

Notice of a public meeting of

Executive

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

Date: Tuesday, 4 November 2025

Time: 4.30 pm

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

A G E N D A

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any decisions made on items* on this agenda, notice must be given to Democratic Services by **4:00pm 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 called-in items will be considered by the Corporate Scrutiny Committee.

1. Apologies for Absence

To receive any apologies for absence.

2. 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***
Disclosable Pecuniary Interests	*Disclose the interest, not participate in the discussion or vote, and leave the meeting unless you have a dispensation.*
Other Registrable Interests (Directly Related) **OR** *Non-Registrable Interests (Directly Related)*	*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.*
Other Registrable Interests (Affects) **OR** *Non-Registrable Interests (Affects)*	*Disclose the interest; remain in the meeting, participate and vote unless the matter affects the financial interest or well-being:* *(a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and* *(b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest.* *In which case, speak on the item only if the public are also allowed to speak, but*

	otherwise do not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.

(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.

3. Exclusion of Press and Public

There is the potential for exempt information to be submitted in relation to agenda item 7, on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

4. Minutes (Pages 9 - 30)

To approve the minutes of the Executive meeting held on 7 October 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 Executive.

Please note that our registration deadlines are set as two 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. Forward Plan (Pages 31 - 34)

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

7. York Christmas Market 2025: Operation of Temporary Anti-Terrorism Traffic Regulation Order

To receive a report from the Director of City Development presenting an update on the operation of a temporary Anti-Terrorism Traffic Regulation Order (ATTRO), following initial consideration by Executive at its meeting on 7 October 2025.

(Report to follow)

8. Major Projects – Castle and Eye of York Update Report and Next Steps (Pages 35 - 90)

To receive a report from the Director of City Development setting out the costs and funding package for the relevant works and/or services and seeks delegations to allow such works and/or services to be procured.

9. Capital Programme - Monitor Two 2025/26 (Pages 91 - 120)

To receive a report from the Director of Finance setting out the projected outturn position for 2025/26 including any under/overspends and adjustments, along with requests to re-profile budgets to/from current and future years.

10. Quarter Two 2025/26 - Finance and Performance Monitor (Pages 121 - 200)

To receive a report from the Director of Finance setting out the projected financial position and the latest performance information for the period covering 1 April 2025 to 30 September 2025.

11. Medium-Term Financial Strategy Update (Pages 201 - 214)

To receive a report from the Director of Finance providing an update on the Medium-Term Financial Strategy along with an outline of the 2026/27 budget process.

12. Treasury Management 2025/26 mid-year report and review of prudential indicators (Pages 215 - 234)

To receive a report from the Director of Finance providing an update on treasury management activity for the first half of the 2025/26 financial year together with the latest update of prudential indicators.

13. Community Infrastructure Levy (Pages 235 - 286)

To receive a report from the Director of City Development which considers the outcomes of the Examination and how to proceed with implementation of the Community Infrastructure Levy.

14. North Yorkshire and York Local Nature Recovery Strategy (LNRS) - Publication Draft (Pages 287 - 462)

To receive a report from the Director of City Development providing an update on the Local Nature Recovery Strategy and presenting recommendations in relation to the endorsement of the Publication Draft version of the North Yorkshire and York Local Nature Recovery Strategy.

15. York's Prospectus – Going for Good Growth with Innovation, Culture and Heritage at our heart (Pages 463 - 548)

To receive a report from the Director of City Development presenting York's response to the York and North Yorkshire Combined Authority's Local Growth Plan, known as York's

Prospectus, Going for Good Growth with Innovation, Culture and Heritage at our heart.

16. Tackling Poverty Today and Turning the Tide to Create Lasting Change: A Strategy and Strategic Action Plan for addressing Poverty in York 2025-2035 (Pages 549 - 620)

To receive a report from the Director of Housing and Communities presenting for approval 'Tackling Poverty Today and Turning the Tide to Create Lasting Change - A Strategy and Strategic Action Plan for addressing Poverty in York 2025-2035' a 10-year strategy and action plan for tackling poverty in York.

17. City of York Council Neighbourhood Model - Implementation Phase (Pages 621 - 666)

To receive a report from the Director of Housing and Communities presenting detailed proposals for the implementation phase, agreement of a shared outcomes framework, and endorsement of the neighbourhood practice model.

18. Lord Mayoralty Points Allocation (Pages 667 - 670)

To receive a report from the Director of Governance inviting Executive to consider the points allocations for the Lord Mayoralty for the forthcoming municipal year, 2026/2027.

19. Urgent Business

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

Contact details:

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

- Registering to speak
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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)

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City of York Council	Committee Minutes
Meeting	Executive
Date	7 October 2025
Present	Councillors Douglas (Chair), Kilbane (Vice-Chair), Kent, Lomas, Pavlovic, Ravilious, Steels-Walshaw and Webb
In attendance	Councillor Ayre (Opposition Group Leader)

138. Chair's Opening Remarks

The Chair welcomed all in attendance to the October Executive meeting.

It was advised that due to the significant level of public interest in relation to York Christmas Market, the agenda running order was to be reordered. York Christmas Market was to be brought forward and considered as the first substantive item on the agenda.

139. Apologies for Absence

There were no apologies for absence.

140. Declarations of Interest

There were no declarations of interest.

141. Exclusion of Press and Public

Whilst it was acknowledged that annex A to agenda item 10 was classed as exempt for the reasons set out below, it was not anticipated that there was a need for Executive to consider it in private session.

Resolved: That the press and public be excluded from the meeting in relation to annex A to agenda item 10 on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local

Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

142. Minutes

Resolved: That the minutes of the Executive meeting held on 2 September 2025 be approved and signed by the Chair as a correct record.

143. Public Participation

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

Roger Tuckett spoke in relation to agenda item 7, A City that Works for All: York's All-age Autism and ADHD Strategy 2025-2030. He spoke about the impact of undiagnosed autism career in relation to work, family connections and financial stability. He was keen to ensure societal integration for all autistic and neurodivergent people. It was reported that life expectancy for autistic people was between 6 and 11 years lower than the rest of the population. Up to 35% planned or attempted suicide during their lifetime. 42% of autistic children experienced anxiety compared to 3% of non-autistic children. Educational outcomes were persistently worse. And just three in ten autistic adults were in work compared to five in ten for all disabled people and eight in ten for non-disabled people.

The development of a new autism strategy was welcomed, preceded by a full needs assessment, including ADHD. It involved lived experience in co-design and co-production not just as an aspiration. Its focus on societal aspects was exemplary. However, it remained largely tactical and may lack a clear strategic pathway of how to achieve all the wider outcomes of the autistic communities and their families sought in fully removing health and social inequalities brought about by neurodivergence. A robust annual action plan was needed with measurable targets and accountability. However, the various statutory authorities still provided a fragmented approach to support, particularly between health and social care services with the third sector and often with poor communication with neurodivergent communities themselves.

It was requested that City of York Council supported a call for a leadership summit during 2026 for autism and ADHD across

York and North Yorkshire. This should include direct participation as equal partners not only from the various statutory bodies, but also the third sector and neurodivergent communities to explore better ways of integrating support strategies and stimulating co-operative working.

The Leader of the Council responded that the request for involvement at the leadership summit was to be addressed by Councillor Lucy Steels-Walshaw, Executive Member for Health, Wellbeing and Adult Social Care.

Gwen Swinburn spoke in relation to agenda item 13, £500k Parks Investment Fund – Scheme Approval. There was concern that King George Field remained last on the Parks Investment Fund. It was reported that the site had been legally dedicated as a memorial to King George V and was the only recreational space for residents. It was felt that the council's statutory duty to maintain it had been ignored. In addition, the adjacent play area at Aaron Place had been neglected with missing and outdated play equipment. The Council's scoring system had ranked King George Field the lowest, and despite being inaccessible, officers had not given full infrastructure points.

The Leader of the Council responded that King George Field was on the list for further consideration and that whilst £500k was a significant investment it did not cover all that needed to be done across the city.

Councillor Fenton spoke in relation to agenda item 10 – Delivering More Affordable Housing in York – Update on the Housing Delivery Programme; and agenda item 12 – Park and Ride: Site Improvements and New Bus Service Contract. In relation to the housing delivery programme, he welcomed that work was underway to develop design options for Askham Bar former park and ride site. The site had real potential not just for much needed affordable housing, but also for health and community facilities. The development also provided an opportunity to look at transport infrastructure in the area with view to improving bus reliability and upgrading cycling and walking routes. It was requested that Executive Members and officers worked with local councillors and the wider community as this important scheme progressed.

In relation to park and ride investment, the proposed secure overnight parking provision at Askham Bar was particularly

welcomed. Whilst understanding the logic for the 2-year contract extension it was requested that this did not prevent discussions on changes to existing services. For example, consideration being given to an intermediate stop to be introduced on the number three route so that the park and ride was a practical choice for staff working at schools, businesses, and healthcare facilities in the Tadcaster Road area.

In relation to agenda item 16, York Christmas Market 2025 – Implementation of Temporary Anti-Terrorism Traffic Regulation Order the recommendation from the Chief Constable this year was clear as was the advice last year from counter terrorism officers. Residents and visitors expected Executive to make decisions which prioritised public safety. Publication of the report six hours before the start of the meeting meant there had been very little opportunity for proper scrutiny or for members of the public to register to speak on this important matter.

Hilary Conroy spoke in relation to agenda item 7, A City that Works for All: York's All-age Autism and ADHD Strategy 2025-2030. There was concern about the pilot scheme which it was reported had initially rejected 90% of the people who requested an assessment for autism and ADHD. It had since been permanently installed, which created a two-tier system of those considered urgent enough for assessment and approximately 9,000 people who were currently being held on a waiting list. It was in this context that work on an updated strategy began at City of York Council. That whilst the initial health needs assessment was at times problematic, officers had shown themselves to be exemplary in their ability to listen, understand, and take on board the feedback they had received. They sought out a variety of voices to ensure that the loudest or most engageable were not the only ones shaping this piece of work. It was hoped that others could take note on how to apply this approach through relationships, honesty, humility, and genuine interest. Overall, although pleased with the results of these efforts there was some concern about the response from partners. There were questions to be asked about what was prioritised over this work and how informed or accepting decision makers were about the needs highlighted in the strategy. It was hoped that some of the ambitions referred to within the strategy could be met in the next five years. There had already been a shift within City of York Council in understanding neurodivergence and it was hoped that the Integrated Care Board (ICB) could follow suit in years to come.

Reference was also made to agenda item 16, York Christmas Market 2025 – Implementation of Temporary Anti-Terrorism Traffic Regulation Order. As a representative of York Disability Rights Forum, there was concern about the formal recommendation to prevent blue badge holders access to the city centre. That blue badge holders should not be treated as second class citizens just because of their disability. That if the York Christmas Market was considered such a danger, then perhaps the Council should consider whether changes were needed in terms of layout. The lack of space around the market itself was already problematic for disabled people beyond the issue of blue badge parking. This was an opportunity to rethink the whole approach and ensure a city that worked for all.

Helen Jones spoke in relation to agenda item 16, York Christmas Market 2025 - Implementation of Temporary Anti-Terrorism Traffic Regulation Order, as a member of York Disability Rights Forum. There was concern that the recommendation to close city centre access for blue badge holders from 10.00am to 7.00pm from 13 November to 21 December 2025 meant that blue badge holders would be unable to access city centre services, such as banks and opticians, and took away the opportunity to socialise with family and friends. Christmas could already feel a lonely time for some and exclusion from the city centre only heightened that. Additionally, York Christmas Market was not considered accessible. It was overcrowded and extremely difficult to navigate as a wheelchair user.

