra Rapid – No parking fee (free). An overstay charge will apply. After 90 minutes an additional £10 charge will be applied by Charge Your Car / Polar Network. For every additional 60 minutes a further £10 fee will apply. The overstay fee is to encourage customers to use Rapid facilities appropriately. The initial time limit of 90 minutes allows all users to get a full charge from 0-100% battery state of charge.

# What about overnight parking for residents who can't charge at home?

For residents who can't charge at home, such as the cases in Annex A, we will make Fast charging bays in Council car parks available for overnight charging free of charge. Any resident can apply to use Council car parks free of charge overnight – to qualify for free parking the vehicle must be plugged into a working charger. Users will pay the normal network fee for charging but no parking fee will apply.

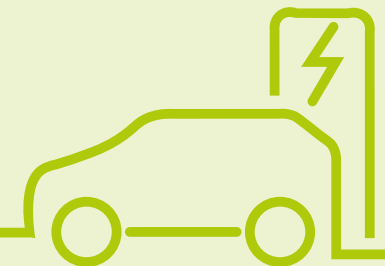
# By implementing this Strategy we will:

- Keep residents, businesses and visitors engaged and consulted on future measures and charging types and locations and promote the benefits of EV adoption of EV usage.
- Deliver a reliable network – we want to renew the existing hardware to bring it up to modern standards and to improve reliability.
- Ensure that supply of chargepoints matches demand and provide managed over provision (a right sized network) to provide a good customer experience whilst maintaining a financially sustainable network – revised City of York Council planning guidance requires 5% of parking spaces to have a chargepoint. This applies to car parks associated with a planning application but we will aim to meet this requirement across our charging network. The requirement is based on an assessment of likely demand over the next 5 – 10 years.
- Ensure that bay blocking is discouraged whilst striking a balance for legitimate commuter charging – principally this applies to 7 kW chargepoints where we have historically offered 12 hours free parking whilst charging. We will continue to offer free parking while a vehicle is charging.
- Match power output of chargepoints to dwell time so that the right type of charger is available at the right location.
- Ensure that residents without off street parking are able to access reliable public chargepoints at a reasonable cost through the development of an enhanced Fast charger network and the HyperHubs. Enhancing the Fast network includes looking at how we can provide overnight charging opportunities in public car parks that are close to residential areas without off street parking.
- Clearly define management responsibility and agreed uptime requirements.
- Ensure that the network is adequately funded to enable effective maintenance, and when required expansion and renewal of chargepoints – this includes increasing the standard tariff to 20 p/kWh for Fast chargers and 25 p/kWh at Rapid and Ultra-Rapid.



# By implementing this Strategy we will:

- Complement commercial networks to provide a wide choice of publicly owned and privately owned networks to maximise coverage and choice for users. We will try to engage with commercial networks to understand their plans for additional chargepoints.
- Set standards for bay markings, size of spaces, and signage so that a consistent approach is rolled out. A rule of thumb at present is that three conventional parking bays are needed for two EV charging bays to enable safe attachment and operation of charging cables.
- Commit to accepting bank card payments at Rapid chargepoints as soon as possible. If we change the hardware all our new Rapid chargers would have this facility as required by legislation.
- Enable free vend in the case of a communications failure between the chargepoint and the back office. This enables users to continue using chargepoints when communication with the post is lost, tariff free. It doesn't apply to connection issues between the users' device and the chargepoint/back office i.e. users' mobile phone failure.
- We will deliver a differentiated network that meets the different needs of residents, commuters, through traffic, plug-in hybrid and full EV. This will be achieved by an enhanced Fast network supported by HyperHubs.
- Funding – the day to day operation of the network will be funded by user tariff not by non EV owning residents or indeed the 26% of households in York who own no car. For significant investment into the network we will look for a balance of Council funding and grant funding. We will investigate alternative sources of funding such as selling advertising space at chargepoint locations, if this is appropriate and in line with planning requirements.



# When we will do it

## 2019

- Improved the Council's internal management of the network resulting in a dramatic improvement in reliability going from 50% to 100% of chargepoints being operational.
- Members invested £25,000 of revenue budget to the repair and maintenance of the existing EV charging estate.
- Secured funding for the HyperHubs project and sought funding to expand the Fast charger network.

## 2020

- Publish EV Charging Strategy
- Open two HyperHubs, providing 16 charging bays, 8 Rapid and 8 Ultra Rapid. HyperHubs are part funded by Office for Low Emission Vehicles and European Regional Development Fund.
- Renew the existing hardware to transform the reliability of the chargers
- Enable bank card payments at Rapid and Ultra-Rapid chargers
- Put in place a new maintenance agreement
- Implement minimum 95% uptime target for chargers in the Council's network whilst aiming for 99%



## 2020 - 2023

- Commit to setting a standard tariff of 20 p/kWh for Fast chargers and 25 p/kWh for Rapid and Ultra Rapid, and review on an annual basis.
- Seek external funding to deliver a minimum of 5% Fast charger provision in long stay car parks and Park and Ride sites
- Assess success of first two HyperHubs and options for delivering additional sites
- Work constructively with commercial operators to ensure the best range of charging facilities and networks are available in York
- Monitor plug-in vehicle uptake in York and usage of the Council's network to assess if the 5% chargepoint condition, supported by HyperHubs, is right. This will be reviewed every 12 months. If EV uptake exceeds modelled assumptions we can respond quickly to ensure that the network remains fit for purpose.

## 2023 - 2025

- Maintain first class Council network of Fast, Rapid and Ultra Rapid chargers supported by commercial operators providing a wide consumer choice and market leading charging experience.
- Monitor plug-in vehicle uptake in York and usage of the Council's network to assess if the 5% chargepoint condition, supported by HyperHubs, is right. This will be reviewed every 12 months. If EV uptake exceeds modelled assumptions we can respond quickly to ensure that the network remains fit for purpose.



# Glossary



**EV** – Electric Vehicle. The vehicle can only be powered by electricity so requires plugging in to recharge the battery. EV's normally allow both Fast and Rapid charging with new EV's increasingly accepting Ultra Rapid charging as well. Charging infrastructure is essential to EV's as they can't operate without recharging. New EV's commonly have a range of around 200 miles with some offering ranges of more than 300 miles.

**PHEV** – Plugin Hybrid Electric vehicle; combines a smaller battery with a conventional internal combustion engine and an electric machine. This allows an electric range of between 20 – 50 miles and the ability to drive with an empty battery for hundreds of miles using petrol or diesel. PHEV's generally only accept Fast charging.

**Chargepoint Network** – The way that users access a chargepoint. We currently use Charge Your Car and Polar Network allowing access via RFiD card or web and providing options for occasional and regular users.

**Payment by bank card** – In line with national regulations, all new Rapid and Ultra Rapid chargers will accept payment via a contactless bank card (credit or debit card). This allows users to access these chargers without joining a Network.

**kWh** – Kilowatt Hour; unit of electricity. Car batteries are sized in kWh i.e. a 50 kWh battery stores 50 kWh of electricity.

**p/kWh** – Pence per Kilowatt Hour; we charge users of the network for each kWh they consume. Our tariffs are in pence per kilowatt Hour

**Overstay fee** – Rapid and Ultra Rapid chargers are intended to allow users to charge up and get going as quickly as possible, they are not car parking spaces. To encourage appropriate use of Rapid and Ultra Rapid bays and assure they are available for people who need them we will apply an overstay fee. To give genuine users enough time to get a full charge we have set the initial fee at 90 mins. After 90 minutes an additional £10 charge will be applied by Charge Your Car / Polar Network (this includes contactless bank card payments). For every additional 60 minutes a further £10 fee will apply. Overstay fees will not apply to Fast chargepoints.

## ANNEX A

### On street residential charging

#### What is the problem?

Terraced streets which have no off street parking present a problem for EV owners. Properties with off street parking can normally easily install a 7 kW home charger that will allow them to recharge an EV at home. However properties without off street parking can't install a home charger.

#### What is the scale of the problem in York?

Terraced housing makes up just under 25% of the housing stock in York. (2011 Census)

#### What are the potential solutions?

It is possible for Local Authorities to install chargepoints on highway to provide facilities for EV owners in terraced streets. These sometimes involve modifying lampposts or involve installing a dedicated charging post.

#### What are the issues?

**Lamp post charging** relies on the lighting column being next to the road so that charging cables don't stretch across footways causing an obstruction. In common with many Local Authorities, and in line with best practice, City of York Council has undertaken a programme to move lighting columns to the back of the footway. This reduces street clutter improving visibility for drivers and making more space on footways for pedestrians, wheelchairs, buggies and those living with sight loss.

In addition the cabling for street lights can generally only support charging of between 3 – 5 kW which is less than the 7.4 kW delivered by a home charger. This can be appropriate for Plug-in Hybrids but leads to a poor customer experience for EV users due to long charging times.

Generally such systems require the user to buy an additional charging cable to record the power used. In addition to this expense, the tariff per kWh is generally high for a slow connection speed which means poor value for the user.

Despite the relatively low level of power delivered by each unit, the cumulative impact means that generally only a small number of lampposts can support charging on any one street which means that this solution isn't scalable.

**Dedicated chargeposts** offer a better customer experience as they are capable of delivering 7.4 kW and therefore match the output of a home charger. However they are difficult to site on terrace streets as they will either take space from the footway, which is against the travel hierarchy and undermines the work done to remove obstacles, or when sited in the roadway reduce the available space for car parking. These issues are exacerbated by the lack of space on terraced streets which are generally already deficient in both footway and road space.

A dedicated chargepost is able to transmit more power than a lamppost because it gets a dedicated electrical connection. This however makes installation more disruptive and more expensive. The relatively low level of usage (generally a single user) and potential for Plug-in hybrid usage means that it is challenging to generate enough income from each post to cover ongoing operational and maintenance liabilities. If this solution was delivered at scale it would open the Council up to significant ongoing financial support which is against the principle of the public network.

In an on-street location each chargepost installed needs to have a dedicated EV charging bay with it. This effectively provides a protected private parking space for the resident who has requested the chargepost (if there are initially no other plug-in owners on the street). To bring in parking restrictions requires a residents' parking permit scheme which requires the support of a proportion of residents on the street.

Additionally we couldn't reasonably require a resident to continue using a plug-in vehicle. With leasing now the dominant form of new car 'ownership' it is increasingly common for car users to swap vehicles after 12, 24 or 36 months. This means that whilst a resident may have a plug-in vehicle when they request a chargepost, they are not required to keep doing so.

This issue also applies to ownership/tenancy at the address, which again could not reasonably be conditioned. Whilst in theory any established bays could be used by a new owner/tenant of the property or new EV owners on the street, in practice additional EV owners are more likely to request a facility outside of their property, and given current plug-in vehicle rates it is highly unlikely that any new owner/tenant will have a qualifying vehicle. This would then mean that they wouldn't be able to park in front of their property even if the bay was unused.



### Common issues with on street charging solutions

In both cases scalability is an issue. This means that whilst the first few requests on a road may be met subsequent requests could not. This is not equitable and doesn't deliver our goal of supporting EV take up at scale.

A 7 kW charger is a meaningful additional electrical load. It is equivalent to half the total import capacity of a house with a 60 amp fuse and about one third of the import capacity for a house with a 100 amp fuse. From a technical point of view, if additional capacity is needed in a street it can be provided. However the cost of this varies significantly from street to street depending upon the existing electrical supply. In some cases no upgrades will be required. In streets where upgrades are needed the costs can vary from tens of thousands of pounds to hundreds of thousands of pounds, sometimes in adjoining streets. This creates a postcode lottery which would lead to some residents having requests rejected whilst neighbours may have requests accepted. This is not equitable.

On street facilities require a dedicated parking bay, which effectively creates a protected private parking space for one resident. This is not equitable.

These solutions either require high user tariffs (and therefore are not equivalent to home charging options) or will require ongoing revenue support from the Council to cover the cost of operation and maintenance. As a core principle of the public network is that user tariffs should support day to day costs we would have to implement a high tariff. This would make the on street solution less attractive for users and mean that they are more likely to seek out cheaper charging alternatives which would lead to underuse of chargepoints and a shortfall in revenue.

It would be unreasonable to require residents to commit to using an on street charger they have requested on an ongoing basis. This leads to a high likelihood of stranded assets, ongoing financial liabilities with no income, and unused spaces which is likely to cause ongoing issues for residents.

Providing dedicated private car parking spaces does not support City of York Council's long term goals of reducing private car ownership and encouraging active modes of travel. This is particularly important within inner City terraced areas where there are existing issues with lack of space for car parking, limited footway space and congestion. In contrast public charging infrastructure provides facilities for EV owners without supporting car ownership in any one area of the City.

Public chargepoints can support multiple vehicles, this is particularly true for Rapid and Ultra-Rapid chargers but also applies to Fast chargers. On street residential chargers will generally support one vehicle. A ratio of one charger to one vehicle is resource inefficient and as such does not support Climate Change and Sustainability objectives, it will also hold back the uptake of EV's as one for one charger deployment will take far longer and cost far more than public facilities.

### What is the answer?

Given the issues outlined above, rather than providing on street residential chargepoints we will provide public infrastructure designed to support residents that don't have access to home charging.

This will be underpinned by HyperHubs which will support 150 kW CCS charging (HyperHubs are also back compatible for 50 kW capable CCS cars, as well as supporting 50 kW CHAdeMO charging) which when used by a 150 kW capable car will provide an average daily range of 20 miles in 3 minutes of charging time or 100 miles in 15 minutes.

HyperHubs transform the charging proposition for residents without home charging as they enable recharging times that can realistically fit into daily life. They also support the adoption of next generation EV's which have battery capacities that mean whilst they can be topped up, they can't realistically be fully charged at home. For instance a 100 kWh battery would take in excess of 13 hours to fully charge from a 7.4 kW home charger or over 30 hours from a 3 kW lamppost. This means that even residents who can top their car up day to day using a home charger will want Ultra Rapid facilities available for the occasions when they need to replenish a large percentage of the battery capacity or they need to quickly top up.

HyperHubs will be supported by a dramatically increased 7 kW Fast charger network. We will work towards providing 5% of parking spaces in all Council long stay car parks and Park and Ride sites. Where there are significant residential areas without off-street parking more than 10 minutes walk from these sites we will investigate alternative charging sites on a case by case basis. We will look at options that will support residents to use these facilities for overnight parking where they don't have access to home chargers, particularly Plug-in Hybrid owners.

This page is intentionally left blank

## ANNEX – B

### Analysis of CoYC’s Public Charging Infrastructure Coverage

City of York Council’s public EV charging strategy sets out a 3-tier approach to provide coverage of EV charging infrastructure for residents without off-street parking and delivery of a Network that supports multiple user groups.

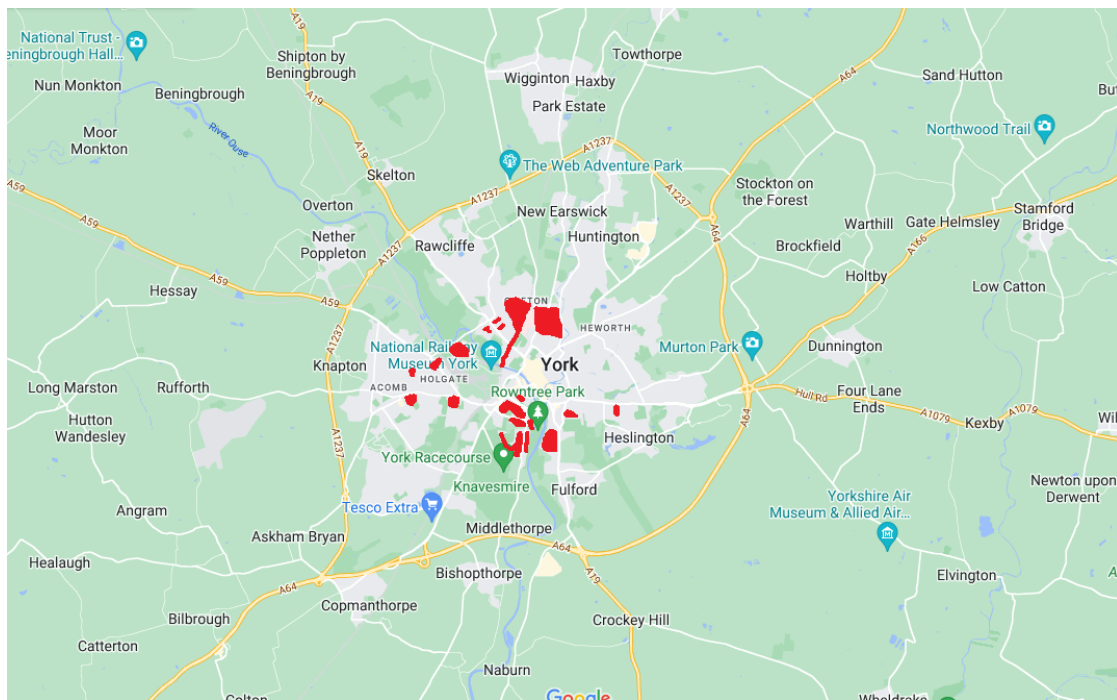
Effective coverage is based on:

- 10 minute walk from Fast chargepoint sites
- 10 minute drive from Rapid and Ultra Rapid sites.

The following maps explain the geographical placement of CoYC’s charging infrastructure in order to achieve sufficient coverage.

#### Map 1

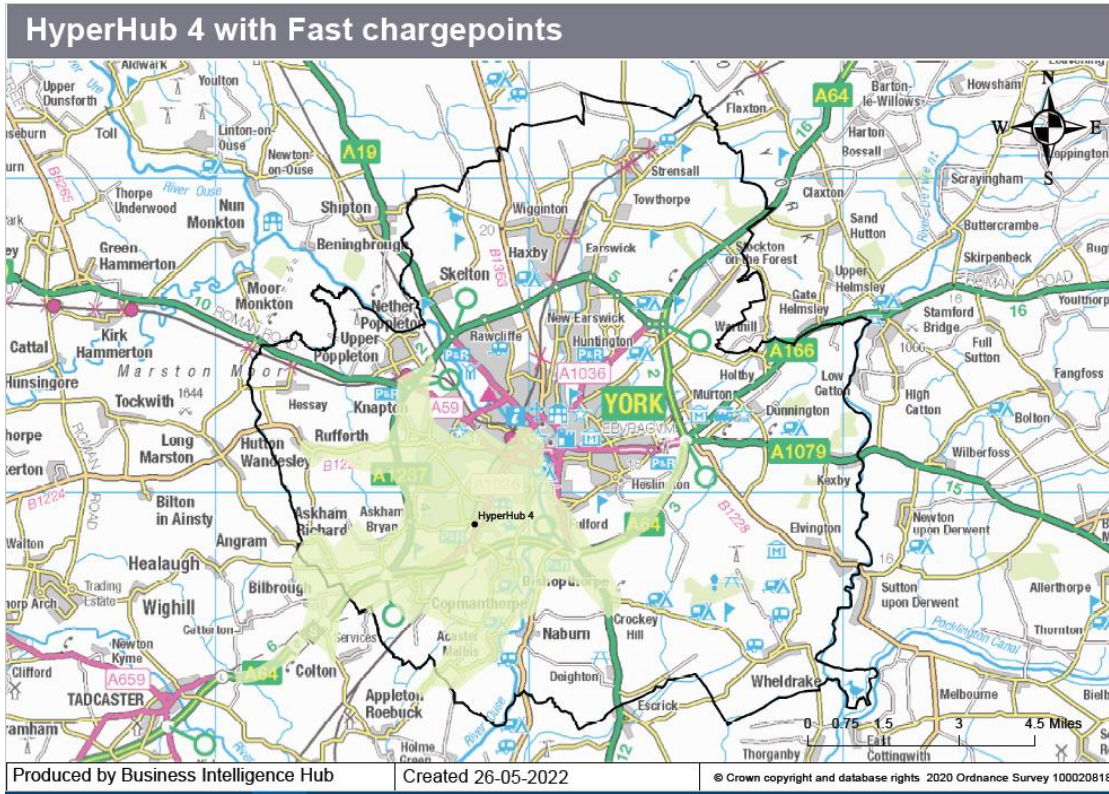
Illustrates areas of terraced housing without off street parking. Terrace streets highlighted in red.



