



**Notice of a public meeting of
Decision Session - Combined Executive Member Decision Session**

To: Councillors Douglas (Leader of the Council and Executive Member for Policy, Strategy and Partnerships) and Kent (Executive Member for Environment and Climate Emergency)

Date: Tuesday, 4 November 2025

Time: 10.00 am

Venue: West Offices - Station Rise, York YO1 6GA

AGENDA

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democratic Services by **4:00pm on Tuesday 11 November 2025**.

*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 items that are called in will be considered by the Corporate Scrutiny Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5:00pm on Friday 31 October 2025**.

1. **Appointing a Chair**

To confirm arrangements for chairing the meeting as follows:

Councillor Douglas - All standard agenda items 1-5.

Councillor Douglas - Agenda item 6 – Heritage Estate Programme

Councillor Kent – Agenda item 7 – Annual Carbon Emissions Report 2024/25

Councillor Kent – Agenda item 8 – York Emissions Inventory Report 2025

Councillor Kent – Agenda item 9 – Urgent Business

2. **Apologies for Absence**

To receive and note apologies for absence.

3. **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:

Type of Interest	You Must
<i>Disclosable Pecuniary Interests</i>	<i>Disclose the interest, not participate in the discussion or vote, and leave the meeting unless you have a dispensation.</i>
<i>Other Registrable Interests (Directly Related)</i> OR <i>Non-Registrable Interests (Directly Related)</i>	<i>Disclose the interest; speak on the item only if the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting unless you have a dispensation.</i>
<i>Other Registrable</i>	<i>Disclose the interest; remain in</i>

<p><i>Interests (Affects)</i> OR <i>Non-Registrable Interests (Affects)</i></p>	<p><i>the meeting, participate and vote unless the matter affects the financial interest or well-being:</i> <i>(a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and</i> <i>(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 only if the public are also allowed to speak, but otherwise do not participate in the discussion or vote, and leave the meeting unless you have a dispensation.</i></p>
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(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.

4. **Minutes** (Pages 9 - 14)

To approve and sign the minutes of the Combined Executive Member Decision Session held on 2 September 2025.

5. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee. Please note that our registration deadlines 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 Friday 31 October 2025.

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

6. Heritage Estate Programme (Pages 15 - 54)

This report invites the Leader to consider initiating a programme to develop a 10-year Heritage Strategic Delivery Plan – focused on maximising the social, economic and sustainability outcomes from York's world-renowned heritage assets. To be considered by Cllr Douglas (Leader of the Council and Executive Member for Policy, Strategy and Partnerships).

7. Annual Carbon Emissions Report 2024/25 (Pages 55 - 72)

City of York Council (the Council) has set a target to reduce carbon emissions from corporate activity to net zero by 2030. An Annual Carbon Emissions Report is produced to monitor progress against this target and identify areas of improvement. This report relates to the Council's operations throughout financial year 2024/25. To be considered by Cllr Kent (Executive Member for Environment and Climate Emergency).

8. York Emissions Inventory Report 2025 (Pages 73 - 90)

This report presents the latest York Emissions Inventory Report (2025) for the reporting years 2022 and 2023. The data is used to monitor progress against the council ambition to achieve net zero carbon for the city by 2030. To be considered by Cllr Kent (Executive Member for Environment and Climate Emergency).

9. Urgent Business

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

Democracy Officer:

Name: Angela Bielby

Contact Details:

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

- Registering to speak
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Alternative formats

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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)

City of York Council

Committee Minutes

Meeting	Decision Session - Combined Executive Member Decision Session
Date	2 September 2025
Present	Councillors Pavlovic, Webb and Lomas
Officers in Attendance	Pauline Stuchfield - Director of Housing and Communities David Walker - Head of Customer Finance Risk & Insurance Paul Morrison - Community Safety Manager

25. Appointing a Chair (10:02)

The Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion opened the meeting and would chair items 1 to 5. The Executive Member for Housing Planning & Safer Communities would then chair items 6 to 8.

26. Apologies for Absence (10:03)

There were no apologies.

27. Declarations of Interest (10:04)

The Executive Members were invited to declare any personal interests not included on the Register of Interests, any prejudicial interests, or any disclosable pecuniary interests that they might have in respect of business on the agenda. None were declared.

28. Public Participation (10:04)

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

Flick Williams raised concerns regarding the UK welfare system becoming harder to navigate she also enquires regarding individuals being moved over to Universal Credit from other forms of welfare and whether this will increase Council tax bills on these individuals.

The Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion asked that Flick Williams share her specific concerns relating to Council Tax and Universal Credit with the Executive Member to allow officers to investigate any impact of these changes.

Denise Craghill spoke on behalf of the Green Party. She noted that the party supported the Public Space Protection Orders but had concerns regarding the new additional powers that were to be included within the orders. She raised particular concerns regarding how these powers would affect the homeless and could be used to drive homeless people out of the city.

29. Financial Inclusion/Welfare Benefits Outturn 2024/25 and progress 2025/26 (10:11)

Officers introduced the report highlighting the work the Council has undertaken and the impact this has had working alongside the community voluntary sector. Officers noted that they were seeking the Executive Members to note the support provided to residents to date and agree to delegate any decision-making relating to the Government's expected Crisis and Resilience Fund. Officers also noted that in the future they hoped-for longer-term funding from Government to give more certainty and the opportunity for greater planning around support.

The Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion and the Executive Member for Children, Young People and Education thanked officers and partners for the important services that they provided to support people. The Executive Member noted that the widening levels of inequality in our society was a national scandal which meant the kinds of support the Council provided was important. The Executive Member made particular note of the school holiday support which provided activities to young people and children, as well as, providing balanced meals outside of school term time. The Executive Member welcomed the strong partnership work the Council was engaged with and hoped to see even greater outcomes with partners as the Council moved towards a Local Neighborhood Support Model.

Resolved:

- i. Noted and comment on the details of the report regarding providing support to residents affected by the impacts of the continuing high cost of living;
- ii. Delegated any decision-making relating to the Government's expected Crisis and Resilience Fund (details awaited)

requirements to the Director of Finance (s151) in consultation with the Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion.

Reason: To ensure councillors, residents and stakeholder groups are aware of the ongoing financial inclusion activity across the city.
To ensure the council reacts quickly to any new government.

Councillors Lomas and Webb left the meeting.

Councillor Pavlovic took over the chair at this point in the meeting.

30. Public Space Protection Order City Centre Consultation (10:34)

Officers introduced the report outlining the proposal to go for public consultation on the Public Space Protection Order for the City Centre. It was confirmed that this area had had persistent issues with drinking and begging and North Yorkshire Police believed having a broader public safety protection order like other areas of the country would assist in addressing issues.

The Executive Member for Housing, Planning and Safer Communities noted the comments from public speakers and concerns raised in the media, the Executive Member confirmed that these changes to the Public Space Protection Order would not aim to evict people from York. Officers also clarified in relation to homelessness and rough sleepers the Council had a specific Homelessness and Rough Sleeper Strategy that aimed to make homelessness rare, brief, and non-recurring.

The Executive Member for Housing, Planning and Safer Communities noted that the city centre had issues relating to drinking and aggressive behaviour with an increase in anti-social behaviour in recent months. He welcomed everyone to engage in the consultation.

Resolved:

- i. Approved the decision to consult with the public and partners on the extension of the PSPO which would ensure that the Council would have greater powers to deal with anti-social behaviour within the city walls including the following possible options the council could consider:
 - A ban on drinking alcohol in public within the area;
 - The ability to remove large groups of 3 or more people who are causing anti-social behaviour for both sites;

- Begging, no person shall make any verbal, non-verbal or written request for money, donations or goods, including the placing of hats, clothing or containers so as to cause or is likely to cause harassment, alarm, distress, nuisance or annoyance.
- No return within 24 hours if asked to leave. No person shall, after being requested to leave by an authorised officer due to them behaving in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the city Centre without reasonable excuse, remain or return to the city Centre within a period of 24 hours.
- Loitering, no person shall loiter, sit or lay on the floor or on temporary structures in or adjacent to doorways or around pay machines (including banks, supermarkets) in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the city Centre.

Reason: To consult on providing the Council with greater powers to deal with anti-social behaviour within the city walls.

31. Public Space Protection Order Union Terrace and Clarence Gardens Consultation (10:50)

Officers introduced the report, outlining that the This item was similar to the Public Space Protection Order for the City Centre and that they were seeking to go to consultation on a Public Space Protection Order for Union Terrace and Clarence Gardens. Officers noted that the area had had issues with anti-social behaviour and drinking. The Executive Member for Housing, Planning and Safer Communities thanked officers for the report and once again encouraged everyone to engage in the consultation.

Resolved:

- i. Approved the decision to consult with the public and partners on the extension of the PSPO which would ensure that the Council would have greater powers to deal with anti-social behaviour in these areas, including the following possible options the council could consider:
 - A ban on drinking alcohol in public within the area;
 - The ability to remove large groups of 3 or more people who are causing anti-social behaviour for the sites.

Reason: To consult on providing the Council with greater powers to deal with anti-social behaviour within the Union Terrace, Clarence Street Gardens and the Groves area.

Councillors Lomas and Pavlovic, Chairs

[The meeting started at 10.02 am and finished at 10.54 am].

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Meeting:	Combined Executive Member Decision Session
Meeting date:	4 November 2025
Report of:	Director of City Development
Portfolio of:	Leader, Portfolio Holder Strategy, Policy and Partnerships

Decision Report: Heritage Programme

Subject of Report

1. This report invites the Leader to consider initiating a programme to develop a 10-year Heritage Strategic Delivery Plan – focused on maximising the social, economic and sustainability outcomes from York’s world-renowned heritage assets.
2. It sets out how the council proposes drawing on arguably York’s greatest strength to introduce more well-paid jobs to the city, as well as establishing opportunities for residents to develop pioneering sustainable heritage skills, build community pride and local engagement and strengthen research and innovation focused on our heritage assets and every day historical artefacts.
3. At the heart of the programme will be attracting significant investment in York’s heritage, whether through public sector grants, private sector investment or planned disposals.

4. Benefits and Challenges

5. By harnessing the opportunities from York’s heritage assets, the programme will inform local and regional ambition and national opportunity to explore new conservation, sustainability and community engagement practices that support York’s economic growth and longer-term financial resilience.
6. By setting out a clear strategic narrative and delivery plan to protect and enhance York’s heritage assets, the council will be better placed to mitigate expensive unplanned maintenance liabilities, inherent in the custodianship of heritage buildings, and

maximise occupational efficiencies and benefits, to make sites more viable and financially self-sustaining.

7. It will structure and embed how the council works in partnership with key city stewards to unlock innovation, opportunity and investment, providing a more compelling narrative to funding and investment decisions greater oversight for the administration and budget planning.
8. In the absence of council capacity to lead a strategic approach to attracting investment in the heritage estate, city partners have initiated their own programmes to attract more investment, creating a risk that partners who have the capacity to corral around a single purpose are dominating the discussion, rather than taking a city-wide perspective to make sure the highest priorities get due attention.
9. There is no guarantee that by initiating a heritage programme the council will attract the investment the city needs. However, by doing nothing there is a guarantee that nothing will change, the heritage estate will decline, and the council will continue to have increased maintenance and business liabilities with no plans to mitigate.

Policy Basis for Decision

10. *The Economic Strategy 2022-2032 and Cultural Strategy 2020-2025* both recognise York's place with global strengths. York's heritage is of global significance and York was placed on the UK's UNESCO World Heritage tentative list¹ in 2023.
11. The Council Plan, *One city for all, 2023-2027*, reflects York's heritage assets and 2,000-year history as a key strength, attracting over 9m visitors a year. In addition, the council plan sets an action to help business to thrive by repurposing vacant premises and council spaces to encourage meanwhile or alternative uses.
12. The Local Plan, adopted in February 2025, ensures future developments respect the unique historical status and heritage of York, in particular reflecting the character and setting of the city and the permanence of the Green Belt. Supplementary Planning

¹ DCMS reviews and publishes the UK tentative list roughly every 10 years.

Documents required as a result of the Local Plan include sustainability and heritage which could be informed by this approach.

13. The York Narrative reflects York's heritage. It describes York as a city where "history makes us what we are, not who we are", with city values of making history every day, pioneering with purpose and prioritising people.

Financial Strategy Implications

14. The direct financial strategy implications are that this funding has been identified from within existing resources. It is expected that the initial costs can be capitalised, on the assumption that future funding will follow. There is no immediate impact on the council's finances, and therefore no contribution to closing the forecast three-year budget gap from this investment.
15. However, York obviously has a significant heritage asset base, and it is therefore very much in our longer-term financial interest to ensure it is maintained and improved. Financial investment and economic growth should follow, and this will be of benefit to the Council's longer term financial position.
16. A £250k programme fund for a cultural asset programme over two years was approved at September's Executive – with the intention the programme attracts sufficient investment to self-fund after 24 months. The funding will need to be carefully managed to ensure that after the initial period, a clear benefit to the city is delivered.

Recommendation and Reasons

17. The Leader is invited to approve establishing the Heritage programme which is focused on making the most from and for York's heritage assets. Annex A sets out the key outcomes and programme objectives.
18. By harnessing the opportunities from York's heritage assets, the benefit will stretch far beyond York's boundaries as new conservation, sustainability and community engagement practices are shared nationally and celebrated globally.

19. Initiating the programme now is to enable the council to put in place the partnership and governance arrangements that would ensure a city response based on shared and approved priorities – providing Executive with greater oversight.
20. Once approved, this programme would then act as the governance arrangements for all subsequent heritage-related projects which involve the council, including those led by partners such as the York Museum Trust or World Heritage Steering Group.
21. The Executive is invited to appoint a Heritage Champion for the Council who will be responsible for taking this forward.

Background

22. York's heritage is highly valued and economically important with a Gross Value Added (GVA) of £2.1bn, and incredible range of distinctive assets, the proportion of people employed in "libraries, archives, museums and other cultural activities" nearly 3x England's average, with c8% of the workforce in creative industries.
23. York's heritage is globally renowned. It has the largest number of heritage assets per square mile outside of London, key strengths such as the Minster's Centre of Excellence Heritage Craft, York Civic Trust, a nationally recognised events programme including Jorvik Viking Week, Open York and Georgian Week, an engaged and active community, and leading conservation and heritage bodies based in York.
24. York is the outstanding example of urbanisation in north-western and northern Europe initiated by the Romans developing and changing up to the present day. The quality of its surviving buildings and townscape, augmented by well-preserved archaeological deposits below ground, provides an unparalleled physical record of successive cultures and expresses how the city has, and continues to, successfully change.
25. The city is currently on the UK's tentative list for UNESCO World Heritage designation, with a pre-application submitted by York's

World Heritage Steering Group, which is independent of the council.