Bigby Eris Waterson spoke in relation to agenda item 16 – York Christmas Market 2025 – Implementation of Temporary Anti-Terrorism Traffic Regulation Order. Whilst recognising that there had been a recommendation to ensure public safety, it was felt that it had the opposite effect for disabled people. Many disabled people were reliant on access to the city centre. As the city became busier for Christmas, it was more dangerous for those with disabilities with overcrowding being a particular issue.

Chief Inspector Ryan Chapman, North Yorkshire Police spoke in relation to agenda item 16, York Christmas Market 2025 - Implementation of Temporary Anti-Terrorism Traffic Regulation Order. It was reported that there were two statements to be

presented, one on behalf of counter terrorism and one from North Yorkshire Police.

In relation to counter terrorism the following was reported:

“Counter Terrorism Police North-East would like members to take account of the terrible and tragic terrorist incidents in Manchester on 2 October 2025 when deliberating the issues of access to this year's Christmas Market in York. Once again, the attack involved the use of a vehicle as a weapon. It is crucial to ensure that the areas of York city centre are protected at the time of the busy Christmas market. This means keeping the area inside the scheme accessible only to emergency response vehicles. Determined terrorists will seek to exploit any vulnerabilities to mount a successful attack. There have been numerous examples worldwide of attacks on Christmas markets and plots to attack such events over the past few years, including last year in Germany.”

In relation to North Yorkshire Police, the following was reported:

“The Christmas Market is an important seasonal event in the City of York and North Yorkshire. Police are keen to work in partnership with City of York Council to ensure it is a success. It is important to note that responsibility for public safety at this event sits with the event organiser. The York Christmas Market attracts a high-density crowd and the presence of vehicles in such an environment creates an obvious opportunity for a terrorist attack using vehicles as weapons. As you're aware, the City of York contains the only tier one site outside of London. Following the 2024 event, there were reports that many felt that crowds were too dense and could be better managed. In recent years, we have witnessed vehicles within the area that were either static or moving within the area and therefore seemed to be blue badge holders. This creates an obvious risk on the basis that an intended terrorist could easily obtain such a pass if minded to do so. We take the view that the ATTRO should have been in place previous years to mitigate this threat. It is factually incorrect to suggest that the Chief Constable has the power to impose an ATTRO. Such an order can only be granted by the highway authority on the recommendation of the Chief Officer. It is our understanding that a proposal to recommend a temporary ATTRO to the highways authority was discussed at the City of York Safety Advisory Group on 10 September 2025 where it received the support of all agencies present, including officers

from the City of York Council. It is vitally important that we all take appropriate steps to protect residents and visitors to this great city from terrorism. The events in Liverpool and Manchester illustrate the devastating impact of a vehicle driven into a dense crowd. It's a proportionate and reasonable step for the Chief Constable to recommend a temporary ATTRO to the City of York Council as highway authority. It is a matter for the council if they wish to accept or reject the recommendation."

(During the course of the public participation session it was noted that one of the individuals registered to speak was not in attendance at the meeting.)

144. Forward Plan

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

145. York Christmas Market 2025 - Implementation of Temporary Anti-Terrorism Traffic Regulation Order

(This item was dealt with in accordance with Paragraph 15.1 of Appendix 7 to the Constitution under urgent business.)

The Director of City Development submitted a report which sought approval to proceed with all necessary legal and operational steps to implement the temporary Anti-Terrorism Traffic Regulation Order (ATTRO), informed by consideration of alternative approaches, and legal review of the ability and risk of pursuing any alternative approach.

The following information was appended to the report:

- Submission by Tim Forber, Chief Constable at North Yorkshire Police
- Equalities Impact Assessment
- Details of previous consultation analysis.

Garry Taylor, Director of City Development presented the report and responded to members' questions and comments.

The key areas of discussion were:

- Confirmation from the Director of City Development that the ATTRO letter was received from the Chief Constable on 26 September 2025 and subsequently there was a need to consider implications arising from the recommendation, particularly any legal requirements. The Council also had wider duties to balance in terms of accessibility.
- The Director of City Development advised that a thorough search had been undertaken and there was no record of an ATTRO recommendation that had not been complied with.
- It was advised that legal implications of not complying with the ATTRO recommendation could include a judicial review of the Council's decision. The Home Secretary also retained the right to direct the Council to implement the ATTRO. In addition, there was a need to consider the potential for corporate manslaughter charges brought by the Crown Prosecution Service (CPS) if a serious incident occurred.
- Clarification was sought about details of the meeting that took place on 10 September 2025 that had been referred to. It was advised that this was an Advisory Group meeting and there had been no formal recommendation from the Chief Constable at that point.
- The importance of receiving a report back to Executive detailing potential mitigations that could be put in place to reduce the number of people excluded from the city centre balanced against identified risks.
- Consideration that if events could not be made fully accessible for residents, then there was a need to review whether it was appropriate for these types of events to continue in the city centre.
- Clarification sought about consideration of the item as an urgent item of business. The Director of Governance and Monitoring Officer advised that consideration of the item complied with access to information regulations since it was not a key decision as referenced in both the forward plan and the report. It was acknowledged that late publication of the report was not desirable, but it was lawful. The item had been added to the agenda as an urgent item of business and the report had been published on the council's website as soon as it had been made available.
- The Leader of the Council reported that there had been insufficient time between receipt of the letter from the

Chief Constable and the Executive meeting to work through the various options, particularly in terms of potential mitigations to reduce the number of people excluded from the city centre whilst ensuring safe access for all.

Resolved (unanimously):

That Executive

i) Agrees to make the Anti-Terrorism Traffic Regulation Order (ATTRO) on the recommendation of the Chief Constable of North Yorkshire Police, as advised by the National Vehicle Threat Mitigation Unit, Counter Terrorism Security Advisors and National Protective Security Authority (noting that refusal to implement an ATTRO after receipt of a compliant recommendation from a Chief Constable would be an unprecedented event nationally).

ii) Considers a full assessment, including need, risk and risk mitigation assessment, of the various forms of vehicular access historically permitted to the footstreets area during the Christmas Markets, to be presented to Executive at the earliest opportunity, so arrangements are in place for the opening of York's Christmas Market 2025.

Reason: Executive must reach a decision which is reasonable and proportionate having fully considered all relevant matters. Executive must have strong defensible legal grounds for refusing to make an ATTRO requested by the Chief Constable, and on legal and wider officer review of the specific circumstances, no such grounds are apparent. Refusal to implement an ATTRO after receipt of a compliant recommendation from a Chief Constable would be an unprecedented event nationally.

146. A City that Works for All: York's All-age Autism and ADHD Strategy 2025-2030

The Director of Public Health submitted a report which presented a strategy for York intended to improve the lives of Autistic people and people with ADHD, of all ages.

The following officers attended the meeting for this item:

- Peter Roderick, Director of Public Health
- Jodie Farquharson, Head of Public Health (Healthy Child Service).

The following information was appended to the report:

- A City that Works for All: York's All-age Autism and ADHD Strategy 2025-2030
- Equalities Impact Assessment.

The key areas of discussion were:

- The Leader of the Council highlighted the earlier request from one of the public participants in relation to development of an action plan to consider the level of progress made against the strategy. In addition, that there were opportunities for individuals and groups to become involved as part of the leadership summit work being undertaken across York and North Yorkshire. It was agreed that a response was to be provided in due course.
- The Executive Member wished to place on record her thanks to all those involved in contributing to development of the strategy. This included, officers, people with lived experience, academics, parents, carers as well as public participants in attendance.
- Acknowledging the importance of embedding a new standard of inclusion, which recognised that neurodivergent people were a significant and valued part of the population. It included a commitment that adjustments must be made based on need rather than a diagnoses.
- Positive engagement with Healthwatch York and academic partners from the University of York neurodiverse research unit to ensure the approach was evidence informed and locally relevant.

Resolved (unanimously): That Executive approves the York's All-age Autism and ADHD Strategy 2025-2030, 'A City that Works for All'.

Reason: To fulfil our statutory duty to arrange plans and policies in response to the National Autism Strategy, and progress key partnership working to improve the health and wellbeing of people in York who are Autistic and/or have ADHD.

147. Inclusion and Belonging Special Educational Needs and Disabilities and Alternative Provision Strategy 2025-2030

The Assistant Director, Education and Skills submitted a report which presented York's Inclusion and Belonging Special Educational Needs and Alternative Provision Strategy 2025–2030.

The following information was appended to the report:

- York Inclusion and Belonging Special Educational Needs and Alternative Provision Strategy 2025–2030
- Equalities Impact Assessment
- Data Protection Impact Assessment Screening Questionnaire.

The following officers attended the meeting for this item:

- Martin Kelly, Corporate Director, Children's and Education
- Maxine Squire, Assistant Director of Education and Skills
- Victoria Coyle, Head of Integrated SEND.

The key areas of discussion were:

- There was concern about the national approach to SEND with many parents, carers and professionals highlighting the need for improvements.
- An update on locally established positive approaches, particularly development of the SEND hub, which served as the public face of support services.
- Recognition that whilst at the forefront of a modern inclusive education system there was still a great deal more work to be done.
- The important development of co-production with special thanks to those involved with the Parent and Carer Forum for their positive contributions and demonstrating their lived experience of dealing with a complex system.

Resolved (unanimously): That Executive approves the contents of the Inclusion and Belonging Special Educational Needs and Alternative Provision Strategy 2025-30.

Reason: The Inclusion and Belonging Special Educational Needs and Alternative Provision Strategy 2025-30 aims to

improve the educational health and emotional wellbeing outcomes for all York's children and young people with SEND and achieve improvements in their provision. It is aligned with the national agenda around inclusion and belonging.

(Councillor Bob Webb left the meeting at 6.00pm at the conclusion of this item.)

(The meeting adjourned at 6.00pm and reconvened at 6.10pm.)

148. Copmanthorpe Neighbourhood Plan - Examiner's Report and Decision Statement

The Director of City Development submitted a report which presented the conclusions of the Examiner's Report and recommended Executive endorsed the Examiner's recommendations to enable the Neighbourhood Plan to proceed to Referendum, as set out in the Decision Statement.

The following information was appended to the report:

- Copmanthorpe Neighbourhood Plan (Submission version)
- Examiner's Report
- Draft Decision Statement
- Equalities Impact Assessment.

The following officers attended the meeting for this item:

- Alison Cooke, Head of Strategic Planning Policy
- John Roberts, Strategic Planning Policy Officer.

The Executive Member wished to place on record his thanks to all those involved with development of the plan, which included the parish council, the neighbourhood planning team as well as officers.

Resolved (unanimously):

That Executive

i) Agrees the Examiner's modifications set out at Annex C (Table 1) to the Submission Draft Copmanthorpe Neighbourhood Plan (Annex A) and that inclusive of those modifications the Neighbourhood Plan meets the Basic Conditions and other legislative requirements.

ii) Agrees that the Submission Draft Copmanthorpe Neighbourhood Plan, as amended, proceeds to a local referendum based on the neighbourhood area as noted in the Examiner's Report (Annex B).

iii) Approves the Decision Statement attached at Annex C to be published on the City of York Council's website.

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

(iv) Agrees that delegated authority is given to the Director of City Development to approve and publish a Decision Statement in accordance with the statutory requirements:

a) should the outcome of the local referendum be in favour of adopting the Neighbourhood Plan, and the Copmanthorpe Neighbourhood Plan can be formally 'made'; or

b) should the outcome of the local referendum not be in favour of adopting the Neighbourhood Plan, and the Copmanthorpe Neighbourhood Plan is formally rejected and the Plan cannot be made.