Map 1

### Map 2

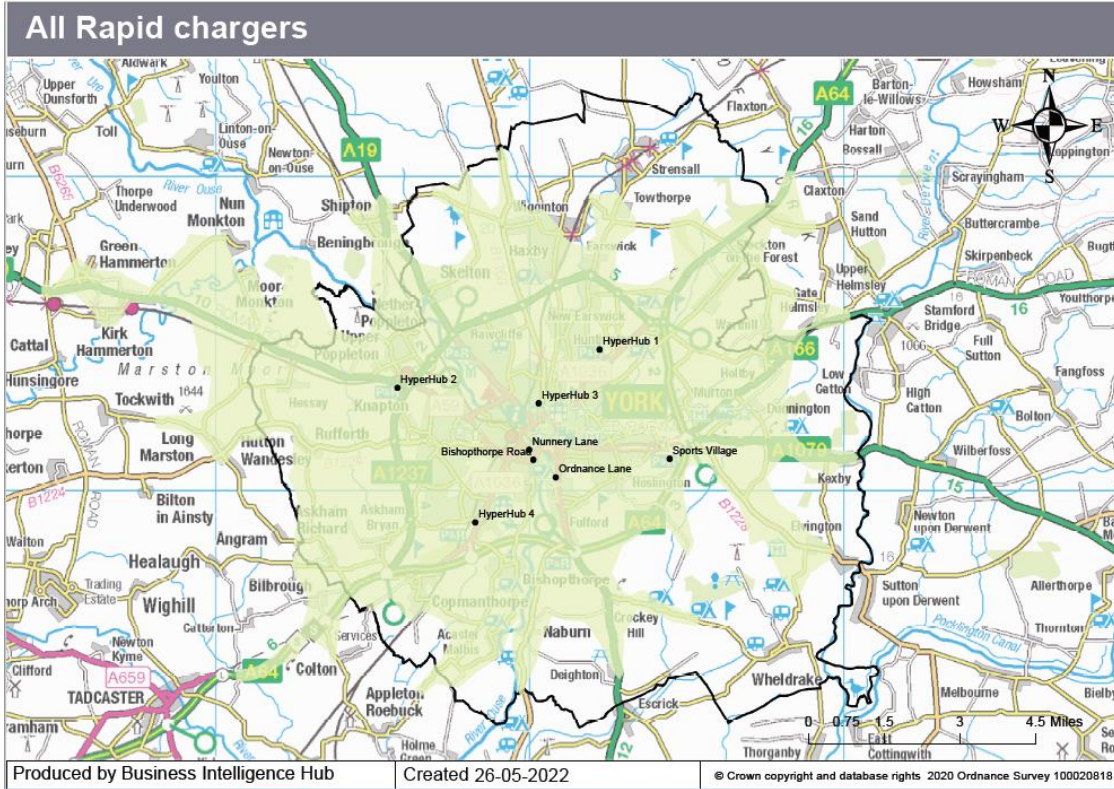
The green shaded region shows the catchment area within a 10 minute drive of HyperHub 4 (Askham Bar). The catchment area covers significant areas of terraced streets as shown on Map 1, extending from the City Centre in the Southwest quarter.



Map 2

### Map 3

The green shaded region shows the catchment area within a 10 minute drive from and of the four HyperHubs. The catchment area covers all terraced street areas shown on Map 1.

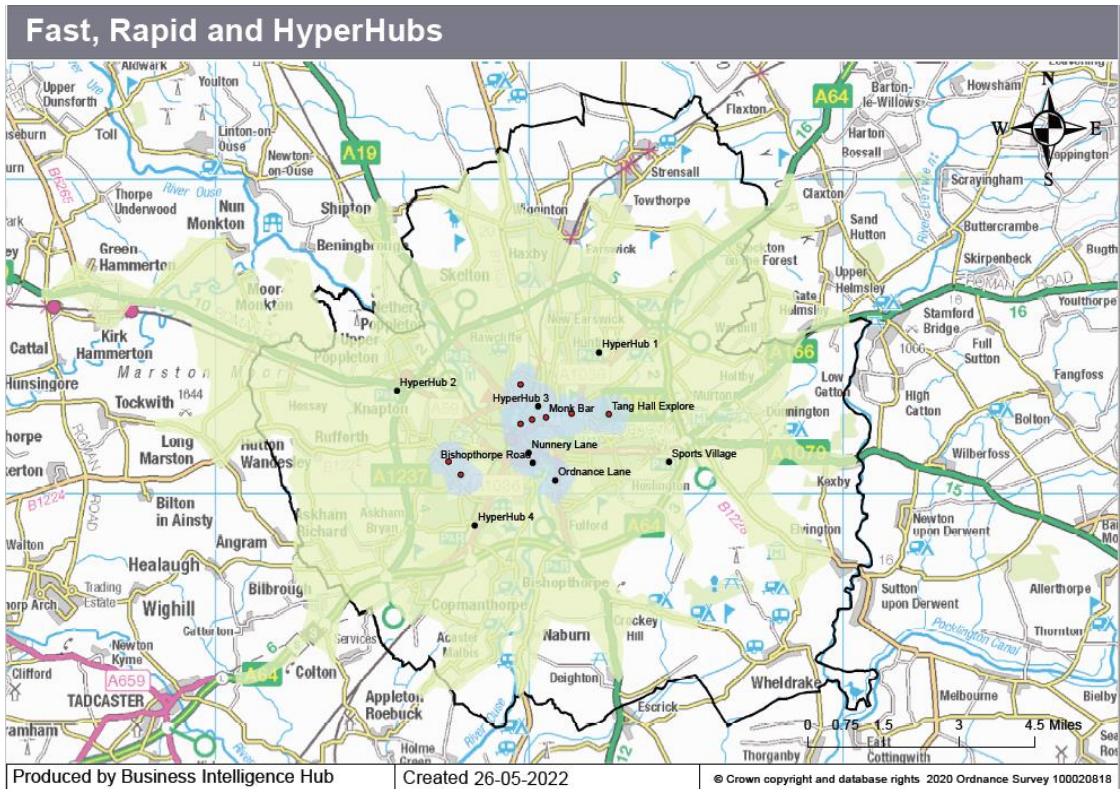


Map 3

### Map 4

Shows 10 minute walk (grey areas) from City Centre Fast chargepoint sites – significant coverage of terraced street areas shown on Map 1.

In addition, green areas show 10 minute drive from Rapid and HyperHub sites – coverage of all terraced street areas shown on Map 1.



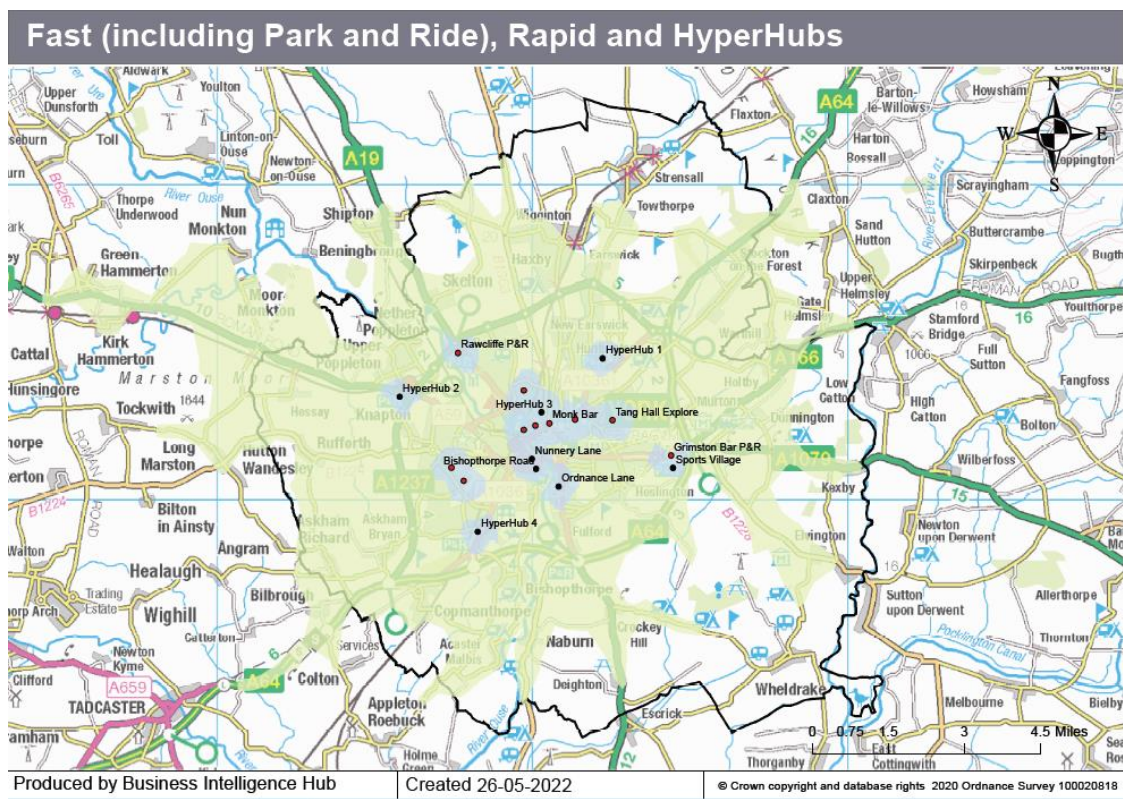
Map 4

### Map 5

Shows a 10 minute walk (grey areas) from City Centre Fast chargepoint sites and from Fast chargepoints at Park and Ride sites – significant coverage of terraced street areas shown on Map 1.

Note that Park and Ride users are required to either cycle from Park and Ride sites or use the bus service and are intended primarily for none resident use.

Additionally, the green shaded area shows a 10 minute drive from Rapid and HyperHub sites – coverage of all terraced streets identified on Map 1.



Map 5

This page is intentionally left blank



**Annex C**

**City of York Council  
Equalities Impact Assessment**

**Who is submitting the proposal?**

<b>Directorate:</b>	Place		
<b>Service Area:</b>	Smart Transport		
<b>Name of the proposal :</b>	LEVI Pilot Funding Bid		
<b>Lead officer:</b>	Stuart Andrews		
<b>Date assessment completed:</b>	30/06/2023		
<b>Names of those who contributed to the assessment :</b>			
<b>Name</b>	<b>Job title</b>	<b>Organisation</b>	<b>Area of expertise</b>
Andrew Leadbetter	EV Strategy Lead	CYC	EV Charging

## Step 1 – Aims and intended outcomes

<b>1.1</b>	<b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.
	<i>Design and construct a HyperHub (Ultra-rapid charging Hub for Electric Vehicles) at Askham Bar park and Ride.</i>

<b>1.2</b>	<b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)
	<p><i>PAS1899:2022 - standard giving designers, procurers and installers essential specifications on how to provide accessible public charge points for electric vehicles.</i></p> <p><i>British Standard 8300:2009 DESIGN OF BUILDINGS AND THEIR APPROACHES TO MEET THE NEEDS OF DISABLED PEOPLE</i></p> <p><i>The Equality Act 2010</i></p> <p><i>IET Code of Practice for Electric Vehicle Charging 2020 - 4th Edition</i></p> <p><i>BS7671 IET Wiring Regulations</i></p> <p><i>The Electric Vehicle Supply Equipment (EVSE) Code of Practice (EVSCP)</i></p> <p><i>OCPP – open Charge point protocol: Ensures interoperability</i></p> <p><i>Council's Planning process</i></p> <p><i>Council's Procurement process</i></p>

<b>1.3</b>	<b>Who are the stakeholders and what are their interests?</b>
	<b>EV Drivers – Customer</b>
	<b>OZEV – Funding and policy objectives</b> <b>DfT – Funding and policy objectives</b> <b>City of York Council – Planning. Developer. Carbon reduction targets. LTP. EV Strategy. Council Plan</b>
	<b>Motability – Accessible charging for disabled drivers</b> <b>Designability - Accessible charging for disabled drivers</b> <b>First Buses – EV Charging for P&amp;R customers. Surrender of camper van parking area. Lease variations</b> <b>Previous Landowners of Askham Bar P&amp;R site. – Restrictive covenants</b> <b>Northern Power Grid (DNO) – Grid Connections. Access Rights.</b>
<b>1.4</b>	<p><b>What results/outcomes do we want to achieve and for whom?</b> This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.</p> <ul style="list-style-type: none"> <li>• Convenient Rapid and Ultra-rapid vehicle charging for EV users</li> <li>• Fast charging for Park &amp; Ride users</li> <li>• Accessible charging facilities for disabled drivers</li> <li>• Renewable Energy Provision – enable renewable energy generation around the UK by providing Grid Frequency Response services.</li> <li>• Zero Carbon Electricity Generation on site</li> <li>• Battery Energy Storage</li> </ul> <p><b>Contributes to</b></p> <ul style="list-style-type: none"> <li>• LTP</li> <li>• Council plan (see below)</li> </ul>

	<ul style="list-style-type: none"> <li>• EV Charging Strategy</li> <li>• Carbon Reduction Plan</li> </ul> <p><b>The proposal relates to the following outcomes and key performance indicators set out in the Council Plan 2019-2023 (Making History, Building Communities)</b></p> <p><b>A Greener and Cleaner City:</b></p> <ul style="list-style-type: none"> <li>• Citywide KPI on air quality</li> <li>• Carbon emissions across the city</li> </ul> <p><b>Getting Around Sustainably:</b></p> <ul style="list-style-type: none"> <li>• Continue to expand York’s electric vehicle charging point network, including the construction of HyperHub facilities.</li> </ul>
--	--

## Step 2 – Gathering the information and feedback

<b>2.1</b>	<b>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?</b> Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	<b>Source of data/supporting evidence</b>	<b>Reason for using</b>
	PAS1899 Accessible charging for disabled users	Best practice guidance for charging facilities.
	Consultation: Motability and Designability – to be carried out in Design Phase of project.	<b>Assess design proposals for compliance with PAS 1899: Accessible charging for disabled users</b>

York Access Group – to be carried out in Design Phase of project.	<b>Assess design proposals for compliance with PAS 1899: Accessible charging for disabled users</b>
Charge2Access – to be carried out in Design Phase of project.	<b>Assess design proposals for compliance with PAS 1899: Accessible charging for disabled users</b>
Strategy and City Partnerships Team	<b>Undertake further assessment</b>
<b>Additional sources to be determined as part of EIA assessment during project initiation phase</b>	

### Step 3 – Gaps in data and knowledge

3.1	<b>What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.</b>	
	<b>Gaps in data or knowledge</b>	<b>Action to deal with this</b>
	To be identified during EIA process	

### Step 4 – Analysing the impacts or effects.

4.1	<b>Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any</b>
-----	--

<b>adjustments?</b> Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.			
<b>Equality Groups and Human Rights.</b>	<b>Key Findings/Impacts</b>	<b>Positive (+) Negative (-) Neutral (0)</b>	<b>High (H) Medium (M) Low (L)</b>
<b>Age</b>	<b>To be determined during EIA assessment during project initiation phase</b>		
<b>Disability</b>	<b>To be determined during EIA assessment during project initiation phase</b>		
<b>Gender</b>	<b>To be determined during EIA assessment during project initiation phase</b>		
<b>Gender Reassignment</b>	<b>To be determined during EIA assessment during project initiation phase</b>		
<b>Marriage and civil partnership</b>	<b>To be determined during EIA assessment during project initiation phase</b>		
<b>Pregnancy and maternity</b>	<b>To be determined during EIA assessment during project initiation phase</b>		
<b>Race</b>	<b>To be determined during EIA assessment during project initiation phase</b>		
<b>Religion and belief</b>	<b>To be determined during EIA assessment during project initiation phase</b>		
<b>Sexual orientation</b>	<b>To be determined during EIA assessment during project initiation phase</b>		
<b>Other Socio-economic groups including :</b>	<b>Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?</b>		

<b>Carer</b>	<b>To be determined during EIA assessment during project initiation phase</b>		
<b>Low income groups</b>	<b>To be determined during EIA assessment during project initiation phase</b>		
<b>Veterans, Armed Forces Community</b>	<b>To be determined during EIA assessment during project initiation phase</b>		
<b>Other</b>	<b>To be determined during EIA assessment during project initiation phase</b>		
<b>Impact on human rights:</b>			
List any human rights impacted.	<b>To be determined during EIA assessment during project initiation phase</b>		

**Use the following guidance to inform your responses:**

Indicate:

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

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

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

## Step 5 - Mitigating adverse impacts and maximising positive impacts



5.1	<b>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</b>
<b>To be determined during EIA assessment during project initiation phase</b>	

## **Step 6 – Recommendations and conclusions of the assessment**

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

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

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

<b>Option selected</b>	<b>Conclusions/justification</b>
<b>To be determined during EIA assessment during project initiation phase</b>	<b>To be determined during EIA assessment during project initiation phase</b>

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

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

**Step 8 - Monitor, review and improve**

<b>8. 1</b>	<b>How will the impact of your proposal be monitored and improved upon going forward?</b> Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	<b>To be determined during EIA assessment during project initiation phase</b>



---

**Executive****13 July 2023**

Report of the Director - Customer and Communities

Executive Members for:

Finance, Performance, Major Projects and Equalities

Housing, Planning and Safer Communities

**Anti-Racism & Inclusion Strategy and Action Plan****Summary**

1. In line with a Full Council resolution approved on 21<sup>st</sup> October 2021 to aspire to make York an Anti-Racist and Inclusive City, this report presents the city-wide strategy and action plan from the independent and cross-sectional working group led by Inclusive Equal Rights UK 3.0 (IERUK), and seeks approval of the council's response and next steps. This report is contained in Annex A.
  2. This follows the council's initial response (21<sup>st</sup> March 2023) to the report '*A Snapshot View of Racial Disparity in the City of York*' published by IERUK in February 2023, which highlighted structural inequalities and disparities facing ethnic minorities in York.
  3. Both reports reflect that York is a truly multi-cultural city, however with regard to people of colour they are impacted by a failure of institutions and organisations in the city to treat them with fairness, dignity and respect resulting their lives being disproportionately and negatively impacted. Through this report the council is recommended to declare, pledge and provide city leadership on this issue and will work with all partners to do the same in declaring that this failure is unacceptable with a clear route to making the actions a reality.
-

## Recommendations

4. The Executive is asked to:
  - a. receive the strategy and action plan at Annex A,
  - b. agree the council's response to the strategy and action plan and next steps, including a clear commitment in the new Council Plan and a detailed plan of delivery within 3 months. Instruct officers to carry out the steps identified and note that a further report will be presented to Executive within three months in response to the strategy, with recommendations for change where actions can be implemented in the short term and also identifying medium and longer-term measures,
  - c. recommend that Full Council receive the Strategy and Action Plan on behalf of the city,
  - d. recommend that the Leader sign the Pledge at Annex B on behalf of the Council.

Reason: To demonstrate the City of York Council's commitment to being an Anti-Racist City

## Background

5. In December 2022, Council approved a 10 Year Plan for the city, known as York 2032. York 2032 sets out a clear vision for the city "York will be a vibrant, prosperous, welcoming and sustainable city where everyone can share and take pride in its success" – setting an expectation that York will be a city where everyone who lives, works and visits is able to fully engage in, and benefit, from the opportunities the city offers.
  6. Prior to this, the City of York Council was the first in the North of England to declare a commitment for York to become an anti-racist and inclusive city. In October 2021, a motion was unanimously approved by full council in support of 'Speak Up Diversity' (now IERUK) with the endorsement of several agencies across the city.
  7. The overarching goal of the motion was to develop a long-term anti-racism and inclusion strategy and action plan for York. The intention was for the document to provide an evidence-based set of initiatives to tackle and dismantle casual and systemic racism, promote equality and fairness and champion diversity and inclusion in the City of York.
  8. The council has supported the work of the group in the following ways:
    - funding the establishment of the group and its work (£5k set up
-

- costs and £20k running costs – both one off payments);
  - ongoing advice and support e.g. sourcing website development resources;
  - distribution of survey material in the council's two main office buildings;
  - supporting data requests and sign posting information published on York's open data platform;
  - promoted IERUK's request for support from volunteer data analysts from the council workforce; and
  - facilitated introductions to future partners and support agencies across the city, including IERUK discussing with the Head of Communications Group.
9. CYC welcomes IERUK's work and report to help the council and partners understand how people of colour and ethnic minority groups experience life in the city and are grateful for their continued focus on this important, challenging and unacceptable issue.
10. York has long been recognised as a City of Sanctuary and Human Rights City and the work that partners do every day to demonstrate this in respect of work with migrant communities in particular is very evident. CYC acknowledge that however in terms of casual, institutional and structural racism there is a long way to go, and lessons and improvement actions need to be learnt. IERUK's work is key to this particularly as they and York St. John University have gathered experiences and solutions from those residents with lived experience of racism in the City. All those involved are sincerely thanked for sharing their painful and difficult experiences as part of the report and ongoing work.

### **The 5 Year Strategy Report and Action Plan**

11. The Report contained at Annex A to this paper is based on qualitative data collected from the council (workforce, social care (and providers), housing, schools), other rented housing sector, health, police and further/higher education, as well as early findings from qualitative research which is still in progress and undertaken by York St. John University. These point to further questions and observations as laid down in the report.
12. These are followed by recommended actions to address the inequalities identified. For the council a number of these relate to recruitment and retention process and are already under serious consideration following
-

a recent senior leadership meeting mentioned in the report. A number relate to external governance and engagement which is being currently reviewed with the York Human Rights City Network, and other recommendations are for political parties to consider.

13. Around Housing, Social care and Schools more work will need to be done in partnership with providers, but the council recognises that it is in a position of influence across all of these sectors and will build in improvements into cultural and commissioning strategies to ensure the structural change that is needed across all sectors in the city.

### **Next Steps**

14. It is recommended that a detailed report back to Executive is received within three months in response to the 5 Year Strategy Report, with recommendations for change where actions can be implemented in the short term. Medium and longer term responses will also be identified. It is expected that work will take place throughout this period which will deliver some of the actions in the report.
15. This work could include a mechanism through the refreshed Human Rights & Equalities Board (HREB) through which the progress against the recommended actions can be monitored. Recommendations on the format and governance of HREB are expected shortly and in advance of the detailed report above.

### **The Pledge**

15. City of York Council and partners have been asked to sign up to the pledge at Annex B to reinforce support to tackle racism and discrimination of all forms. The council is committed to meet the terms of the pledge alongside developing its own plan arising from the Strategy.