26. In addition to the heritage buildings, the city is fortunate in being custodians of a nationally significant collection of historical artefacts representing different periods of everyday history. The collections are either owned by the council or partner organisations and are stored in separate warehousing facilities across the city. None of the warehousing is purpose built, and all the collections are at risk of degradation from rising temperatures and humidity. There is a need for twenty-first-century storage that can conserve and showcase the city's nationally important archival material.
27. Historic buildings and archaeology can bring additional challenges in terms of maintenance and adaptation, often with additional costs; these can be exacerbated by inappropriate uses, under-use or total vacancy. Proactive management of the city's historic assets, including securing new uses and sensitive adaptation, will improve social, economic and sustainability outcomes in the city.

York Museum Trust

28. CYC has reduced the funding to York Museum Trust (YMT) from £1.1m to £300k, whilst the Trust has also diversified its income stream. There are space constraints and repairs required to continue to attract visitors which are currently 80% of what they were pre-pandemic.² York Museum Trust have diversified their offer with live events on the Museum Gardens, and successful temporary exhibitions at the Art Gallery and Yorkshire Museum including the Hoard. In addition, Kirkgate continues to perform well.
29. At October's Executive, the council approved the continuation of a letter of credit to cover York Museum Trust's revenue pressures, partially as a result of diminished reserves, and partially due to outstanding liabilities.
30. As part of their contract, YMT were tasked with developing a long-term capital development plan to inform the Council's

² Although recovering, nationally, overseas visitor numbers remain lower than pre-pandemic, while cost of living means UK-based visitors are choosing trips carefully.

consideration of its support of YMT's capital development programme. YMT have successful bid for National Heritage Lottery Funding to support the development of both mid- and long-term options which will be presented to Executive for consideration in December 2025.

UNESCO World Heritage designation

31. The independent World Heritage Steering Group (WHSG) are progressing a proposed designation for York, as a UNESCO World Heritage Site. This bid is independent of the council who made clear there is no funding available to support a bid. The Steering Group believe they can raise the necessary funding themselves, however, at this stage, it is not known if or what additional support would be required from the council should the designation be successful.
32. In April 2022, Executive approved the progression of the UNESCO World Heritage bid by the WHSG. Then in 2023, York was placed on the UK's tentative list of world heritage sites, recognising York's heritage of national and international significance. There were five sites identified by DCMS and added to the UK's tentative list including: York, Birkenhead the People's Park, The Zenith of the Iron Age Shetland, East Atlantic Flyway (East Coast Wetlands) and Little Cayman Marin Parks and Protected Areas.
33. York's bid has been successfully selected by DCMS to request a preliminary assessment of a potential nomination direct from the UNESCO World Heritage Committee with a formal response, including a report, is expected in October 2025. It is anticipated that UNESCO will invite further clarification, with the final nomination then be submitted for a decision by the UNESCO World Heritage Committee in 2030. WHSG anticipate providing a more detailed view of next steps to Executive in January 2026.

Investment in the council's heritage estate and collections

34. The council has over 100 grade 1, 2, and 2* heritage assets: some leased, some directly managed. Some of these have large unfunded repair and maintenance liabilities that constrain development opportunities. CYC does not have the budget to

protect this nationally significant asset without external investment. It requires a very different approach to ensure the city's globally renowned heritage is future fit for the decades ahead.

35. CYC are aware of capital investments being required at the Yorkshire Museum £7m, which includes the new roof to prevent further water ingress and damage to collections. The Castle Museum was the subject of an unsuccessful 2019 £70m National Lottery Heritage Fund bid to transform the site and the site offer to meet the needs of a 21st Century visitor experience. The Female prison roof needs replacing within a 10-year time horizon at a likely cost of around £15m. There is currently a temporary roof in place.
36. Different tactical investment options are being explored across the city, including voluntary donations at the city walls. Although these can contribute to maintenance liabilities, they won't provide sufficient funding to make a sustained difference.
37. If no action is taken, and no investment sought more strategically, it is likely that the council will be left with significant liabilities, both from heritage assets and as custodians of artefacts of national importance.

The programme

38. The proposed Heritage Programme (Annex A) aims to incorporate several different heritage-related issues across the city, including oversight and governance of the emerging capital plan from York Museum Trust, and the UNESCO World Heritage bid.
39. The programme would provide a single voice for heritage assets in the city to lobby for national support and engage potential funders.
40. The programme recognises the complex and complementary role York's unique heritage plays in our economic prosperity and will harness the commitment residents and partners have to the city.
41. When considering the city's heritage, it will also be mindful of both Local Plan and Local Growth Plan to ensure the city is a modern vibrant and resilient space, able to respond to emerging and new issues, such as the impact of climate change, population growth

and tourism whilst conserving and curating historical artefacts and heritage assets.

42. Through partnership co-design workshops, the programme will develop a 10-year heritage estate strategic delivery plan aiming to attract investment, leverage the economic opportunity from the city's unique heritage assets and develop in partnership the strategic narrative that sets York's incredible heritage apart from other heritage cities – as an attractor, a destination and for inward investment.

Consultation Analysis

43. YMT are engaging officers across the council, their neighbouring institutions (York Explore, University of York, the Theatre) together with the York Civic Trust in their capital proposal. It has been approved by their Trustees and, with more information, will be presented to Executive in December.
44. The UNESCO World Heritage steering group have engaged different heritage and conservation organisations both locally and nationally. DCMS have supported the preliminary bid which is now with UNESCO for review.
45. The proposed Programme (Annex A) has been refined by an expert officer group including the city's archaeologist, conservationist, community assets lead officer, ancient monuments manager, strategic planning, strategy, and regeneration and economy.
46. It has been shared with YMT and YCT for their initial thoughts to help steer the programme and garner partnership support.
47. On approval by the Leader, the proposed Strategic Partnership will be convened and the programme outcomes and actions further refined.

Options Analysis and Evidential Basis

There are three options

1. Initiate the programme as set out in Annex A

2. Initiate a programme, with a different vision
3. Do not initiate the programme

Rationale

1. The recommended option is 1. Initiate the programme as set out in Annex A.
2. This is because the outcomes set out in Annex A will mean the council is best placed to benefit from harnessing the investment and economic and social outcomes that can be derived from the heritage estate, together with conserving and curating the city's historical collections.

Organisational Impact and Implications

Financial

48. The initial capital investment of £250k is made using the capital contingency budget. Should further funding be identified, this should be used instead. This will use the capital contingency set aside for 2025/26 and therefore there is a significant risk that, should other urgent capital issues be identified, there will be insufficient funding available. That said, the Capital Programme often has underspends and slippage and it is expected that this relatively small investment can be managed within the overall programme.

Human Resources (HR)

49. The programme will be led by City Development with input from existing specialist officers within the council. As such there are not implications at this stage.

Legal

50. There are no implications specific to this report and the development of the overall delivery strategy at this stage. As individual activities develop – such as any lease negotiations or funding bids – the legal implications will be considered and led separately by the relevant team.

Procurement

51. There are no implications at this stage. Projects requiring the procurement of services (consultancy) may be an outcome of the delivery plan at a later stage. Any services identified as being required will be procured in accordance with the Procurement Act 2023 and the Council's Contract Procedure Rules. Further advice will be sought at that point from the Commercial Procurement team.

Health and Wellbeing

52. Projects that are developed from the delivery plan have the potential for positive impacts on health and wellbeing, through volunteering and community engagement.

Environment and Climate action

53. There are no implications at this stage. If projects are developed as a result of the delivery strategy that maintain, reuse assets and reduce vacancy there are likely to be positive environmental outcomes.

Affordability

54. A key aspect of the programme delivery will be the application of the four core commitments (EACH) of which Affordability is one. Providing free access to our unique heritage across the city, as well as free opportunities to engage in the conservation and preservation will help build community pride. In addition, by supporting people into skills pathways that respond to our heritage will help bring more well paid jobs for residents.

Equalities and Human Rights

55. An equalities impact assessment has been completed and will be regularly reviewed as the programme develops. Representation will be sought for the steering. As work progresses a key aspect will be the application of the Social Model of Disability to ensure our unique heritage is accessible to all. The programme will result

in opportunities to improve equitable access, not least through digital innovation.

Data Protection and Privacy

56. The data protection impact assessment (DPIAs) screening questions were completed for the recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.

Communications

57. A key aspect of the programme is to connect residents to our heritage as well as promote its global significant, this will require a concerted co-ordinated communications campaign throughout the duration of the programme with resourcing and funding this communications – including that of partners – an issue for the programme to develop.

Economy

58. York has significant strengths in its thriving heritage and conservation sector. With a strategic focus on making the most from our heritage assets, the city will be well placed to introduce more well-paid jobs in conservation, heritage, curation, archeology and related industries into the city.

Risks and Mitigations

Financial – conserving the city's heritage estate is costly, and without a commercial benefit, often unfunded or difficult to secure investment, in addition, existing income generation levels are jeopardised by lack of investment. This programme will mitigate the cost of maintaining and managing York's heritage estate by securing investment from external sources.

Reputational – by identifying issues with the heritage estate, there is a risk that we inadvertently deter visitors. Communications and

engagement will need to inspire and encourage support for proposals from the outset.

Sustainability – heritage buildings can be difficult to retrofit or install renewable energy technologies. To align with the city’s net zero ambition will require sensitive conservation management whilst exploring new technologies and learning from others.

Partnerships – there is a huge and valuable commitment to the heritage assets in the city. Partners, and residents, are rightly proud of the city and its beautiful built architecture. Understanding different perspectives to reach a shared compromise will be critical to identify priorities for investment and a solution for to protect the collections for future generations to continue to benefit from the city’s unique heritage

Wards Impacted

3. All

Contact details

For further information please contact the authors of this Decision Report.

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Report approved:	Yes
Date:	23/10/2025

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Claire MacRae, Building, Property Information and Compliance Manager

Guy Hanson, Design and Conservation Manager

Nick Collins, Head of Property

Alison Cooke, Head of Spatial Planning

Patricia Salami, Head of Regeneration

Sam Blyth, Head of City Strategy and Partnerships

Background papers

[Decision - York Museums Trust Funding 2017-20](#)

[Decision - York as a World Heritage Site](#)

Executive [Agenda for Executive on Tuesday, 2 September 2025, 4.30 pm](#) item 135 (v)

Annexes

Annex A – The Heritage Programme proposal

Annex B – Equalities Impact Assessment

Annex C – Data Protection Impact Assessment Screening

Abbreviations

DCMS – Department for Culture, Media and Sport

WHSG – World Heritage Steering Group

YMT – York Museum Trust

YCT – York Civic Trust

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The Heritage Programme Proposal

4 November 2025



Context

- The city's expertise in research, conservation, archaeological science and cultural heritage management is globally recognised. Great opportunities to improve appreciation of this significance and York's diversity of history and heritage with local communities, to visitors and on an international stage.
- Nationally and internationally significant heritage buildings, places, green spaces and rivers that offer exceptional value to the fabric of the city, including: the most complete medieval city walls, York Minster, the Shambles and the city's medieval stained glass. It has 35 conservation areas, including one of the most complex in UK, 23 scheduled monuments, is an Area of Archaeological Importance (one of only 5), 71 grade I listed buildings, 6 registered parks/gardens, and is a UNESCO City of Media Arts.
- York's heritage is highly valued with an estimated GVA of £2.1bn. The proportion of people employed in libraries, archives, museums and other cultural activities is three times England's average. The council has expertise across multiple teams to contribute to the programme. And engaged and committed partnerships across the private, charitable and voluntary sectors.
- There is great potential for trailblazing initiatives covering: health and wellbeing, addressing climate change and sustainability, and digital interpretation of history and heritage.
- Home to two national cultural heritage centres – the National Railway Museum and National Centre for Early Music – and national/ regional headquarters including: Council for British Archaeology, Historic England, English Heritage and the National Trust.
- There are, however, significant conservation, maintenance and sustainability issues with the city's heritage estate placing a proportion at risk, including its collection of medieval timber-framed buildings, requiring significant investment to be sustainable.

Proposal

Co-design with the lead Executive Member, heritage and conservation groups a 10-year strategic action plan to better reveal York's heritage significance, attract significant investment and lead the UK in addressing the challenges the heritage estate and sector faces



Objectives

- Co-design a shared ambition with the heritage sector and community groups
- Explore alternative uses of council assets
- Attract new anchor partners/tenants in the heritage, conservation, and curation sector
- Support partners, including York Museum Trust's plans
- Strengthen and support existing networks by connecting communities to our heritage – through engaging, advocating, learning and participating in heritage activities
- Develop skills pathways and routes to employment for all our residents esp. those at risk of deprivation, building on CYC apprenticeships
- Curate everyday history in new and extraordinary ways, including at a new modern art gallery on a heritage campus
- Explore a specialist purpose-built climate-controlled shared facility to store York's collections

Outcomes

Outcomes	Description
A 10-year Heritage Estate Strategic Action Plan	Co-designed with the city, setting a series of actions and priorities for capital investment following successful grant applications
30+ new roles in the heritage sector	Attract a key national anchor institution to relocate to join York's heritage economic cluster, based in a repurposed heritage asset
£50m+ over 10 years	Externally funded successful grant applications to invest in York's heritage estate – based on the agreed priorities
4+ community groups enabled to take control of heritage assets	Legal arrangements and additional support to neighbourhood community groups to manage/control local assets with community-based activity to help build community pride and cohesion.
5% uplift in heritage visitors	Increase heritage visitors attracted to the globally significant heritage, to enhance the family friendly and cultural tourism offer
£250k+ pa generated from licencing and sponsorship of heritage artifacts	Passive income from licencing and sponsorship of archaeological, architectural, artefacts, images, etc. of York's collections and archives.
50+ newly qualified residents age 16-24yo	16-24yo pa qualified in heritage skills, building resident interest and appetite for contemporary roles in heritage conservation and curation
80+ residents take part in social inclusion projects	Neighbourhood based heritage based social inclusion/community capacity projects to promote well being and increase physical activity
Programme	Self-funding within 24 months

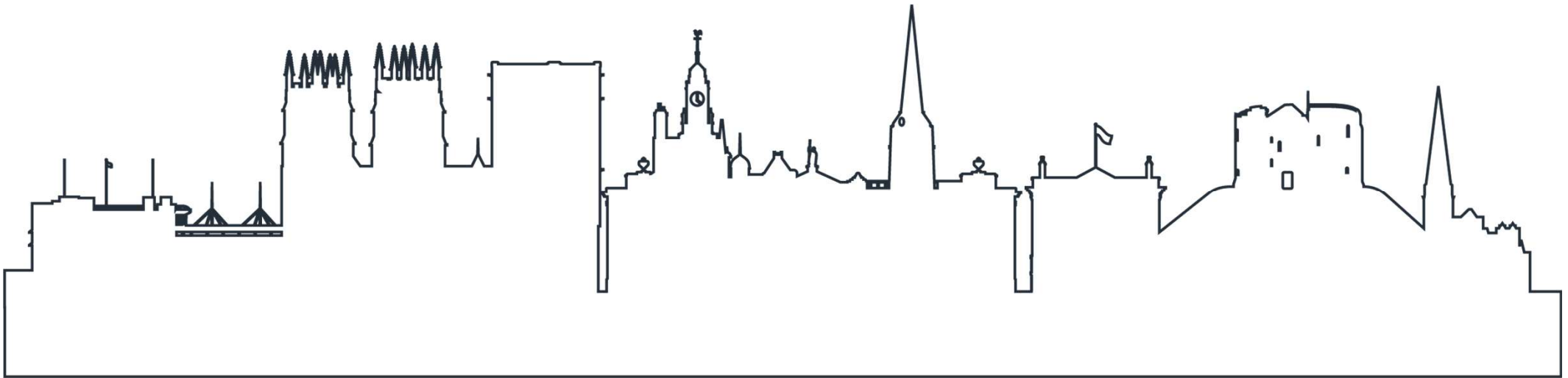
Key benefits

Residents

- Increased pride in our heritage
- New opportunities for community involvement
- Education and skills opportunities

Businesses

- Strengthened and extended supply chain
- Increased sector resilience
- Increased and new market opportunities and products



How would we do this?