Reason: To conclude the Neighbourhood Plan process expediently.

149. Delivering More Affordable Housing in York – Update on the Housing Delivery Programme

The Director of Housing and Communities submitted a report which presented an update on the work carried out by the Housing Delivery Programme to date and which seeks to continue this work to deliver additional affordable housing sites and develop an ongoing pipeline of new build housing sites.

The following information was appended to the report:

- Ordnance Lane Business Case (exempt from publication)
- Willow House Red line Plan
- Draft Walmgate Improvement Proposals
- Ordnance Lane Red line Plan
- Lowfield A Red line Plan

- Former Manor School Site Red line plan
- Askham Bar Red line Plan
- Equalities Impact Assessment (EIA).

The following officers attended for this item:

- Pauline Stuchfield, Director of Housing and Communities
- Sophie Round, Housing Delivery Programme Manager.

The Executive Member thanked the housing delivery team for the considerable amount of work that had been undertaken in relation to housing development. Members and officers particularly thanked Sophie Round, Housing Delivery Programme Manager, who it was noted was shortly leaving the Council to take up a new role.

There was a brief discussion about the challenges associated with delivery of 100% affordable housing, which involved redesign work to ensure viable schemes that saved money for residents, particularly in terms of energy bills.

Resolved (unanimously):

That Executive

a) Approves the award of the construction contract for the development of Ordnance Lane to the successful bidder and delegates authority to the Director of Housing and Communities (in consultation with the Director of Governance) to enter into the contract once finalised.

b) Recommends to Full Council a construction and delivery budget totalling £37.9m which includes HRA borrowing totalling up to £13.0m.

c) Hospital Fields Road site is appropriated from the General
Fund into the HRA for £1.85m as per independent RICS valuation.

d) Agrees to the application to Homes England for funding to deliver the Shared Ownership properties on Ordnance Lane and accepts, if successful, and delegates authority to the Director of Housing and Communities (in consultation with the Director of Finance and the Director of Governance) to

enter into any resulting grant funding agreements.

e) Agrees the proposed tenure mix of 100% affordable housing split between 50 Social Rent homes and 51 Shared Ownership homes on Ordnance Lane.

f) Agrees to utilise the existing project budget to procure a contractor to operate under a Pre-Contract Services Agreement to collaboratively design Willow House to RIBA 4 and price the design to enable a full business case in respect of the development at Willow House to be presented to Executive for approval and delegates authority to the Director of Housing and Communities (in consultation with the Director of Finance and the Director of Governance) to take such steps as are necessary to procure, award and enter into the resulting pre-contract services agreement.

g) Agrees to the procurement of an enabling contractor for Willow House to prepare the site for development utilising YNYCA Brownfield Funding to deliver this work and to delegate authority to the Director of Housing and Communities (in consultation with the Director of Finance Officer and the Director of Governance) to take such steps as are necessary to procure, award and enter into the resulting contract.

h) Agrees to the procurement of a contractor to work collaboratively to design Lowfield A to RIBA 4 and price this design to enable a full business case to be presented to the Executive for approval and to delegate authority to the Director of Housing and Communities (in consultation with the Director of Finance and the Director of Governance) to take such steps as are necessary to procure, award and enter into the resulting design contract.

i) Agrees to the procurement of a multidisciplinary design team to lead the design work on the Former Manor School site and delegates authority to the Director of Housing and Communities (in consultation with the Director of Finance and the Director of Governance) to take such steps as are necessary to procure, award and enter into the resulting contract.

j) Pending successful bid for YNYCA Brownfield Fund, agrees to the development of designs and submission of a

planning application on the Former Manor School site.

k) Delegates authority for the future allocation of Neighbourhood Improvement Programme (NIP) funding to the Director of Housing and Communities in consultation with Executive Member for Housing, Planning and Community Safety to support projects such as those outlined in Walmgate Improvement Proposals. The HDP will support the creation of good quality spaces whilst the NIP will improve existing spaces through targeted investment.

l) Agrees the revised red line boundary for the Willow House development as shown in Annex B.

Reason: To ensure the continuation of a manageable pipeline of sites to deliver the Housing Delivery Programme whilst making best use of CYC assets to deliver capital receipts and social benefits.

150. Local Flood Risk Management Strategy

The Director of Environment and Regulatory Services submitted a report which presented the Local Flood Risk Management Strategy.

The following information was appended to the report:

- City of York Council Flood Risk Management Strategy
- Equalities Impact Assessment.

The following officers attended the meeting for this item:

- Dave Atkinson, Director of Environment and Regulatory Services
- Mark Henderson, Flood Risk Manager.

The key areas of discussion were:

- An acknowledgement of the positive work that had been undertaken to better understanding flood risk in York and measures in place to mitigate identified risks.
- Confirmation that internal consultation had already been undertaken with the Environment Agency, Yorkshire Water and Internal Drainage Boards. Public consultation

was to be undertaken over a 12-week period to ensure an inclusive approach to the strategy.
- The Executive Member highlighted the importance of this area of work particularly given recent flood events and the changes in climate and weather patterns.
- The important role of Elected Members in publicising the public consultation to local communities.

Resolved (unanimously): That Executive delegates authority to the Director of Environmental and Regulatory Services to commence public consultation, as referenced in the report.

Reason: To comply with consultation requirements.

151. Park and Ride: Site Improvements and New Bus Service Contract

The Director of City Development submitted a report which presented two connected projects for approval. Firstly, a range of infrastructure improvements to five Park and Ride sites to be funded through Bus Service Improvement Plan (BSIP) grant. Secondly, a two-year extension to the contract for the operation of Park and Ride bus services was proposed to enable continuity of service until wider conversations with the York and North Yorkshire Combined Authority (YNYCA) were concluded.

The following information was appended to the report:

- Park and Ride site improvements
- Park and Ride site improvement consultation summary
- Equalities Impact Assessment.

The following officers attended for this item:

- Garry Taylor, Director of City Development
- Tom Horner, Head of Transport Policy and Travel
- Behaviour.

The key areas of discussion were:

- The Executive Member reported that it was 35 years since park and ride was formally opened in 1990 with the opening of Askham Bar park and ride. York had the largest park and ride in the UK with nearly 5,000 parking spaces around the outside of the city centre at six different

sites. It was one of the most successful in the country with around 3.8 million journeys in 2024.

- Further investment provided an opportunity to improve passenger experience. There had been a positive response to the consultation exercise with over 1,000 people submitting a response. One important development was the creation of integrated transport hubs so that a wide range of people could access different locations. Overnight parking was another strong ask and had been tied in with extended park and ride hours that had already been implemented.
- Ensuring a more accessible offer, which included, changing places, toilets, accessible EV charging and more spacious blue badge parking. It supported a commitment to enabling people to choose sustainable travel options and to reduce congestion in the city centre.

Resolved (unanimously):

That Executive

1) Approves £4m of BSIP1 funding and £250k of allocated YNYCA Bus Grant funding to deliver Park and Ride site improvements as outlined in Annex A.

Reason: To modernise old facilities for existing and future Park and Ride users and to attract more passengers to use Park and Ride services.

2) Delegates authority to the Director of City Development (in consultation with the Director of Governance and the Head of Procurement) to implement the proposed Park and Ride site Infrastructure improvements and to carry out any required procurement processes and to take such steps as are necessary to procure, award and enter into the resulting contracts.

Reason: To ensure expedient delivery of the projects.

3) Delegates authority to the Director of City Development (in consultation with the Chief Finance Officer and the Director of Governance) to explore and implement further income opportunities associated with Park and Ride including setting fees for overnight parking.

Reason: To further support the financial viability of Park and Ride provision.

4) Delegates authority to the Director of City Development (in consultation with the Director of Governance and the Head of Procurement) to agree an extension to the existing Park and Ride contract and any associated leases, of not more than two years duration, and to take such steps as are necessary to enter into the resulting variation and extension agreement and lease extensions.

Reason: To provide continuation of service and to enable the results of the York and North Yorkshire Combined Authority bus network review to be incorporated into the new Park and Ride contract.

152. £500k Parks Investment Fund – Scheme Approval

The Director of Environmental and Regulatory Services submitted a report which sought approval of schemes for investment through the application of agreed criteria.

The following information was appended to the report:

- Sites recommended for investment and further investigation
- Site Scores and provisional budget allocation
- Equalities Impact Assessment.

The following officers attended for this item:

- Dave Atkinson, Director of Environment and Regulatory Services
- Ian Hoult, Head of Environmental Services
- Dave Meigh, Operations Manager.

The key areas of discussion were:

- Confirmation that a dedicated project resource was in place from 1 November 2025. Work had also been undertaken in relation to procurement and contract management arrangements.
- The Executive Member highlighted the importance of investment, particularly linked to the Local Plan and ensuring a coherent strategy was in place.

- The Executive Member also welcomed the long overdue investment at Hall Road. It was reported that residents and campaigners had been tirelessly calling for improvements for many years. The £500k investment would result in improvements across the city and provide vital spaces for families, children, older people and anyone who wanted to enjoy the outdoors.
- In response to comments about King George Field, the Leader of the Council advised that it was on the list. It was advised that structural and engineering input was required to address accessibility, which was likely to be very expensive. This had been reflected in the recommendations, which included projects that were not feasible at the current time with an acknowledgement that there was still more work to be done.

Resolved (unanimously):

That Executive

1. Agrees the schemes detailed in Paragraph 26 and Annex 1.

Reason: To commence the Council parks, gardens, play areas and open spaces investment programme.

2. Notes the schemes detailed in Paragraph 28 and Annex 1.

Reason: To allow further investigation into the practicality and cost of these possible schemes.

3. Requests a follow up report for July 2026.

Reason: To monitor progress and, subject to the available budget, agree a second phase of work.

153. Household Waste Recycling Centre Operations

The Director of Environmental and Regulatory Services submitted a report which presented options for the operation of the city's Household Waste Recycling Centre's (HWRC).

The following information was appended to the report:

- Resident split in relation to HWRC location
- HWRC Heat Map
- HWRC Material Tonnages (3 years)
- HWRC average visits per day, per site (3 years)
- HWRC September 2025 resident visits.

The following officers attended for this item:

- Dave Atkinson, Director of Environment and Regulatory Services
- Ian Hoult, Head of Environmental Services.

The key areas of discussion were:

- Officers reported an increase in little but often visits to HWRCs. Work had been undertaken to try and ensure residents made use of other HWRCs, not just Hazel Court, and avoided busy periods wherever possible.
- The Executive Member reported that whilst the number of visits to Hazel Court HWRC had increased the volume of waste had reduced. One key issue was people going to HWRCs not necessarily with vehicles full of waste.

Resolved (unanimously):

That Executive

i) Approves the introduction of a accessible, flexible online booking system for Hazel Court HWRC only. Initially for 12 months and monitor traffic congestion, and success through customer satisfaction. This will also require an option for residents to phone and book a slot to ensure we offer an accessible service to all.

Reason: To reduce the traffic congestion on Hazel Court and James Street, mitigate risks to all types of road users and allow local businesses to operate business as usual.

ii) Agrees that Towthorpe HWRC will operate without a Booking system in place and remain as an open to attend.

Reason: So there are no obstructions in place and residents remain to have a flexible site they are able to access ad-hoc.

iii) Notes a number of options will be considered during

the transition to a booking system that will give residents that opportunity to dispose of limited streams (e.g. garden waste, wood) at local sites.