### **Consultation**

16. The previous Executive portfolio holder along with senior officers including the Chief Operating Officer have met over the past 18 months with members of IERUK to consider how best they can consult and engage with CYC staff, and other city partners.
  17. The engagement and consultation undertaken by the group and York St John University is outlined in the full report at Annex A.
-



18. The council will continue to listen to those with lived experience through the continuing work of York St John University and any further work conducted by IERUK and other partners in the city representing minority groups on anti-racism work.
19. It is recommended that this report is reviewed on a partnership basis through the Human Rights & Equalities Board once re-established.

### **Options**

20. It is open to the Executive to accept the recommendations to move forward on the proposals in this report and CYC's commitment to becoming an anti-racist and inclusive city or decline to do so.
21. The Executive can agree the council's response and next steps including a clear commitment in the new Council Plan and a detailed plan of delivery within 3 months, or consider other responses or timescales/actions.
22. The Executive can agree with signing the Pledge at Annex B or disagree.
23. The preferred options are those that are contained in paragraph 4 above which give achievable timelines and reflect the commitment of the Council given in October 2021, recognising that city leadership is needed on this important matter and to ensure that the lived experience investment in this work results in real change.

### **Analysis**

24. The analysis behind this report is contained within the full report provided by IERUK's full report at Annex A.
  25. For further information and context on 21<sup>st</sup> March 2023 a report presented to the then Executive Member for Culture, Leisure & Communities relayed the council's progress to date as follows:  
*'York Human Rights City Network (YHRCN) run the Community Voices project on behalf of CYC, with the intent of amplifying the voices and agendas of those residents in marginalised communities and groups. YHRCN are reviewing this programme with CYC to ensure that it meets its original objective to work with the most marginalised and:*
    - a. *Create an opportunity for them to be heard both individually and collectively and influence policy making.*
-

- b. *Encourage meaningful participation by engaging with communities and individuals in ways that enabled those participants to set the agenda.*
- c. *Engage with, and understand, the needs and priority issues for those whose voices are not being heard already.*

*Key questions for CYC in the IERUK report are focused on the number of staff from ethnic minority backgrounds and steps taken to make the council more representative. The report states that only 6.3% of staff are from minority groups, compared to around 14% of the population. This data comes from staff who have chosen to share declare their ethnicity. The percentage of staff who choose to declare this is around 6.5%.*

*To improve this data, we intend to look at how we increase the declaration rate across all protected characteristics.*

*We have recently established a new Black and Minority Ethnic (BAME) staff network to learn from and improve policies based on the experiences of staff in the network.*

*The report also contains significant data on race related hate crime. The council regularly hosts a Hate Crime working group which is well attended by both the Police and partners from across the city and is working through an action plan to tackle hate incidents. The group's current priorities are:*

- *Improve data capture to a) develop an intelligence-led approach to addressing Hate Crime across York and b) monitor performance (with a particular focus on improving data capture in schools).*
  - *Improve awareness and understanding of Hate Crime and challenge attitudes and prejudices. Work with North Yorkshire Council to develop and deliver an annual training programme.*
  - *Establish a network of Hate Crime Reporting Places across York.*
  - *Increase community engagement and improve community cohesion. Identify areas of Community Tension.*
  - *Ensure appropriate and accessible advice and support is available to all victims of Hate Crime. Increase the number of successful prosecutions for Hate crime offences by building trust and confidence between victims and the police to encourage reporting.*
  - *Identification of Cross-Cutting Themes Across Community Safety Work-streams (Prevent, Domestic Abuse, Violence Against Women*
-

*and Girls (VAWG), Gypsy, Roma, Traveller (GRT) Strategy Group, Night Time Economy).*

- *Coordinate communications with North Yorkshire Police (NYP) in respect to a calendar of activities, including Hate Crime Awareness Week.*

*The work of the group needs to ensure it is learning from lived experience and will ensure that it considers IERUK's work and their final strategy proposals.'*

### **Council plan and policy framework**

26. Demonstrating the council's commitment to becoming an anti-racist and inclusive city is consistent with the 10 Year Plan for the city, known as York 2032 which sets an expectation that York will be a city where everyone who lives, works and visits is able to fully engage in, and benefit, from the opportunities the city offers and the emerging Council Plan around addressing all inequalities. The impact of structural inequalities and racism, however will have an impact on every element of the emerging Council Plan and associated policies.
27. Whilst the work contained in this report was delivered by IERUK 3.0 the resulting council action plans clearly will contribute to the council's ambitions around:

**Health** – there are known health disparities for people of colour and ethnic minority groups and any improvement in opportunity impacting on health and wellbeing will have a positive impact on the community.

**Climate** – there are no likely direct impacts on Climate Change or the Environment in this report although celebration of culture and the city's black and ethnic history will bring a positive contribution to our community places and spaces.

**Affordability** – systemic and institutional racism can impact on access to jobs, skills development and economic opportunity and so any improvements made in response to the report will have direct benefits of the financial and economic wellbeing of the community

**Human Rights and Equalities** Whilst the recommendations within this report will have a favourable impact on people of colour and other ethnic minority and intersectional groups, there will be a need to ensure resources are dedicated to all equalities work across all protected characteristics under the Equalities Act. An Equalities Impact

---

Assessment (EIA) has been carried out and is attached to this report at Annex C. In summary, the result of the assessment is no to make any further changes to the recommendations - the independent Anti-Racism report is already evidence based (both qualitative and quantitative) to justify the conclusions and recommendations in the report with a positive impact on all affected groups. It is important however to ensure that areas identified from this EIA are built into the council's own action plan in the following areas:

- Ongoing engagement with those with lived experience of racism to seek joint development of solutions.
- Specific guidance on to how to handle and respond to racism in council policies
- A mechanism for all institutions and partners in the city to take joint action in reducing racism and promoting active inclusion.

## Implications

28.

- a) **Financial** – The costs expected as a result of the work outlined in the report, will be officer time that can be contained within existing budgets, although may be considerable. Resources within Communities team are being reviewed to create some capacity to support equalities work corporately.
- b) **Legal** – The Council needs to take into account the Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).

Under the Human Rights Act 1998 it is unlawful for a public authority to act in a way which is incompatible with the rights set out in the Convention for the Protection of Human Rights and Fundamental Freedoms, agreed by the Council of Europe at Rome on 4th November 1950 ("the Convention"). In particular, the enjoyment of the rights and freedoms set out in the Convention must be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status.

---

- c) **Human Resources** – Human Rights and equalities training / awareness will be undertaken to embed these themes into all aspects of everyday working at the council to further embed a positive culture.
- d) **Crime and Disorder** The hate/crime elements of work undertaken in partnership will have a positive impact on crime and disorder implications.
- e) There are no known Information Technology, Property, or other implications arising from the report.

## Risk Management

29. The main risks that have been identified associated with the proposals contained in this report are those which concern effective working in partnership and work toward becoming an Anti-Racist city as a whole, to be addressed (if agreed) through the refreshed HREB and clear city leadership from all officers and councillors in this work. Reputational impacts for the city as a whole through continued hate/crime and institutional /structural racism could be significant impacting on the city's reputation as a welcoming and safe city in which to live, work, visit and do business.

## Contact Details

<b>Author:</b>	<b>Chief Officer responsible:</b>		
Pauline Stuchfield Director - Customer and Communities	Pauline Stuchfield Director - Customer and Communities		
	<b>Report Approved</b>	√	<b>Date</b> 29 <sup>th</sup> June 2023
<b>Specialist Implications Officers:</b> Cathryn Moore, Legal Business Partner (Corporate) & Deputy Monitoring Officer			
<b>Wards Affected:</b> All			
<b>For further information please contact the author of the report</b>			

**Annexes:**

**Annex A** – A five year anti-racism and inclusion strategy and action plan for the City of York (IERUK 3.0)

**Annex B** – Anti Racism Pledge

**Annex C** – Equalities Impact Assessment

**Background Documents:**

Council approve 10-Year Plan (York 2032) [Agenda for Council on Thursday, 15 December 2022, 6.30 pm \(york.gov.uk\)](#) item 36

*‘A snapshot view of racial disparity in the City of York’*  
<https://www.ieruk.org.uk/racial-disparity-in-york-report>

Council Motion:

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=12805&Ver=4>

Update on Anti-Racism Strategy Work 21<sup>st</sup> March 2023

<https://democracy.york.gov.uk/documents/s166137/Report.pdf>

**Abbreviations**

BAME – Black and Minority Ethnic

CYC – City of York Council

EIA – Equalities Impact Assessment

HREB – Human Rights & Equalities Board

GRT – Gypsy, Roma Traveller

IERUK – Inclusive Equal Rights UK 3.0

NYP – North Yorkshire Police

YHRCN – York Human Rights City Network

VAWG – Violence against women and girls

---



**EQUAL**  
**INCLUSIVE**  
**RIGHTS**

**A FIVE-YEAR ANTI-RACISM AND INCLUSION  
STRATEGY AND ACTION-PLAN FOR THE CITY OF YORK**

Developed by IERUK 3.0



BLACK WOMEN ARE FOUR TIMES MORE LIKELY TO DIE FROM CHILDBIRTH THAN WHITE WOMEN

ROMA, GYPSY AND TRAVELLER PEOPLE FACE EXTREMELY HIGH LEVELS OF RACIAL ASSAULT, AND POOR HEALTH (BRITISH COMMUNITY STUDY)

BLACK PEOPLE ARE 90 TIMES MORE LIKELY TO BE STOPPED AND SEARCHED BY THE POLICE

68% OF MUSLIMS LIVE IN AREAS WITH HIGHEST UNEMPLOYMENT RATES

ASIAN PEOPLE ARE 18 TIMES MORE LIKELY TO BE STOPPED AND SEARCHED BY THE POLICE THAN THEIR WHITE COUNTERPARTS

WOMEN OF COLOUR FACE "CULTURE OF EXCLUSION" IN THE MEDIA INDUSTRY

BLACK PEOPLE ARE SEVEN TIMES MORE LIKELY TO DIE AFTER RESTRAINT BY POLICE

ACCESS TO HEALTH AND SOCIAL CARE SERVICES IS A LARGER ISSUE FOR ROMA PEOPLE THAN ANY OTHER ETHNIC GROUP. THEY ARE 2.5 TIMES MORE AT RISK OF NOT HAVING ACCESS THAN THE WHITE POPULATION

SLOW PROGRESS MEANS TOO FEW BLACK JUDGES UNTIL 2149

BRITISH MUSLIMS ARE NOT TREATED WITH DIGNITY

FOR THE FIRST TIME, RACIAL HATE CRIME EXCEEDED 1,000 IN NORTH YORKSHIRE

GENDER PAY GAP AS HIGH AS 31% FOR MINORITY ETHNIC WOMEN

SURVEILLANCE AT WORK IS MORE LIKELY TO AFFECT YOUNG, WOMEN AND MINORITIES

BLACK CHILDREN ARE 11 TIMES MORE LIKELY TO FACE POLICE STRIP-SEARCH

EQUAL  
INCLUSIVE  
RIGHTS

SOURCE:

Selected Newspaper headlines,  
January–March 2023



## TABLE OF CONTENTS

Time for Change	4
Why this Matters?	5
Who is it for?	5
Evidence-based Research Programme	6–7
Demography of the City of York	8–9
City of York Council	10–11
School Education	12–14
Post-16 Further and higher education	15–17
Policing	18–22
Healthcare	23–25
Social Care	26–27
Housing	28–29
Government Agencies	30–31
The Private Sector	32–33
Voice of the people 1: Online survey	34
Voice of the people 2: Interviews	35–47
The City's Image	48–49
What's Next?	50
Acknowledgements	51

## TIME FOR CHANGE

On 21 October 2021, City of York councillors approved the motion: Making York an Anti-Racist and Inclusive City. It became the first city in the North of England to set this aspiration and commitment to tackle the rising issues of racism and discrimination. One of the most compelling reasons for the endorsement of the motion was the 239% increase of racial hate crime between 2010–2021<sup>1</sup>.

Following the passing of the motion, Inclusive Equal Rights UK 3.0 (IERUK)<sup>2</sup> was formed to fulfil the mandate of the motion with an overarching objective to develop a long-term anti-racism and inclusion strategy and action plan. The five-year anti-racism strategy, actions and recommendations are entirely based on data and research collected, collated and analysed. The evidence clearly shows the imbalances, injustice, and violence towards many minority communities in the city. It is now time to acknowledge that systemic racism and prejudice are prevalent in the City of York. Together, we can do something about it.

IERUK recognises the importance of building relationships and working in partnership with stakeholders, including institutions, agencies, and the private sector to collectively work together and seize this momentous opportunity to effect a positive change. It is our collective responsibility to set a precedent for the future of the city and for the next generation.

We hope you find the strategy to be an engaging read. It is important to stress that the strategic plan of actions proposed for implementation are data and evidence-based and must be considered to ensure we collectively address the issues of racial inequalities.

We look forward to working with you.

---

<sup>1</sup> The hate crime data covers from 2010 until March 2021 and does not provide the full year of 2021. If you would like a copy of the motion, please contact IERUK by visiting our website.

<sup>2</sup> To learn about IERUK, please visit [www.ieruk.org.uk](http://www.ieruk.org.uk).

## WHY THIS MATTERS

This work matters because the data widely documents that racism in York is systemic and structural. It is manifested in many forms that disproportionately and negatively impacts the lives and livelihood of people of colour. Here's three examples:

1. In the last school year, there were 558 fixed term exclusions. 5.6% of the exclusions were of minority ethnic background. Of these 2% were of Roma, Gypsy and Traveller background. This is a disproportionate number given their population number within the school population as a whole;
2. Police stop and search data shows that non-white residents with Black-related backgrounds have approximately 90 times the stop and search rates as those of White background; and those of Asian or Asian British background are 18 times more likely to be stopped than White people; and
3. The second largest health organisation serving the City of York is the Tees, Esk and Wear Valleys Mental Health Trust. It employs 734 staff of which 5% are Black, Asian and Minority Ethnic (BAME). None of its senior managers in the York area are BAME even when evidence shows that people of colour overwhelmingly use the mental health services more than any other racial groups.

This matters because the evidence-based data reveals the non-adherence of the Human Rights Act 1998 which state “to treat everyone equally, with fairness, dignity and respect.”

It matters because we all hold the power to do something about the disparities and injustices that this strategy has highlighted. We have the voice and the ability to take action and effect change that will make a difference for the lives of those impacted by racism and discrimination.

## WHO IS THIS FOR?

The anti-racism strategy and action plan has been designed to focus on both the public and private sectors. It analyses data based on the ethnicity profile in the City of York and any evidence of disproportionate inequalities within institutions and organisations.

It has been a painful journey reviewing the data in these sectors; however, we strongly believe that this is a crucial step to collectively come together to address the issues of casual and structural racism in the city.

The strategy is also for young people from all backgrounds. The strategic plan of actions outlined below aims to significantly reduce the disproportionate levels of inequalities for you and for the future. We ask you to join us and be part of the changemakers.

If you an individual, a leader in your field, a business owner or a policy maker, this strategy is for all of us. It is a human right for everyone to have equal access of services, and opportunities; and to be treated fairly and with dignity.

We look forward to hearing as many voices as possible.

## EVIDENCE-BASED RESEARCH AND OUR APPROACH

The need to develop an accurate profile of the local BAME population in York was recognised as critical to our work, as well as establishing the issues which were important to them. As a result, much of IERUK's first full year's work focused on building a comprehensive research programme. The research programme has been developed into two strands which are set out below.

**Quantitative research:** IERUK's Working Group (WG) made a decision to focus on the issues of education, healthcare and policing as the main priorities for data collection. However, as the research progressed, it became clear we needed to expand the research remit and investigate other sectors, which we have also included in this strategy. IERUK's research explored the extent of data available in these sectors, relating to the BAME population.

Baseline data has been collected largely through Freedom of Information (FOI) requests, through the voluntary cooperation of some organisations and other sectors, supplemented by early releases of the 2021 census on ethnicity published by the Office of National Statistics. In some cases, we have obtained data from more than one source which appears contradictory<sup>3</sup>. This issue has led to some responses which could be viewed as confusing. We hope to work with concerned institutions and resolve the contradictions in the coming months.

While some organisations have been forthcoming in providing data in a timely fashion, there were some challenges the team encountered. These were:

- Some sectors did not respond to our requests;
- Some institutions provided data which was difficult to analyse because of the high proportion of non-responses and/or refused to provide the additional requested data. This may suggest that some organisations did not regard the pursuit of race equality as a matter of priority. Our message to all those engaged in this process is to emphasise the value of collaboration to make this work a success. We want to make sure the collection of data is robust, accurate and clear;
- Some institutions did not collect data in a way which identifies its interests in York alone. In addition, we found that the collection of data indicates that they did not factor in the dimension of 'race' and ethnicity; and
- We found that data was not collected consistently using common categories. To solve this challenge, one solution is for all institutions to use the major categories used in the census so that different ethnic profiles are comparable.

---

<sup>3</sup> The collection of data was proven difficult as there is inconsistency of how institutions and organisations collected data. For example, we found that there were large responses of "prefer not to say". It is important to correct this issue.

**Qualitative research:**<sup>4</sup> An online survey was created by the Working Group which remains open. It seeks to gather brief information on the attitudes and experiences of discrimination in the City of York and respondents' suggestions on sectors to concentrate our efforts.

The Voices of the People 1 covers the responses of the first tranche of respondents to the survey as at in April 2023.

The "Voices of the People 2" research programme is being managed by a group of researchers from York St John University under the terms of a memorandum of agreement agreed between IERUK and the university. It focuses on in-depth interviews with members of different ethnic groups within the City of York to collect a representative and more detailed sample of experiences relating to racism<sup>5</sup>.

---

4 The qualitative research is summarised in sections titled 'Voice of the people' on pages 35–47.

5 "The Voices of the People 2" qualitative research is a summary report of the findings. If you would like the full report, please contact IERUK.

## DEMOGRAPHY OF THE CITY OF YORK

York has a deep history and culture which incorporates both considerable change and areas of continuity. Historically, it was seen as the ‘second city’ after London. Its historical and religious importance remains significant to this day.

York has had a minority ethnic population since Roman times. For instance, Black slaves were buried in the city in around 200AD, while other remains suggest there were high status and wealthy people in York from all over the Roman Empire, including North Africa. It has been suggested by one historian that at around that time, the population of York, largely a military garrison town, was predominantly Black. Yet for most people, visitors, and residents alike, ethnicity remains a hidden characteristic in both official and unofficial reports.

Despite the creation of various policies and practices, ethnicity has long been ‘invisibilised’ in many areas in the City of York. Some examples below help illustrate this problem:

- The City of York Council Fairness Commission – a few years ago, this report intended to address the difficulties faced by marginalised groups in the city. However, the report failed to mention the issue of ethnicity despite the overwhelming evidence that minorities were generally amongst the most disadvantaged in the city;
- The Clinical Commissioning Groups (CCGs) which were responsible for providing primary healthcare to the city’s population prior to the last two major health reorganisation, admitted at a public meeting that the CCGs had not considered the issue of ethnicity in the development of their policy and service framework; even though a huge amount of research and policy development demonstrated how critical the delivery of appropriate and sensitive healthcare is for ethnic minorities; and
- The Chief Constable of North Yorkshire Police has also publicly acknowledged the problem of racism in the police force which is only now beginning to be addressed.

### WHAT THE DATA DEMONSTRATES

According to the 2021 census, York’s population increased by 2.4% to 202,400.

The population of York’s Black Asian and Minorised Ethnicity (BAME) population, grew to approximately 14%. That is, one in seven people, are from ethnic minorities (i.e., non-White British). This is an increase from about 12% (using the same definition<sup>6</sup>) recorded by the 2011 census. It is worthy to note that this is a slower rate of growth than other local authorities within Yorkshire and Humberside. For instance, it is a 3.7% increase for the region as a whole, (a figure which is depressed overall by some areas, particularly within North Yorkshire, which have very low minority populations).

---

<sup>6</sup> Some organisations record minorities in a much more restrictive way, focusing only on visible minorities. City of York Council’s Business Hub produced ward profiles which in 2021 suggested that York’s minority ethnic population was 5.7%. At the same time, another department in the CYC was publicising a figure of almost 10%. It is also known that the census and other counts substantially undercount certain minorities, including some South Asian minorities and Travellers, for example, because of non-response for various reasons.

There are currently approximately 100 different ethnicities represented in the City of York, and the same number of languages spoken. The largest minority group within York is Chinese (1.4%), followed by Other Asian (1.0%), Indian (0.9%), and White and Asian mixed (0.8%). Whilst ethnic minorities are mainly resident in the York Central parliamentary constituency, there are some wards with even more substantial minority populations. For example, Fishergate (27%), Guildhall (24%) and Hull Road wards (20%). There are other wards in the York Outer constituency where a significant minority population is now beginning to emerge at a relatively rapid rate. Examples of these are Wheldrake (4.4%–40% increase from 2011), Copmanthorpe (4.5% – changed ward boundaries) and Haxby and Wigginton (4.6%–48% increase from 2011).