1. Formalise collaboration between York's conservation and heritage and community sector, with a new **strategic partnership** and member appointment of a **Heritage Champion**.
2. Review the **Partnership Agreement** with York Museum Trust to ensure remains fit for purpose and reflects ambition.
3. Together with a small group of other heritage cities, raise awareness of the **global significance of York's rich heritage estate**, to showcase its historical importance and value and the risk of climate impact to the nation, and lobby for more national investment.
4. Co-design a **10-year Heritage Estate Strategic Delivery Plan** to articulate the role York's heritage estate plays, identifying key priorities for restoration and adaptation, and identifying opportunities for national investment and align this with planned investment in public space and construction skills opportunities.
5. **Attract investment** through a blend of funding, for example: grants, disposal of heritage assets to community groups for local use, private investment and sponsorship, and product licensing, develop a more sustainable and resilient business model
6. **Restore priority heritage assets** to be more sustainable, affordable, accessible and deliver more social and economic benefits so they are protected for future generations.

6. Within the four neighbourhoods, encourage **community pride and build community capacity**, encouraging active participation by setting out a pathway of engagement opportunity, from historical reenactments through voluntary conservation to disposal of assets to community groups for meaningful local use.
7. **Protect archives and collections** through consolidation and storage at climate-controlled purpose-built facilities, exploring commercialisation opportunities.
8. Work closely with the heritage sector and MCA, to **increase the productivity and GVA of the sector**, through targeted business growth, inward investment, skills pathways etc. demonstrating a joined-up, innovative, forward-looking sector that is protecting, conserving and enhancing York's rich heritage estate on behalf of the nation.
9. Attract investment in **research and innovation** opportunities from partner expertise to drive new approaches to conservation and curation.
10. **Evaluate the impact**, understanding what has already worked to know the Programme is making on the city, the sector, residents, communities, and the heritage assets themselves.
11. **Establish a programme**, led by the City of York Council, comprised of partners and officers to deliver a series of projects, and support partners own project delivery, setting out an engagement plan to encourage resident involvement (inc. through YCT local list and the Local Plan refresh).

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	City Development		
Service Area:	Regeneration		
Name of the proposal:	Heritage programme		
Lead officer:	Tania Weston		
Date assessment completed:	16/10/25		
Names of those who contributed to the assessment:			
Name	Job title	Organisation	Area of expertise

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	This proposal will create a 10-year strategic delivery plan which is focussed on making the most of York's heritage assets. The delivery plan will result in well-managed heritage assets across the city, including council-owned assets, with funding secured to maintain and develop sites. Individuals and communities will feel a sense of pride in their heritage and become involved in the care and interpretation of heritage, whether through greater access to information, volunteering, education, training or employment.
1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	Relevant legislation includes: <ul style="list-style-type: none"> • Equality Act 2010, which aims to protect people from discrimination in the workplace and in wider society. The Act includes a Public Sector Equality Duty, which requires public bodies to consider how their decisions and policies affect people with protected characteristics. The public body also should have evidence to show how it has done this It also requires that public bodies have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities. The Equality Act 2010 covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. • Human Rights Act –sets out the fundamental rights and freedoms that everyone is entitled to. In making a decision the council must consider carefully the balance to be struck between individual rights and the wider public interest and whilst it is acknowledged that there could be interference with a Convention right, the decision must be reasonably justified as it is a proportionate means of achieving a legitimate aim.

1.3	Who are the stakeholders and what are their interests?
	<ul style="list-style-type: none"> • Heritage asset owners/tenants who are responsible for repair and management • Heritage businesses that provide services and skills • Local and national organisations/charities with an interest in heritage e.g. Historic England, York Civic Trust • Funders that may support activity • University/college/specialist training providers • Residents who may want to be more actively involved in heritage • Residents who care for their local areas
1.4	What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	<p>The outcomes the programme seeks to achieve are:</p> <ul style="list-style-type: none"> • Increased investment in the city's heritage • Increased employment and training opportunities in the heritage sector • Increased community activity and opportunities to support local heritage • Increased sense of pride in the city's heritage <p>The programme vision aligns with the Council Plan (2023-2027) and directly supports the following objectives:</p> <ul style="list-style-type: none"> • A fair, thriving, green economy for all • A health generating city, for children and adults • Education and skills: High quality skills and learning for all • Sustainability: Cutting carbon, enhancing the environment for our future • Housing: Increasing the supply of affordable housing <p>The Climate Change Strategy, Health and Wellbeing Strategy, and Economic Strategy are also relevant.</p>

Step 2 – Gathering the information and feedback

2.1	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? 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.	
	Source of data/supporting evidence	Reason for using
	Our City Centre Vision and public engagement findings	Our City Centre vision was developed following consultation with residents. This has provided information about how people feel about the historic nature of the city centre and opportunities to improve them. Consultation included responses from residents across different ages, ethnic groups, genders, religions, employment status, carer status and disability status.
	Other council public engagement findings for the wider council area, including neighbourhood plan engagement	Engagement evidence that shows what heritage local communities consider important to them.
	Council datasets on designated assets, vacancy etc.	
	Historic England (and other heritage organisations) datasets and research on heritage at risk, economic and social impacts.	Historic England and the National Lottery Heritage Fund has conducted a lot of research into the public benefits of heritage
	Public reports from other organisations' projects within the city	Provide an understanding of best practice, understanding activity already taking place and identifying further opportunities.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.		
Gaps in data or knowledge		Action to deal with this	
There may be some gaps in baseline information that would impact on project delivery and evaluation, such as level risk to heritage assets. This may be more the case for certain types of heritage, such as archive and artefacts, related to those with protected characteristics.		Initial project team activity to identify any potential gaps. Engagement with relevant groups and heritage organisations who may be able to close gaps.	
Historically, some communities, especially people with protected characteristics have not been able to have their stories told and have been less likely to be involved in heritage projects.		Where activity is developed that involves communities the project team will explore what their definition of “heritage” is to understand what is important locally and to co-design activity.	

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	<p>The strategic delivery plan is unlikely to have a direct impact.</p> <p>Engagement in heritage has perhaps been traditionally undertaken by older populations. Where community activity is developed it will be important to make sure that people of all ages are able to participate</p>	0	L

	<p>and that a range of activities may be needed that is appropriate for different age groups.</p> <p>Where physical projects are developed, these will need to make sure that they do not have a negative impact.</p>		
Disability	<p>The strategic delivery plan is unlikely to have a direct impact.</p> <p>Where community activity is developed it will be important to make sure that all people are able to participate and that a range of activities may be needed that is appropriate. Materials will need to be available in different formats to enable participation.</p> <p>Where physical projects are developed, these will need to make sure that they do not have a negative impact.</p>	0	L
Gender	<p>The strategic delivery plan is unlikely to have a direct impact.</p> <p>Where community activity is developed it will be important to make sure that all people are able to participate and that a range of activities may be needed that is appropriate. Materials will need to be available in different formats to enable participation.</p> <p>Where physical projects are developed, these will need to make sure that they do not have a negative impact.</p>	0	L
Gender Reassignment	<p>The strategic delivery plan is unlikely to have a direct impact.</p> <p>Where community activity is developed it will be important to make sure that all people are able to participate and that a range of activities may be needed that is appropriate. Materials will need to be available in different formats to enable participation.</p>	0	L

	Where physical projects are developed, these will need to make sure that they do not have a negative impact.		
Marriage and civil partnership	The strategic delivery plan is unlikely to have a direct impact.	0	L
Pregnancy and maternity	<p>The strategic delivery plan is unlikely to have a direct impact.</p> <p>Where community activity is developed it will be important to make sure that all people are able to participate and that a range of activities may be needed that is appropriate. Materials will need to be available in different formats to enable participation.</p> <p>Where physical projects are developed, these will need to make sure that they do not have a negative impact.</p>	0	L
Race	<p>The strategic delivery plan is unlikely to have a direct impact.</p> <p>Where community activity is developed it will be important to make sure that all people are able to participate and that a range of activities may be needed that is appropriate, noting that some communities may have felt less engaged with local heritage in the past. Materials will need to be available in different formats to enable participation.</p> <p>Where physical projects are developed, these will need to make sure that they do not have a negative impact.</p>	0	L
Religion and belief	<p>The strategic delivery plan is unlikely to have a direct impact.</p> <p>Where community activity is developed it will be important to make sure that all people are able to participate and that a range of activities may be needed that is appropriate, noting that some religious communities may have felt less engaged with local heritage in the past.</p>	0	L

	<p>Materials will need to be available in different formats to enable participation.</p> <p>Where physical projects are developed, these will need to make sure that they do not have a negative impact.</p>		
Sexual orientation	<p>The strategic delivery plan is unlikely to have a direct impact.</p> <p>Where community activity is developed it will be important to make sure that all people are able to participate and that a range of activities may be needed that is appropriate, noting that some people may have felt less engaged with local heritage in the past. Materials will need to be available in different formats to enable participation.</p> <p>Where physical projects are developed, these will need to make sure that they do not have a negative impact.</p>	0	L
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	As the programme develops there may be opportunities for activities that involve carers.	+	L
Low income groups	As the programme develops there may be opportunities for activities that involve low income groups.	+	L
Veterans, Armed Forces Community	As the programme develops there may be opportunities for activities that involve the armed forces community and veterans.	+	L
Other			
Impact on human rights:			

List any human rights impacted.	Right to participate in cultural life (and enjoy the benefits of scientific progress) The strategic delivery plan will identify opportunities and develop projects both by the council and other stakeholders that will enable people to participate in cultural activities.	+	L
	Right to highest possible standard of physical and mental health Engagement with heritage has been shown to have a positive impact on health and wellbeing, especially mental health.	+	L

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.

High impact (The proposal or process is very equality relevant)	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.
Medium impact (The proposal or process is somewhat equality relevant)	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
Low impact (The proposal or process might be equality relevant)	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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	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?
Developing a strategic delivery plan for the city's heritage will allow cultural organisations across the city to come together and enhance opportunities for positive engagement and activity for all people, including those with protected characteristics. It is considered extremely unlikely that there would be any adverse impacts. The programme will include a stakeholder group and wider partnership, and these will help to ensure the city's various communities are considered and adverse impacts avoided/mitigated.	

Step 6 – Recommendations and conclusions of the assessment

6.1	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:
<ul style="list-style-type: none"> - No major change to the proposal – 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. 	

- **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.

Option selected	Conclusions/justification
No major change to the proposal	The EIA demonstrates the proposal is robust and should have positive impacts. There is no potential for unlawful discrimination or adverse impact, subject to continuing monitor and review.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.
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Impact/issue	Action to be taken	Person responsible	Timescale
Dataset gaps	Compilation of datasets required and any gaps	Programme Manager	First 3 months, and reviewed annually
Equitable participation	Understanding previous activities and what groups have been underrepresented	Programme Manager	First 6-12 months as projects are developed, and reviewed annually

8. 1	How will the impact of your proposal be monitored and improved upon going forward? 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?
	Equalities impacts will be as the programme progresses and specific projects are identified and developed.

Step 8 - Monitor, review and improve

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Data Protection Impact Assessment Screening Questionnaire

To confirm whether a full DPIA is required please go through the below and tick any boxes that are relevant.

Ref number:	Heritage Programme
Name and Job title:	Tania Weston, Regeneration Programme Manager
Date:	15/10/2025
Description - Explain broadly what you aim to achieve and what type of processing it involves. You may find it helpful to refer or link to other documents, such as a project proposal, business case etc.	
<p>The programme will develop a 10-year Heritage Strategic Delivery Plan – focused on maximising the social, economic and sustainability outcomes from York’s world-renowned heritage assets. At the heart of the programme will be attracting significant investment in York’s heritage, through public sector grants, private sector investment or planned disposals.</p> <p>At this stage use and/or collection of personal data is not anticipated. The programme will develop a number of projects (such as capital investment to reduce vacancy rates on upper storeys of buildings, or an audit of street ‘clutter’ or buildings at risk). It is possible that some projects may be developed by or involving individuals as volunteers or trainees, in which case personal data considerations may become applicable. Data protection considerations will be regularly reviewed as the programme develops and a DPIA complete where relevant.</p>	

Are you:

☐ starting a new (or reviewing an existing) project involving the use of personal data.