Reason: To ensure residents are able to manage their household waste in during the transition.

iv) Notes that longer term options for Household Waste Recycling Centres in York are being explored.

154. Urgent Business

York Christmas Market 2025 – Implementation of Temporary Anti-Terrorism Traffic Regulation Order (Minute no. 144 refers) was dealt with as an urgent item of business in accordance with Paragraph 15.1 of Appendix 7 to the Constitution.

There were no other urgent items of business to consider.

Councillor Douglas, Chair

(The meeting started at 4.30 pm and finished at 7.05 pm).

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 2 December 2025

Title and Description	Author	Portfolio Holder
Re-commissioning of NHS Health Checks **Purpose of report:** To outline the statutory requirements of the Council to provide NHS Health Checks, the intended shape of the NHS Healthchecks programme over the next 5 years.	Director of Public Health	Executive Member for Health, Wellbeing and Adult Social Care

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 20 January 2026

Title and Description	Author	Portfolio Holder
Capital and Investment Strategy **Purpose of report:** To set out a framework for all aspects of the council's capital and investment expenditure including prioritisation, planning, funding and monitoring.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Capital Budget 2026/27 to 2030/31 **Purpose of report:** To present the capital programme, including detailed scheme proposals.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Capital Programme Update Monitor Three **Purpose of report:** To provide an update on the capital programme	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Finance and Performance Monitor Three **Purpose of report:** To present details of the overall finance and performance position.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Financial Strategy 2026/27 **Purpose of report:** To present the Financial Strategy, including detailed revenue budget proposals.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Treasury Management Quarter Three Prudential Indicators **Purpose of report:** To provide an update on the treasury management position.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Treasury Management Strategy Statement 2026/27 - 2030/31 **Purpose of report:** To set out the treasury management strategy, including the annual investment strategy and the minimum revenue provision policy statement and prudential indicators.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

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Meeting:	Executive
Meeting date:	4 November 2025
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Councillor Kilbane, Deputy Leader and Executive Member for Economy and Culture Councillor Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Decision Report: Major Projects: Castle and Eye of York Update Report and Next Steps

Subject of Report

1) The Castle & Eye scheme offers a major opportunity to transform a prominent and important part of York City Centre, replacing the current poor quality surface car park with a vibrant and community facing asset with significant amenity benefits, whilst also improving biodiversity and climate performance. Children's play facilities provided within the scheme will improve the draw to the city centre and dwell time for users, boosting the city economy and providing social return on investment.

2) The changes would help drive improvements to the city's long-term economy of place through improved functionality, enhanced visitor perceptions, supporting jobs through the construction and supply chain, and catalysing wider place-based improvements in the broader area. The scheme would also play a key role in weaving the historic fabric of the city together, and better framing nationally important heritage assets. Together, these improvements deliver significant non-financial benefits to the City and our communities and represent a significant investment in quality of place and futureproofing our social and environmental resilience as a city. The proposals are not without their challenges however, with the intrinsic risks that come with any major capital project, capital investment required, and

impacts on Council income, and city movement. These are set out within the report and members will be invited to consider these detailed and balanced issues in making a decision on the progression of the project.

3) Following previous Executive approvals relating to the comprehensive Castle Gateway Masterplan (April 2018), the composition of phase 1 including approval of the closure of Castle Car Park (January 2020), and reframing of the proposition to respond to policy and delivery changes (November 2023), the purpose of this report is to provide Executive with an update on the progress made on the Castle and Eye component of the masterplan, and to obtain approval for the next steps including delivery for this specific element.

4) Building on previous delegations from Executive, the report sets out additional detail and business case for the delivery of:

    a. Castle car park and Eye of York **-** public realm scheme as outlined in the report, including the closure of Castle car park as previously approved.

    b. Improvements to Coppergate Car Park.

5) The report sets out the costs and funding package for the relevant works and/or services and seeks delegations to allow such works and/or services to be procured.

Benefits and Challenges

6) The **Castle & Eye of York (EoY)** scheme will deliver transformative public benefits including enhanced quality of place, amenity and accessibility in an important and central historic area of the city. It will also serve as a catalyst for the wider masterplan area and further private investment.

7) The key benefits of progressing the scheme's delivery as recommended, and in line with previous executive approvals, are:

    a. Progressing a realistic, deliverable and viable proposition within available funding parameters, through the changed design and phasing approach.

    b. Establishing the public benefits and catalyst effect as described above in a timely manner, whereby the outputs and outcomes can be achieved early in programme.

c. Delivering these scheme components now to avoid further inflationary impacts and consequent erosion of project quality and outputs in the current inflationary environment, and;

d. Utilising available external grant funding to achieve this within available timeframes.

8) Challenges of the proposed approach include:

a. Whilst overall the new design has received wide ranging support for its principles and delivers many elements of the original master plan for the Castle Gateway, there have been challenges incorporating all elements of the new brief, to develop a scheme that meaningfully delivers these within budget. Appendix 1 – shows the differences in the revised scheme.

b. Whilst the Castle/EoY delivers significant benefits to this important area of the city, the previously approved approach of closing of the Castle car park will result in some loss of revenue to the Council. Mitigations toward the loss of revenue are explained in the Financial Strategy Implications section of this report and explored at Appendix 2 of this report.

c. There is a risk that the revised proposals will not be seen as delivering against the project expectation that has been built up through community engagement. However, by realigning the schemes with current Council priorities and ensuring that the underlying principles have not changed this risk has been minimised.

d. Accessible car parking is an important factor in retail health and city centre function. Retaining blue badge parking will support this, and technical assessment shows that broader impacts can be managed, and risks mitigated through looking at broader assets in this part of the city and alternative modes of transport.

Policy Basis for Decision

9) This section sets out how the proposals contribute to the delivery of the commitments in the Council Plan (2023-27), to bring family friendly sustainable, accessible, spaces into the City Centre, increasing biodiversity and supporting health and wellbeing with

access to more green spaces. 'Our City Centre' Vision the Local Plan and other relevant policies, as summarised in previous reports.

10) The Castle Gateway and EoY project will contribute to the delivery of the four core 'EACH' commitments in the Council Plan 2023-27 – One City, for all by:

a. **Equalities and Human Rights** – by re-purposing the Castle car park and redesigning the proposals, blue badge parking will be retained close to the city to aid accessibility, also aligning with the emerging Local Transport Strategy's Policy Focus Area 1 - shaping a city centre that is accessible for all.

b. **Affordability** – Creating high quality and free to access amenity and play space in a highly accessible location for residents.

c. **Climate & Environment** - Providing a new green space within the city centre will help enhance biodiversity, also aiding urban cooling for climate resilience. Detailed Ecological, Green and Blue infrastructure technical work has shaped the development of the planning proposal. The scheme will also support active and sustainable travel through provision of high-quality connectivity and public realm infrastructure. The public realm improvements will consider climate adaptions features for example passive shading/cooling, rest areas and water refill stations.

d. **Health and Wellbeing** – by creating a free amenity and play space for families to encourage healthier lifestyles, coupled with improved connectivity and travel opportunities across the site**.** Improving walking and cycling routes will contribute to active travel and help improve air quality

11) The Castle Gateway projects will also help deliver the 'Our City Centre' Vision, approved by Executive in October 2023, as set out below:

Theme 1 – Family friendly and affordable city centre

- The new public realm around Clifford's Tower will create valuable new play space in the city centre and create a space that can be used by people of all ages.

Theme 2 – An attractive, active, and healthy city centre

- The creation of the new public realm space delivers investment in public space and squares.

- Deliver active travel options for getting into and around the centre of York.

Theme 3 – A sustainable city fit for the future.

- New green space will increase biodiversity in the city and improve climate resilience and reduce surface water run-off.

Theme 4 – Embracing our riversides.

- The Castle and Eye of York designs will celebrate the cultural and environmental benefits of the River Foss, providing a new river edge and walkway linking to the new river park behind the museum.

Theme 5 – A safe and accessible city centre.

- Blue badge parking will be retained close to the city to aid accessibility.

- The new public space at the Castle and Eye of York will provide open space and facilities for residents and will be specifically designed to improve accessibility. This supports the Health and Wellbeing strategy, “Creating an age friendly city for older adults.”

Theme 6 – Celebrating heritage and making modern history.

- The new public realm development in the Castle and Eye of York will enhance the setting of the heritage assets surrounding the spaces by, repurposing the car park, enhancing the Eye of York, and transforming the connectivity to this area.

12) In the Local Plan, **Policy SS5 – Castle Gateway** is allocated as an “Area of Opportunity.” It is identified as a major regeneration area of the city centre. This project is key to delivering this policy.

13) The project also contributes to deliver of the three 10-year City strategies approved in 2022:

- Economic Strategy (2022-2032).
- Health and Wellbeing Strategy (2022-2032).
- Climate Change Strategy (2022-2032).

14) The project also supports the Local Transport Strategy (which references it directly), promoting accessibility for the most vulnerable,

and use of active and sustainable travel modes. The scheme has an important impact on city car parking levels and relationship with car-parking strategy, and wider sustainable transport improvements. Further evidence on the impact and implications of the reduction in car parking levels are set out in the report and Appendix 2, however the decision to provide a major new city public realm and greenspace asset is driven principally by place making as opposed to parking strategy agendas.

Financial Strategy Implications

15) The decision already taken in principle by the Executive to close Castle car park comes with financial implications to the authority as noted. Whilst there will be an immediate direct loss of income from the car park facility closure, an analysis presented at Appendix 2 identifies significant current and forecasted residual capacity within other car parks in the local area, including Council owned facilities, which will be available.

16) Whilst not all car parks are owned by the Council, improvements are also now proposed to wider Council assets as part of this report, to improve availability and attractiveness of the parking offer and help mitigate direct financial and broader impacts of the loss of the Castle Car Park. The change will also result in a degree of shift to alternative modes, which, as well as being aligned with broader policy objectives, will help support sustainable travel services and the viability of their operation. Residual financial impacts have been allowed for by the Council in financial planning from 2026 onward, with budgetary allowances of £0.5m per annum. Staged delivery of works may also be achievable over the delivery period to retain parking facilities and income for as long a period as feasible.

17) A ‘do nothing’ option of retaining the existing Castle car park would itself incur capital costs due to the poor condition of the asset, which has not been invested in for some time due to being held pending redevelopment. As noted in Appendix 2, these costs would stand in the order of £750k. Additionally, as part of any works, the current/ historic car parking configuration would be upgraded to meet current access standards, resulting in the loss of 60 spaces, or 20% of the existing capacity (see Appendix 2), with a commensurate reduction in income in this option.

18) To mitigate car parking impacts and loss of Council income resulting from the planned changes, work has been undertaken to explore

improvements that could be made to the existing Coppergate Car Park, to make it a more usable and attractive proposition to car drivers in this part of the city and best utilise its residual capacity. These capital works include the provision of physical infrastructure which may also make the car park accessible over longer operating hours (including VNPR, CCTV etc.), as well as improved signage/ digital information and cosmetic improvements. A capital allowance for these works of £200k is proposed.

19) Previous executive decisions on the project have also included the commitment for the authority to invest alongside partners West Yorkshire Combined Authority (WYCA) to realise the regeneration scheme. A council capital contribution of £3.911m has been made available to the project, alongside £4.523m from WYCA. Spend to date in progressing the scheme against these allocations leaves a current residual budget of £8.434m.