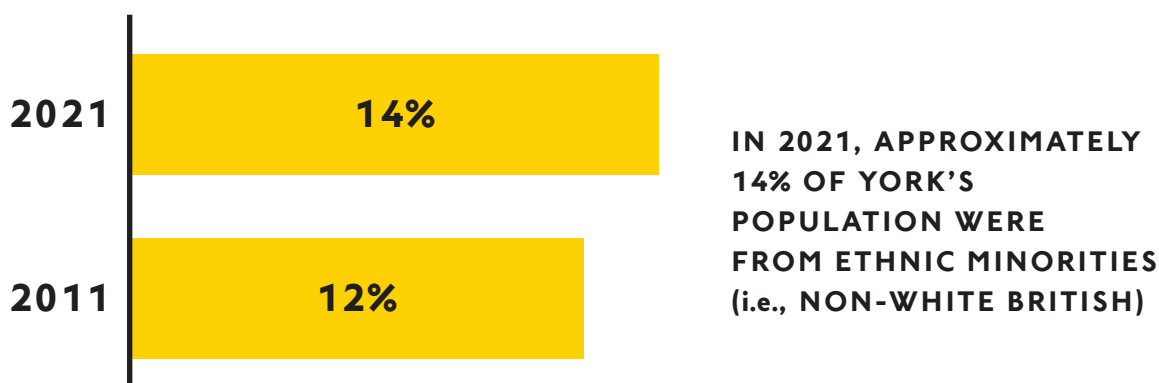
Direct comparison for some wards as between 2011 and 2021 was not possible because of ward boundary changes and mergers.

### QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- Why is the ethnic minority population of York rising slowly compared with many other local authorities including, neighbouring areas where the growth in BAME population has been significantly greater?
- Conversely, what makes a city ethnic-minority-friendly? It may be a combination of factors, such as a lack of specific facilities for different communities (given that there is no single dominant minority), policies which are discouraging (for example, housing policies), or the image York projects to a wider public. We were recently told that some minorities are leaving York because of the cost of housing.

### ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. A fully serviced, centralised, and resourced centre/facility led by BAME people which provides information and support to the BAME community. Many BAME people suffer in silence because of the structural barriers they endure and do not know where to go for help. This would replace the current fractured provision.
2. A centre for young people for the BAME community where they can gather, connect with one another, and feel a sense of belonging.
3. To identify funding sources for youth services and youth club provisions with steps to meet the needs of young people from BAME communities.



## CITY OF YORK COUNCIL

A collaborative and productive meeting took place with approximately 70 senior staff members of City of York Council to explore whether and how systemic barriers affect the way the services are delivered. Some of the proposed solutions have been included in the actions and recommendations below.

### WHAT THE DATA DEMONSTRATES

According to City of York Council's data, 6.3% of their 2,600 workforce are BAME<sup>7</sup> which has increased from 5.0% in 2019. This is compared with 10.1% across the national public sector, and 19.5% of the national population. Of the nine members of City of York Council's senior management team, one is identified as someone from the BAME community. The figure of 6.3% applies equally to full-time staff (2,110) and part-time staff (493). The largest single ethnic category, at 2%, is Asian/Asian British Indian. Asian/Asian British/any other Asian Background and Asian/Asian British. Bangladeshi constitute 1% each and all other ethnicities constitute less than 1% of the workforce.

The equalities data provided by City of York Council in relation to recruitment of staff shows that 17% of all applicants were BAME, 11% of all applicants received an interview and 12% of all BAME applicants were appointed.

Of the 1,710 applications reviewed in the year ending March 2021, the success rate for BAME applicants was 5.5% (of 292 applications), compared with a success rate of 8.2% for White British applicants (1,334 applications). There is no analysis available of the type of post applied for and whether success rates differ markedly by ethnicity for differing types of work (for example, administrative, managerial, manual etc). In relation to leavers, there was a significant over-representation of leavers with BAME ethnicity (about 8%) compared with White British leavers (about 5%) in the year ending March 2021.

**City of York Council and political parties:** Following the recent city council elections, City of York Council remains an entirely white council. This seems likely to remain the case for some years to come unless political parties make a priority of encouraging BAME candidates.

### QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- What are the reasons for the very low proportion of BAME employees in City of York Council's workforce?
- What steps are actively being taken to increase the proportion of BAME employees in City of York Council's workforce?
- Is there a need for a review of recruitment policies and practices, given the significantly lower success rate for BAME applicants compared with White British applicants, and for retaining them? Is this a problem stemming from a lack of opportunities for promotion?
- Are BAME people concentrated tasks/departments or at particular levels within the workforce at either full-time or part-time status?
- There is a forum for BAME staff members within the city's workforce to give them a coherent voice within City of York Council. Does this have adequate resources to represent BAME staff and how effective is it in raising and following through key issues?

---

<sup>7</sup> Based on 82% returns to a survey conducted by City of York Council (18% of the Council's staff declined to give an answer to this question).



- Apart from the senior management team, what is being done within the Council to ensure BAME people are adequately represented within more senior levels within the city's workforce?
- Why is the rate for leavers much higher for BAME staff than for White British?
- Does each of the four major political parties established in the city have specific policies related to recruiting BAME members and/or prospective candidate councillors and are these policies actively promoted?

### **ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES**

1. City of York Council to investigate the reasons behind the low proportion of BAME employees and take steps to actively increase diversity in the workforce. This could involve reviewing recruitment policies and practices to ensure they are inclusive and accessible to all.
2. The Council to examine whether BAME individuals are concentrated in particular tasks or at particular levels within the workforce and take action to address any inequalities, including reviewing promotion and leaving issues.
3. To build an inclusive organisation where the workforce reflects the city they serve and the needs of all citizens. To review and enhance its entire recruitment policies and employ a Diversity and Inclusion team to ensure highlighted barriers are adequately addressed.
4. The Council to address the issue of undercounting of certain minority groups in the City, such as the Roma, Traveller, Gypsy group<sup>8</sup>, by initiating an exercise to establish a true figure for their numbers in the York population. This could involve consultation with representatives of these groups to ensure their voices are heard and their needs are taken into account.
5. City of York Council to review the work and membership of its Equalities and Human Rights Board to ensure the dimension of 'race' and ethnicity is appropriately represented.
6. Progressively build relationships with the BAME community and regularly organise meetings to listen to their voices and address their needs.
7. To identify funding sources to reinstate youth services and youth club provision with specific steps to meet the needs of young people from Black communities.
8. Political parties in the city to make it a priority of recruiting BAME candidates and consider establishing a Forum for BAME members to give them a coherent voice.
9. Political parties to identify an Equality & Diversity Lead to work to work on improving community engagement and representation. In addition, to source effective diversity training for all councillors.
10. Political parties to invest in positive action programmes to equip people from BAME communities to participate in local politics and have a voice in party decision-making.

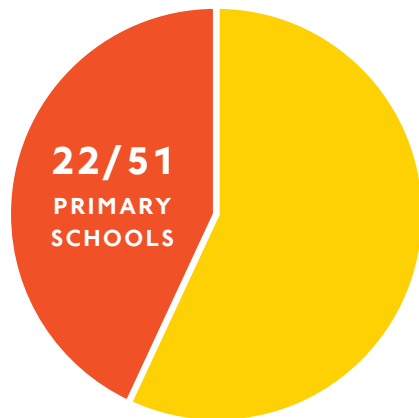
---

<sup>8</sup> There is, as shown by a range of national and local research, substantial undercounting of certain minority groups for various reasons which thus understates the presence of those groups within the city and affects policy and practice – including service levels – by various agencies towards them. The most obvious example of this is the York Roma, Traveller, Gypsy group which the 2021 census suggests numbers around 300 in York. We believe this is not the case. Other groups likely to be affected by undercounting include migrant workers, and certain minority ethnic groups, particularly those likely to have a lower level of literacy in English.

## SCHOOL EDUCATION

### WHAT THE DATA DEMONSTRATES

There are three secondary schools (out of nine) and twenty-two primary schools (out of fifty) that have a minority pupil population which is greater than their presence in the York population. That is 41% of all schools (other than special schools/pupil referral units).



**22 OUT OF 51 PRIMARY SCHOOLS  
HAVE A MINORITY PUPIL  
POPULATION % GREATER THAN  
THAT OF THE POPULATION  
OF YORK.**

There are some large populations of pupils from minority groups. These are St Wilfrid's RC Primary school with 47%, St George's RC Primary school with a 46% population and All Saints Secondary School with 25%. This growth of the school BAME population is significant when compared with 2011. There were three schools across the city with a minority ethnic pupil count proportionately larger than the city's population 2011 and this is a potentially significant trend suggesting that York's minority population will grow rapidly over the next few years, with all other things being equal<sup>9</sup>. There may be specific reasons why some schools have a larger than average minority population. For example, primary schools close to the University of York such as Badger Hill which has a 33% minority population, and Lord Deramore's, Heslington with 34% each have large minority child populations. Also, there may be a strong correlation between areas of low-income housing population and numbers of minority child populations. For instance, Fishergate (24%) and Scarcroft (23%) primary schools. Conversely, the data shows that areas with relatively high income show up as having schools with relatively small minority school populations; some examples include Skelton (8%) and Poppleton Ousebank (9%) primary schools.

Major private schools in the city such as the Mount, St Peter's and Bootham have yet to respond to our multiple requests to gather data.

In the last school year, there were 558 fixed term exclusions, which usually lasts for a day. 5.6% of exclusions were of minority ethnic background. Of these 2% were of Gypsy/Roma/Traveller background. This is a disproportionate number given their population number within the school population.

For permanent exclusions, there were 14 during the last complete school year, 2 were of minority ethnic background (one of which was Gypsy/Roma background).

Nationally, it has been shown that some children of ethnic minority parents are over-represented as having some forms of special need, but minorities are under-represented in relation to other needs.

<sup>9</sup> An earlier study found that some minorities were leaving York because of the low availability and the cost of housing (both private rented and owner occupation). This is an issue which has been acknowledged widely across the city.

3,525 York children were 'statemented', that is, they were formally recognised as having special educational needs during the last full year, although there is no data available yet as to the reason for the statement or what these needs were<sup>10</sup>. 6.7% of these were of minority ethnic background. It is known that, because of high thresholds for obtaining a statement which creates difficulties for parents in negotiating for their children, there may be many more children technically eligible for having a statement but unable to get one. As a result, this may affect parents of children of minority ethnic backgrounds more than other parents.

## QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- Does the profile of teachers at primary and secondary levels match the ethnic profile of pupils at these schools?
- Is there a requirement, set by City of York Council, for schools to teach Black History and is there a common curriculum developed by local teachers, including those of minority ethnicity?
- Does the private education sector in the city recognise the importance of anti-racist work for their own work and would they be prepared to work with us? These schools are often distinguished by their concentration on parental income and wealth, but this may mask deeper issues of 'race' and ethnicity which do not get discussed.
- What statutory requirements are there for private schools to publish the ethnic profile of staff and students?
- How is ethnicity factored into the process of statementing?
- Are those responsible for assessing the needs of BAME children for statementing, culturally trained and experienced to undertake this task?
- Given the rapid growth of the BAME population in schools in the City, and in the immediate future, is there a need for reviewing the school allocations policy of the City? For example, so that schools are adequately prepared for larger minority populations and that school populations and resources are equitably and appropriately distributed?

## ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. An analysis of data regarding special needs by ethnicity and type of need will be useful to reveal specific issues which needs to be addressed.
2. The development of a Black History curriculum and the culture of other ethnic minorities through the curriculum for primary and secondary schools, led by appropriate teachers for the City. For example, this might be focused on the kinds of issues raised by prominent people from the past – widely celebrated within the City – whose activities have impacted strongly on BAME people, such as William Wilberforce and Joseph Rowntree (both heavily involved, in different ways, with the slave trade) and former Mayor John Carr.

---

<sup>10</sup> Presumably some were for linguistic needs, others for emotional or psychological needs and some perhaps for physical needs such as specific disabilities.

3. To encourage private schools to provide data on their ethnic profiles and to collaborate with IERUK's efforts to address issues related to ethnicity in education.
4. There is a need to encourage private schools to recognise the importance of anti-racist work and to state their commitment to this cause.
5. To ensure that the ethnic profile of teachers matches the ethnic profile of pupils at primary and secondary schools, particularly given the likely growth in the number of BAME pupils.
6. To provide cultural, sensitivity and unconscious bias training to those responsible for assessing the needs of BAME children for statementing.
7. To develop and implement an allocations policy to ensure that school populations and resources are equitably distributed to accommodate the growth of the BAME population in schools in the City.
8. To conduct further research on the disproportionate number of Gypsy/Roma/Traveller children who are excluded, both fixed term and permanently, from school. This should be followed by the development of targeted strategies to address this issue.
9. To provide additional support and resources to schools with larger minority populations to ensure that they are adequately prepared to meet the needs of BAME students.
10. To explore ways to address the challenges faced by parents of minority ethnic backgrounds in negotiating for their children to obtain a statement of special educational needs.
11. To develop a BAME teachers' forum, in conjunction with education trades unions, within the City for mutual support.
12. To develop an independent advocacy team to support BAME families engaging with educational authorities.
13. To commit to proactive engagement of BAME mentors and role models, and tailored support. To pledge to actively recruit more BAME teachers, to ensure children and students have people they can identify with in the classroom.
14. To pledge to dedicate resources for more learning of Black culture through the curriculum, library and learning centre resources and wider enrichment activities
15. Consult with schools and teachers (including BAME teachers) to implement the NEU's Anti-Racism Framework in local authority schools.<sup>11</sup>
16. To take steps to ensure each school or educational institution Board of Governors has BAME representatives, to avoid the common pitfalls of the "lone voice".

---

<sup>11</sup> [neu.org.uk](http://neu.org.uk)

## POST-16 FURTHER AND HIGHER EDUCATION (FE AND HE)

### WHAT THE DATA DEMONSTRATES

At all Further Education (FE) and Higher Education (HE) establishments in the City of York, the ethnic mix of students will vary from year to year with admissions depending on a combination of personal choice (with parents means having an impact), institutional admissions policy across a wide range of institutions within the UK, and the menu of courses available. For some universities, where the population of the area in which the university is based is very diverse, this is reflected in the ethnic blend of students, many of whom prefer to live at home.

**York College** offers a range of courses for students from 16 year of age. There are 52 full-time and 4 part-time senior managers. 1 is of ethnic minority. Of the 294-tutoring staff, 5 are ethnic minorities and of the 328-support staff, 5 are of ethnic minority background. Refusals were very low. Amongst the 60 manual staff, 3 are of ethnic minority ethnicity. This totals to 838 staff of which 14 (less than 2%) were from ethnic minorities, mainly of South Asian origin.

**Askham Bryan College**, a land-based degree-awarding college on the periphery of York (but with a presence in Wakefield, Saltaire and Middlesbrough), has approximately 400 full-time staff, including 147 part-time staff. A recent analysis of data gathered by the college shows that 3% of full-time staff and 1% of part-time staff for whom data was held were of non-White British ethnicity. However, a very large proportion of staff either did not respond or responded 'prefer not to say' in answering to relevant questions.

Further analysis of this data, for example in terms of type of occupation (as between manual and non-manual staff for example) is not available. Six full-time staff were of BAME ethnic origin but again there was a very considerable number of non-responses (over one-third of all responses) making this data unreliable. Almost half the total workforce is classified as part-time. Three BAME people occupied senior managerial or administrative roles, but it is not known how many of these posts there are overall.

At **York St John University**, 87% of staff (total 1,028) classified as White. 9.7% of the staff were of BAME ethnic origin; 4.2% of the 356 part-time staff classified as BAME. All 20 (of 21) senior managers who responded to the ethnicity question were classified as White. The refusal rate for answering this question was relatively low at 5-6%

**The University of York** employs 5,480 staff. Non-responses were around 20% of the total. 82% of the 3,735 full-time staff and 85% of the 1,745 part-time staff responding were White British (8% of full-time and 7% of part-time staff were BAME). This data does not disaggregate the roles played by staff other than for senior management roles where 6% of senior managers were of BAME ethnic background.

The University of York's ethnicity and gender pay gap report of 2022 shows that the mean pay gap between white and minority pay is almost 15%, slightly down on previous recent years but still high. The university has publicly committed itself to becoming an anti-racist organisation and measurement of the pay gap is seen as a key indicator in pursuing this task.

## QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- Can the education institutions follow the University of York's example by publishing data on pay gaps between white and minority staff? Can they publish data relating to the gaps for different roles within the workforce?
- Do these institutions collect data regarding recruitment in terms of ethnicity including, as with City of York Council, in terms of the different stages of the application process such as applications, interviews and appointments made?
- Are there plans to emphasise the need for greater proportions of minority ethnic people in recruitment drives at the educational institutions?
- A more detailed analysis is needed at all institutions of the specific roles played by BAME staff and whether, for example, they are disproportionately represented amongst non-academic roles, especially in low paying jobs.

## ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. To commit to addressing the demonstrated inequalities, it is important for institutions to review their data collection. To achieve accurate and usable data, it requires completeness which helps staff to answer questions about their ethnicity.
2. To publish data on pay gaps. We ask comparable institutions to follow the University of York's example and publish data on pay gaps between white and minority staff. It is also important to publish data relating to the gaps for different roles within the workforce to identify any patterns or trends.
3. To collect data on recruitment. Institutions must collect data on recruitment in terms of ethnicity, the different stages of the application process such as applications, interviews, and appointments made. This data will help identify any disparities in the recruitment process.
4. To commit and emphasise diversity in recruitment. We recommend plans to emphasise the need for greater proportions of minority ethnic people in recruitment drives at all institutions. This can include targeted outreach and recruitment efforts to reach a more diverse pool of candidates.
5. Analyse specific roles played by BAME staff. A more detailed analysis is needed at all institutions of the specific roles played by BAME staff and whether they are disproportionately represented amongst non-academic roles, especially in low paying jobs.
6. It is important to determine whether BAME staff, both part-time and full-time, are scattered randomly across the full range of roles within the universities and colleges or concentrated at particular levels. This can help identify any potential issues with diversity and representation in leadership roles.
7. A review of entry requirements. We have heard from some parents with a concern that minority students from deprived backgrounds or otherwise disadvantaged may be further disadvantaged by not being accepted by the college because of their grades rather than for example, looking at their educational trajectory or other special considerations.

8. Do BAME staff and students have adequate mechanisms to give them a voice in relation to policy and practice development?
9. To take steps to ensure each school or educational institution Board of Governors has BAME representatives, to avoid the common pitfalls of the “lone voice”.
10. To commit to proactive engagement of BAME mentors and role models, and tailored support. To pledge to actively recruit more BAME teachers, to ensure students have people they can identify with in the classroom.



## POLICING

North Yorkshire Police is in a period of upheaval, with the last Police and Crime Commissioner resigning and recently calls for the present commissioner to follow suit. The force has also been placed in special measures which indicates unsatisfactory performance. This may account for the ambivalent stance towards IERUK's work which we have experienced in our contact with them

### WHAT THE DATA DEMONSTRATES

In 2022, hate crime incidents in the North Yorkshire Police area exceeded 1,000 for the first time. Approximately, two-thirds were 'race'-related hate crimes. Around one-quarter of all hate crimes were recorded in the City of York which is roughly proportionate to that part of the total population covered by the North Yorkshire police force.

Three key issues relating to policing were identified for exploration in our research, although there are many more which could be open to detailed investigation. These are:

- 1. The extent to which the ethnic profile of the North Yorkshire police force (which also covers York) adequately reflects the population it is tasked with serving;**
- 2. The issue of Stop and Search. The powers given to the police under the national legislation and regulations to stop and search people whom police regard as behaving suspiciously; and**
- 3. The issue of hate crime with a racial basis.**

It is important to note that the first request for data under FoI provisions was rejected on the grounds that it would take a disproportionate amount of time to collect it. However, the police agreed to provide the data if the request for "very detailed information" was amended in IERUK's request. Below details the data that was received.

### 1 THE ETHNIC PROFILE OF THE NORTH YORKSHIRE POLICE FORCE

When asked in official counts for their ethnicity, most police staff refused to respond. However, it was known that until recently, there were only a very few (less than 10) minority ethnic police officers. A senior police officer identified as BAME has recently retired from the North Yorkshire force.

There has been a recent recruitment drive as a result of further funding being made available by the Home Office which has replaced some of the staff lost since 2007 (when there were around 3700 staff within the force). This led to a positive impact on the number of BAME staff within the North Yorkshire Police force. The Positive Action team within the police force suggested there were now approximately 50 staff within the police force of BAME background, including some senior officers<sup>12</sup>. The most recent count of staff within the police force suggests a total of approximately 2,900 staff in all sections.

---

<sup>12</sup> At a meeting in April involving some police officers, a figure of 150 was mentioned. It would be useful to have a firm agreed figure.



## 2 STOP AND SEARCH INCIDENTS IN YORK

### By reason

In the three-year period, 2018–2020, there were 2,371 stop and search incidents where the reason was recorded. Data does not suggest how many incidents were not recorded. The major areas were 1,472 (drugs and cannabis were more than 62%), stolen goods (295), theft (191) and bladed article (148).

Separate data suggests there were 424 recorded stop and search incidents in 2022, more than half of which were for drugs reasons; about 7% of these involved non-White British people. This figure alone ought to dispel the easy association of minority ethnic groups and drug-related behaviour.