Are you planning to carry out any

- ☐ evaluation or scoring
- ☐ automated decision-making with significant effects;
- ☐ systematic monitoring;
- ☐ processing of sensitive data or data of a highly personal nature
- ☐ processing on a large scale
- ☐ processing of data concerning vulnerable data subjects
- ☐ innovative technological or organisational solutions
- ☐ processing that involves preventing data subjects from exercising a right or using a service or contract.
- ☐ profiling to make decisions about people
- ☐ automated decision-making to make decisions about people
- ☐ process special-category data or criminal-offence data
- ☐ systematically monitor a publicly accessible place eg CCTV
- ☐ use innovative technology in combination with any of the criteria in the European guidelines
- ☐ use profiling to help make decisions on someone's access to a service, opportunity or benefit
- ☐ use automated decision-making to help make decisions on someone's access to a service, opportunity or benefit

- ☐ use special category data to help make decisions on someone's access to a service, opportunity or benefit
- ☐ carry out profiling on a large scale
- ☐ process biometric or genetic data in combination with any of the criteria in the European guidelines
- ☐ combine, compare or match data from multiple sources
- ☐ process personal data without providing a privacy notice directly to the individual in combination with any of the criteria in the European guidelines
- ☐ process personal data in a way that involves tracking individuals' online or offline location or behaviour, in combination with any of the criteria in the European guidelines
- ☐ process children's personal data for profiling or automated decision-making or for marketing purposes, or offer online services directly to them
- ☐ process personal data that could result in a risk of harm in the event of a breach
- ☐ a change to the nature, scope, context or purposes of existing processing

If you have ticked any of the boxes above, you must complete a full DPIA. Please contact information.governance@york.gov.uk who will be able to advise and support you to do this

If you have not ticked any of the boxes above, you are not required to complete a full DPIA. However, we must record all decision making regarding DPIA, so please send your completed screening questionnaire to information.governance@york.gov.uk

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Meeting:	Combined Executive Member Decision Session
Meeting date:	04/11/2025
Report of:	Claire Foale, Chief Strategy Officer
Portfolio of:	Cllr Kent, Executive Member for Environment and Climate Emergency

Decision Report: Annual Carbon Emissions Report 2024/25

Subject of Report

1. City of York Council (the Council) has set a target to reduce carbon emissions from corporate activity to net zero by 2030. An Annual Carbon Emissions Report is produced to monitor progress against this target and identify areas of improvement. This report relates to the Council's operations throughout financial year 2024/25.
2. The Council's emissions have been reported using the Local Government Association's Greenhouse Gas Accounting Tool. The data collected covers the Council's Scope 1 and 2 emissions as well as some of the Council's Scope 3 emissions.
3. The Council's operational emissions totalled 5,830 tCO₂e in 2024/25. This represents an overall 205 tCO₂e from 2023/24, largely due to changes in Scope 3 data collection. Scope 1 emissions, or the Council's direct emissions, have decreased by over 7% (285 tCO₂e) since 2023/24.
4. This report marks the fifth year of reporting carbon emissions for the Council's buildings and operations. In some areas, there is data available dating back to 2015/16, which has been used for historical comparisons.

Benefits and Challenges

5. Annual publication of the Council's operational emissions allows us to monitor progress towards our net zero by 2030 ambition, while also identifying opportunities for further carbon reduction activities. Regular reporting will track the impact of our work to enable corrective activity if required.
6. The Council continually strives to increase the scope of its reporting to accurately reflect the carbon impact of its operations and activities. This can be particularly challenging where our Scope 3 emissions are concerned. In recent years, we have sought to expand the remit of our Scope 3 reporting to include items such as material usage, employee commuting and homeworking and staff business travel.
7. Sharing progress to reduce our corporate carbon emissions in an accessible and transparent way is crucial for public, city-wide support in the key areas for the council to address. Public and transparent annual reporting through public meetings and the York Open Data platform¹ provides a monitoring framework for this to occur.

Policy Basis for Decision

8. In 2019, the Council declared a Climate Emergency and set the ambition for York to reach net zero by 2030. The subsequent York Climate Change Strategy (2022-32) and Climate Change Action Plan guide progress towards this ambition. The Climate Change Strategy and Action Plan state that the council will report annually through publicly available forums (Council, Executive and Scrutiny) and the York Open Data Platform.
9. Good governance and evidence-based planning are key priority areas for guiding climate-based action across York. One of eight key priority areas of the Climate Change 10-Year Strategy (2022-2032) is good governance. This sets the following objectives:
 - 8.1 Decide responsibility
 - 8.2 Track action
 - 8.3 Monitor progress
 - 8.4 Report annually

10. Climate is one of the four core commitments in the Council Plan (2023-27), requiring the Council to understand and take consideration of climate impacts and all our actions have on the environment when making Council decisions.
11. One of the Key Performance Indicators for Council delivery against this core commitment is the level of carbon emissions from council buildings and operations. Consequently, this annual report is key to monitoring the delivery of the Council Plan.
12. The Council Plan has also set a priority for 'Cutting carbon, enhancing the environment for our future', which describes a number of actions, including exploring and accelerating our activities to become a net zero carbon Council. This report demonstrates the carbon impact associated with Council operations to inform future plans and policies.

Financial Strategy Implications

13. The report identifies actions that the carbon reduction team propose to undertake over the coming year. The majority are contained within agreed budgets. The Council has also been successful in attracting external funding and will continue to maximise such funding to match fund Council contributions.
14. The Council has set capital funds aside to upgrade the fleet with electric vehicles where practical, as part of an ongoing process.
15. Other carbon reduction measures will explore implementation via grant funding, including funding available from Carbon Negative Challenge Fund, Mayoral Renewables Fund and other regional and national funding sources.

Recommendation and Reasons

16. Executive Member is asked to:

i) Approve the Annual Emissions Report for publication.

Reason: To monitor progress against the Council's ambition to be net zero by 2030.

Background

Accounting Methodology

17. The Council's 2024/25 emissions are reported using the Local Government Association's (LGA) Greenhouse Gas Accounting Tool. This tool was adopted by the Council in 2023 and has been designed for Local Authority use.
18. An operational boundary was adopted to account for sites the Council has ownership of, or maintenance responsibility over. This includes the Council's own corporate buildings, maintained schools and libraries.
19. From reporting year 2022/23 onwards, additional reporting categories have been incorporated into the Council's scope 3 reporting. While this will increase the total emissions figure from the Council, the like-for-like difference between categories is a net reduction.
20. The LGA describes the measurement of Scope 3 emissions as an emerging area, and they usually represent 70-80 per cent of a local authority's total emissions. As such, it is important to increase understanding and awareness of these emissions to reduce the Council's indirect emissions and drive sustainability across downstream activities.

Annual Emissions 2024/25

21. The Council's operational emissions totalled 5,830 tCO₂e in 2024/25. This represents an overall 205 tCO₂e from 2023/24. Scope 1 emissions, the Council's direct emissions, have decreased by over 7% (285 tCO₂e) since 2023/24.
22. Direct (Scope 1) emissions from Council-owned buildings and vehicles are the largest contributor to operational emissions. Scope 2 emissions (from purchased and metered electricity) are deemed to be zero due to our green tariff, aside from the electricity used by our electric fleet vehicles outside of our own electric

charge points. Indirect (Scope 3) emissions result from the wider supply chain, rather than from activities under direct control.

23. Since 2023/24, City of York Council's contract with Greenwich Leisure Limited (GLL), who operate Council leisure centres have been included in reporting as an outsourced service. The Outsourced Scope 3 category is for emissions that come from activities provided to the local authority by other parties and/or outsourced operations.
24. A summary of these emissions, and how they've changed from the previous year, is illustrated in Table 1 and Figure 1 below.

Table 1 Corporate Emissions across Scope 1, 2,3 and Outsourced Scope 3. Green arrows represent a decrease in emissions, red an increase in emissions, and orange limited change (+/- 3 tCO₂e).

Scope	Scope Definition	Emissions Type	Emissions (tCO₂e)
Scope 1	<i>Direct GHG emissions from buildings, plant and vehicles owned or controlled by City of York Council</i>	Heating	2,096 ↓
		Authority's Fleet	1,501 ↓
Scope 2	<i>Indirect emissions associated with purchased energy consumed by City of York Council¹</i>	Electricity	64 ↑
Scope 3	<i>All other indirect emissions that occur in the Council's supply chain.</i>	Staff Business Travel	44 ↑
		Staff Commuting	493 ↑
		Working From Home	629 ↓
		Transmission and Distribution Losses	194 ↑

¹ Since April 2020, we purchase 100% renewable electricity, reducing the Council's emissions by 2,102 tCO₂e this year. 66 tCO₂e have been produced by electricity for cars and vans in our fleet using the public charging network. In reality, not all of electric fleet vehicles are charged on the public charging network, some are charged at Hazel Court Eco Depot by renewable energy. As a breakdown of charging location data was not available at the time of reporting, all charging data has been reported in the interest of transparency.

Outsourced Scope 3	<i>Indirect emissions that occur from outsourced operations.</i>	Material Use	220	↓
		Waste	4	↓
		Water	5	↓
		GLL (Leisure Centres)	580	↑

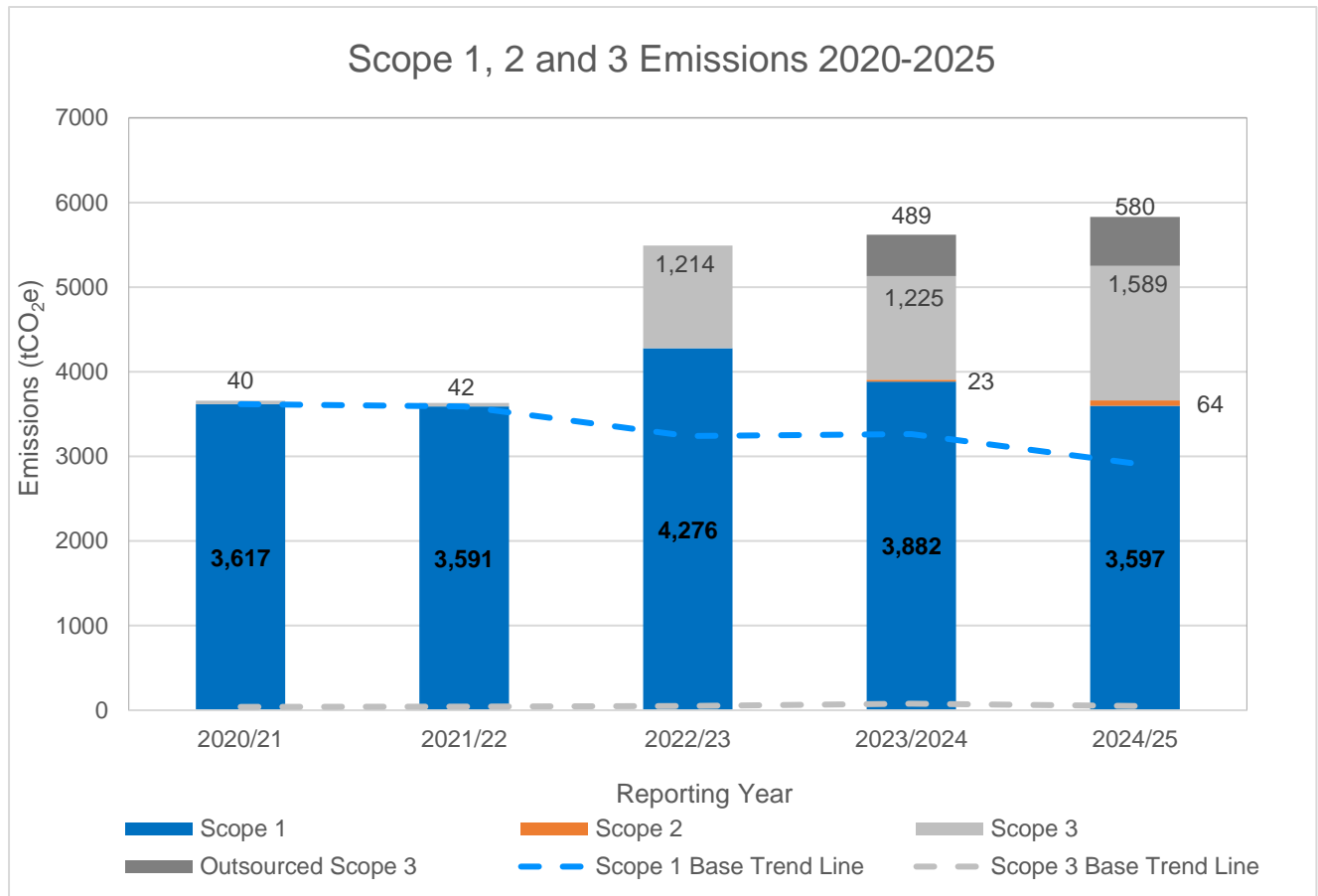


Figure 1 The Council's Scope 1, 2, 3 and Outsourced Scope 3 emissions from 2020-2025. As noted above, the Council have been expanding reporting scope. The dashed lines represent the Council's greenhouse gas emissions without these changes, showing an overall decrease when accounting for a 'like-for-like' comparison.

Gas

25. The Gas usage from buildings is the Council's most carbon intensive activity and is a major operational expense. Scope 1 fossil fuel use has decreased by 6% (-134 tCO₂e) since the last reporting year. This includes gas use in the Council's corporate buildings, libraries and schools (Figure 1).
26. Gas use in the Council's leisure centres is reported as Outsourced Scope 3, as utilities are managed by outsourced partner GLL.

These emissions are also reflected in the graph below. The increase in leisure centre emissions is partially due to the addition of biomass use into the reporting to reflect best accounting practice.

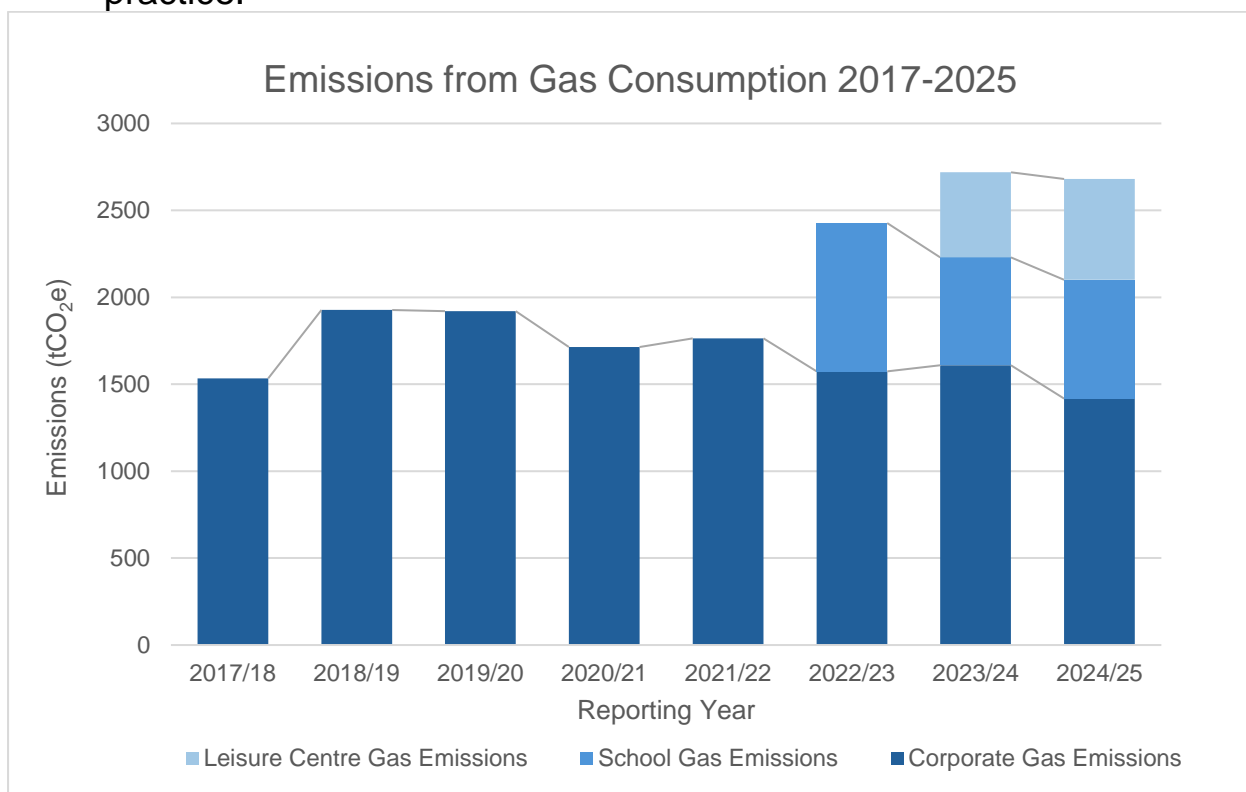


Figure 2 Emissions from the Council's gas usage since 2017/18 financial year. Since 2022/23, the Council have been capturing more data to improve the reporting process. This additional data (including schools and leisure centres) is captured in lighter colours.