20) In 2022 the scheme that was taken to executive was estimated to cost in the region of £15m, with the assumption that funding could be sought through the then Levelling Up programme and a proportion of capital borrowing as outlined in the report, however Levelling Up funding was not secured for the project.

21) Following these previous executive approvals, significant work has been undertaken to value engineer the delivery proposition to better meet available funding parameters whilst maintaining scope and quality outputs as far as possible. Whilst this work is still underway as part of the RIBA design development and planning processes, a current ‘snapshot’ places the capital costs of the scheme at £7.634m including inflation to mid-point of construction and contingency costs. Incorporation of Hostile Vehicle Mitigation (HVM) measures within the scheme is currently being discussed as part of the planning application process, and an indicative additional cost allowance of between £0.4-0.9m is recommended at this stage. Dependent on the detailed approach taken, HVM may result in increased revenue costs for the authority but also gives potential to generate social value and income from the site, through the protected area being used for community and other events.

22) The scheme will incur additional revenue costs associated with its maintenance and operation (particularly green infrastructure elements), though as noted in paragraph 17, a ‘do nothing’ option of retaining the Castle Car Park asset, would itself incur large scale

capital renewal costs which would significantly outweigh these, and be required imminently.

23) Setting aside the currently undetermined costs of HVM measures, these changes represent a reduction of £7.366m against the original scheme costs of £15m - achieved against headwinds of inflation running at its highest point in decades within the intervening period. Design, delivery and project management costs would be in the order of £1.2m in addition to this.

24) Total scheme costs are therefore £9.934m (including works to Coppergate Car Park and HVM of £0.4-£0.9m), meaning that additional borrowing or funding of £1-1.5m is required for the project to be deliverable against current funding availability. Additional external funding is being sought in the York prospectus (Executive Agenda item 15) to meet this requirement, though in the instance of this not being confirmed, a fallback position of managing the pressure within the existing highways Capital Funding is set out at recommendation b, and from paragraph 56 of this report.

Recommendation and Reasons

25) The Executive is asked to:

a. Note the evolution from the original masterplan scheme to the proposed scheme as summarised in Appendix 1, and the progress to date around planning submission and scheme development.

b. Approve the total project funding package of up to £9.934m, to deliver the Castle & EoY and Coppergate car park works, comprised of both Council and external funding as set out from paragraph 56 of the report.

c. Approve the inclusion of the scheme in the York Prospectus (Executive agenda item 15) to seek additional external funding. In the event that the bid is not successful, approve the virement of £1.5m from the highways programme to the Castle Gateway scheme across the years 2026/27 to 2028/29.

d. Approve the improvements to be made to Coppergate car park to ensure that it is an attractive, safe and convenient alternative parking option for all users, including potential to extend hours of

operation at an estimated cost of £200k (included in the £9.934m).

e. Approve the procurement of contractors and specialist support services to enable timely completion of the scheme (pending Planning ref 22/00209/FULM with further details submitted on 4th July 2025). The works are subject to the granting of planning permission.

f. Delegate authority to the Director of City Development, in consultation with the Director of Governance, Head of Procurement and the Director of Finance, to procure such contractors and/or consultants and to take such steps as are necessary to award and enter into any resulting contracts for works and/or services for the completion of the Scheme and the proposed works at Coppergate car park (including (where applicable) any and all planning agreements and/or highways/land agreements as required and any grant terms and conditions relating to any external funding bids as may be necessary) as well as any subsequent modification and/or extension to any such contracts post-award); (however for the sake of clarity this delegation is not for any requirements of either the Local Planning and/or Highways Authority). The delegations given in this recommendation must be exercised within the budgets approved within this report.

g. Agree the permanent closure of Castle Car Park to non-blue badge parking, from 2026 and accept the associated loss of income and unavoidable growth pressure in future revenue budget processes. Approve the associated package of mitigation (to include works to Coppergate Car Park and exploring potential future works to St George's Field Surface Car Park- to be considered as part of the wider Movement & Place workstream both subject to the granting of any necessary planning permission). To note that during the construction period the car park will very likely be closed to all users, including blue badge holders, though the extent and impact of such closures on blue badge holders will be sought to be mitigated.

Reason:

h. To allow the progression of the Castle & Eye of York scheme to deliver this project which has been a longstanding development ambition of the city and partners. This will deliver transformative benefits across a range of outputs and outcomes. To finally

realise key city benefits, with mechanisms in place to ensure appropriate management of budget and project risk profile, and to do so in a manner which mitigates any potential adverse impacts on Council revenue, transport networks and local businesses.

Background

26) In November 2023, the Executive approved a revised approach to the Castle & Eye of York Scheme to reframe as a viable and deliverable proposition within funding envelopes as well as making key changes to the project including retention of blue badge parking and provision of flexible greenspace which includes children's play provision. The changes were made to ensure the continued delivery of positive outcomes for the regeneration of this part of the city, in accordance with both the original master plan principles, and the approved Council Plan and "Our City Centre" Vision. They also ensure that the scheme delivers against the three key city strategies (Climate Change, Economy, Health, and Wellbeing) that were approved in December 2022.

27) Since the last report to Members, the Castle & Eye of York scheme has been progressed in accordance with Executive approvals. This has included further design work, engagement with key stakeholders and the public to shape and influence the revised scheme, cost planning and value engineering activity to achieve a deliverable scheme, technical assessment work to prepare business case and planning submissions, and resubmission of revised planning details. Separately, work has also progressed in line with the Executive approvals and delegated authorities on wider areas of the Castle Gateway masterplan.

28) This report updates on the Castle & Eye of York project and sets out the next steps and decisions required to progress to delivery.

Update and Next Steps

29) In response to the Executive decisions around key project changes in 2023, the project design team have undertaken further technical and design development work to iterate and develop the project. This also draws on the existing wealth of engagement feedback to date, and work already undertaken, to develop revised concept design ideas. This resulted in high-level optioneering designs, which were

tested with key stakeholders and the public between May and September 2024.

30) Working with My Future York, a formal public consultation ran from the 15th of August until 20th September 2024. The consultation used several vehicles to engage communities and develop proposals, including:
    - Four on site tours and one online tour 7th - 9th Sept – total 70 participants
    - Pre-recorded YouTube video – 1,358 views
    - Guildhall Ward Committee 12th Sept – 10 attendees
    - Blog posts through the project website
    - Social media posts
    - Press and media coverage, including York Mix York Press, YO1 Radio and That's TV.

31) The Castle Gateway Advisory group (a group of external stakeholders in the city including the Civic Trust, York Museums Trust, York Bid, Make it York, Environment Agency, English Heritage, Historic England, York Crown Court), as well as other key stakeholders including the Bid Board, Liberal Jewish Community, the York Access Forum and the owners of the Coppergate Centre, were also consulted.

32) This extensive engagement received widespread positive response and helped to develop the design proposals further. Feedback is summarised on the My Castle Gateway Blog: https://mycastlegateway.org/2024/11/21/revised-concept-proposals-for-castle-and-eye-of-york-summer-2024-responses-via-all-engagement-routes/

33) Building on this activity, the Council submitted revisions to the pending Planning Application on 4th July 2025, in-line with the brief set out above, and statutory determination is now underway.

34) As an intrinsic part of this design development work, value engineering and cost plan iteration work was undertaken by consultants Turner and Townsend to ensure that, in line with the Executive decision, the scheme is viable within funding parameters and capable of being delivered. The cost plan currently indicates that the core scheme can be delivered at a cost of £7.634m plus HVM to be added. This is a significant reduction from the previously £15m scheme submitted for planning but retains most of the scope and quality aspirations from the original Masterplan.

35) The re-purposing of Castle car park will bring significant nonfinancial benefits to the city: it will retain blue badge accessibility close to the city: provide a central amenity and green space that will benefit families' health and wellbeing and increase connectivity and promote sustainable transport modes. The proposals represent a more socially equitable and 'place-based' approach to use of prime City Centre land and dramatically improve the setting for the nationally important historic buildings and heritage assets in the area.

36) This part of the development supports the aims of the York Public Health physical activity strategy which champions inclusive spatial design, thus having a direct and positive impact on physical and mental wellbeing and improving sedentary behaviour in the population through free well designed play spaces, cycling routes and walking. The scheme supports an accessible city and directly impacts on the ambition of the York Health and Wellbeing strategy to create an accessible and age friendly city. The proposed scheme will help to increase footfall to the city centre and help draw footfall into this part of the city, boosting the number of residents and visitors to the area, attractions, and benefiting local businesses. It will also provide biodiversity net gain through new planting and will improve water management and transform the riverside.

37) Following previous executive approvals, a formal decision to close the Castle Car Park is required before further work on procuring and delivering the scheme can commence. As stated in the financial strategy implications section of this report, the closure of Castle Car Park will result in an estimated loss of revenue to the Council, an estimated net sum of up to £0.5m per year.

38) This is informed by further technical assessment work undertaken around car parking in the local area and summarised at Appendix 2. The work gives confidence around the impact of the proposals, with residual capacity identified in other local parking facilities. The estimated revenue loss is calculated taking into account the potential displacement of car parking to alternative facilities including other Council car parks, modal shift, and new parking prices.

39) Car parking prices in the city have also recently increased, and it is predicted that this will see a general reduction in city centre car park demand and usage, with users opting for more sustainable/cheaper modes, such as park and ride, cycling or walking. These alternative measures link into the longer-term ambition of the Council to reduce

traffic within the city centre as set out in the Local Transport Strategy, Climate Change Strategy and which will also be progressed through the Transport Movement and Place plan. Options to use park and ride services for overnight stays are also being implemented through the Bus Service Improvement Plan, and these would offer residents and visitors a more cost effective and sustainable way of staying in the city without the need to park within the city centre – another option that currently doesn't exist, and a way of accommodating displaced demand from Castle Car Park.

40) The tables below illustrate the existing number of parking spaces within the Castle Gateway car parks. It includes the proposed number of car parking spaces following the closure of the Castle Car Park in in accordance with the decision at the November 2023 Executive.

Existing Parking Provision

Car Park	**Standard Spaces**	**Blue Badge Spaces**	**Total**
Coppergate	248	28*	276
St Georges Field	260	6	266
Castle	268	30	298
Q Park Shambles	248	3	251
Peel Street	77	0	77
Total	**1101**	**67***	**1168**

*Inc 10 shop mobility

Proposed Parking Provision

Car Park	**Standard Spaces**	**Blue Badge Space**	**Total**
Coppergate	248	28*	276
St Georges Field	260	6	266

Castle Car Park	0	30**	30
Q Park Shambles	248	3	251
Peel Street Car Park	77	0	77
Total	**833**	**67***	**900**

*Inc 10 shop mobility

**Including 3 Electric Vehicle spaces

41) The closure of Castle car park would lead to a loss of 268 parking spaces within the Castle Gateway Scheme. Through analysis of parking data there is the potential to accommodate much of this within the Coppergate car park which runs below occupancy for the majority of the year. To optimise use of this residual capacity, a variety of measures are proposed to be employed, including measures to improve access and allow longer hours of operation (this would potentially lead to additional security resource cost – discussions with parking services are ongoing), better signage and access to the car parks, improvements to security at the facility (including emphasis on the safety of lone women and vulnerable users over extended operating hours) and cosmetic improvements. A budget of £200k has been allowed for this package of works, the works may incur additional revenue costs in operating the car parking facility.