### By ethnicity (where recorded)

The overwhelming majority were White British (1,843 incidents); small numbers were recorded for Other Asian background (33), Caribbean (24) with another 11 White and Caribbean mixed heritage, Pakistani (21) and African (13). What this data fails to provide is the cross-tabulation between 'reason' and 'ethnicity' or simply a list of the reasons for all those of Black African and Black Caribbean origin, which might raise some issues familiar to those concerned with the use of stop and search powers, although the absolute numbers may be too small to make strong conclusions possible. However, the table below shows that in relation to ethnicity, the proportion of stop and searches per 1,000 resident population were as follow:

White	0.046
Asian or Asian British	0.807
Black or Black British	0.829
Any other Asian background	1.668
Any other Black ethnic background	4.225

This suggests that non-White residents with Black-related backgrounds have about 90 times the stop and search rates as those of White background, and those of Asian or Asian British background are 18 times more likely to be stopped than White people.

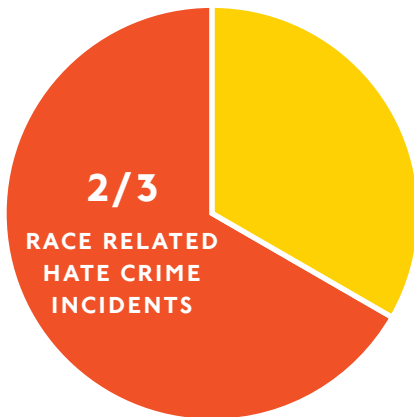
In the period between January–June 2022, of the 180 stop and searches conducted, only 15% had an outcome and 83% had no outcome recorded. This, taken with the data on ethnicity above, raises further cause for alarm. It is important to know why so few stops resulted in an outcome as many of those within this category will be members of BAME communities. Wider research has suggested that much stop and search activity in relation to minorities is in fact comprised of 'fishing' expeditions and do not relate to actual evidence to support the search.

### 3 'RACE' HATE CRIMES

The table below depicts recent figures for the City of York racial hate crime reporting.

Year	2019	2020	2021
<b>Number of racial hate crimes reported</b>	150	182	230

This is a worrying set of figures. The numbers are high in absolute terms and the increase over the two-year period is more than 50%. The corresponding figures for religious hate crimes in York are 11, 13, 8 which shows a reduction of almost 30% over the same period.



**IN 2022, HATE CRIME INCIDENTS IN THE NORTH YORKSHIRE POLICE AREA EXCEEDED 1,000 FOR THE FIRST TIME, OF WHICH AROUND 2/3 WERE RACE RELATED HATE CRIMES**

#### Total hate crimes, York only

By contrast, the data for all hate crimes in the York area are as follows:

Year	2019	2020	2021
<b>Total number of all hate crimes reported</b>	228	266	366

#### Geographical focus (all hate crime incidents, York)

This has largely remained the same over the three years in terms of the York wards/areas where the majority of offences are concentrated (see table below). However the total for 2021 for these five wards is 105 which is less than 30% of all incidents in the city, suggesting that the problem of hate crime is likely to be city-wide. Next to them is the proportion of ethnic minorities in the ward. There are 22 wards in the City so the average number of all hate crimes per ward is 17.

Guildhall Inner	42	18.6
Heworth	23	11.5
Fishergate	14	21.4
Skelton, Rawcliffe and Clifton Without	14	6.3
Clifton	12	13.5

The two wards with total numbers of hate crime exceeding the ward average (Guildhall and Heworth) are also wards with high minority ethnic populations (as defined by the 2011 census<sup>13</sup>). Fishergate has the highest ward BAME population and is near the average for hate crimes. This suggests the opportunity for a clear geographical targeting strategy for the police. It is possible that the large hate crime figure for Guildhall is partially skewed by the larger visiting/ tourist population likely to be in that part of the city.

<sup>13</sup> At a meeting in April involving some police officers a figure of 150 BAME staff was mentioned. It would be useful to have an accurate firm number to work with.

### **Race hate crimes, ethnicity of victims (York only)**

In 2019–2021, ethnicity (self-defined) was ‘known’ for 128 victims of race hate crimes, of which 31 were accounted for by ‘not stated’. However, over this period, 562 incidents were recorded. This means that in fact 97 (128–31) had ethnicity recorded and 465 did not have ethnicity recorded. This demonstrates an extraordinary problem.

There is clearly a serious issue of recording which affects the ability of the police to be able to understand and respond to disparities in their practice.

Those groups most prominently recorded as victims include Pakistani (15), Chinese (11), Indian (11) other Asian background (17) and African (16). In relation to religion, only 7 victims had their ethnicity recorded.

The picture is similar for all hate crime incidents. The ethnic groups where ethnic group was known over these three years were Indian (11 incidents), Pakistani (15), Chinese (11), other Asian background (18), African (15), other Black background (16). The vast majority of victims had no ethnic group identified.

Finally, in 2022, (the most recent cumulative figures available), there were 367 hate crimes recorded in the City of York area, with the wards with the highest numbers being Guildhall Inner (85) (a remarkable figure again probably due as much to visitors as to residents), Westfield (40), Clifton (33) Micklegate Outer and Heworth (both 25). In almost two-thirds of these cases, ethnicity was not recorded.

We met virtually with the Police and Crime Commissioner earlier this year. It was discussed that further information will be sent to IERUK to fill in some gaps in our knowledge, however, this has not happened yet.

The IERUK team held an initial and in person productive exploratory meeting with the Police Positive Action Team where we agreed to further meetings and the delivery of further data. However when we shared IERUK’s report on the “snapshot of racial inequality in the City of York”<sup>14</sup> with them, we were abruptly told that our report contained nothing that the police were not already aware of and therefore they did not see the need for continuing discussions with them.

This is very disappointing as there are serious issues of racism to be addressed. On 24 May 2022, the Chief Constable acknowledged that policing in the area still features racism, discrimination, and bias.

### **QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA**

- What explanation is there for the disproportionate numbers of stop and search incidents involving BAME citizens?
- Why is some data, including reasons and outcomes on stop and search incidents, and ethnicity more generally, not recorded?
- How is the police force addressing the rapidly growing numbers of ‘race’-hate crimes in the city?
- Is there any analysis on retention rates for police staff, and especially for BAME staff.

---

<sup>14</sup> You can find this report here [www.ieruk.org.uk/racial-disparity-in-york-report](http://www.ieruk.org.uk/racial-disparity-in-york-report)

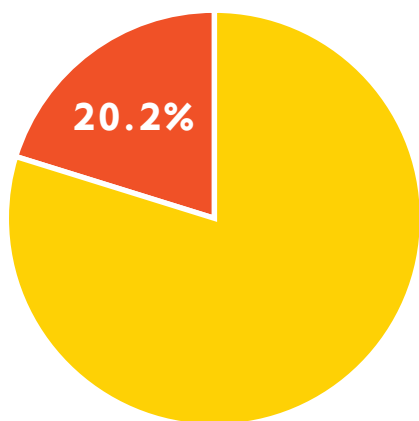
## **ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES**

1. To address and solve the issue that ethnicity is not recorded in many incidents of Stop and Search.
2. To commission an independent racial inequality, review of Stop and Search with criminal justice and equality impact assessment expertise. This must include input from the local BAME community including young voices. Actions to remedy the unequal use of these police powers and build mutual trust between the police and the community.
3. To cross-tabulate the data on Stop and Search incidents in terms of 'reason' and 'ethnicity'.
4. Reviewing Stop and Search policies: The police force should be encouraged to review its policies and procedures to ensure they are not discriminatory and are being used appropriately.
5. Monitoring outcomes of Stop and Search incidents: The police force should be encouraged to monitor the outcomes of Stop and Search incidents to ensure they are being used effectively and fairly. The low percentage of outcomes recorded in the period January–June 2022 is concerning, particularly given the high proportion of non-white residents being targeted.
6. To produce a report on the implementation of the lessons learned from the Stephen Lawrence Inquiry (1999), the Lammy Review (2017) and Equality & Human Rights Commission (2016). To provide evidence of progress made, key performance indicators and any targets to make further progress.
7. To identify a lead Equality & Diversity Manager for liaison and share current equality action plans in place for review.
8. To establish annual mandatory cultural, sensitivity and unconscious bias training which includes a community listening and learning events towards changing attitudes and improving community relations.
9. Ensure there is BAME representation on every recruitment & selection panel and promotion board.
10. To state what support is given to BAME staff to encourage development and career progression. For example, coaching, and training programmes.
11. The police force needs to acknowledge the serious issue of racism and hate crimes in the area and take appropriate measures to address them. This may include increasing accountability for recording and responding to hate crime incidents.
12. Increasing diversity in the police force: North Yorkshire Police should aim to recruit and retain more staff from BAME backgrounds to better reflect the population they serve. The recent recruitment drive is a positive step, but more needs to be done to ensure that the police force is ethnically representative of the local population.
13. Collaboration with external groups: The police force needs to collaborate with external groups, including IERUK, to share information and work together to address issues of racism and hate crimes in the area." It is important to work together to identify areas for improvement and to ensure that the police force is accountable in this way.
14. A series of organisations including some libraries and voluntary organisations are being used as hate crime reporting centres. We recommend a joint discussion to review third-party reporting processes to ensure it is sufficiently resourced with appropriately skilled people.

## HEALTHCARE

### WHAT THE DATA DEMONSTRATES

There are 11 health providers in the city; the overwhelming majority of ethnic minority health workers work in either the York and Scarborough NHS Hospital Trust or in the Tees, Esk and Wear Valleys Mental Health Trust. Both are NHS institutions and serve an area which is geographically much wider than the City of York itself. The Mental Health Trust main office is based in Darlington.



**YORK AND SCARBOROUGH HOSPITAL TRUST EMPLOYS A TOTAL OF 8,839 STAFF OF WHICH 20.2% ARE BAME**

York and Scarborough Hospital Trust employs a total of 8,839 staff of which 20.2% are BAME (28% full-time and 12% part-time, mainly Indian and variants of Black). 34% of clinical staff are BAME. One of the 16 board members is BAME<sup>15</sup> and of the 384 senior employees, 102 are BAME (31%), of which 47 are of Indian ethnicity, are clinical consultants. When requesting data, we were referred to the Trust's Annual report for further information: this report is 223 pages long and does include an overall breakdown by ethnicity of all and a short reference to a BAME staff network.

The second largest health organisation serving the city of York is the Tees, Esk and Wear Valleys Mental Health Trust. It employs 734 staff of which 5% are BAME. None of its senior managers in the York area are BAME. Very few BAME staff occupy non-clinical roles. Most other health providers, generally quite small, did not respond to our enquiries, claiming exemption from FoI requests because of their private status.

Ambulance services provided in York come under the remit of the Yorkshire Ambulance Service NHS Trust, headquartered in Wakefield. 216 full-time staff are employed within the York area of which under 2% are of BAME ethnicity. 86 staff members are working part-time, of which 4.7% are of BAME ethnic origin. There are fewer than five senior managers working in the York area and data on ethnicity is therefore not available.

<sup>15</sup> These are appointed following advertisement and interview.

## YORK AND SCARBOROUGH NHS HOSPITALS TRUST

(Note that many figures do not add to 100% because of the category 'unspecified' or 'not stated')

### Total full-time workforce: 5,155

Of which

- 3,712 (72%) are White British
- 245 (4.8%) are Black/Black British/Black African
- 242 (4.8%) Indian (0.5%) Black/Black British/African
- 148 (2.9%) Other Asian Background (not Indian/Pakistani/Bangladeshi)
- 1433 (27.8%) are BAME (total not white British)

### Total part-time workforce: 3,684

Of which

- 3,225 (88%) are White British
- 42 (1.1%) are Indian
- 23 (0.6%) other Asian
- 21 (0.6%) Black/Black British/African
- 345 (9.2%) are BAME (total non-White British)

**Total workforces count 8,839 of which 1,789 (20.2%) is BAME.**

### Clinical and non-clinical staff:

- Of f/t clinical staff (3,140), 1,910 (61%) are White British, 1,079 (34%) are BAME
- Of p/t clinical staff (2,278), 1,957 (85.9%) are White British, 243 (10.7%) are BAME
- Of all clinical staff (5,428), 3,867 (71%) are white British and 1,322 (24.3%) BAME
- Of all f/t non-clinical staff (2,015), 1,734 (86%) are White British, 345 (17%) are BAME
- Of all p/t non-clinical staff (1,406), 1,268 (90%) are White British, 101 (7.2%) BAME
- Of all non-clinical staff (3,421), 3,002 (88%) are White British and (13%) BAME

There are 102 ethnic minority (senior employees) a category defined in the hospital's own terms, as being band eight wage levels or above. We are awaiting the equivalent figure for White British staff.

One of the 16 Hospital Board members is from an ethnic minority.

## TEES, ESK AND WEAR VALLEYS NHS FOUNDATION TRUST (MENTAL HEALTH)

**Total workforce: 734, of which 469 are employed full-time (f/t) and 265 part-time (p/t).**

- 419 f/t are clinical and 181 non-clinical (admin, cleaners etc): total 600
- Of those working f/t in clinical roles (419), 24 are non-White (6%)
- Of those working f/t in non-clinical roles (50), none are non-White
- Of those working p/t in clinical roles (181), 10 (5%) are non-White
- Of those working p/t in non-clinical roles (84), 3 (4%) are non-White
- Of the total workforce (734), 37 (5%) are non-White

None of the eight senior managers in the York area are BAME.

The main minority ethnicities present (although none in more than about 1%) are Indian, Pakistani, mixed White/Asian and Black British/African.

## QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- In relation to the Ambulance Trust, why is there a significantly higher (3 times) proportion of part-time staff employed of ethnic minority origin compared with those of full-time staff?
- What are the roles occupied by non-clinical BAME staff in the two Trusts and are they concentrated in particular sectors?
- Is there any analysis available on retention rates for all staff?

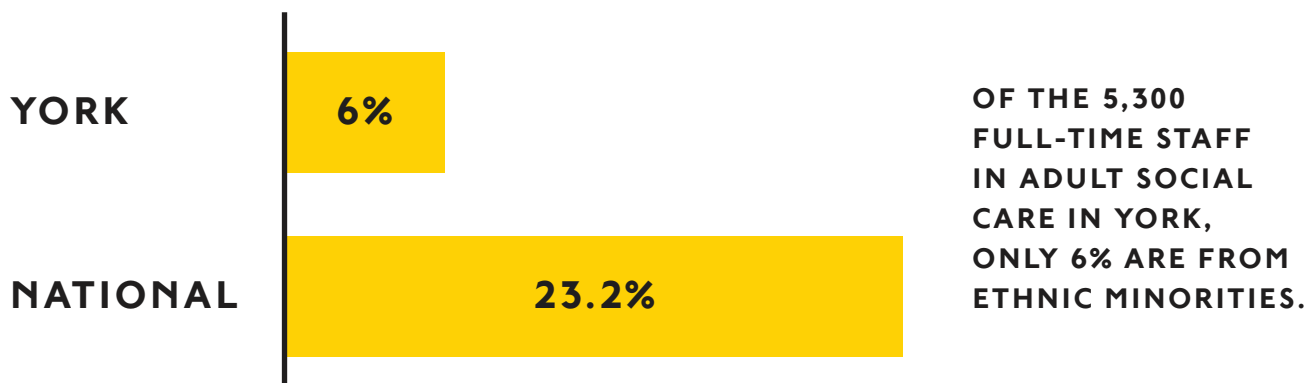
## ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. Detailed analysis is required of the profile of staffing by ethnicity and status at the two health trusts to establish the distribution of minority ethnic staff at different levels and in different roles (e.g., nursing, consultant, junior doctor, manual, administrative staff) within the Trusts.
2. Analysis could be done along the lines of the University of York's report on gender and ethnicity pay gap, to establish whether this represents one form of institutional racism within the two major health providers in the city.
3. Private providers to be encouraged to provide data for completeness and comparison, but also to establish whether there is any discrimination against minority ethnic people in this part of the health sector.
4. Given the data provided, it seems likely that BAME people are considerably under-represented in both higher waged categories (this remains to be confirmed) and in the management of the Hospital Trust.
5. Given that the Mental Health Trust covers at least three local authorities, the Trust should be encouraged to provide data which refers solely to York's workforce.
6. Increase diversity: Efforts to be made to increase the representation of ethnic minority staff in the Tees, Esk and Wear Valleys Mental Health Trust, which has a very low proportion of BAME staff compared to other NHS institutions in the city.
7. Address disparities: National data and many research studies shows that BAME service users are treated poorly in terms of access/referral, diagnosis, and treatment by mental health organisations. It is important to explore whether this finding relates to these organisations to address such disparities and ensure that all patients, regardless of their ethnicity, receive equal access and quality of care.
8. Collaborate with local communities: Efforts to be made to engage with local minority communities and ensure that their needs are met. This could involve setting up community outreach programmes, working with local organisations, and addressing any cultural barriers that may prevent some individuals from accessing health services.
9. To identify what steps are being taken to address under representation of BAME communities in the NHS workforce, particularly in higher-paid specialist roles and at senior levels.
10. To invest in positive action programmes and pay audits by ethnicity to support employees from BAME communities to advance their careers, achieve equal pay and have a voice at all levels of decision- making.
11. Ensure there are BAME representatives on each recruitment and selection panel and promotion board.

## SOCIAL CARE

### WHAT THE DATA DEMONSTRATES

As of last year, there are approximately 5,300 full-time equivalent (full-time equivalent) staff in adult social care (covering both independent and local authority sectors) within the city. 6.3% are from ethnic minorities (the national figure is 23%). The jobs in adult social care cover the independent sector (88%), local authorities (6%) and jobs for individuals working for direct payment recipients (which are based on individualised contracts). Leaving aside direct payment staff, about 4,000 are direct care providers.



According to public data, Care Quality Commission (CQC), regulated services in York numbers 78. 41 were residential and 37 non-residential (i.e., domiciliary) services. Of the 400 managers in the sector within the city, 2.1% are from ethnic minorities (nationally 15.6%).

In relation to social care clients, 1.5% of adults and 13.7% of children are from ethnic minorities. Turnover of staff in this sector in York is very high at 46% compared with the national average of 30%. Around 20% are on zero hours contracts.

The majority of this data is based on information provided by Skills for Care, based in the City of Leeds, however, very little of it addresses the issue of ethnicity. This might be revealing when considering issues such as the reasons for leaving the social care workforce. Skills for Care has provided an analysis of variables influencing a worker's decision to leave the workforce, however, the issue of how these variables relate to ethnic origin is not discussed which we find unhelpful given almost a quarter of the social care workforce nationally is not White British. The data also demonstrated that pay levels are lower in the independent sector than in the public sector.

In terms of clients of adult social care in the city, there are approximately 5,400 of which it is estimated 1.67% are non-White British with Indian (0.2%) and various mixed categories (0.6%) the largest minority ethnic categories.

There are 1,123 children in social care as at late 2022. Of these 10% are of minority ethnic backgrounds.

National research into the issue of race equality, particularly following findings that Covid-19 disproportionately affected minority ethnic communities, has led to the development of a Race Equality Standard in social care particularly focusing on the issue of inequality in career progression and under-representation of minorities in senior leadership roles.



## QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- What data is available regarding the Race Equality Standard for the social care sector in York?
- Why is the proportion of managers and staff of care homes from minorities so low compared with the national average?
- What is the ethnic breakdown of that part of the workforce on zero hours contracts?
- Do BAME staffing levels in the children's social care sector reflect the ethnicity of the children themselves?
- Are potential adult social care clients discouraged or disadvantaged by the relative lack of BAME carers?

## ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. We ask for more data on the Race Equality Standard for the social care sector in York, including whether it is being implemented and if it has had any impact on improving diversity and career progression for BAME workers.
2. There should be a review of the reasons for the under-representation of minorities in senior leadership roles and in the management of care homes in York.
3. Efforts to be made to address any barriers that may be preventing BAME individuals from progressing in their careers.
4. Data must be collected on the ethnic breakdown of the workforce on zero hours contracts in the social care sector, to determine if BAME workers are over-represented in this type of employment.
5. A review to take place of the ethnic breakdown of the children's social care sector in York to determine if there is an under-representation of BAME staff in relation to the proportion of children from minority ethnic backgrounds.
6. Steps to be taken to encourage more BAME individuals to work in the social care sector in York, including targeted recruitment campaigns and addressing any issues that may be discouraging BAME individuals from pursuing careers in this field.
7. To set up an organisation representing care workers from BAME backgrounds in York given that the combination of low pay, poor conditions and ethnicity may leave them substantially disadvantaged.

# HOUSING

## WHAT THE DATA DEMONSTRATES

In terms of tenancies of council housing, the ethnicity of almost 13% is not known. We are unclear why this is the case. Of those where ethnicity is known, approximately 3% are minority ethnic tenants, with Black or Black British African registering the highest single proportion at 0.4%. The 2021 census results demonstrated that England is more ethnically diverse than ever before in terms of housing.

Unlike many other cities, there are no social housing providers which are directed entirely or partially towards tenants of minority ethnicity. There are other social housing providers in the city notably the Joseph Rowntree Housing Trust (JRHT), which manages the New Earswick estate's social housing provision. (The population of New Earswick is around 2700, split between social housing tenants and owner-occupiers). Further details of ethnicity in relation to New Earswick's tenants has been sought from JRHT and we are awaiting their response. We asked City of York Council to provide us with recent data on homelessness in the city and its link with ethnicity. We were referred to a central government website which shows that the number of people effectively statutorily homeless in the city (people for whom City of York Council has a prevention /relief duty in relation to housing) was 180 in February 2023 of which 14 had an unknown ethnicity and eight were of minority ethnic ethnicity.