27. The Council adopts the energy hierarchy 'Be Lean', 'Be Clean', 'Be Green' and 'Be Seen' approach to use less energy, maximise the efficiency of the existing infrastructure, and encourage low and zero carbon technologies to deliver the best outcomes in emissions reduction from our buildings².
28. To implement this hierarchical approach, decarbonisation plans for one library site and eight corporate sites, five leisure centres and twenty-one schools have been completed, using funding from the Northeast and Yorkshire Public Sector Estate Decarbonisation Scheme and the Low Carbon Skills Fund.
29. These plans identify key building fabric upgrades and opportunities for low and zero carbon technologies and will be progressed via grant funding, or other strategic mechanisms, when feasible.

² City of York Council Adopted Local Plan <https://www.york.gov.uk/downloads/file/10103/city-of-york-adopted-local-plan-2025>

30. The Council has installed a heat pump at Yearsley Primary School this year, reducing gas consumption onsite. Heating upgrades have also taken place at Alex Lyon and Honeysuckle House with funding from the Combined Authority's Net Zero Fund.

Electricity Usage

31. The Council has adopted a green tariff for all electricity consumption and as such no emissions are attributed to electricity usage from buildings and streetlighting. The reduction in emissions achieved by implementing this tariff has reduced the Council's emissions by 2,195 tCO₂e in 2024/25, from both buildings and streetlighting.
32. The Council received grant funding from the Combined Authority to upgrade 1,333 streetlamps to LED. Since 2022/23, this project has reduced consumption in electricity from streetlighting. While there have been some increases in streetlighting consumption (kWh) since 2023/24, costs have decreased by over £375,500 (Figure 2). The scheme is expected to have a reduction of annual electrical energy consumption of 11% which will result in a decrease of 65.5 tCO₂/yr.

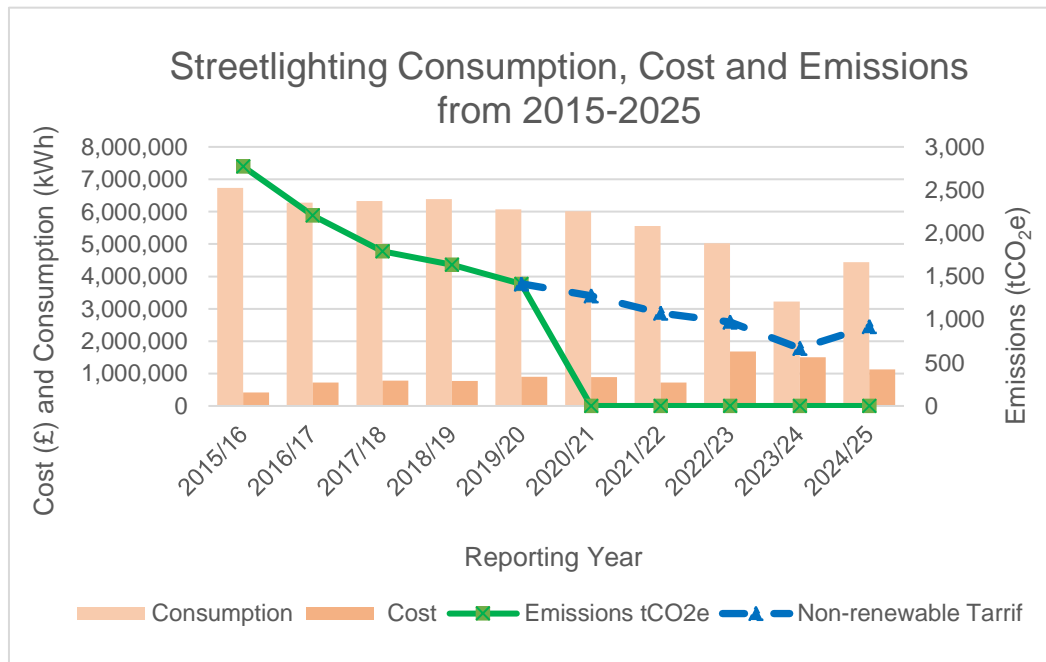


Figure 3 Streetlighting consumption, cost and emissions from 2015 to 2025. The green tariff adopted in 2020 means our electricity supply is backed by 100% renewable energy.

33. The only emissions attributed to electricity usage from the Council are from the electric vehicles in the fleet. These account for a minimal proportion of total emissions (<1%). From April 2024, these vehicles have started charging at Hazel Court Eco Depot

backed by renewable energy. However, vehicles are sometimes still charged on the public network. Without a clear breakdown of charging data, all EV mileage is reported in the interest of accounting transparency.

34. The Council is working to reduce electricity consumption across its estate and increase renewable energy in York. The Council's partnership with Solar for Schools has seen solar panels installed on six Council maintained schools: Clifton Green Primary School, Lord Deramore's Primary School, Dringhouses Primary School, Applefields School, Westfield School and Danesgate School.
35. The Council was also successful in securing £216,000 through the Mayoral Renewables Fund to deliver Solar PV at Yearsley Swimming Pool, Joseph Rowntree School, and Acomb Library. The Council is continuing to pursue delivery mechanisms to reduce electricity consumption and increase energy security.

Water

36. Emissions from Water consumption and treatment comprised less than 1% of our emissions in 2024/25 (5 tCO₂e). This is a reduction of 32 tCO₂e.
37. In 2024, the Council changed water supplier. As such, data has only been available from June 2024 to March 2025, meaning that there is a two-month gap in reporting. This disparity, however, does not account for the decrease in emissions wholly; reduced water supply and reduced annual emissions factors also contribute.
38. Several Council buildings, including key sites West Offices and Hazel Court, use sustainable water design features such as rainwater harvesting.

Fleet

39. Emissions from the Council's fleet have decreased by 9% since 2023/24 (-134 tCO₂e). This reflects a wider trend of emissions reduction due to the impact of the ongoing fleet replacement programme which has seen investment in Electric Vehicles (EV) for council use.

40. At present, 76% of the Council's fleet vehicles under 3.5 tonnes have transitioned to EV under this programme. This number will reach 90% by 2026.

Business Travel

41. Emissions from staff business travel have remained largely unchanged from 2023/24, with a minor increase (+3 tCO₂e). This represents a plateau in emissions reduction, after a large decrease in the previous reporting year as seen in Figure 3.
42. This change was driven by an increase in hotel use and domestic flights. There was no change in the use of the Rent-a-Car service, and only a slight decreases in emissions from rail travel.

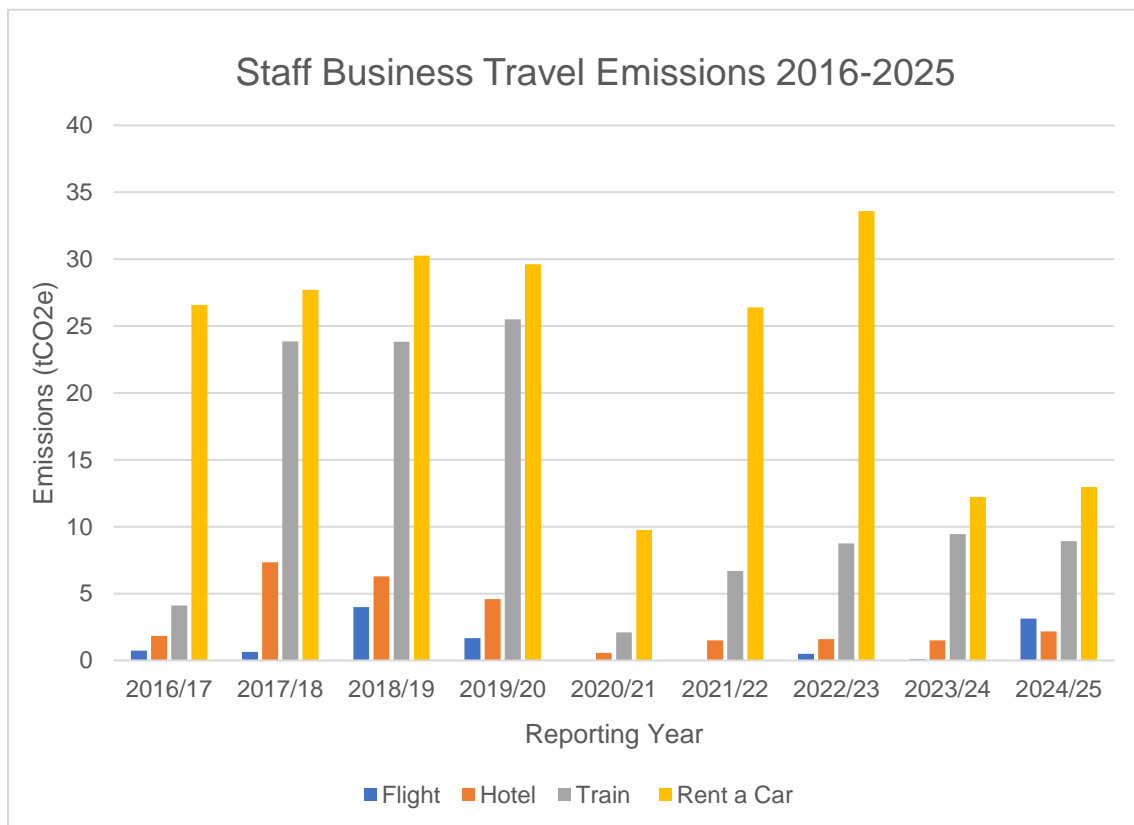
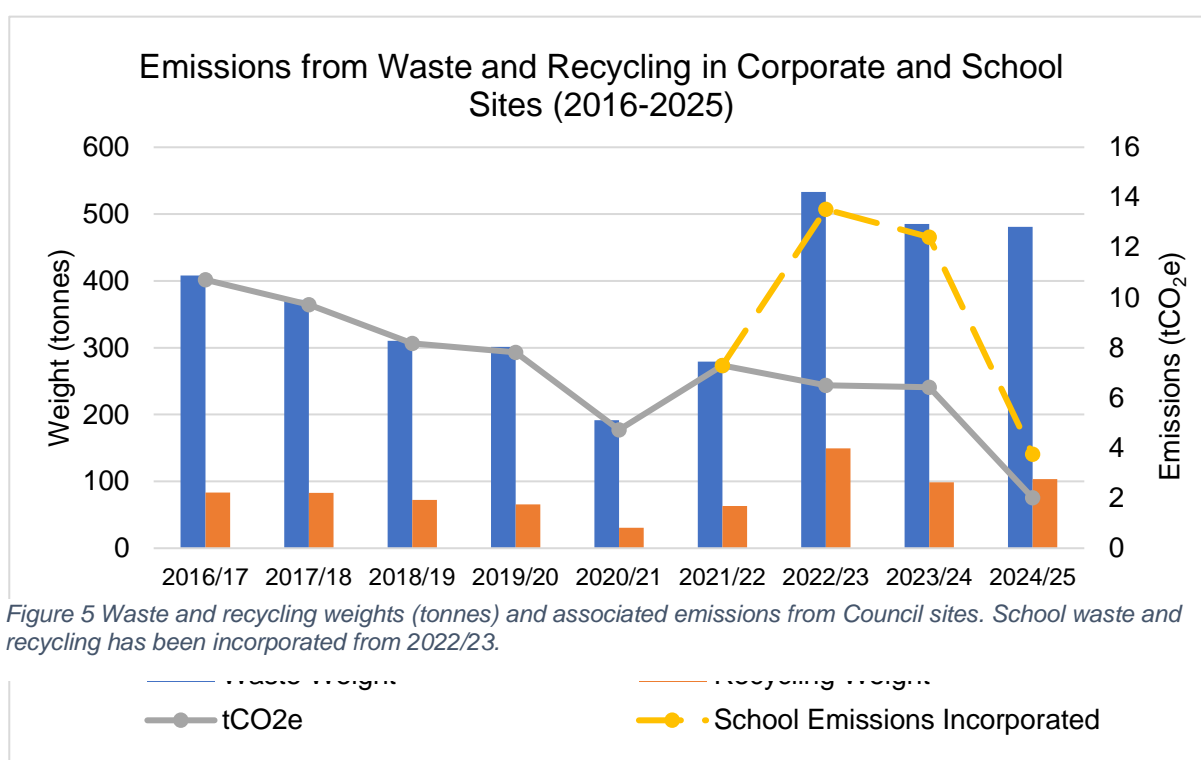


Figure 4 Staff business travel emissions from flights, hotels, trains and the Enterprise Rent-a-Car service.

43. The emissions from the Council's employee Car Club service have remained mostly unchanged since 2023/24 (-1 tCO₂e). Battery Electric Vehicles have been introduced to the Car Club service, comprising 15% journeys alongside the Hybrid vehicles (8% of journeys). Petrol remained the most driven car type.

Waste

44. Emissions from waste have significantly decreased in both schools and corporate sites in comparison to the previous reporting year. A 70% reduction in emissions (-9 tCO₂e), has been seen across these categories as shown in Figure 4.
45. While there have been slight decreases in commercial waste and increases in the recycling rate, the majority of this emissions reduction is due to decreased emissions factors due to a correction from the Government on Energy from Waste (EfW) and Recycling³. This impacted all of the Council's waste figures, as all waste is recycled or turned into electricity or 'EfW' at Allerton Waste Recovery Park.



Procurement

46. Emissions associated with procured goods and services are not included in this report.
47. In an effort to reduce emissions from our procurement practices, a sustainable procurement policy has been produced and adopted by the Council. Suppliers are routinely asked about their

³ 2024 Government Green House Gas Conversion Factors for Company Reporting:
<https://www.gov.uk/government/publications/greenhouse-gas-reporting-conversion-factors-2024>

sustainability criteria across a range of categories including: Carbon Reduction, Circular Economy, Biodiversity and Sustainability.