42) Concerns have previously been raised around the potential impact of loss of Castle car park on City Centre businesses. Dialogue with the BID, Highstreet Forum and Federation of Small Businesses amongst others has been maintained throughout the project's development, including specific conversations about car parking changes and evidence base. Whilst some concerns remain, the additional analysis and impact mitigations have been welcomed, with a positive ongoing dialogue in place. A sector-based approach to car parking demand assessment has been taken as set out in Appendix 2, looking principally at the Council operated facilities in this sector of the city – Castle, Coppergate, and St Georges Field Car Parks. The work identifies that collectively these assets operate at 57% of their capacity in average months of the year, and 78% of their capacity in peak months of the year. With the removal of Castle Car Park, this combined capacity could be exceeded (resulting in an increased reliance on non-Council operated assets and on street parking in this

sector), however as noted at paragraph 39, car parking prices in the city have also recently increased, and it is predicted that this will see a general reduction in city centre car park demand and usage, with users opting for more sustainable/cheaper modes.

43) Modelling at Appendix 2 indicates that once the reduced demand for car parking flowing from the changes to parking prices is fully realised, the two remaining council owned parking assets would operate at 66% of capacity in average months and 91% of capacity in peak months (against 57% and 78% respectively currently, with all three council car parks open). This is before even looking at on street parking and third-party assets in the local area (with Peel Street Car Park and Q Park Shambles having a combined capacity of 328 spaces), which provide further capacity beyond the three core council assets analysed. Significant capacity also exists in the Council's Park & Ride systems, augmented by the 24hr parking at key sites previously referenced, though it is not currently possible to quantify this unused capacity.

44) Given the evidence above and in Appendix 2, and the additional works proposed - including to Coppergate Car Park, and overnight Park & Ride services, it is considered that impacts on footfall and businesses are capable of being adequately mitigated. In addition, options to improve the quality and capacity of surface car parking at St Georges Field are currently being explored and will form part of the forthcoming Movement and Place Strategy, which will consider works in a strategic city-wide context, and as part of a joined-up approach to strategic transport across all modes.

45) As already noted, and summarised in Appendix 2, any alternative decision to retain Castle Car Park would also result in a need for significant capital investment of upwards of £750k due to its poor condition alongside a significant reduction in car parking spaces to ensure that the new layout meets current car parking standards.

Consultation Analysis

46) The Castle Gateway Masterplan has been shaped through extensive stakeholder and public engagement on both the masterplan and subsequent sub-projects in the form of My Castle Gateway. Over 8,500 comments have been recorded to date: https://www.flickr.com/photos/149815510@N05/tags

47) The last intensive period of engagement related to the proposed revised concepts designs for the public realm space at Castle and the Eye of York. This ran over the summer of 2024 and included a programme of activities to help inform the final revised design which was submitted to planning on 4th July 2025.Full details are set out in the Statement of Community Involvement which accompanies the planning application.

48) The redesign of the space has drawn on the wealth of engagement that already exists and the latest engagement. The Council remain committed to ongoing consultation on the Castle Gateway project. The business community have been engaged on the proposals throughout their development, including dialogue with the BID, Highstreet Forum and federation of Small Business.

49) A version of this report was discussed at Corporate Scrutiny Committee on the 1st of October 2025 and this report has been updated to reflect comments received from both meetings.

Options Analysis and Evidential Basis

Options

50) **Option 1** - **Castle & Eye of York Scheme Delivery** – is to approve the recommendations in the report which clearly set out the next steps for the timely delivery of the Castle & Eye of York proposal.

51) **Option 2 – Castle Gateway Delivery -** to undertake more comprehensive delivery across a wider portion of the Castle Gateway Masterplan area, or a less light touch treatment of the Castle & Eye of York area. This would increase capital cost, requiring additional borrowing or the seeking of additional external grant funding (source not currently clear), also delaying the scheme and introducing inflationary pressure.

52) **Option 3 – Retain Castle car park -** do not approve the closure of Castle car park due to revenue loss for now, therefore halting the delivery of the Castle & Eye of York scheme and wider masterplan. It should be noted that this would need to include a cost of £750k to resurface the castle car park to current standards and would result in

a loss of a significant proportion of spaces with commensurate impact on revenue from this car park.

Analysis

53) **Option 1** offers a clear way forward following the most recent decisions at the Executive in November 2023, reflects the Council Plan and Our City Centre Vision; as well as responding to the reality that there is significantly less funding available to deliver the Castle Gateway projects. The recommendations allow the regeneration of the area to progress, see the projects aligning to reflect the Council Plan and deliver the centre of the masterplan at a more affordable cost.

    Unlocking the regeneration of the Castle Gateway has always presented significant challenges to overcome. The previously agreed delivery approach which breaks the inter dependencies between the Schemes and through careful redesigns, reduces capital costs to secure early delivery has been progressed and can be achieved. Clearly the loss of car parking and its revenue needs to be carefully considered, whilst considering the wider benefits of regenerating the Castle gateway, potential mitigations, and other aims and ambitious of the city as set out in the Local Transport Plan.

54) **Option 2** incurs additional expenditure and delay, with no clear route to delivery at this point in time, and risks jeopardising the near-term realisation of tangible scheme benefits and transformation which are achievable in option 1.

55) **Option 3** undermines our strategic approach to transforming this area of the city to benefit residents and make best use of its prime location for the benefit of all. The area would still require significant capital investment, and our strategic transport objectives would be undermined through the promotion of unsustainable modes. Significant levels of external grant funding would also need to be handed back. The Council's revenue position would however be protected.

Organisational Impact and Implications section

Financial

56) Current spend on Castle and Eye of York to 31.03.2025 is £1.55m, with the cost of further work from 01.04.2025 estimated to be £9.934m, detail shown below.

Estimated spend from 01.04.2025	**£'000**
Cost Plan	7,234
Estimated Inflation, based on June 2026 start date (*)	400
Design, delivery and project management costs	1,200
Hostile Vehicle Mitigation (range £400k-£900k)	900
Works to Coppergate Car Park	200
TOTAL estimated spend from 01.04.2025	9,934

(*) This start date is subject to consent and procurement approvals

57) The recommendation of the report is to use Current Funding available for the project as follows.

Available Funds from 01.04.2025	**£'000**
WYCA grant (**)	4,523
CYC approvals	3,911
TOTAL funding available from 01.04.2025	8,434
Shortfall in Funding	1,500

58) There is currently no external source for the funding shortfall. In the first instance, additional external funding will be sought from partners including through the York Investment Prospectus (being considered under executive agenda item 15), and North Yorkshire Mayoral

Combined Authority's transport funds. It is necessary to identify a fallback position should external funding not be secured. To avoid any new borrowing, it would be necessary for existing schemes in the Capital programme to be de-prioritised to transfer funding to the Castle Gateway scheme. A provisional package of works and approach to this for financial years 26/27, 27/28 and 28/29 has been identified within the Council's Highways Renewals Programme.

59) **WYCA will need to give confirmation that the use of their £4.523m budget is eligible, i.e. covers only transport costs. Discussions with WYCA are currently taking place to confirm the approach to and process associated with this work. Use of the WYCA funding may be subject to the opportunity to swap up to £3.474m of approved CYC funding from the YORR project with this WYCA transport funding, see below. A dialogue has been commenced with WYCA in this regard.

	£'000
WYCA Funding identified for Castle Gateway projects	4,523
CYC approved YORR Funding	3,474
Minimum Transport related spend on Castle and Eye of York project	1,049

60) The report identifies potential additional new maintenance and operational costs associated with the project. These will have to be managed within the current revenue budgets.

61) Car Parking Revenue. The decision to confirm the re-purposing of Castle car park will have the impact of reducing car parking income across the Council estate. In 2024/25 £1.8m was generated at the car park and c£2m is forecast in 2025/26. There is significant capacity across neighbouring car parks (notably Coppergate and St George's Field) which would allow most car park users to relocate to other Council car parks. There are relatively few days (Saturdays and some school holiday / event days) where there would not be surplus spaces. Further analysis would be required to be undertaken once the impact of increased prices have been modelled through the year as there are fewer transactions and therefore increased capacity, whilst the Council does have capacity to accept dispersed parking

there is no guarantee that drivers will move to other CYC car parks as opposed to private sector car parks.

62) If Executive do agree to the closure of Castle Car Park, this decision will need to be reflected in the budget approval process and the income expectation will need to be reduced accordingly. Prior to further analysis it is recommended that the impact should be assumed for the purposes of budget setting at £500k i.e., 25% of revenue will be lost to the Council. There are opportunities to minimise this income loss as set out in the report, and the assessment of £86k net loss in Appendix 2 is noted. It is currently assumed that this will impact from financial year 2027/28.

Human Resources (HR)

63) There are no HR implications contained within this report.

Legal

64) In implementing the proposed Castle Car Park and Eye of York scheme, along with the proposed improvements to Coppergate car park, any proposed works and services, including those funded by the grant funding identified in this report, will need to be commissioned via a compliant procurement process under the Procurement Act 2023 and the Council's Contract Procedure Rules under Appendix 11 of the Council's Constitution.

65) Any contracts for the proposed works and services must be drafted by Legal Services. Further, as for any external grant funding arrangements, these will require Legal Service's advice and assessment with regards to compliance with the Subsidy Control Act 2022, ideally as early as possible during the application process for any such funding. Any grant funding terms and conditions will also need to be reviewed by Legal Services. Any associated contracts for works and/or services will also need to ensure that relevant terms and conditions under any applicable grant funding arrangements are passed on accordingly.

66) Regarding the closure of Castle car park, pursuant to sections 35 and 46A of the Road Traffic Regulation Act 1984, the Council has statutory powers to charge for off-street parking places. The proposed car park closure will necessitate a change to the Off -Street

Parking Order. In accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 the Council is required to publish a notice of variation setting out the changes in a local newspaper for 21 days. The notice of variation is also required to be placed in prominent positions in the car park until the changes come into force. Subject to no objections being received, the car park closure will be reflected in the Off-Street Parking Order by way of formal variation.

Procurement

67) Procurement will be a main tool used to deliver the priorities and projects set out within this report. All works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the Council's Contract Procedure Rules and where applicable, the Procurement Act 2023. Creative and innovative ways of procuring will be explored to ensure elements of the Council plan are captured within the procurements and to maximise social value and maximise public benefit. Further advice regarding the procurement process and development of additional procurement strategies must be sought from the Commercial Procurement team.

Health and Wellbeing

68) These proposals align with a number of separate public health goals, outlined in the Council Plan 2023-7 and the Health and Wellbeing Strategy 2022-32. These include the aspirations to increase physical activity by enabling active transport routes, reduce car dependency and encourage walking, cycling and wheeling; improve air quality through similar means, invest in quality of life for children and young people by including green space and play areas, and improve mental health and wellbeing though access to green space.

69) The detailed design of this space will benefit from reflecting principles in the emerging Healthy Spaces Supplementary Planning Document, for instance considering healthy streets principles which enhance liveability, such as shade and shelter, providing things to see and do, incorporating places to stop and rest, reducing noise, prioritising public safety particularly for women and girls, and with safe places to cross.

70) The ongoing management of the area as a public space would benefit from considering further public health gains the scheme could achieve by reducing the impact of the three biggest public health harms – tobacco, alcohol, and unhealthy food. This might include designating the space ‘smokefree,’ considering the suitability of alcohol sales especially in areas where children and young people will be, and taking measures to ensure the food environment is free from junk food marketing and enables people to access healthy food options.