There are several reasons why minority ethnic people may be discouraged from coming to live in York. One such is the current policy for getting on the council housing waiting list. To do so you must have a pre-existing connection with York, such as through work or family for example. This is clearly a policy which discriminates against minorities.

## QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

- As noted, the recent 2021 census shows that England is more ethnically diverse and less segregated than ever before. Is this reflected in the distribution of BAME council housing tenants within the city?
- Nationally, 17% of households live in social housing (local authority and housing association). Of ethnic minority groups, only Indian (7%), Chinese (10%) and White other (11%) ethnic groups are less likely to live in social housing than White British tenants. The figure of 3% for York thus represents a very substantial under-representation of minorities in social housing in the city compared with the national picture (this data does not include recent migrants to the city as a result of special housing schemes for refugees and asylum seekers, of which York has latterly become a part of, and in any case is confused by the fact that many recent arrivals are being housed in hotels).
- What kinds of social housing are BAME tenants concentrated in?
- In what ways is the dimension of ethnicity factored into the allocation policies of housing providers in the city?

### **ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES**

1. To conduct a detailed analysis of housing allocation policy and its outcomes in terms of ethnicity and ethnic mix in different areas of the city will provide insights and therefore support in constructing impact-focused solutions to issues of racial inequality.
2. To investigate why the ethnicity of almost 13% of council housing tenants is not known and to take steps to address this issue.
3. To determine how the dimension of ethnicity is factored into the allocation policies of all housing providers in the city.
4. To engage in a discussion on developing a scope for some social housing providers to be directed entirely or partially towards tenants of minority ethnicity, as is the case in some other cities.
5. To seek further details of ethnicity in relation to New Earswick and consider whether this could serve as a model for other social housing providers in the city.
6. To ensure that housing schemes for refugees and asylum seekers are factored into any broader analysis of housing allocation policy and its outcomes.
7. Overall, a more comprehensive understanding of housing and ethnicity in the city is needed in order to identify any disparities. In addition, it is crucial to develop policies and initiatives that promote fairness and equality in the housing provision. This might be an appropriate focus for freestanding research by a university in the city.

## GOVERNMENT AGENCIES

There are several government agencies based in York (either as the head office or with significant presence). As representative of the government's practice, it would be a valuable exercise to assess the contribution of these agencies or organisations to race equality goals in their workforces. These may offer a microcosm view of the situation within their 'home' government departments, or an indication of whether local policies reflect national ones for each agency. Government departments would be expected to take a leadership position in terms of racial inequalities.

### WHAT THE DATA DEMONSTRATES

The Environment Agency has 279 full and part-time staff based at five locations in York, some outside the boundaries of York. In the York offices of the agency, there are 193 full-time staff, there were less than 10 in all ethnic categories other than White British. For part-time staff, the same picture emerges.

The Crown Prosecution Service is responsible for advising police on whether proposed prosecutions should proceed to court. CPS Yorkshire and Humberside is the regional office responsible for actions in the region and has five offices based in Leeds, Sheffield, York, Wakefield, and Hull. In the York office, there are 53 staff of which 3 (5.7%) are of BAME ethnicity. No details are available as to the level and grade at which these three staff work.

The Food Standards Agency, based in Peasholme Green, was unable to provide data, citing section 4 of the Freedom of Information Act whereby numbers are so small in categories requested that it would enable identification of individuals. There is a large, privatised Food Science establishment at Flaxton, outside of York.

The Department of Environment, Food and Rural Affairs (DEFRA) also has an office in Peasholme Green. They acknowledged our request for information in October 2022, but no data has yet been made available, despite a reminder from IERUK.

The Health and Safety Executive (HSE) has a total of 224 staff employed within the city of York boundaries. Of these staff, around 5% (10 staff) are of ethnic minority ethnicity. 8.5% of those surveyed by the organisation gave no response or 'preferred not to say'. Almost one fifth worked part-time. About 8% worked at senior management levels but no analysis by ethnicity was available.

### **QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA**

- The data was largely incomplete either because of small numbers in any one institution or because of non-responses. Whilst it is clear that the proportion of people of BAME origin is very small compared with the ethnic profile of York's population, it would be beneficial if agencies which are part of the government or closely associated with it work with us.
- It is not helpful for the government to appear to collect data in different ways in different departments or agencies. It does not serve as good practice.

### **ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES**

1. To encourage and work with government agencies in York to collect and make available data on the ethnicity of their staff. This will enable better monitoring of progress towards race equality goals and identify areas that require improvement.
2. If not already in place, it would be important to encourage government agencies in York to take steps to improve the diversity of their workforces. This could include implementing targeted recruitment campaigns, offering training and support for BAME employees, and promoting diversity and inclusion initiatives.
3. To create a cross-sector representation or 'voice' for BAME workers in York. This could provide a forum for BAME employees to share their experiences, raise concerns, and propose solutions to improve the representation of BAME individuals in the workforce.
4. To raise awareness about the issue of race equality in the workplace and promote the benefits of a diverse and inclusive workforce. This could involve engaging with government agencies, businesses, and other organisations to promote best practices and encourage greater diversity and inclusion.

## THE PRIVATE SECTOR

### WHAT THE DATA DEMONSTRATES

We sent a brief and simple (6 questions) postal surveys to the 100 biggest private sector employers in the city, covering roughly 23,000 employees<sup>16</sup>, asking for details of the ethnic origin of their workforce. None replied.

Some of the companies approached include LNER (2,978 staff), Persimmon Housing (5,156 staff), Shepherd Building Group (1,876 staff), Nestle and Costcutters (579 staff).<sup>17</sup>

We acknowledge that private businesses are under no legal obligation to respond to our enquiries, however, IERUK's mission is to address and offer solutions regarding disparities and in particular racial inequality. We encourage businesses to be co-operative and collaborate with IERUK in solving the wide-ranging issues of racial inequalities in the City of York.

### QUESTIONS AND OBSERVATIONS ARISING FROM THE DATA

One obvious question arising is why was there such a comprehensive lack of response to our survey designed to collect basic information?

### ACTIONS AND RECOMMENDATIONS TO ADDRESS THE INEQUALITIES

1. Given that private sector businesses and City of York Council are technically interdependent in terms of creating a local economy which is open, fair, and accessible, we suggest it would be appropriate for the council's economic development directorate and relevant senior members to meet with representatives of businesses to engage in a dialogue of advancing race equality.
2. To discuss how and if the Local Enterprise Partnership is suited to take a leadership role in working with relevant agencies in obtaining, analysing, and responding to data on ethnicity in the City's workforce.
3. To invest funds and resources in outreach initiatives to encourage, train and mentor aspiring BAME entrepreneurs.
4. Call for big businesses with local bases to pledge reserved apprenticeship opportunities and other positive initiatives to improve opportunities for BAME people.
5. A commitment from organisations to provide bespoke career focussed events for the BAME community which will prepare young people for the world of work.

---

<sup>16</sup> This is equivalent to approximately one-sixth of the total working population in the City if all were to be based in York.

<sup>17</sup> Given the lack of responses from this sector, it is not possible to say with any certainty what proportion of the workforce cited is based within York.

**NO**

**PLACE**

**FOR HATE**

## THE VOICE OF THE PEOPLE 1:

## THE SURVEY

Below illustrates the brief details of the findings of the online survey which is available to those that have experienced racism and discrimination in some form. The survey is available on our website ([www.ieruk.org.uk](http://www.ieruk.org.uk)).

This is a snapshot of the approximate 70 responses to this survey. We expect to have a significantly larger number of responses in due course.

Of the approximate 70 responses, 45 lived in York and the great majority of the remainder both lived and worked in York. 25% lived in private rented property, and 56% were owner occupiers. 7% were council/social housing tenants. 43 of the approximate 70 (60%) had experienced some form of racism either at work, or in public places, and the vast majority of respondents had more than one experience, including witnessing racism even if it was not directed at them.

These experiences included abuse (physical, verbal, stone-throwing etc), various forms of microaggression, for some people frequently, (in a range of situations including school, supermarket, in pubs and bars, when at work in offices, shops and on public transport). Although a few respondents felt York was a safe place to be in, most respondents felt otherwise and had experienced frequent/regular negative incidents, largely because of their skin colour. In response to the question as to what should be done about it, most responses mentioned better education provision for people in some form, both at school and after, and an equally large number mentioned the need for better responses to hate crime. Some were clearly disappointed with the official response when they reported it.

Exactly 50% of those responding (that is, 36 respondents) gave their ethnicity as non-white British, i.e., minority ethnic group. This is a substantial over-representation of minorities compared with York's population as a whole (14% or one-seventh is of minority ethnicity) but it does raise questions about the role of 'by-standers' who have witnessed racism even when it was not directed at them. This is where hate crime messages directed at people who might not expect to be victims of it themselves might be an important action to develop.



THE VOICE OF THE PEOPLE 2:

# EXPLORING EXPERIENCES OF RACISM IN YORK, UK: A QUALITATIVE STUDY OF INTERACTIONS WITH HEALTH, EDUCATION, AND POLICING SERVICES

PRELIMINARY REPORT

**Authors:** Dr Cíntia Silva Huxter, Dr Steven Hirschler

Est.  
1841 | YORK  
ST JOHN  
UNIVERSITY

## 1.0 INTRODUCTION

This qualitative research project contributes to an anti-racism and inclusion strategy developed by Inclusive Equal Rights UK (IERUK) for the City of York Council. It was funded through York St John University's Community Research Grants scheme and is associated with the university's Institute for Social Justice. The aim of this research is to examine the extent to which people identifying as ethnic minorities experience racism within the city of York, United Kingdom. The project explores people's general exposure to racism in the city and within three specific sectors: 1) health services; 2) education; and 3) policing services. The study incorporates data from 10 semi-structured interviews with people who self-identified as ethnic minorities and had a significant connection to York (e.g., residence, employment, etc.). This preliminary report precedes a more in-depth report that will follow later in 2023, which will incorporate a comprehensive examination of themes arising from participant responses, including disclosed coping strategies, perceptions of the demographics of York as a hurdle for progress, and distinctions between overt and covert racism experienced in the city. This preliminary report is limited to a discussion of findings and an overview of participants' testimonies.

This research sits within an expansive body of work acknowledging and critiquing structural and institutional racism and inequality across multiple sectors in the United Kingdom, including health services (McClean et al., 2003; Bradby, 2010; and Cobbinah and Lews, 2018), education (Bhopal, 2011; Brown and Jones, 2013; and Bradbury et al., 2023), and policing (Erfani-Ghettani, 2018; and Quinton, 2015). Findings from interviews with 10 people from minority ethnic backgrounds in York suggest that York is not immune to the structural and institutional racism experienced elsewhere in the United Kingdom and, for some respondents, the perception of York's population as white and older contributes to a belief that conditions may be worse in York than in other cities in the North of England and beyond. Respondents to this study illustrated their experiences of racism with examples of language, attitudes, and behaviours that they perceived to be racist and discriminatory. Some participants expressed that they had altered their own habits and routines to avoid being targeted for racist abuse in York. Based on the interviews, all three sectors – health, education, and policing – were impacted by participants' exposure to racism. Participants described feeling cautious, frustrated, and patronised following these experiences, and suggested that addressing racism within these sectors may include specific training, awareness-building, increased representation, and greater visibility of the experiences and impacts of racism in the everyday lives of individuals from minority ethnic backgrounds.

Section 2 includes an overview of the methods used within this study and demographic details for the anonymised participants. Section 3 explores participants' accounts of their experiences of racism in York more generally, including exposure in public and workplace environments.

Sections 4 through 6 examine explore participants' experiences of racism when accessing or engaging with the three target sectors of this study: healthcare, education, and policing. This preliminary report is concluded in Section 7 with an indication of the themes that will be examined in greater detail in the full report released later in the year.

## 2.0 METHODS AND PARTICIPANTS

This study involved the collection of qualitative data from 10 semi-structured, anonymized interviews conducted between March and May 2023. Both researchers were present in all interviews apart from one in which only a single researcher was present. At the participants' request, two interviews were conducted in the presence of a social worker (known to the participant). All participants were recruited via advertising the project amongst local networks and organisations serving ethnic minority communities. Five interviews took place face-to-face (YSJ campus) and 5 interviews were conducted online via Microsoft Teams. When interviews were conducted online, an audio record was produced for transcription purposes. All participants had access to an information sheet detailing the purpose of the study as well as the implications of taking part. A signed and/or recorded consent form was collected for each participant. At the start of each interview, it was emphasised to participants that all information shared would remain strictly confidential, and that all potential identifiable information would be removed or described in more general terms to ensure anonymization. It was also explained that once all transcripts were finalized, all recordings would be subsequently securely deleted.

Interviews lasted between 15 minutes and 1 hour, and participants were given a store voucher to thank them for their participation. Because of the nature of topics discussed during the interviews, the researchers were aware of potential feelings of fear, embarrassment or anxiety emerging. While the Information Sheet contained details about external organizations that could provide further support, during the interviews all participants were reminded that they could share as much or as little as long as they felt comfortable to do so.

The analysis presented in this report constitutes the first step of thematic analysis whereby initial themes emerging from the interviews are discussed. For ease, data is presented following the structure of the interview. All themes were discussed amongst the two researchers, and a more detailed analysis (using qualitative analysis software) will follow. To broaden the scope of the sample and illuminate a wider range of views, additional interviews may take place throughout Summer 2023. These will be included in a final report completed later in the year.

The age range of participants was 24–56 years old. Five participants described their sex as male and five as female. Nine participants described their gender to be the same as their sex registered at birth; 1 identified as non-binary. Participants described their ethnicity in different ways which included: Mixed (Arab, Asian); Asian British; Traveller; Gipsy Traveller; Black African British; Mixed (British Chinese), Mixed (Black, White and of Caribbean heritage), Chinese; British Indian. One participant acknowledged that identifying one's own ethnicity is not always straightforward, stating:

***“On forms there is never the right one, so I always have to pick ‘Other’. So, I would say I am mixed race. I normally put British Chinese, but I am actually more mixed than that [...] Very mixed, and I probably could be a whole hour on that, so we won't go into much detail.” (Participant 6)***

All quotes throughout the report are *ipsis verbis* as in the interview. Each quote in the full report will contain information about how each participant describes their own ethnic identity.

Out of the 10 participants, two were born in York, having lived in York all their lives (between 40 and 56 years). All others moved to York either to study or work. Their connections to the city ranged from four months to 15 years. Two participants travel to York for work, but live elsewhere. At the start of each interview all participants were given the following definition of Racism:

For the purposes of these questions, ‘racism’ is understood to mean (at the very least): actions, attitudes, behaviours, policies, language, etc. that people say, do, or think that may result in or are intended to result in unfair or harmful treatment of others on the basis of their actual or presumed race or ethnicity (see similar definitions: Cambridge Dictionary, Citizens Advice, Law Society, etc.).

### 3.0 GENERAL EXPERIENCES OF RACISM IN YORK

#### 3.1 Extent and nature of exposure to racism in York

Eight out of 10 participants indicated that racism was an issue in York, with two stating that it was a ‘significant’ or ‘very serious’ problem. One respondent stated that they had not had enough exposure to living day-to-day within York since the COVID-19 pandemic to be able to assess the extent to which racism was a problem in York. A single participant indicated that they did not think racism was a problem in York. Participants provided a range of examples based on their own experiences and those of people they knew to illustrate why they felt that racism is an issue in the city. These ranged from exposure to verbal abuse, racist comments and language, and feeling suspected and targeted by the police and shop security for being an ethnic minority. The most common complaint was exposure to racist language, attitudes, and behaviours. For instance, one participant recalled an incident early on in their residency within the city in which they were followed around a convenience store by a shop employee. Another participant shared a similar experience in which they were approached by store security after leaving a shop and asked to reveal the contents of their pockets despite not having touched anything within the store.

Respondents’ exposure to racist language was both targeted and indirect, and it occurred within both public and workplace contexts. For instance, Participant 10 recounted a recent experience in which he had been referred to by a racial slur while passing two men on the street on his way between a carpark and his workplace. Participant 2 shared a similar experience of having been exposed to direct racist insults upon initially arriving in York in the mid-2000s:

*“When I first moved here, my parents helped me to move from Wales. They came all the way from India. [...] Because my mum wears the traditional Indian attire, there were some builders – this was in Osbaldwick [...] – some builders were there and they spotted my mum [...] and they said ‘Paki!’. They were calling out ‘Paki!’. It just took me by surprise, because as I said, I’ve been in the UK for 25 years, and I’d never come across that.” (Participant 2)*

Another respondent explained that exposure to direct racism in York was somewhat contingent on location, time, and context, stating:

*“It depends where you are in York, what time it is in York, and what’s happening. Right? So, I’ve experienced the odd racist comment on nights out in different sectors. So, [at] an LGBT queer night – experienced racism. Experienced racism just generally in the streets, and I’ve also experienced racism in some of the fringes in York, so the different wards, in particular around, like, Tang Hall and places like that – when I’ve just been walking around, minding my own business, people say names to you and things.” (Participant 6)*

Others expressed that they had observed, experienced, or were later notified about racism directed toward them within the workplace. Participant 8 explained that it can be difficult to identify racism at times, as colleagues' negative behaviour may be fuelled by racist attitudes, but they may not employ explicitly racist language in their direct communication. However, in some instances, direct racism was apparent. For example, Participant 9 stated that he was one of the only Black, Asian and minority ethnic employees in his role at work and described an incident around the winter holiday in which his line manager asked him 'Do your sort do Christmas?'. He also described a recent scenario in which colleagues shared with him an instance in which another colleague engaged in racial stereotyping, stating:

***“It was brought to my attention that, you know, a colleague has said stuff about – I’ve got a diffuser on my desk – and said how it smells, so I thought ‘oh, that connotation must be cuz it smells nice’, but then they’ve mentioned about another member of staff who is Black [...] that their office smells when they haven’t got no diffusers and then said that person can’t [...] write proper English when that person’s got two Masters and a PhD.” (Participant 9)***

In describing workplace racism, Participant 6 noted that discrimination can be subtle and can manifest as exclusion from participation in employment contexts, such as committees and decision-making teams.

Three participants' views on general exposure to racism in York stemmed from negative experiences with the police in the city. Participants 3 and 4 indicated that they felt that they or their children were targeted by the police for the way they looked. Participant 7 explained that while he had not had a specific negative experience with the police in York, he was distrustful of the police given how many times he was stop-and-searched as a younger man elsewhere in the UK. Another respondent cited a specific negative experience with the police as a reason for which she felt racism was a 'very serious' problem in York, stating:

***“There have been a number of times where myself or my partner or someone we know who has experienced racism, and we have reported it to the police... [...] I once called 101, which is non-emergency police, to report a racial incident. The person I was speaking to [...] was very aggressive. She did not like the fact that I was reporting racism. She was questioning me, telling me ‘what you are reporting is not racism, therefore I am not going to log it in’. And I was not only angry, but shocked that the receptionist [...] tell me that I have not experienced what I believe I have experienced, and it got nowhere.” (Participant 5)***

Respondents' views on the extent and nature of racism in York were framed around interpretations of overt and covert racism. While not all participants used the words 'overt' and 'covert' directly, all alluded to these concepts in their responses. Overt racism is racism that is typically readily identifiable, such as direct racist language or actions. Holdaway and O'Neill (2007: 400) explain that exposure to 'racist jokes, expletives, and [...] marginalization' constitute forms of overt racism. Covert racism and microaggressions are not as easily identifiable. As Salmon (2022: 3) notes, they do 'not rely on the conscious intent of the offender' and they may 'only be recognized as such by a victim who is aware of [...] racial stereotypes in that particular context'. They are 'cumulative, every day, and result in the psychological and bodily trauma to victims' (Dar and Ibrahim, 2019 cited in Salmon, 2022: 3). Most participants cited examples of both overt and covert racism with some emphasising one or the other. Generally, this distinction was used to illustrate how racism may have adapted over time or how racism in York may be similar or different to other places within the UK that respondents had lived. The next section explores respondents' comparisons between York and other cities.

### 3.2 Comparisons between racism in York and other areas

Participants were asked the extent to which they believed racism was more of a problem, less of a problem, or about the same compared to other places they had lived. Two participants (Participants 3 and 4) had either never lived outside York or did not comment on experiences outside York. The remaining eight respondents had experiences living in other cities and regions such as London, Belfast, Hull, Oxford, Bradford, and Leeds. Participants 1 and 5 expressed that they believed racism was a bigger problem in York than it was in other places they had lived. For instance, Participant 1 stated that they had suffered more exposure to racism in York than they had in London, and Participant 5 exclaimed:

*“York is the most troubling racist city I have lived in. In all the places I have lived in, I [did] not get up every day worrying about: ‘What am I going to get today outside? How am I going to handle it?’. I’ve never felt how I feel living in York, and I think that’s not good for anyone’s wellbeing or emotional being. It’s almost like I have to be on defence preparing myself [for] what I may get and how to respond.” (Participant 5)*

Four respondents indicated that they believed racism was less of an issue in York than elsewhere. Participant 2 stated that their exposure to racism in York was comparatively less impactful than their negative experiences of racism in Northern Ireland. Participant 10 said that they suffered more racism in Bradford and Leeds than they had in York. The remaining respondents suggested that while racism in York was not necessarily a greater or lesser problem than it was elsewhere, but that racism in York was different.