48. The Council's existing Social Value Policy is currently being updated to include several outcomes focused on climate action. Social Value policies offer significant opportunity for the public sector to engage with its supply chain by rewarding organisations that go beyond the provision of just the core contract requirements to deliver more value for the community. Climate action Social Value measures are specifically dedicated to mitigating the risks of climate change and increasing the resilience of our communities.

Material Use

49. Since April 2022, the emissions associated with material use from council building services have been incorporated in this annual report. Expanding the extent of our reporting to cover a wider range Scope 3 emissions sources allow the Council to build a greater picture of corporate emissions in our wider supply chain.
50. The Council's supplier of construction materials was unable to provide an updated report for 2024/25. As such, the data from the most recent report (2023/24) has been accounted for in this report, using the updated conversion factors for this reporting year
51. Material usage from building services therefore accounted for 220 tCO₂e in 2024/25.
52. The Council will reduce Scope 3 emissions from material usage by following its sustainable procurement policy, working with local suppliers and choosing less carbon intensive materials where feasible.

Employee Commuting and Work from Home

53. An employee commuting and home working survey was first distributed in 2023. A revised survey was distributed to council employees July-August 2025 to collect updated information about employee habits.
54. The staff survey relies on self-reporting and estimation methods which must be taken into consideration. This method allows the Council to understand the wider impact of its operations in a hybrid working system, and how sustainability can be supported.

55. Employee numbers have increased from 2554 in 2022/23 to 2694 in 2024/25 which impacts these emissions.
56. Emissions from homeworking have decreased, due to a decrease in Full Time Equivalent Hours worked from home. Emissions from employee commuting have increased significantly, largely due to an improvement in the calculation methodology.

Actions

57. Since the publication of the Council's Annual Carbon Emissions Report in 2023/24, the Council has implemented a range of new actions to reduce corporate emissions. Over the past financial year, the Council has:
 - Worked with Solar for Schools (SfS) to install solar panels a further two schools, Applefields Primary and Westfield Primary Community School. A total of six Council-owned schools now have solar panels with SfS, with a total installed capacity of 248 kWp.
 - Obtained funding through the Mayoral Renewables Fund to install solar panels at three council-owned sites: Joseph Rowntree School, Acomb Library, and Yearsley Swimming Pool. The combined installed capacity at these sites will be 547 kWp and will save an estimated 84.5 tCO₂e/year.
 - Completed three technoeconomic feasibility studies to understand the potential to generate more renewable energy at council sites.
 - Completed streetlighting and commercial building LED lighting renewal projects and two renewable heating upgrades at independent living locations through the Combined Authority's Net Zero Fund. These four capital projects are expected to result in more than 1,600 tonnes of carbon emissions saved in the next 15 years.
 - Completed renewable heating upgrades and solar PV installation at Honeysuckle House and Alex Lyon House through the Combined Authority's Net Zero Fund. Installing heat pumps and upgrading the building fabric at these sites is estimated to save more than 760 tCO₂e over the next 15 years and achieve a 50% reduction in energy bills.

- 58. The Council still has ambitions to incorporate sustainable procurement and principles into more of our purchasing decisions, beyond building services.
- 59. The Council has been progressing a waste strategy, which will focus on reducing waste production and integrating circular economy principles.

Consultation Analysis

- 60. The Council's internal Climate Change and Natural Capital Programme Board was consulted to overview the corporate emissions data in its capacity to provide oversight, monitor progress, identify opportunities and manage risk relating to the Climate Change action.
- 61. The Climate Change and Natural Capital Programme Board agreed priorities are to ensure increased visibility of the impact the Council is making on reducing carbon emissions and increased officer awareness of the understanding individual projects make to contribute to reduction in emissions.
- 62. To better understand the Council's Scope 3 emissions, council officers were consulted on their commuting and homeworking habits in summer 2025. This survey was completed in 2023 and will be repeated every two years to record changes to employee habits.

Options Analysis and Evidential Basis

- 63. This report seeks to approve the Council's annual carbon emissions report for publication. The options presented are as follows:
 - a) Do nothing – do not approve the annual carbon emissions report
 - b) Approve the annual carbon emissions report

64. The publication of this report supports the Council's goal to provide transparency of the progress made against the ambition for York to be net zero by 2030.
65. This report also fulfils the Council Plan's Key Performance Indicator to monitor the level of carbon emissions from council buildings and operations.

Organisational Impact and Implications

- **Financial:** The report highlights investment that the council is making in reducing its overall emissions. Further reductions in emissions will require additional investment and this continues to be sought from external bodies as well as within current budgets.
- **Human Resources (HR):** No implications identified.
- **Legal:** There are no legal implications linked to the recommendations specifically referred to within this report.
- **Procurement:** No implications identified.
- **Health and Wellbeing:** Publication of this report increases transparency and accountability of the Council's work to reduce carbon emissions which is welcome given the growing body of research that shows actions to reduce carbon emissions are beneficial to health.
- **Environment and Climate action:** Reducing corporate carbon emissions to net zero represents a key commitment within the council plan. This report represents progress against that ambition.
- **Affordability:** No implications identified.
- **Equalities and Human Rights:** No equalities impact for this report as the Executive Member is being asked to accept a retrospective report.
- **Data Protection and Privacy:** As there is no personal data, special categories of personal data or criminal offence data being processed, there is no requirement to complete a data

protection impact assessment (DPIA). This is evidenced by completion of DPIA screening questions AD-10400.

- **Communications:** Whilst there are no specific implications for the report itself, the data and analysis included can be used as part of the organisation's wider communications and engagement work around climate and sustainability.
- **Economy:** No implications identified.

Risks and Mitigations

66. There are no known risks associated with the above.

Wards Impacted

67. All Wards.

Contact details

For further information please contact the authors of this Decision Report.

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Report approved:	Yes
Date:	23/11/2025

Background papers

Background Paper: Council approve The Climate Change Strategy 2022-2032 [Agenda for Council on Thursday, 15 December 2022, 6.30 pm \(york.gov.uk\) item 36](#)

Background Paper: Council approve the Council Plan 2023-2027 [Agenda for Council on Thursday, 21 September 2023, 6.30 pm \(york.gov.uk\) item 6](#)

Background Paper: Corporate Emissions Report 2021/22
https://modgov.york.gov.uk/documents/s164307/EMDS_Corporate%20Emissions_Dec%202022_.pdf

Background Paper: Corporate Emissions Report 2020/21
https://democracy.york.gov.uk/documents/s153499/EMDS_Corporate%20Emissions%20Report_2021.pdf

Background Paper: Corporate Emissions Report 2022/23
[https://democracy.york.gov.uk/\(S\(aw2b23jofoyuejfc1asnl055\)\)/documents/s/s171185/Decision%20Report%20Annual%20Carbon%20Emissions%20Report%20202223.pdf](https://democracy.york.gov.uk/(S(aw2b23jofoyuejfc1asnl055))/documents/s/s171185/Decision%20Report%20Annual%20Carbon%20Emissions%20Report%20202223.pdf)

Background Paper: Corporate Emissions Report 2023/24
<https://democracy.york.gov.uk/documents/s179414/Report.pdf>

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Meeting:	Combined Executive Member Decision Session
Meeting date:	04/11/2025
Report of:	Claire Foale, Chief Strategy Officer
Portfolio of:	Executive Member for Environment and Climate Emergency

Decision Report: York Emissions Inventory Report 2025

Subject of Report

1. This report presents the latest York Emissions Inventory Report (2025) for the reporting years 2022 and 2023. The data is used to monitor progress against the council ambition to achieve net zero carbon for the city by 2030.
2. The discontinuation of the SCATTER tool means that this, and future emissions inventories, will be compiled using the Department for Energy, Security and Net Zero's (DESNZ) most recent UK local authority and regional greenhouse gas emissions dataset¹. The methodology used to create this dataset is revised annually and therefore data may differ from previous reports.
3. City-wide emissions measured 803ktCO₂e in 2022, an 11% decrease from 2021 (906ktCO₂e). The following year (2023), city-wide emissions decreased to 758ktCO₂e, a further 6% decrease from the previous year, and an overall reduction of 16% since 2021.
4. The focus of our inventory reporting is Scope 1 and 2 emissions, as these fall directly under the control of actors within the city; however, we are exploring and improving carbon accounting and

¹ UK local authority and regional greenhouse gas emissions statistics, 2005 to 2023
<https://www.gov.uk/government/statistics/uk-local-authority-and-regional-greenhouse-gas-emissions-statistics-2005-to-2023>

management options to include Scope 3 (indirect) emissions in the future.

5. The built environment and transport sector account for over 80% of our direct local emissions, with the Council responsible for just over 1% of direct city-wide emissions. The Council's operational emissions are reported separately.

Benefits and Challenges

6. Annual publication of York's city-wide emissions allows the Council, and its partners, to monitor progress towards our net-zero ambition. Regular reporting will track the impact of our work and enable reflection and correction if required.
7. York's Climate Change Strategy represents a collaborative effort. However, partners will use their own methodology to measure their carbon impact and there may be occasions when data is not aligned. This can create challenges in measuring progress towards our shared ambition. City partners will work together to present a shared narrative about data as it is published.
8. Further challenges relating to this city-wide emissions inventory can be found in the "Risks and Mitigations Section" of this report.

Policy Basis for Decision

9. In 2019, City of York Council declared a Climate Emergency and set the ambition for York to reach net zero by 2030. The York Climate Change Strategy (2022) sets the framework required to meet this ambition. This report demonstrates the city's progress towards net zero.
10. Climate is one of the four core commitments in the Council Plan (2023-2027), requiring the Council to understand the impact our actions have on the environment.

Financial Strategy Implications

11. This report identifies the value of emissions across the city and the associated annual trends. There are no identifiable financial implications arising from the recommendations in the report that will impact the Council's Financial Strategy.

Recommendation and Reasons

12. The Executive Member is asked to

- i. *Approve the York Emissions Inventory Report for publication.*
- ii. *Approve the adoption of the UK local authority and regional emissions dataset as the reporting methodology for future city-wide Emissions Inventories.*

Reason: *Provide transparency of progress against the ambition for York to be net zero by 2030.*

Background

Methodological Background

13. In 2019, City of York Council declared a Climate Emergency and set an ambition for York to be a net zero city by 2030. This ambition is reflected in the York Climate Change Strategy (2022) and the Council Plan (2023-2027). To monitor progress against this ambition, an annual report is produced for city-wide emissions.
14. This report presents the latest York Emissions Inventory Report (2025) for the reporting years 2022 and 2023. It uses source data from the UK local authority and regional emissions dataset, which provides a spatial disaggregation of greenhouse gas emissions (GHGs) from the UK Greenhouse Gas Inventory (GHGI). This methodology was also adopted in the previous York Emissions Inventories in 2023 and 2024 (reporting years 2021 and 2020).
15. Reports from 2021² and 2022³, were compiled using the SCATTER tool⁴. After a temporary discontinuation in 2023, the SCATTER tool was officially discontinued in 2025. Consequently, it is suggested that the 'UK local authority and regional emissions dataset' is adopted as the primary inventory compilation resource going forward.

² [York Emissions Inventory Report 2021](#)

³ [York Emissions Inventory Report 2022](#)

⁴ <https://scattercities.com/>

16. This report includes two reporting years (2022 and 2023), as the UK local authority dataset publishes emissions statistics a year ahead of the SCATTER tool previously adopted by the Council. As such, two years of data is presented in 2025, and a regular reporting cycle will resume from 2026 onwards.
17. While the emissions sources remain the same, there has been some recategorization of data following the move away from the discontinued SCATTER tool and alignment with the UK local authority dataset. Although categories such as 'industry' and 'agriculture and land-use' may appear to have increased in comparison to the previous emissions inventory (2024), this is due to the recategorization of industrial and agricultural energy use from non-domestic buildings to their respective categories. All categories have seen a decrease in emissions from 2021, independently of which categorisation method has been used.
18. GHGI is updated annually on behalf of the Department for Energy Security and Net Zero (DESNZ) as part of the National Atmospheric Emissions Inventory (NAEI) programme. The most recent estimates published by DESNZ relate to two years earlier; as such, the data does not reflect the current level of emissions.
19. The GHGI methodology undergoes continuous improvement every year. A consistent time series has been produced by re-calculating the 2005 to 2022 estimates to reflect the methodological changes used in calculating the 2023 estimates. This is important as it allows changes to be monitored over time.⁵

York's City-Wide Emissions

20. York's Scope 1 and 2 (Direct) emissions were 758ktCO₂e in 2023, a 16% decrease from the last reporting year (2021 906ktCO₂e). City-wide emissions accounted for 803ktCO₂e in 2022, an 11% decrease from 2021 (906ktCO₂e).
21. The largest share of this reduction was due to decreases in emissions from the built environment, which has decreased by nearly 40% since 2021.

⁵ Previous emission inventories use the most up-to-date data at the time of publishing.