Environment and Climate action

71) The proposals set out within this Report are in line with the Council’s Plans and support the Climate Change Strategy 2022- 2032. York's Climate Change Strategy identifies that 28% of emissions are from transport and that we should be seeking to reduce overall travel miles and increase uptake of active travel and public transport. The detailed Ecological Green and Blue infrastructure technical work which shaped the development of the proposal demonstrates the alignment with the transport objectives of the Local Transport Strategy approved at Executive in October in that the proposals support an inclusive, accessible, affordable and sustainable city, to contribute to both the Climate Change Strategy and the Economic Growth Strategy, improve health and wellbeing through healthy place shaping, improve the local environment by reducing air pollution and noise and protect the city’s heritage and enhance public spaces.

Affordability,

72) The improvements to the public realm will provide free spaces for all ages to enjoy.

Equalities and Human Rights,

73) A full Equalities Impact Assessment has been completed and can be found at Appendix 3. It highlights the need for ongoing dialogue with groups who may be impacted by the schemes and there have already been some changes made to designs as a result of this engagement taking place.

Data Protection and Privacy

74) 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, following the approved recommendations and options from this report, a DPIA will be completed.

Economy

75) York city centre is home to around a quarter of York's businesses and is a key attractor of inward investment and business growth. The measures set out in this report support the delivery of the York Economic Strategy 2022-2032 and the involvement of the York Economic Partnership in shaping future delivery of the Our City Centre Vision will ensure continued close alignment with city and business priorities.

Communications

76) The communications team works closely with colleagues around the Castle Gateway project. This has involved supporting the engagement work and any project updates. Progressing the Castle Gateway Scheme will need continued communications support to deliver a comprehensive strategy covering before, during and after any potential construction work. Should Castle car park close, as well as project updates significant work will be required to forewarn people and to highlight alternative travel options to York city centre, including promoting sustainable travel and alternative car parking options.

Property

77) The City Council holds a long lease of the Coppergate Centre car park and proposed improvement works would be carried out in consultation with the landlord of the facility.

Risks and Mitigations

78) The principal risks associated with the Castle and Eye of York project at this stage are cost and contract management, reputational, non-

delivery, and loss of revenue. The phasing of the project in the manner proposed in this report is in direct response to some of these risks, so that the regeneration of this area can progress and is not further stalled.

79) The risks associated with cost and contract management are potentially significant but are mitigated and managed by the extensive cost planning work undertaken to date with professional consultants, by appropriate staffing and resourcing of the project - as proposed in the budget allocations, and through the undertaking of thorough Pre Market Engagement as part of the procurement processes. Whilst it is not the outcome wanted, if costs are too much and cannot be valued engineered to get a scheme that will deliver the outcomes proposed, the final option will be to not deliver the scheme.

80) There is a risk that having engaged extensively and raised expectations amongst the public, the change of approach will not fully deliver initial expectations. However, the bigger risk to the city is not to delivery anything and see the regeneration of the area continue to stall.

81) There is a risk that loss of Council revenue or impacts on local businesses will be more substantial than forecast, however a package of mitigation is proposed in this respect, and technical analysis reveals that the risks are low.

82) The additional initial HVM operational costs being requested is being reviewed as the extent that is required is more than originally allowed for. The works would protect the area from terrorism associated risks and the detailed extent, nature and cost of these works are currently being reviewed. A cost allowance range has been included in the project budget envelope.

Wards Affected

83) All wards

Appendices

Appendix 1 – Summary diagram: Scheme Development 2022 - 2025

Appendix 2 – Castle Gateway Parking Options Paper

Appendix 3 – Equality Impact Assessment

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Background papers

Report to the Executive, Castle Gateway November 2023
https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=13932&Ver=4

Report to the Executive, ‘York’s Southern Gateway,’ October 2015

https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=

Report to the Executive, ‘York Castle Gateway,’ January 2017
https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=9309

Report to the Executive, ‘The Castle Gateway Masterplan,’ April 2018
https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=10197&Ver=4

Report to the Executive, ‘Castle Gateway phase one delivery strategy,’ January 2020
https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=11115&Ver=4

Report to the Executive, ‘Update on Castle Gateway and Business Case Review,’ October 2020
https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=12297&Ver=4

Report to the Executive ‘Castle Gateway Update’ June 2022
https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=13287&Ver=4

APPENDIX 1

Scheme development 2022 - 2025

- Water fountains replaced by play area
- Paved events space replaced by green park and blue badge parking
- Boardwalk behind museum replaced with a future aspiration to connect to Castle Mills
- Simpler scheme reduces overall costs

2022 Scheme





2025 Scheme

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APPENDIX 2

Castle Gateway Parking Options

Introduction

This note discusses key parking decisions linked with the Castle Gateway project. Within the local area there are three Council owned and controlled car parks – Castle Car Park, St George's Field and the Coppergate Centre also known as Piccadilly, there are a further two privately operated car parks serving this area of the city – Shambles Q Park and Peel Street. The paper considers two scenarios in relation to Council assets, and explores the implications, parking demand and capacity issues flowing from these, including in the context of broader pricing changes. These scenarios are:

- Option 1 - where Castle Car Park is retained
- Option 2 - where Castle car park is closed and repurposed, and wider assets upgraded

Supply: Current Situation and Options

There are three principal car parks in the southeast quadrant of York city centre, these being Castle car park, St George's Field, and Coppergate Centre. Between them they have 776 standard, 64 blue badge and 27 coach spaces as summarised in the table below, in addition Q Park Shambles and Peel Street Car Park provide a further 325 spaces, and on-street parking exists.

Car park	Car spaces	Blue badge spaces	Coach spaces	Total
Castle Car Park	268	30	0	298
St Georges Field	260	6	27	293

Coppergate Centre	248	28	0	276
Total	**776**	**64**	**27**	**867**

In **Option 1** Castle Car Park is retained, though it is important to note that even in this scenario there are maintenance and operational issues affecting the car park's capacity and incurring capital expenditure. Castle Car Park now suffers from a severely dilapidated surface and has very narrow turning aisles. If it is retained it would need to be resurfaced and relined as the spaces are not standard at present. In this option there is an assumption that if the car park is retained that these failings are addressed. This necessary works would result in the following:

- Removal of one double row of parking spaces (60 spaces) to widen the turning aisles. Under this option the number of parking spaces available at Castle Car Park would fall from 298 spaces to 238 spaces.
- An assumed central cost for resurfacing, relining, and upgrading the car park to best practice standards of approximately **£750k.** This would have to be funded from the existing parking maintenance budget.

The resultant supply position is summarised below:

Car park	**Car spaces**	**Blue badge spaces**	**Coach spaces**	**Total**
Castle Car Park	208	30	0	238
St Georges Field	260	6	27	293
Coppergate	248	28	0	276
TOTAL (option 1)	**716**	**64**	**27**	**807**

In **Option 2**, the non-blue badge spaces on Castle Car Park are closed and repurposed – with just the 30 existing blue badge spaces retained (although relocated elsewhere within the car park). Consequently, parking availability would be:

Car park	**Car spaces**	**Blue badge spaces**	**Coach spaces**	**Total**
Castle Car Park	0	30	0	30
St Georges Field	260	6	27	293
Coppergate	248	28	0	276
TOTAL (option 2)	**508**	**64**	**27**	**599**

Although not directly considered in this paper, there is potential for capacity to be increased somewhat on the St Georges Field surface car park. This will be considered as part of the forthcoming Movement & Place study, in order to ensure a coordinated city-wide approach. Previous work has indicated a potential for accommodating an additional 37 spaces through relatively straightforward works including relining and looking at how coach movements are managed in the city. Given the relatively minor impact of these changes, and their interdependency with wider Movement & Place matters including coach parking, this uplift has not been carried forward within this assessment, but is useful to note.

Demand: Current Situation

It is not currently possible to extract direct data on demand levels from the Council's parking management information. However, assessments of parking activity in the car parks have been prepared based on a count undertaken during a site visit (in January 2025). January is, of course, a relatively quiet time for parking activity in York, and an accepted grossing methodology using bus ticket sales at the park and ride sites as a proxy has been adopted to derive average and peak month occupancy from this. Based on this methodology, January represents 68% of "average" month activity, and only just above half of peak month activity. This data results in the following observed and derived demand levels across the three assets:

Car park	Spaces available (inc. blue badge)	Observed occupancy (Jan 22nd at 2:30PM[1])	Average month occupancy	Peak month (Aug/ Dec) occupancy
Castle	298	c164 (55%)	240	329
SGF	266	c67 (25%)	97	133
Coppergate	274	c97 (35%)	141	194
TOTAL	**838**	**c328 (39%)**	**478 (57%)**	**656 (78%)**

To allow a more nuanced understanding of average and peak month occupancy, footfall data and parking transaction information were also analysed as proxies. These datasets revealed figures of 67% average month/ 81% peak month combined car park occupancy based on footfall, and 52% average month / 62% peak month occupancy based on transactions (both against 57% and 78% for park and ride data per the table above). It should be noted though that footfall data will not be a

wholly comparable proxy, reflecting whole demand by all modes and for city residents also. The average of all three proxies is 59% average month and 74% peak month.

The data highlights a series of important points - if parking activity is assessed across the three existing Council car parks (and not including further privately operated assets in the local area), these calculations would suggest:

- Even in the peak month, average occupancy at 78%[2] is some way below a theoretical 90%[3] design capacity if considered across all three car parks.
- In the peak month there is excess demand at Castle. Applying the "90% rule" suggests that around 60 drivers arriving at Castle car park in the peak 2 hour period would need to find a space elsewhere (assumed here to be at SGF or Coppergate – although in practice other parking is available at Peel Street, various on-street locations etc.) This could be a source of parking search congestion, especially if, as now, the real time parking guidance system is inoperative. However, across just these three car parks, adequate space is available to accommodate this demand.
- In the "average" month (say a Wednesday in October or March) all the car parks can accommodate demands made on them. Even the busiest, Castle, would be only about 80% occupied on this "average" day, and across all three car parks 43% (362) spaces are unoccupied.
- Discussion with Parking Services suggests there are about 20 "really busy" days a year when all the city centre parking space in York is used. These are generally weekends in late November and December when the Christmas markets are operating. These 20 days place exceptional demands on York's parking.

All these observations are predicated on the static and maintained current demand for parking, whereas policy interventions will impact this moving forward. Analysis of car park transaction data reveals that there are theoretically 80 days where demand exceeds capacity across the retained Council car parks in option 2, though forecast demand modelling taking into account the impact of the price changes (see section below) reduces this to just 30 days.

There is an implication of this analysis: although the car parks are well used in the peak month, for much of the year there is significant parking

overcapacity in the south-eastern quadrant of York city centre, even when looking just at these three core Council assets. In an average day in an average month, the number of unoccupied spaces across all three car parks (362) exceeds the total number of spaces in Castle car park (currently 298, reducing to 238 in Option 1 and 30 blue badge spaces that would be retained in Option 2). Derived demand data also reveals that there are significantly more months each year (9) when use is at or below average levels, than there are when use exceeds average levels (there are 3 – August, November and December). Existing levels of peak month demand exceed combined capacity under option 2 (removal of castle car park) by 57 spaces – this is before looking at broader capacity of non-Council parking assets and on street parking, or future demand levels impacted by policy decisions.

The question of the extent to which CYC makes city centre space available to cater for the visitor parking peak in York is one for Members to consider – but it is reasonable to ask, in a location like Castle car park where parking space is being provided at the opportunity cost of other, potentially very high amenity uses, whether parking capacity which is only required because it is in excess of space available in other car parks in the immediate area in three months each year, is a justifiable use of that space.