As noted in Section 3.1, respondents distinguished between overt and covert racism, and where respondents noted differences in the nature of racism in York compared to other places, it was often described in relation to this distinction between readily identifiable forms of racism and racism that was subtler and more hidden. Participant 7 stated that their experiences in Hull were overt, as they suffered direct racist abuse, whereas in York, they anticipated that their experiences of racism would consist of more hidden discriminatory expressions. Participant 9 explained that they experienced everyday racism in exposure to the undertones within colleagues’ language. While Participant 10 explained that they perceived racism to be more covert in York, they also stated that they had been referred to by a racial slur by two men in the street. Providing their assessment of the differences between racism in York and elsewhere, Participant 6 explained that subtler forms of racism or, as they referred to it, ‘soft racism’, was in some ways more insidious than overt racism, as it was more difficult to identify and therefore combat. They stated:

*“When I was in [town in Lancashire] – it’s quite a working-class town, and it’s one of the left behind, deprived kind of areas – and with that came very explicit racism. So, like, proper in-your-face racism. And sometimes physical violence, but a lot of verbal abuse. When I moved to York, the racism in York is very underlying. So, it’s not the same as it being like a physical racism, but it’s more of a softer – I often use the phrase ‘death by a thousand cuts’ – that kind of way of seeing it. So, it is very much more ‘soft racism’, more intentional in some ways, I would say. And more – very much around that intersection.” (Participant 6)*

Some respondents attempted to identify why both overt and covert forms of racism might be a problem in York, citing the city’s demographics as older and white. Participant 7 surmised that expressions of racism in York might be explainable by their view that older white people might

hold 'old-fashioned' views about race and diversity, and Participant 9 cited York's perceived lack of diversity as a reason they may have been exposed to unsettling experiences, stating:

*“Working in York, you do see yourself – as in myself – as a person of colour as the minority [...], because you do stand out. [...] I see York as a predominantly white area. When I was [working with] people in York, when they see you, it's just a very different, you know, their facial expressions...” (Participant 9)*

In addition to age and ethnic demographics, two participants reflected on the role that education may play in the adoption and maintenance of racist views. Participant 8 explained that they felt racist individuals lacked education about diversity and equality. In discussing possible solutions to expressions of racism within health services, education, and police services (see subsequent sections), participants often cited education as an important component in contributing to the minimisation of racism in these services. However, Participant 6 cautioned that education in itself may not necessarily result in a minimisation of racism, but simply its transformation from direct to indirect racism, stating:

*“What we find, maybe because we are an academic city in York with two universities, you tend to have a lot of people who are, on the surface, very knowledgeable from an academic point of view, so say the right things do the right things, but actually in reality their practices doesn't reflect their belief system or their knowledge system.” (Participant 6)*

#### 4.0 HEALTH SERVICES

In Section 3, participants revealed the extent to which their everyday experiences in York were impacted by exposure to both direct and subtle racism. Another aim of this research was to examine the extent and nature of participants' exposure to racism within three sectors: health services, education, and policing. This section features findings from questions targeted at exploring participants' exposure and experiences with health services. The researchers described health services to participants as anything ranging from accessing a General Practitioner (GP) and dentist to seeking emergency medical treatment at York Hospital's Accident and Emergency (A&E) department. The participants were encouraged to speak about experiences with both the National Health Service (NHS) and private providers. Compared to the other two sectors, education and policing, participants' exposure to perceptible racism within the health services was somewhat inconsistent. This did not necessarily translate as better or less problematic, but it reflected variability in the extent to which a) participants accessed health services at all in York; b) their specific needs (e.g. surgery, maternity support, GP appointments, etc.); and c) the nature of the racism or discrimination experienced.

Seven out of 10 participants reported that they had accessed a health service in York. Five respondents explicitly stated that they had been to see a GP in York, while two participants said that they had been to York Hospital for maternity services. Participants 5, 7, and 8 stated that they had been to a dental practice in York, and one participant stated that they had accessed mental health services in the city. Of the three respondents who had not accessed health services in York, one was relatively new to the city and was in the process of registering with a GP and two lived outside the city and accessed services in their cities of residence.

Out of the seven respondents who stated that they had accessed health services in York, five explained that they had not been individually targeted for racism, but one (Participant 6) stated that they had witnessed it when working in the sector. Participant 6 explained that racism was apparent

in multiple scenarios, including staff-on-staff (e.g. racist ‘banter’), staff-patient (e.g. employee not wanting to care for a person because of their race), and patient-staff (e.g. a patient not being cared for by someone because of their race). Participant 6 also stated that professional advancement within health services was difficult for people of colour, as discrimination contributes to a ‘ceiling’ that keeps people from minority ethnic backgrounds from reaching more senior roles.

Two respondents reported having direct exposure to discrimination in the health services. Participant 3 described a scenario in which her son was admitted to hospital for an injury he sustained from another individual. As this occurred during the height of the COVID-19 pandemic and her son tested positive for the virus, he was isolated in a room in York Hospital while he received treatment. His mother explained that this was reasonable given the conditions of the pandemic, but she was unhappy with a staff member’s interaction with her son, which she believed to be discriminatory and grounded in stereotypes and assumptions about the Traveller community. She stated:

***“[T]his nurse, porter – whoever he was – come and approach my son – I wasn’t there, because I’d left to go back home to the rest of the kids – and then he approached him. And, bear in mind, he [Participant 3’s son] was admitted because he’d been attacked. He was the one who was assaulted. But then, my son who was 15 at the time, was approached and asked by a member of the staff, and asked if he was gonna be any trouble. “You’re not gonna give us any trouble, are you? You’re not gonna cause any carrying on or arguments?” And my son was like, “no”.” (Participant 3)***

Participant 5 reported an incident she interpreted as discriminatory when, in her view, the midwife assisting with her pregnancy engaged in racial stereotyping by asserting that the participant would need the midwife’s approval before travelling with her baby daughter to the participant’s country of birth in Africa because of concerns around female genital mutilation (FGM). The respondent also reported that the midwife would speak to her slowly and deliberately as if she did not understand English despite being very educated. She explained that these experiences made her feel ‘horrified’ and ‘livid’ and resulted in her requesting a different midwife and questioning whether she wanted to stay in York.

Some respondents described racism within the health service in terms of subtleties of actions, behaviours, or attitudes that were not always immediately discernible, but nevertheless made participants uncomfortable or frustrated. For instance, while Participant 2 first stated that they had not been directly affected by racism in the health services, they later explained that conscious and unconscious biases are often present. Describing a scenario in which a receptionist or medical professional might make immediate assumptions based on a person’s name, Participant 2 explained:

***“It is kind of inevitable when you see the name, you immediately create a bias. [...] Unknowingly, you make these kind of assumptions, which kind of is unstoppable. You know, however equality minded, you know, inclusive minded you are, this is inevitable. In my experience, this is inevitable. [...] That’s where the unconscious bias jumps in. [...] When you actually see, for example, a person when you actually have a face-to-face appointment with the doctor or with the nurse or at the – the first point of contact is at the reception, you know? So, you you go there, immediately, I think they make – they have some assumptions. So, I think that needs to stop.” (Participant 2)***

Participant 3, whose son's experience was detailed above, reflected on the attitudes that arise the moment medical staff become aware that a patient is from the Traveller community, stating:

*“I mean, like, people like look at the Travellers and say, “I could tell you’re a Traveller”. Well, how can you tell I’m a Traveller? Is it because I wear big earrings? Or is it because like the [medical] staff know we’re Travellers, because like, the staff know we’re Travellers, because they’ve got papers? I don’t know, like, if I just randomly walk in the hospital, they’re not going to know I’m off the caravan site, not until they see that paper, and they’re like “ughhh”. And then it seems to just change the, you know, the tones.” (Participant 3)*

Participants were asked to reflect on possible changes to the operation of health services that they perceived might improve conditions and reduce exposure to racism. As some respondents did not have exposure to health services in York, and two did not have any recommendations on how to improve experiences, only four respondents had specific suggestions as to how health services in York might be improved. These centred on three themes: 1) training; 2) representation within recruitment; and 3) improved reporting procedures. Participant 2 stated that healthcare staff should avoid unconscious bias, and Participant 5 suggested that staff would benefit from sensitivity training that incorporated awareness of different cultures and backgrounds, stating:

*“I think that they [...] need some sensitivity training or awareness of different cultures and backgrounds. I think some of them is the lack of knowing. That’s one, because they are serving people from all different backgrounds. So, that is hugely important. I also think that they need – there is an opportunity to make sure that, in terms of recruitment, they – it’s more representative so that when some people go to access services, they can at least see people that look like them, and that will give them that sense of assurance that “I will be fine here”.” (Participant 5)*

Participants 6 and 7 called for greater awareness and conscious reflection amongst healthcare staff. Participant 7 stated that staff exposure to the statistics surrounding the differential experiences of people of colour, such as greater rates of stillbirths and infant mortality amongst Black people in the UK (see: ONS, 2021), might help build awareness of disparities in the health services. Participant 6 explained that building reflective practice into the healthcare service is necessary but difficult, as it requires time and resources that senior executives may not be willing to expend. This should be integrated, the participant stated, within existing person-centred strategies within health services that considered demographic characteristics. Diversifying staff within health services, particularly in senior roles, was deemed another appropriate method of improving experiences, as patients would be more likely to encounter people from minority ethnic backgrounds who may be able to incorporate cultural understanding within their patient treatment strategies. Participant 5 and 6 stated that greater representativeness amongst care professionals might help minimise racism and foster a culture of acceptance within the workplace.



## 5.0 EDUCATION SERVICES

This section highlights findings from questions targeted at exploring participants' exposure and experiences with education services. Only two out of the 10 participants had children who attended school in York. Both participants described positive experiences when interacting with schools in York. One participant however, despite not having children at school in York, shared the experiences of a family who decided to leave York due to experiences of racism in the school of their young daughter. Participant 5 described how after reporting a racist incident in a school in York, the incident was dismissed as 'That's just young people being mean...'. In recalling this experience, the parents of the child mentioned that all teachers in that school were white and did not take the incident seriously.

Two participants (Participants 1 and 6) described moving to York to study at one of the universities. While Participant 6 describes generally positive experiences throughout his course, Participant 1 describes troubling experiences at University, particularly when the police is on campus (for awareness raising sessions or other purposes). Participant 1 describes how the presence of police on campus can create a hostile environment for international students (who are mainly from Black, Asian or other minority ethnic backgrounds), particularly when questions are directed at staff and students in relation to the status of international students. Participant 1 also described how measures to attract Black, Asian and minority ethnic students such as specific scholarships can create a false image of the university, when once on campus students are not able to find the support they need. Participant 7 who is currently a staff member at one of the universities, recalls being asked to be photographed for advertising materials. In his view, this was intended to attract students from minority backgrounds. However, similar to Participant 1, Participant 7 describes how Black, Asian and minority ethnic students may be encouraged to come to York on the false promise of a diverse and inclusive context. Both Participants 1 and 7 describe these measures as way to increase numbers of students from particular backgrounds, without the right structures in place to support these students (whether home students or international students). Participant 6, who was once a student at one of the universities describes the lack of support to international students as a 'missed opportunity' to engage with the topics of diversity and inclusion at university.

Six out of the 10 participants are staff members at one of the universities. As a workplace, participants described experiences of casual/covert and attributed this to the expected higher level of education of individuals. Participants described colleagues to use moderate language or be hyper aware of what they can and cannot say. Reflecting on this, participants described that this casual/covert racist behaviour can contribute to a hidden form of racism that is much harder to tackle. During the interview, several participants found themselves reflecting for the first time on whether certain behaviours (e.g. not taking a particular view into account during a work discussion, or not listening to certain perspectives) could be racially motivated. Participants also mentioned how current unconscious bias and/or equality training is mainly put together by white colleagues without much consideration of the experiences of staff and students from minority backgrounds.

When asked to reflect about any potential changes to education services, most participants spoke about representation and visibility. In terms of representation, the most suggested action was to recruit staff from minority backgrounds, particularly at senior levels. In doing so, universities can not only represent the communities they serve (particularly when thinking about international students, most of whom are from Black, Asian or minority backgrounds), but also increase awareness and influence change from within the institutions. While Participant 1 spoke about the need of having staff from minority backgrounds involved in the planning of particular events, so all experiences are represented.

In terms of visibility, while Participant 9 stated:

*“Visibility is key. You don’t want to be the token person... but how do we have? So, I am a bit of an ambassador for mental health... so how do we have? First aid. So, if you are in trouble, you have first aid, now you have mental help first aiders, I think teams should have some kind of equality and inclusion officer and I think they should be [...] you need to have someone who is always there.” (Participant 9)*

Several participants also spoke about the mental load and the strong expectations (internal and external) of creating/promoting positive change. Participants’ decision to speak out, to raise an issue or to start a conversation was often a trade-off between personal time and effort and making important changes that would prevent others from having the similar negative experiences. For example, Participant 10 described a work meeting in which a number of (white) colleagues needed to decide on terminology to refer to students from ethnic backgrounds. Not totally convinced by the suggested term which felt ‘patronising’, he reluctantly raised the question to the group. When asked about his decision, he replied:

*“I don’t want to just be the kind of token person in the group... I want to be known for being a good [job role], not for being an Indian [job role] [...] But because there are just one of me, then it is tricky, I feel like I am carrying the weight of like a group of people really.” (Participant 10)*

In schools, one of the suggested changes was to review the curriculum to include the history and experiences of people for minority backgrounds in York. Participant 6 stated:

*“Culture. Schools are actually quite good at this now. They never used to be. Talking about different cultures, different experiences [...] I think in York, if they are doing history classes that are relevant to York, it’s about diversifying the people there were here. So, talk about the black people that used to live in York as part of the Roman Empire. Just things like that... and you know, during the roman empire York was really diverse as a place. And that idea that places aren’t static, they move, they flow, they are fluid, people change all the time. I think that would be great.” (Participant 6)*

Similarly, participant 5 described how empowering young people with knowledge about themselves can increase feelings of belonging and self-worth.

Training and having the right processes and people in place able to deal with subtle forms of racism was also mentioned as a way in which schools can improve their interactions with students and families from minority backgrounds.

*“Again, it goes back to training and being aware of racism, the different forms of racism the subtle racism or the outright racism and how to deal with that. To have some measure in place, when someone reports it, to have the right processes, and the right people – I emphasise the right people, because they need to have the understanding and the experience of dealing with racial discrimination. Because there is a lack of it. They don’t know, and they are afraid of it. And therefore nothing is done.” (Participant 5)*

## 6.0 POLICING SERVICES

When asked about their experiences with policing services, participants described a wide range of experiences: from chatting with a police officer on the street to regular racial motivated stop-and-search actions. Participants also described several negative experiences in shops, e.g., being followed and confronted in a shop or being thrown out of a shop for looking a particular way. Negative experiences while reporting racist incidents was also mentioned.

5 out of 10 participants report incidents when themselves, or other close to them had been followed around shops. All stated that this was due to so called ethnic profiling. While some people challenged the police or security officer when unfairly targeted, others deliberately chose not to confront the situation. One participant described how ashamed he felt when put in the back of a police car as a close person watched while another used his skills working in Law to review any evidence (caught on CCTV) and demand an apology for the shop where the incident took place.

Experiences with the police and other security services evoked the most emotional reactions. When asked about how past experiences may affect how she interacts with the police, Participant 3 answered:

***“Oh! I have no time form them [...] I won’t talk to them. Why should I? You know what I mean? They didn’t do anything for me.” (Participant 3)***

Participant 3 refers here mainly to the many incidents when the police followed her son in the city centre and brought him back to the house without much explanation.

Having had many interactions with the police, mainly through reporting a series of hate crimes without much progress, Participant 5 stated:

***“I feel we are not important enough; we are not a priority.” (Participant 5)***

Lack of trust was perhaps the strongest feeling expressed in relation to the police and other security services. Even when the participant didn’t have a direct negative experience with the police, the mere sight of a police officer or the prospect of having to interact with a police officer and/or security officer would trigger feelings of unease and sometimes rational fear (Participant 7). When explored, it emerged these feelings were rooted in the knowledge of how the community with which the participant identified had been previously mistreated by the police.

***“My interaction with the police is based on lived experience but also my community’s relationship with the police which is why I wouldn’t have a positive experience with policing and that’s to do with institutional racism [...].” (Participant 1)***

Similar to the suggestions made about improving Health and Educations Services in York, participants mentioned representation as a key element to changes attitudes and behaviour within the police. A stop to all kinds of ‘ethnic profiling’, including targeted actions by the police in conjunction with other institutions was also mentioned. When asked about how the police could change to better serve all communities, Participant 4 simply replied:

***“Speak respectfully to people, and you will get respect back.” (Participant 4)***

Having a robust system in place that looks fairly at all racist incidents is also an important was also an important measure with the potential to increase trust in the police.

## 7.0 DISCUSSION

This preliminary report shows that experiences of racism in York are varied, and that reactions to racism are highly dependent on past experiences and coping mechanisms developed over a lifetime, sometimes going back generations. Although the report focuses on the experiences and suggestions for change, interviews delved deeper into the personal impact of experiencing racism in York and elsewhere. This point will be further explored in the full report.

Several participants spoke about two different forms of racism in York: overt and covert racism. As the report illustrates, both forms take place in York. However, when compared to other places in the UK, most participants reported that racism in York was subtler which makes it harder to tackle. Whether overt or covert, shared by all participants was the fact that racism does exist in York and impacts everyday life: from constantly thinking about tactics and strategies to avoid exposure to racism to 'carrying the weight' of a whole group of people in an attempt to create positive change for self and others.

Acknowledged by all participants was York's demographics as a not very diverse city with a general lack of exposure to individuals with diverse experiences and backgrounds. The main services were described as dominated by white people who may lack the skills to engage with minority ethnic community members. Although this societal structure may be the most challenging hurdle to overcome when it comes to experiences of racism in York, this and the subsequent full report hopes to contribute to efforts to make York an anti-racist city.

## BIBLIOGRAPHY

- Bhopal, K. (2011) “‘This is a school, it’s not a site’”: teachers’ attitudes towards Gypsy and Traveller pupils in schools in England, UK’, *British Educational Research Journal*, 37(3), pp. 465–483.
- Bradbury, A., Tereshchenko, A. and Mills, M. (2023) ‘Minoritised teachers’ experiences of multiple, intersectional racisms in the school system in England: “carrying the weight of racism”’, *Race Ethnicity and Education*, 26(3), pp. 335–351.
- Bradby, H. (2010) ‘Institutional Racism in Mental Health Services: The consequences of compromised conceptualisation’, *Sociological Research Online*, 15(3), pp. 86–96.
- Brown, L. and Jones, I. (2013) ‘Encounters with racism and the international student experience’, *Studies in Higher Education*, 38(7), pp. 1004–1019.
- Cobbinah, S.S. and Lewis, J. (2018) ‘Racism & Health: A public health perspective on racial discrimination’, *Journal of Evaluation in Clinical Practice*, 24(5), pp. 995–998.
- Erfani-Ghettani, R. (2018). ‘Racism, the Press and Black Deaths in Police Custody in the United Kingdom’ in Bhatia, M., Poynting, S., Tufail, W. (eds) *Media, Crime and Racism*. Palgrave Studies in Crime, Media and Culture. Cham: Palgrave Macmillan.
- Holdaway, S. and O’Neill, M. (2007) ‘Where has all the racism gone? Views of racism within constabularies after Macpherson’, *Ethnic and Racial Studies*, 30(3), pp. 397–415.
- Mclean, C., Campbell, C. and Cornish, F. (2003) ‘African-Caribbean interactions with mental health services in the UK: experiences and expectations of exclusion as (re)productive of health inequalities’, *Social Science & Medicine*, 56(3), pp. 657–669.
- ONS [Office for National Statistics]. (2021). ‘Births and infant mortality by ethnicity in England and Wales: 2007 to 2019’. *Office for National Statistics* website. Available at: [www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/childhealth/articles/birthsandinfantmortalitybyethnicityinenglandandwales/2007to2019](https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/childhealth/articles/birthsandinfantmortalitybyethnicityinenglandandwales/2007to2019). [Accessed: 01 June 2023].
- Quinton, P. (2015). ‘Race disproportionality and officer decision-making’ in Delsol, R. and Shiner, M. (eds.) *Stop and search: the anatomy of a police power*. Basingstoke: Palgrave Macmillan.
- Salmon, Udeni. (2022). “‘It’s Wicked Hard to Fight Covert Racism’”: The Case of Microaggressions in Science Research Organizations’. *Gender, Work & Organization*, 1–22.

## THE CITY'S IMAGE

Many cities in the United Kingdom market themselves in different ways to help boost their local economy (for instance, tourism purposes). Although, there are some positive effects to this, it can also have negative consequences. For example, the report on “York without Walls” published several years ago and sponsored by City of York Council demonstrated that the costs of tourism were disproportionately born by people living in lower income areas (through pollution, traffic to meet tourists’ needs rather than those of local residents).

A growing number of cities including Bristol and Liverpool<sup>18</sup> are exploring aspects of their city’s stories which have been ‘hidden from history’ and therefore, contributing to creating a more balanced image of their area. The purpose of these investigations is to explore and illuminate an alternative history through the interpretation of, for example, buildings and architecture and to challenge public images which have been developed since the Industrial Revolution.

York has some famous people and members of the so-called ‘good and the great’. We believe York should be aligned with this movement and examine the extent to which statuary, names of places, buildings tell a one-sided story of the contribution of people that have made to the mainstream account of the city’s history. This might include people and places such as prominent mansions funded by slavery proceeds, which may have had an impact in York, such as Harewood House and Thirkleby Hall.