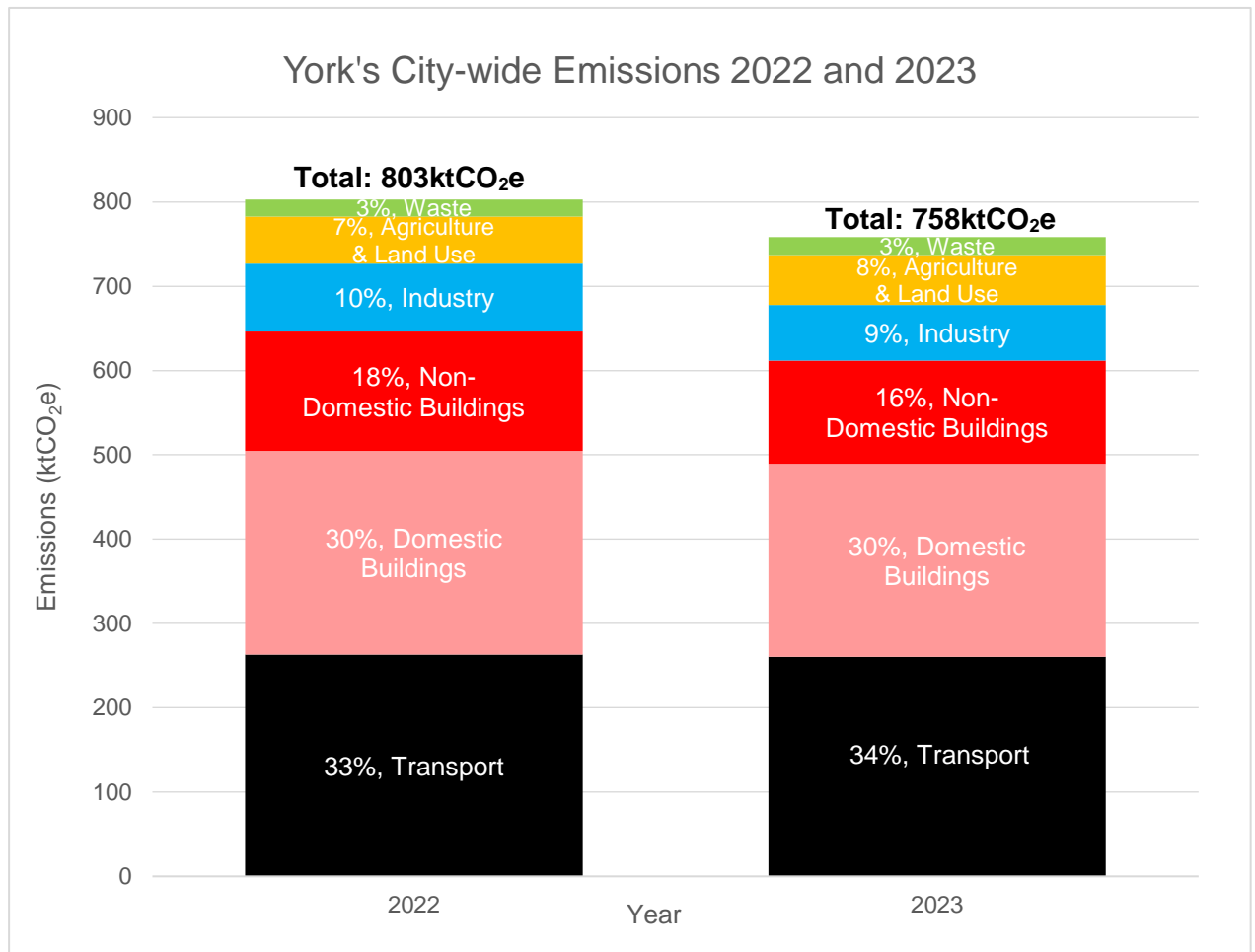


Figure 1 York's city-wide emissions in 2022 and 2023.

22. As in previous years, the built environment (domestic and non-domestic buildings) remains York's largest source of emissions (46%). Transport remains the second largest contributor to emissions at 34%.
23. Agriculture and Land-use, Waste and Industry each account for less than 10% of York's emissions.

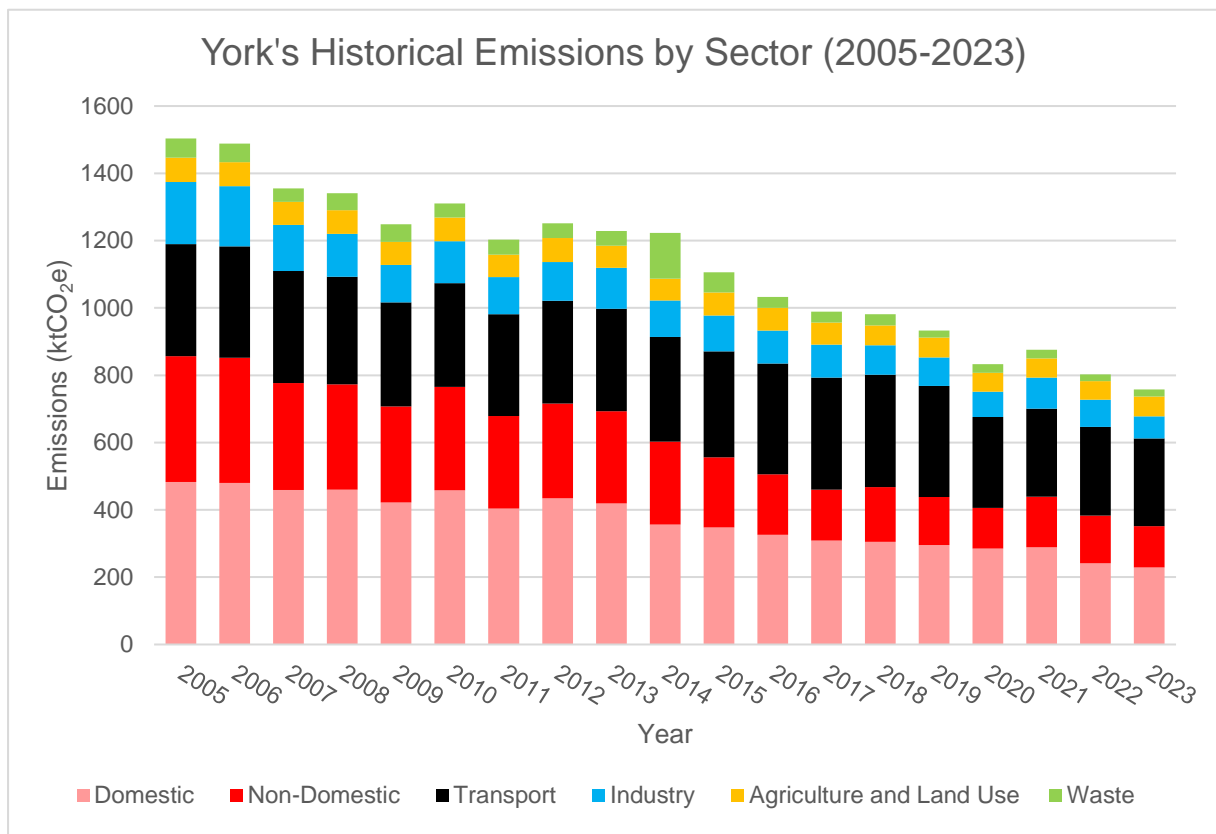


Figure 3 York's total city-wide emissions from 2005-2023, compiled using DESNZ Local Authority Data from 2025. The 2005-2022 time-series has been recalculated using the most up to date methodology.

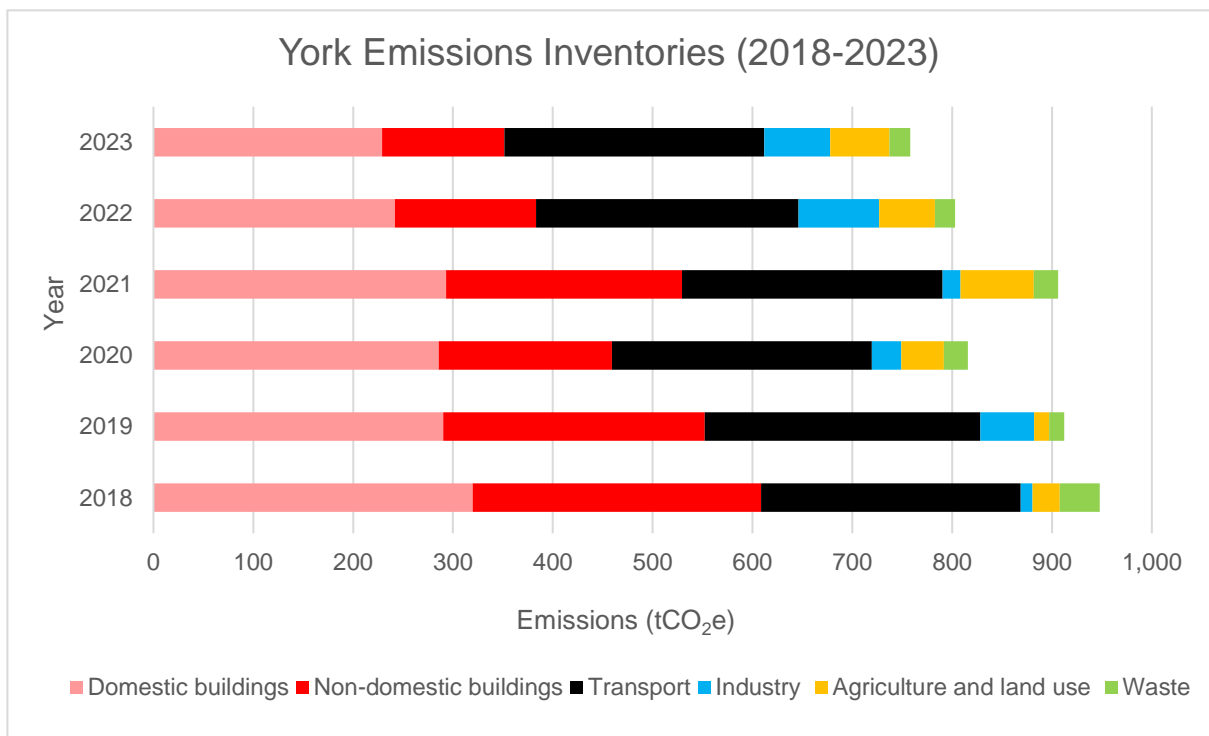


Figure 2 York's city-wide emissions as reported in CYC's previous emissions inventories (Emission Inventories 2021-2025).

Built Environment

24. The built environment comprises the largest share of York's emissions (46%), however this category has also seen the largest decrease since 2021 (-90ktCO₂e).
25. From 2021 to 2023, emissions from domestic buildings fell by 22% (-64ktCO₂e). Most of this change occurred between 2021 and 2022, which may be impacted by the 'return to work' following COVID-19 Pandemic. However, there was still a significant decrease of 5% between 2022 and 2023. This is consistent with the national picture; between 2022 and 2023, domestic sector emissions fell by 6% across the UK. High energy costs are likely to have been a factor in reduced gas use for heating buildings.
26. In non-domestic buildings, there has been a decrease of 17% (-25.2ktCO₂e) from 2021-2023⁶, with the majority of this decrease occurring from 2022 to 2023. This is in part due to reduced emissions from electricity supply, reflective of higher electricity imports from France in 2023, a continued decrease in electricity demand, and an increased share of renewables to meet remaining demand.

Transport

27. Transport is the second largest contributor to York's city-wide emissions, comprising 34% of total locally derived emissions in 2021. 95% of these emissions can be attributed to car-use.
28. This is largely consistent with the national picture; in 2023, 32% of emissions assigned to local authority areas were attributed to the transport sector
29. There were no significant changes in emissions transport between 2021 and 2023.

Agriculture and Land-Use, Waste, and Industry

30. Despite for accounting for less than 10% of York's emissions, each of these categories decreased significantly from 2021-2023 with a total saving of -57.5ktCO₂e.

⁶ This accounts for the recategorization of the non-domestic category, from which industrial and agricultural energy usage which now sit in 'Industry' and 'Agriculture and Land use' respectively.

Consultation Analysis

31. The Council's internal Climate Change and Natural Capital Programme Board was consulted to overview the city-wide emissions data in its capacity to provide oversight, monitor progress, identify opportunities and manage risk relating to the Climate Change Programme.
32. Consultation with the York and North Yorkshire Combined Authority was also conducted to ensure regional cohesion in reporting practices, methodologies and standards.
33. The data informing this report is sourced from the Department for Energy Security and Net Zero's UK local authority and regional greenhouse gas emissions statistics. Consultation of the Technical Report has taken place to inform and support this report⁷.
34. Our city-wide climate action is independently reviewed through our city-wide emissions reporting to CDP, a global disclosure system and benchmarking platform. We have received an A rating in 2022, 2023, and 2024 for our climate action disclosure.

Options Analysis and Evidential Basis

35. This report seeks to approve the York Emissions Inventory Report for publication. Options and their implications consist of:
 - a) Do nothing – do not approve the York Emissions Inventory Report.
 - b) Approve the York Emissions Inventory Report.
36. The publication of a city-wide emissions inventory supports the Council's goal of providing transparency of the progress made against the ambition for York to be net zero by 2030, in line with the Council Plan's Key Performance Indicator.

⁷ UK local and regional greenhouse gas emissions statistics 2023: Technical report:
<https://assets.publishing.service.gov.uk/media/686554d9e6c3cc9242289453/local-authority-ghg-technical-report-2023.pdf>

Organisational Impact and Implications

- **Financial:** The report highlights investment that the council is making in reducing its overall emissions. Further reductions in emissions will require additional investment and this continues to be sought from external bodies as well as within current budgets.
- **Human Resources (HR):** No implications identified.
- **Legal:** There are no legal implications linked to the recommendations specifically referred to within this report.
- **Procurement:** No implications identified.
- **Health and Wellbeing:** Publication of this report increases transparency and accountability of the Council's work to reduce carbon emissions which is welcome given the growing body of research that shows actions to reduce carbon emissions are beneficial to health.
- **Environment and Climate action:** City-wide emissions reporting allows us to track progress against the Council ambition for York to be net zero by 2030.
- **Affordability:** No implications identified.
- **Equalities and Human Rights:** No equalities impact for this report as the Executive Member is being asked to accept a retrospective report.
- **Data Protection and Privacy:** As there is no personal data, special categories of personal data or criminal offence data being processed, there is no requirement to complete a data protection impact assessment (DPIA). This is evidenced by completion of DPIA screening questions AD-10400.
- **Communications:** Whilst there are no specific implications for the report itself, the data and analysis included can be used as part of the organisation's wider communications and engagement work around climate and sustainability.
- **Economy:** No implications identified.

Risks and Mitigations

37. *Transparency:* Wider emissions reporting refers, in the main, to city partner and resident activity. Partners will use their own methodology to measure their carbon impact and there may be occasions when data is not aligned. City partners will work together to present a shared narrative about data as it is published.
38. *Methodology:* DESNZ implements a programme of continuous improvements and revisions to the point source data included in the local authority GHG emissions dataset. As such these data are revised across the entire timeseries each year. In some instances where additional data have become available, or where improvements to the UK GHGI methodology or DUKES commodity balances have been made, the point source data will be impacted. While most data will be unchanged from previous local authority estimates, the Council will use the most up-to-date information available for the reported year at time of writing to reflect these methodological improvements.
39. *Time:* With a 2-year time lag for the data, it will be some time before the impact of policies is really understood. This brings a risk that inadvertent and negative impacts are not acted on quickly enough. To mitigate this risk the council will work with city partners, and draw on available evidence, to better understand impact until the accurate data is available.
40. *Aggregation:* The Local Authority and Regional Greenhouse Gas Dataset relies on disaggregation of national data and apportionment to York's geography. While this is the best available indicator for sub-national area-wide emissions, it does not accurately reflect the emissions local to York. Specific data limitations are addressed in the associated Technical Report⁸. At present, this inventory represents the most comprehensive source of data available. Work is ongoing to identify a bottom-up approach to emissions reporting that will more accurately represent York's area-wide emissions inventory.