Three of the most prominent names historically associated with York are those of Joseph Rowntree, founder of the confectionary company now owned by Nestle, William Wilberforce, a leading anti-slavery parliamentary campaigner, MP for Hull and then Yorkshire (including York) for 45 years and John Carr, regarded as the leading architect in the North of England, and was Lord Mayor between 1770 and 1785. He also designed Harewood House, owned by the late Queen’s cousin, largely built on the profits made from Caribbean sugar plantations.

The Rowntree’s name is associated with many places within the city including a theatre, two large parks, a collection of grant-giving trusts, and three streets. The Rowntree Society, an independent organisation funded by the three Trusts, is exploring the connections between the Rowntree family and slavery.<sup>19</sup>

There appears to be no public memorial to Wilberforce<sup>20</sup> (who had an equivocal stance towards the status of minorities once released from slavery), even though, as MP for York, he gave many major speeches on the Eye of York. We recommend exploring ways to honour the contribution to the emancipation of slaves. John Carr is similarly not extensively memorialised in any way.

---

18 At present, there are 130 local authorities that are undertaking this exercise.

19 Much of the cocoa used to make chocolate at the Rowntree works and other chocolate manufacturers in the city was brought from West Africa and Portuguese colonies where it was grown and harvested by slaves. The three Rowntree Trusts have recently published an apology for their involvement in the slave trade and have undertaken to support further research into the links between the Rowntree family and slavery.

20 There is a disability charity bearing his name, and only one street.

There are now, as noted, 130 councils in the UK conducting reviews of the way their public spaces engage with history. York can learn from these initiatives and join the growing movement to understand, contextualise and explain the way famous names have emerged in our city, offering a more rounded view of their contribution than is currently available.

One question which has arisen during this exploration is why York's minority population has historically been low compared with many other areas nearby, and why it has grown rather more slowly. This may be changing (as witnessed by school pupil profiles). The question is whether York projects itself as a place where minorities would feel comfortable to live. There is not a strong sense to a casual observer that York is an attractive place to minorities: but do ethnic minorities have a prominent position in the life of the city?

This may be an initiative that major organisations within the city can address together.

## **SOME ACTIONS RELATING TO YORK'S IMAGE**

1. To explore a deeper study of the city's image and history.
2. It is recommended constructing an independent research project based on the Rowntree Society's early explorations of the Rowntree 'industry'.
3. A group of organisations to sponsor a review of the contribution of individuals to the life of the City of York.

## WHAT'S NEXT?

The anti-racism strategy and action plan is not designed for one agency or organisation. It is developed for the City of York's council, organisations, and communities to come together to solve the problem of disproportionate racial imbalances that the data has demonstrated. It is therefore essential that the following takes place swiftly and seriously for the work to begin:

1. To swiftly arrange a meeting with relevant and interested parties in creating a body that oversees the implementation of the strategic action plans;
2. To identify quick wins and discuss to agree the short, medium, and long-term actions to be implemented;
3. To develop a reporting, tracking, and monitoring mechanism to ensure progress is achieved at agreed timescales;
4. To discuss to agree that this is a "living" document and must be open to be further developed if required; and
5. To develop a funding programme to ensure the proposed impact-driven solutions are sufficiently resourced to achieve racial parity in the City of York.



## ACKNOWLEDGMENTS:

We want to express our sincere gratitude to individuals, agencies, and organisations that have supported the City-wide motion<sup>21</sup> and helped with the development of the anti-racism strategy and action plan.

To list names and organisations would be an injustice because we would inadvertently miss one.

Thank you for believing that this work is needed. Thank you for taking the time to help develop this incredibly important work and thank you for believing our stories.

To our fearless and selfless volunteers, thank you very much.  
We would not have done this without you.

**Contact details:**  
**hello@ieruk.org.uk**

## TIME FOR CHANGE

---

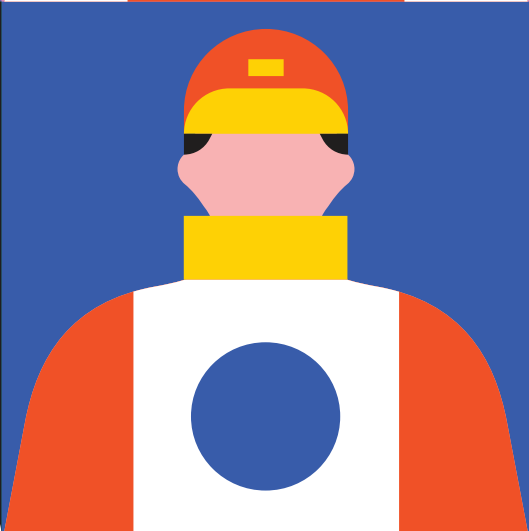
<sup>21</sup> If you would like to see the motion: Making York an Anti-Racist and Inclusive City, please contact IERUK.



**EQUAL**  
**INCLUSIVE**  
**RIGHTS**

[hello@ieruk.org.uk](mailto:hello@ieruk.org.uk) | [www.ieruk.org.uk](http://www.ieruk.org.uk)

Information correct at time of print.





City of York

Anti-Racist Pledge



## About this Pledge

In October 2021, the City of York councillors approved the motion: Making York an Anti-Racist and Inclusive City.

It has become the first city in the North of England to set this aspiration and commitment to tackle the rising issues of racism and discrimination.

A spur behind this motion was the shocking evidence that showed an increase of racial hate crime by 239% from 2010-2011.

This Anti-Racist Pledge aims to send a clear and consistent message that racism will not be tolerated in the City of York.

It is time to acknowledge the systemic racism, and the harrowing racial imbalances, injustice, and violence.

Working together - with stakeholders, places of work, agencies, and other organisations – we can effect a positive change.

It is our collective responsibility to set a precedent for the future of the city and for the next generation.

**Those who sign this pledge are committing to the aim to work together to close inequality gaps by advancing opportunities and ensuring the experience of racism within structures and institutions is eradicated.**

*Organisations who sign up to the Pledge will commit to:*

- Not tolerating racist behaviour and calling out racism.
- Training employees on what being anti-racist means.
- Address racial inequality and improve opportunity and access to services and employment, such as reserved apprenticeship opportunities for BAME people.

*In addition, organisations will work towards:*

- Educating ourselves and others about the history and impact of racism and discrimination in our society, and actively work to identify and challenge racist attitudes and behaviours.
- Create and maintain safe and inclusive spaces for all members of our community, regardless of race, ethnicity, religion, gender identity, sexual orientation, or ability.
- Support and amplify the voices of marginalized communities and work to ensure that their needs and concerns are heard and addressed.

# Commitment

The 2021 census shows about one in seven people in York are from ethnic minorities. There are currently approximately 100 different ethnicities represented in the City of York, and the same number of languages spoken.

We believe that by working together to create an anti-racist and inclusive community, we can create a better future for all residents of York.

We invite all stakeholders in the city to join us in this pledge and commit to making York the first anti-racist city in the north of the UK.

**We commit to be an anti-racist organisation and we will:**

- Where possible collate and analyse staff and board level data to understand any barriers facing BAME employees.
- Pro-actively examine any ethnic pay gap data or ethnic profile in our senior leadership.
- Increasing representation of BAME employees and set targets to deliver real change and progress.
- Raise awareness of this Pledge internally and externally to our team and service users.
- Create and maintain safe and inclusive spaces for all members of our community, regardless of race, ethnicity, religion, gender identity, sexual orientation, or ability.

**By signing this pledge on behalf of my organisation, I pledge that we will address any issues identified, monitor our progress, and agree to be held accountable for the delivery of our actions.**

**Organisation:**

---

**Name & Role:**

---

**Signature:**

---

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

**Who is submitting the proposal?**

<b>Directorate:</b>	Customer and Communities		
<b>Service Area:</b>	Equalities, Access & Inclusion		
<b>Name of the proposal :</b>	<b>Anti-Racism &amp; Inclusion Strategy and Action Plan</b>		
<b>Lead officer:</b>	Pauline Stuchfield		
<b>Date assessment completed:</b>	29 <sup>th</sup> June 2023		
<b>Names of those who contributed to the assessment :</b>			
<b>Name</b>	<b>Job title</b>	<b>Organisation</b>	<b>Area of expertise</b>
Pauline Stuchfield	Director of Customer & Communities	City of York Council	Director
Using work of IERUK 3.0			

Laura Williams	Assistant Director of Customer, Communities & Inclusion	As above	Communities & Inclusion

## Step 1 – Aims and intended outcomes

<b>1.1</b>	<b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.
	To present the city-wide strategy and action plan from the independent and cross-sectional working group led by Inclusive Equal Rights UK 3.0 (IERUK), and seeks approval of the council's response and next steps.
<b>1.2</b>	<b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)
	Equalities Act and Human Rights legislation compliance. The council will adopt compliance with the Equalities Framework for Local Government in developing policy and practice.
<b>1.3</b>	<b>Who are the stakeholders and what are their interests?</b>
	All residents in the city affected by racism in York particularly people of colour but also with other minority ethnic backgrounds, also those who are covered by other protected characteristics under equalities legislation as the independent review was carried out by an inter sectional task group. All York city partners who are named in the strategy. All employers/businesses and education /skills partners in relation to the items contained in the strategy



1.4	<p><b>What results/outcomes do we want to achieve and for whom?</b> This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Priorities and other corporate strategies and plans.</p>
	<p>Through the proposals in the report the council is recommended to declare, pledge and provide city leadership on this issue and will work with all partners to do the same in declaring that this failure is unacceptable with a clear route to making the actions a reality.</p> <p>Importantly agree the council's response to the strategy and action plan and next steps, including a clear commitment in the new Council Plan and a detailed plan of delivery within 3 months, and instruct officers to carry out the steps identified and that a further report will be presented to Executive within three months in response to the strategy, with recommendations for change where actions can be implemented in the short term and also identifying medium and longer term measures,</p> <p>Demonstrating the council's commitment to becoming an anti-racist and inclusive city is consistent with the emerging Council Plan around addressing all inequalities. The impact of structural inequalities and racism, however will have an impact on every element of the emerging Council Plan and associated policies.</p> <p>Whilst the work contained in this report was delivered by IERUK 3.0 the resulting council action plans clearly will contribute to the council's ambitions around:</p> <ul style="list-style-type: none"> <li>a) <b>Health</b> – there are known health disparities for people of colour and ethnic minority groups and any improvement in opportunity impacting on health and wellbeing will have a positive impact on the community .</li> <li>b) <b>Environment</b> – there are no likely direct impacts on the Environment of this report although celebration of culture and the city's black and ethnic history will bring a positive contribution to our community places and spaces. .</li> </ul>

	<p>c) <b>Affordability</b> – systemic and institutional racism can impact on access to jobs, skills development and economic opportunity and so any improvements made in response to the report will have direct benefits of the financial and economic wellbeing of the community</p> <p>d) <b>Human Rights and Equalities</b> – this report focuses not only people of colour, those from ethnic minority backgrounds but also intersectional representation and multi complex needs.</p>
--	---

## Step 2 – Gathering the information and feedback

<b>2.1</b>	<b>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?</b> Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	<b>Source of data/supporting evidence</b>	<b>Reason for using</b>
	All the data is contained in the detailed report at Annex A	The actions in the strategy document are based on the date in the report and the earlier data report quoted <i>A Snapshot View of Racial Disparity in the City of York</i> published by IERUK in February 2023
	Results from IERUK’s engagement with the council’s leadership group in early June 2023.	Contained in the report at Annex A this feedback has been used to shape some of the actions in the report.
	Feedback from the council’s own Black & Minority Ethnic staff group <ul style="list-style-type: none"> <li>• Majority of the group like working for York, people are friendly and some</li> </ul>	This feedback, whilst positive in terms of the initial findings confirmed and mirrored some of the evidence contained in IERUK’s report confirming that the council needs to think seriously about its understanding of racism, its impacts on staff, need for open discussions

<p>people have gained opportunities to progress.</p> <ul style="list-style-type: none"> <li>• There are some really good champions and allies across the Council and we should grow these.</li> <li>• Really pleased with York recognising the existence of racism and moving to become an anti racist city.</li> </ul> <p>However there needs to be a real focus on</p> <ul style="list-style-type: none"> <li>• Racism what does that mean and how micro and macro aggressions can affect people who are a minority</li> <li>• Open discussions about colour and race</li> <li>• Recruitment of diverse groups but most importantly retention</li> <li>• Acceptance of difference</li> <li>• Many of the group are really conscious that people are more ready to complain about them than other team members but equally do not feel empowered to complain if they have an issue.</li> <li>• Other raised that they felt welcomed by the Council however felt that racism is very prevalent within the city in particular those who live in York.</li> </ul>	<p>on colour and race and acceptance of difference, recruitment and retention policies and processes, empowering and developing of all staff confidence to stand up to racism and unacceptable behaviour, and the need to lead change in a city where racism is prevalent.</p>
---	--

### Step 3 – Gaps in data and knowledge

3.1	<b>What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.</b>		
<b>Gaps in data or knowledge</b>		<b>Action to deal with this</b>	
Ongoing engagement with those with lived experience of racism to seek joint development of solutions.		Further development of staff forum and training of managers and other staff – build into CYC action plans. Ongoing engagement with IERUK and other minority group partners in the city.	
Specific guidance on to how to handle and respond to racism in council policies		This will be addressed in the detailed action plan to be developed and work to address gaps in meeting the Equalities Framework for Local Government	
A mechanism for all institutions and partners in the city to take joint action in reducing racism and promoting active inclusion		Citywide partner groups such as refreshed Human Rights & Equality Board/Safer York Partnership– review membership to ensure all key organisations are included and joint action and responsibility is taken.	

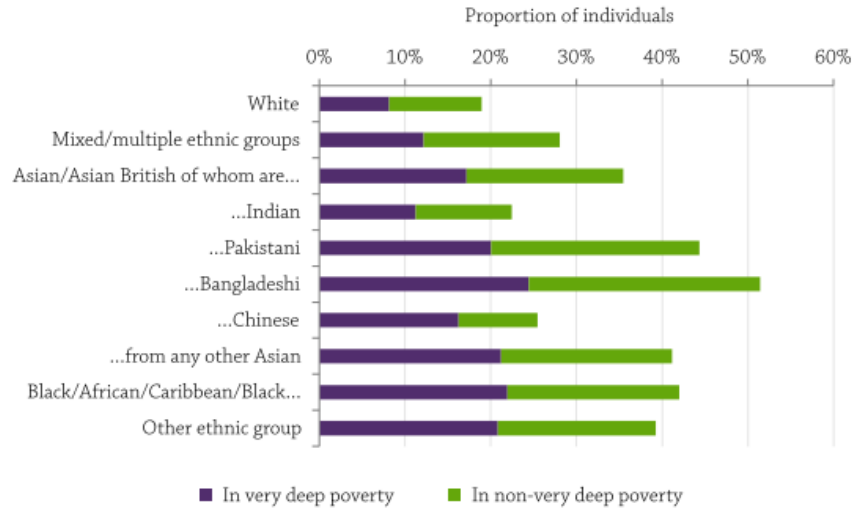
### Step 4 – Analysing the impacts or effects.

4.1	<b>Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?</b> Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
<b>Equality Groups and Human Rights.</b>	<b>Key Findings/Impacts</b>	<b>Positive (+) Negative (-) Neutral (0)</b>	<b>High (H) Medium (M) Low (L)</b>

<b>Age</b>	Reducing hate crime, improving life chances and skills, career progression, reducing poverty and reducing health inequalities	+	H
<b>Disability</b>	As above – the findings of the independent report – reflected intersectional lived experience	+	H
<b>Gender</b>	As above – the findings of the independent report – reflected intersectional lived experience	+	H
<b>Gender Reassignment</b>	No specific actions around gender re-assignment but potential for work to be extended with this community through further intersectional , but approach does not have a negative impact in this area	+	L
<b>Marriage and civil partnership</b>	Greater awareness and respect for difference may bring a positive impact with regard to blended relationships	+	M
<b>Pregnancy and maternity</b>	No specific impacts although parents may feel safer bringing their children up in the city when hate/crime reduces and job prospects improve	+	L
<b>Race</b>	The focus of the report and recommendations – extremely high is the council and city responds positively	+	H
<b>Religion and belief</b>	Race and religion can be related and therefore a greater understanding and respect for difference, and reduced hate crime will have appositive impact.	+	H
<b>Sexual orientation</b>	No specific actions around sexual orientation but potential for work to be extended with this community through further intersectional work, but approach does not have a negative impact in this area	+	M

Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	No specific impacts on carers depending on the cultural background and reliance on intergenerational support	+	L
Low income groups	<p>The Council's financial inclusion strategy contains the following key commitment:</p> <ul style="list-style-type: none"> <li>▶ <b>inclusion for all.</b> We will seek to eliminate the disproportionate impact of poverty on, for example, black &amp; minority ethnic communities, disabled people, carers and older people. Equalities impacts will be tackled, and barriers removed by clear actions not words;</li> </ul> <p>This will be entirely consistent with the actions to be developed through the CYC anti racism work to improve life opportunities.</p> <p>Joseph Rowntree Foundation Data:</p>	+	M

**People in the Bangladeshi ethnic group have the highest overall poverty rate, followed by Pakistani and other Asian and Black ethnic groups, but very deep poverty rates vary less between different ethnic groups**



Source: Households Below Average Income, 2020/21, DWP

Ethnic minority families are disproportionately affected by changes to the benefit systems. They are also more likely to be working in low-paying insecure work, so labour market trends are also critical. There are also differences in the typical family types for different ethnic groups, with the average family size for some ethnic minorities being higher than average. They will also have higher household costs because they are more likely to have children in their household.

**Veterans, Armed Forces Community**

No specific actions around armed forces communities but potential for work to be extended through partnership working on the city's response to the anti racism strategy, but approach does not have a negative impact in this area

**+**

**L**

Other			
<b>Impact on human rights:</b>			
List any human rights impacted.	<p><b>The council has a duty to protect a person’s human rights and this report impacts positively on the following:</b></p> <ul style="list-style-type: none"> <li>• Article 2: Right to life</li> <li><input type="checkbox"/> Article 3: Freedom from torture and inhuman or degrading treatment</li> <li><input type="checkbox"/> Article 4: Freedom from slavery and forced labour</li> <li><input type="checkbox"/> Article 5: Right to liberty and security</li> <li><input type="checkbox"/> Article 9: Freedom of thought, belief and religion</li> <li><input type="checkbox"/> Article 14: Protection from discrimination in respect of these rights and freedoms</li> </ul> <p>There is no need to balance equalities duties and Human Rights as all will be protected by the actions recommended in this report</p>		

**Use the following guidance to inform your responses:**

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them



- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

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

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

## Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	<b>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</b>
<p>The report highlights many areas of systematic and/or institutional racism - the local plans that will be developed from the independent report will need to mitigate the findings from the data and the feedback from staff . It is important to report back quickly, put resource in place to support a change in process, systems and culture and reflect and revisit the agreed actions over time. It will be necessary to have ongoing feedback and involvement from the community to hear the voice of lived experience to ensure the solutions involve them and address their needs and risks.</p>	

## Step 6 – Recommendations and conclusions of the assessment

6.1	<b>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:</b>
<p>- <b>No major change to the proposal</b> – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.</p>	

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

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

<b>Option selected</b>	<b>Conclusions/justification</b>
No major change to the proposal	<p>The independent Anti-Racism report is already evidence based – both qualitative and quantitative to justify the conclusions and recommendations in the report with a positive impact on all affected groups. It is important however to ensure that areas identified from this EIA are built into the council’s own action plan in the following areas:</p> <ul style="list-style-type: none"> <li>• Ongoing engagement with those with lived experience of racism to seek joint development of solutions.</li> <li>• Specific guidance on to how to handle and respond to racism in council policies</li> <li>• A mechanism for all institutions and partners in the city to take joint action in reducing racism and promoting active inclusion.</li> </ul>

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

<b>7.1 What action, by whom, will be undertaken as a result of the impact assessment.</b>			
<b>Impact/issue</b>	<b>Action to be taken</b>	<b>Person responsible</b>	<b>Timescale</b>
Ongoing engagement with those with lived experience of racism to seek joint development of solutions.	Further development of staff forum and training of managers and other staff – build into CYC action plans. Ongoing engagement with IERUK and other partners representing minority group in the city.	Head of HR & OD/AD for Customer, Communities & Inclusion	Build into Action Plan October 2023
Specific guidance on to how to handle and respond to racism in council policies	This will be addressed in the detailed action plan to be developed and work to address gaps in meeting the Equalities Framework for Local Government	Head of HR & OD/AD for Customer, Communities & Inclusion	Build into Action Plan October 2023 Review against EFLG March 2023
A mechanism for all institutions and partners in the city to take joint action in reducing racism and promoting active inclusion	Citywide partner groups such as refreshed Human Rights & Equality Board/Safer York Partnership– review membership to ensure all key organisations are included and joint action and responsibility is taken	Director/AD for Customer, Communities & Inclusion	Start immediately after approval.

**Step 8 - Monitor, review and improve**

<b>8. 1</b>	<b>How will the impact of your proposal be monitored and improved upon going forward?</b> Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	The refreshed Human Rights & Equality Board may monitor progress if agreed, there will be reports to Executive member on progress and likely overview from scrutiny committees. Reports to Executive and Executive members will include updated EIAs.