⁸ UK local and regional greenhouse gas emissions statistics 2023: Technical report:
<https://assets.publishing.service.gov.uk/media/686554d9e6c3cc9242289453/local-authority-ghg-technical-report-2023.pdf>

Wards Impacted

41. All wards.

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Report approved:	Yes
Date:	23/10/2025

Background papers

Background paper: Council approve The Climate Change Strategy 2022-2032

[Agenda for Council on Thursday, 15 December 2022, 6.30 pm \(york.gov.uk\) item 36](#)

Background paper: Council approve the Council Plan 2023-2027

[Agenda for Council on Thursday, 21 September 2023, 6.30 pm \(york.gov.uk\) item 6](#)

Background paper: York Emissions Inventory Report 2024

https://democracy.york.gov.uk/documents/s179439/EMDS_City%20Wide%20Emissions%202024.pdf

Background paper: York Emissions Inventory Report 2023

<https://modgov.york.gov.uk/documents/s171184/York%20Emissions%20Inventory%20Report%202023.pdf>

Background paper: York Emissions Inventory Report 2022

<https://modgov.york.gov.uk/documents/s164308/EMDS%20City%20Emissions%20Dec%202022.pdf>

Background paper: York Emissions Inventory Report 2021

https://modgov.york.gov.uk/documents/s153498/EMDS_York%20Emissions%20Inventory%20Report_2021.pdf

Annexes

Annex A: UK local authority and regional greenhouse gas emissions national statistics (York)

Abbreviations

CDP – Formerly Carbon Disclosure Project

DESNZ - Department for Energy, Security and Net Zero

DPIA - Data Protection Impact Assessment

DUKES – Digest of United Kingdom Energy Statistics

GDP – Gross Domestic Product

GHG – Greenhouse Gas

GHGI - Greenhouse Gas Inventory

kCO₂e – Thousand tonnes of Carbon Dioxide equivalent

NAEI - National Atmospheric Emissions Inventory

UK GHGI – United Kingdom Green House Gas Inventory

Local Authority	Calendar Year	LA GHG Sector	LA GHG Sub-sector	Greenhouse gas	Territorial emissions (kt CO2e)	Emissions within the scope of influence of LAs (kt CO2)
York's Greenhouse Gas Emissions - 2022						
York	2022	Agriculture	Agriculture Electricity	CO2	1.130451529	1.130451529
York	2022	Agriculture	Agriculture Electricity	CH4	0.0339	0
York	2022	Agriculture	Agriculture Electricity	N2O	0.00745	0
York	2022	Agriculture	Agriculture Gas	CO2	0.580574096	0.580574096
York	2022	Agriculture	Agriculture Gas	CH4	0.014	0
York	2022	Agriculture	Agriculture Livestock	CH4	22.59851469	0
York	2022	Agriculture	Agriculture Livestock	N2O	3.732835113	0
York	2022	Agriculture	Agriculture 'Other'	CO2	9.561582471	9.561582471
York	2022	Agriculture	Agriculture 'Other'	CH4	0.064268939	0
York	2022	Agriculture	Agriculture 'Other'	N2O	0.112519238	0
York	2022	Agriculture	Agriculture Soils	CO2	1.910998671	0
York	2022	Agriculture	Agriculture Soils	N2O	14.71256626	0
York	2022	Commercial	Commercial Electricity	CO2	57.07428719	57.07428719
York	2022	Commercial	Commercial Electricity	CH4	1.709056084	0
York	2022	Commercial	Commercial Electricity	N2O	0.376022432	0
York	2022	Commercial	Commercial Gas	CO2	36.60077058	36.60077058
York	2022	Commercial	Commercial Gas	CH4	0.880689517	0
York	2022	Commercial	Commercial 'Other'	CO2	7.431391271	7.431391271
York	2022	Commercial	Commercial 'Other'	CH4	0.259145237	0
York	2022	Commercial	Commercial 'Other'	N2O	0.0529	0
York	2022	Domestic	Domestic Electricity	CO2	56.03316047	56.03316047
York	2022	Domestic	Domestic Electricity	CH4	1.677880155	0
York	2022	Domestic	Domestic Electricity	N2O	0.369163178	0
York	2022	Domestic	Domestic Gas	CO2	166.3115914	166.3115914

York	2022	Domestic	Domestic Gas	CH4	4.001797581	0
York	2022	Domestic	Domestic 'Other'	CO2	11.77732614	11.77732614
York	2022	Domestic	Domestic 'Other'	CH4	1.120384591	0
York	2022	Domestic	Domestic 'Other'	N2O	0.468616594	0
York	2022	Industry	Industry Electricity	CO2	10.62920828	10.62920828
York	2022	Industry	Industry Electricity	CH4	0.318285413	0
York	2022	Industry	Industry Electricity	N2O	0.070028395	0
York	2022	Industry	Industry Gas	CO2	55.60828793	55.60828793
York	2022	Industry	Industry Gas	CH4	1.338049322	0
York	2022	Industry	Industry 'Other'	CO2	9.364637833	9.364637833
York	2022	Industry	Industry 'Other'	CH4	0.226385352	0
York	2022	Industry	Industry 'Other'	N2O	2.975682193	0
York	2022	Industry	Large Industrial Installations	CO2	0.124680457	0
York	2022	Industry	Large Industrial Installations	CH4	0.0227	0
York	2022	Industry	Large Industrial Installations	N2O	0.00385	0
York	2022	LULUCF	LULUCF Net Emissions: Bioenergy crops	CO2	-0.0288	0
York	2022	LULUCF	LULUCF Net Emissions: Cropland mineral soils change	CO2	9.259299578	0
York	2022	LULUCF	LULUCF Net Emissions: Cropland mineral soils change	N2O	0.500617498	0
York	2022	LULUCF	LULUCF Net Emissions: Forestry	CO2	-7.80410906	0
York	2022	LULUCF	LULUCF Net Emissions: Forestry	CH4	0.010828858	0
York	2022	LULUCF	LULUCF Net Emissions: Forestry	N2O	0.063049484	0
York	2022	LULUCF	LULUCF Net Emissions: Grassland mineral soils change	CO2	-7.19104924	0
York	2022	LULUCF	LULUCF Net Emissions: Grassland mineral soils change	N2O	0.000544382	0
York	2022	LULUCF	LULUCF Net Emissions: Other LULUCF	CO2	0.309923141	0
York	2022	LULUCF	LULUCF Net Emissions: Peatland	CO2	0.561263889	0
York	2022	LULUCF	LULUCF Net Emissions: Peatland	CH4	0.040610424	0
York	2022	LULUCF	LULUCF Net Emissions: Peatland	N2O	0.000400265	0
York	2022	LULUCF	LULUCF Net Emissions: Settlements	CO2	5.225927231	0
York	2022	LULUCF	LULUCF Net Emissions: Settlements	N2O	0.477500971	0
York	2022	Public Sector	Public Sector Electricity	CO2	13.86341148	13.86341148

York	2022	Public Sector	Public Sector Electricity	CH4	0.415131733	0
York	2022	Public Sector	Public Sector Electricity	N2O	0.0913	0
York	2022	Public Sector	Public Sector Gas	CO2	18.14387671	18.14387671
York	2022	Public Sector	Public Sector Gas	CH4	0.436578842	0
York	2022	Public Sector	Public Sector 'Other'	CO2	4.064919991	4.064919991
York	2022	Public Sector	Public Sector 'Other'	CH4	0.0954	0
York	2022	Public Sector	Public Sector 'Other'	N2O	0.0181	0
York	2022	Transport	Diesel Railways	CO2	7.175467644	0
York	2022	Transport	Diesel Railways	CH4	0.022	0
York	2022	Transport	Diesel Railways	N2O	0.018028997	0
York	2022	Transport	Road Transport (A roads)	CO2	142.3908765	142.3908765
York	2022	Transport	Road Transport (A roads)	CH4	0.483076554	0
York	2022	Transport	Road Transport (A roads)	N2O	1.124496826	0
York	2022	Transport	Road Transport (Minor roads)	CO2	105.3576215	105.3576215
York	2022	Transport	Road Transport (Minor roads)	CH4	0.411039607	0
York	2022	Transport	Road Transport (Minor roads)	N2O	0.7732093	0
York	2022	Transport	Transport 'Other'	CO2	5.105798752	5.105798752
York	2022	Transport	Transport 'Other'	CH4	0.0497	0
York	2022	Transport	Transport 'Other'	N2O	0.0479	0
York	2022	Waste	Landfill	CH4	9.808124766	0
York	2022	Waste	Waste 'Other'	CO2	0.0641	0.0641
York	2022	Waste	Waste 'Other'	CH4	6.553070735	0
York	2022	Waste	Waste 'Other'	N2O	3.660610192	0
York's Greenhouse Gas Emissions - 2023						
York	2023	Agriculture	Agriculture Electricity	CO2	1.015515753	1.015515753
York	2023	Agriculture	Agriculture Electricity	CH4	0.0321	0
York	2023	Agriculture	Agriculture Electricity	N2O	0.00788	0
York	2023	Agriculture	Agriculture Gas	CO2	0.464795903	0.464795903
York	2023	Agriculture	Agriculture Gas	CH4	0.011692707	0
York	2023	Agriculture	Agriculture Livestock	CH4	25.85782159	0

York	2023	Agriculture	Agriculture Livestock	N2O	3.932713435	0
York	2023	Agriculture	Agriculture 'Other'	CO2	10.23268662	10.23268662
York	2023	Agriculture	Agriculture 'Other'	CH4	0.0644	0
York	2023	Agriculture	Agriculture 'Other'	N2O	0.118741017	0
York	2023	Agriculture	Agriculture Soils	CO2	2.000049181	0
York	2023	Agriculture	Agriculture Soils	N2O	14.13782386	0
York	2023	Commercial	Commercial Electricity	CO2	47.74138041	47.74138041
York	2023	Commercial	Commercial Electricity	CH4	1.508214166	0
York	2023	Commercial	Commercial Electricity	N2O	0.370582348	0
York	2023	Commercial	Commercial Gas	CO2	35.87180116	35.87180116
York	2023	Commercial	Commercial Gas	CH4	0.902414264	0
York	2023	Commercial	Commercial 'Other'	CO2	7.146157189	7.146157189
York	2023	Commercial	Commercial 'Other'	CH4	0.244995711	0
York	2023	Commercial	Commercial 'Other'	N2O	0.0503	0
York	2023	Domestic	Domestic Electricity	CO2	47.87596245	47.87596245
York	2023	Domestic	Domestic Electricity	CH4	1.512465793	0
York	2023	Domestic	Domestic Electricity	N2O	0.371627013	0
York	2023	Domestic	Domestic Gas	CO2	162.8745652	162.8745652
York	2023	Domestic	Domestic Gas	CH4	4.097378054	0
York	2023	Domestic	Domestic 'Other'	CO2	10.72471334	10.72471334
York	2023	Domestic	Domestic 'Other'	CH4	0.979061753	0
York	2023	Domestic	Domestic 'Other'	N2O	0.436531417	0
York	2023	Industry	Industry Electricity	CO2	9.257673842	9.257673842
York	2023	Industry	Industry Electricity	CH4	0.292462319	0
York	2023	Industry	Industry Electricity	N2O	0.0719	0
York	2023	Industry	Industry Gas	CO2	43.04048875	43.04048875
York	2023	Industry	Industry Gas	CH4	1.082754412	0
York	2023	Industry	Industry 'Other'	CO2	9.349419429	9.349419429
York	2023	Industry	Industry 'Other'	CH4	0.21101386	0
York	2023	Industry	Industry 'Other'	N2O	2.724497416	0

York	2023	Industry	Large Industrial Installations	CO2	0.0473	0
York	2023	Industry	Large Industrial Installations	CH4	0.00239	0
York	2023	Industry	Large Industrial Installations	N2O	0.00113	0
York	2023	LULUCF	LULUCF Net Emissions: Bioenergy crops	CO2	-0.0816	0
York	2023	LULUCF	LULUCF Net Emissions: Cropland mineral soils change	CO2	9.167023827	0
York	2023	LULUCF	LULUCF Net Emissions: Cropland mineral soils change	N2O	0.4973198	0
York	2023	LULUCF	LULUCF Net Emissions: Forestry	CO2	-7.69664767	0
York	2023	LULUCF	LULUCF Net Emissions: Forestry	CH4	0.010913259	0
York	2023	LULUCF	LULUCF Net Emissions: Forestry	N2O	0.061783072	0
York	2023	LULUCF	LULUCF Net Emissions: Grassland mineral soils change	CO2	-7.23883929	0
York	2023	LULUCF	LULUCF Net Emissions: Grassland mineral soils change	N2O	0.000594006	0
York	2023	LULUCF	LULUCF Net Emissions: Other LULUCF	CO2	0.225426005	0
York	2023	LULUCF	LULUCF Net Emissions: Peatland	CO2	0.559035912	0
York	2023	LULUCF	LULUCF Net Emissions: Peatland	CH4	0.040466067	0
York	2023	LULUCF	LULUCF Net Emissions: Peatland	N2O	0.000400149	0
York	2023	LULUCF	LULUCF Net Emissions: Settlements	CO2	5.262391772	0
York	2023	LULUCF	LULUCF Net Emissions: Settlements	N2O	0.480893489	0
York	2023	Public Sector	Public Sector Electricity	CO2	10.64782497	10.64782497
York	2023	Public Sector	Public Sector Electricity	CH4	0.336379056	0
York	2023	Public Sector	Public Sector Electricity	N2O	0.0827	0
York	2023	Public Sector	Public Sector Gas	CO2	12.85995476	12.85995476
York	2023	Public Sector	Public Sector Gas	CH4	0.323513351	0
York	2023	Public Sector	Public Sector 'Other'	CO2	4.445545963	4.445545963
York	2023	Public Sector	Public Sector 'Other'	CH4	0.0986	0
York	2023	Public Sector	Public Sector 'Other'	N2O	0.0197	0
York	2023	Transport	Diesel Railways	CO2	7.578775146	0
York	2023	Transport	Diesel Railways	CH4	0.0227	0
York	2023	Transport	Diesel Railways	N2O	0.0191	0
York	2023	Transport	Road Transport (A roads)	CO2	141.7317083	141.7317083
York	2023	Transport	Road Transport (A roads)	CH4	0.469396644	0

York	2023	Transport	Road Transport (A roads)	N2O	1.100694841	0
York	2023	Transport	Road Transport (Minor roads)	CO2	102.6491781	102.6491781
York	2023	Transport	Road Transport (Minor roads)	CH4	0.394106939	0
York	2023	Transport	Road Transport (Minor roads)	N2O	0.738875739	0
York	2023	Transport	Transport 'Other'	CO2	5.507604208	5.507604208
York	2023	Transport	Transport 'Other'	CH4	0.0519	0
York	2023	Transport	Transport 'Other'	N2O	0.0502	0
York	2023	Waste	Landfill	CH4	10.49048426	0
York	2023	Waste	Waste 'Other'	CO2	0.0641	0.0641
York	2023	Waste	Waste 'Other'	CH4	6.737904868	0
York	2023	Waste	Waste 'Other'	N2O	3.781010637	0