Demand: Forecast Situation (impact of price changes)

The analysis so far does not consider the impact of the changes to parking charges which now form a commitment in CYC's budget for 2025/6. On 21st January CYC's Executive committed to increase off street parking prices in York by approximately 56% for the first two hours of parking, falling to a 10% increase for subsequent hours, with a two hour stay increasing in price from £6.20 to £9.70.

Studies have examined the link between the price of car parking and demand, and there is general agreement that short term parking price elasticity is around -0.3, meaning that a 10% rise in parking price will lead to a 3% fall in demand[4]. This implies a 16.8% reduction in parking demand for a 56% price increase as summarised in the table below (NB although the price increases are lower than 56% for durations of stay over 2 hours, it is not possible due to the nature of the information collected from CYC car parks to calculate the 'real' percentage price rise per stay, given the wide variability of stay duration, and so the 56% figure has been taken forward for analysis as a conservative estimate): :

	Existing Pre Price Changes		Post Price Changes	
Car Park	**Average month**	**Peak Month**	**Average Month**	**Peak Month**
Castle	240	329	200	274
SGF	97	133	81	111
Coppergate	141	194	117	161
TOTAL	**478**	**656**	**398**	**546**

In Option 2, where Castle car park is repurposed, there would be 599 spaces available across the three car parks – implying a real world (90%) space supply of 539. The calculation above suggests:

- With Castle car park repurposed, the remaining car parking capacity is adequate for the current "average month" (indeed this is the case in current data – before the price increase applied), with total car parking in the sector at 66% of the reduced capacity of CYC facilities.
- In peak months, whilst available parking spaces are lower than the 'current' demand when Castle is removed, the modelled impacts of price rises reduce total demand to levels that can be accommodated in the remaining facilities (though is slightly over the 'real world' 90% space supply of 539).

Again, this analysis is constrained to the three Council operated assets in this part of the city, not taking into account residual capacity in onstreet and non-Council operated assets, or the impacts of extended Park & Ride operating hours and overnight parking provision. For information, the table below summarises the current car park costs for CYC and the 2 nearby private car parks:

	1 hr	2 hr	3 hr	4 hr	5 hr	6 hr	Overnight 6pm to 8am	All Day
Coppergate								
Sun - Thurs	£4.85	£9.7	£11.2	£14.9	£18.6	£22.3	£4	
Sun - Thurs (Minster Badge)	£3.4	£6.8	£7.8	£10.4	£13	£15.	£2	
Fri, Sat & events	£5.3	£10.6	£13.5	£17.5	£21.5	£25.5	£4.8	
Fri, Sat & events (Minster Badge)	£3.7	£7.4	£9.5	£12.3	£15.1	£17.9	£2	
St George's Field								
Sun - Thurs	£4.85	£9.7	£11.2	£14.9	£18.6	£22.3	£4	£22.5
Sun - Thurs (Minster Badge)	£3.4	£6.8	£7.8	£10.4	£13.0	£15.6	£2	£15.8
Fri, Sat & events	£5.3	£10.6	£13.5	£17.5	£21.5	£25.5	£4.8	£25
Fri, Sat & events (Minster Badge)	£3.7	£7.40	£9.50	£12.3	£15.1	£17.9	£2	£17.5
Peel Street Car Park (78 spaces)								

	£3	£5	£7.5	£9	£9	£9	£3.5 (to 7.30am	£16
Q Park Shambles (248 spaces)								
Entry from 00:00 to 06:59	£2	£4	£6	£8	£10	£12	£27.5	£27.5
Entry from 07:00 to 09:59	£3.5	£7	£10.5	£14	£17.5	£21	£27.5	£27.5
Entry from 10:00 to 14:59	£4	£8	£12	£16	£20	N/A	£27.5	£27.5
Entry from 15:00 to 17:59	£3.5	£7	£10.5	N/A	N/A	N/A	£27.5	£27.5
Entry from 18:00 to 23:59	£3	£6	£9	£12	N/A	N/A	£27.5	£27.5

Blue Badge holders can park in any of CYC car parks free of charge (within opening hours) in either a disabled or standard bay, and they can also park on single yellow lines or double yellow lines, for a maximum of 3 hours.

Revenue Impacts

For **Option One**, with the parking price increase, it is assumed that space is available to accommodate parking demand on the average day in all months. On the basis that there are 20 exceptional days a year when all parking is full, then there would be a loss of approximately £23,000 pa[5] - although this is possibly an overestimate because, with higher prices, there would be an impact on parking demand even on the "exceptional" days.

For **Option Two**, although capacity is generally able to accommodate demand after the price changes, there are a number of additional effects:

- On 11 days a year[6] St George's Field is flooded – there is a loss of revenue from this because, under Option 2, a greater proportion of the parking space in the south eastern quadrant of York City Centre is in St George's Field and the Council is therefore more exposed to the revenue effect of the loss of this space
- There are operating cost savings from ceasing to operate Castle Car Park – i.e. need to patrol it, maintenance costs, repairs and replacements, though the redevelopment proposals will themselves result in ongoing operational costs (including for the new green spaces created), these would be in respect of a newly constructed and modern specification facility, and would likely result in a net saving to the authority, particularly in comparison with the option of retaining the asset as is and bringing up to standard, identified elsewhere in this paper at c£750k.
- There is potential for new income to CYC from the new green space created by closing Castle Car Park

An attempt has not been made to calculate changes in operating cost/ income from new uses, but in terms of parking revenue:

- On the 20 really busy days a year (e.g. December weekends) it would continue to be possible to fill all the parking space available across all three car parks for the four hours in the middle of the day (11AM-3PM). Although this is based on previous years' experience, and the number of very busy days for car parking may reduce over time in response to the pricing changes, in order to take a conservative view on income, loss is modelled at 4 hours (£19.40) parking for 230 spaces for 20 days = £89,240.
- We could also assume that there is a revenue loss on the days that St George's Field is flooded because of the loss of overall capacity in the area. Assuming average month occupancy levels on the 11 days effected suggests loss of approx. 4 hours parking on 92 spaces (demand = 398 parking acts – with SGF flooded there are 306 spaces available) = £19,633.
- Total = approx. £109,000 pa (falling to £86,000 if assessed against Option 1).

Conclusions and Next Steps

The above calculations have been made using base information and grossing techniques. They represent a reasonable attempt to assess demand on the basis of both limited demand information and time available to interpret it. Parking Services indicate that the occupancy levels used in the forecasts fit broadly with their experience of the car parks in use.

Nonetheless, the conclusion of this analysis should be that, **with parking price uplifts now applied, parking demand in the south-eastern sector of York can broadly be accommodated in the available capacity across Council car parks, even on an average day of the peak month once Castle car park is repurposed**. As set out above, this does not mean that space will always be available – some days will be exceptionally busy (see footnote 2) – and floods which affect St George's Field will reduce supply in this area of the city by approximately 50% - so there is a resilience implication and some loss of revenue from that. However, in general, the analysis would suggest that the available car parking supply in option 2 is adequate in all but exceptional circumstances, even before residual capacity in non-Council operated assets is factored.

Modelled revenue implications of the proposed Option 2 appear to be a loss of around £90,000 pa against a plausible alternative (Option 1).

In order to minimise revenue losses to the authority and displacement of parking to more peripheral locations from the Centre, ways to increase the usage of Coppergate by improving its attractiveness and ease of access to drivers should be explored. A longlist of potential options is set out below, informed by discussions with the CYC manager of car parking, retail operators, and a site visit. The timing of these works in relation to the closure of Castle Car Park under option 2 would need to be carefully managed, and key elements expedited to minimise disruption to traffic flow and establish behavioural patterns at a formative stage.

- Works to make the facility accessible over longer operating hours
- There is an existing electronic parking space occupancy screen for ‘Picadilly’ on Tower Street, an additional screen could be provided close to the entrance to the car park and potentially also at other key locations on the access routes so drivers could deviate to alternative parking as required. Consideration could also be given to the reinstatement of the parking guidance system to manage parking search congestion, though this is a broader city-wide intervention.
- Additional physical signage directing drivers to the car park from suitable and sufficient routes into the city centre, along with additional signage for pedestrians returning to their cars.
- Review and improvement to the entrance of the car park to make it easier for vehicles to enter and leave the car park and safety of pedestrians crossing.
- Retailers and site observations have noted cars entering the car park were significantly slowing to manage the turn from what looks to be a narrow filter lane – improvements to the geometry of the access could benefit both vehicles and pedestrians through removing unnecessary congestion, and will be explored as part of wider planned Picadilly corridor improvement works.
- Review of entrance signage for potential to improve visibility and/or desirability to drivers.
- Car bay layout –review of layout and size of spaces, with consideration to improve attractiveness and accessibility.

- Decoration – review of refreshing any painted areas and colours could be allocated to each level to assist drivers remembering what floor they have parked on.
- Lighting – review to ensure the required lux levels are being provided.
- Security review – part of the work to enable the car park to be operational over longer hours.
- It is also understood as well that NEXT will be opening in November 2025 in the vacant unit with frontage adjacent to the car park entrance, which will be a positive impact visually.

Footnotes

[1] Although the occupancy surveys reported here are very crude, discussion with Parking Services suggested that observed use levels were in line with their experience – particularly that there was usually some space availability even in the peak months. Discussions suggested there were perhaps 20 days a year when the capacity of all three car parks was exceeded and there was significant park search congestion in the southeast quadrant of York.

[2] This is for an "average" day in the peak month. Consequently, it is not to say that there will not be individual very busy days (e.g. Saturdays before Christmas, August bank holiday) when capacity is exceeded – but on average it is not, even at peak occupancy time (assessed as being between 11AM and 3PM).

[3] Parking design standards suggest spaces provided should assume a peak practical occupancy of 90% as "full" to allow for imperfections such as lack of knowledge about available spaces, large or badly parked vehicles occupying more than one space, people entering and leaving etc. Arguably, even 90% is too high for Castle Car Park because the narrow turning aisles and small spaces mean some spaces cannot, in practice, be accessed when it is busy.

[4] (https://www.climatexchange.org.uk/publications/reducing-car-usethrough-parking-policies-an-evidence-review/ and Marsden, G.R. (2006) The evidence base for parking policies - a review. Transport Policy, 13 (6). pp. 447-457. ISSN 0967-070X).

[5] hours parking lost across 60 spaces on 20 days a year.

[6] Average over last 10 years

APPENDIX 3

City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	City Development
Service Area:	City Development
Name of the proposal:	Major Projects - Castle Gateway
Lead officer:	Garry Taylor – Director of City Development
Date assessment completed:	23/10/2025

	Date amended following comments 11/09/2025		
Names of those who contributed to the assessment:			
Name	**Job title**	**Organisation**	**Area of expertise**
Patricia Salami	Interim Head of Regeneration	CYC	Capital Programme Management / Delivery
Ben Murphy	Head of City Development	CYC	Capital Programme Management
Laura Williams	Assistant Director Customer, Communities and Inclusion	CYC	Equity, Diversity & Inclusion
David Smith	Access officer	CYC	Equity, Diversity & Inclusion Team

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?**
	This assessment covers a major strategic project called the Castle Gateway scheme which aims to provide the following; • A flexible green space which includes children's play provision, which will be accessible play equipment. • Retain the 30 blue badge parking spaces on Castle Car Park, but in a different location on the site, • Reducing capital and management costs for the life of the project. By introducing low maintenance projects. • The revised brief, along with the high-level optioneering designs were tested with key members, key stakeholders and the public between May and September 2024. • The public realm improvements will consider climate adaptions features for example passive shading/cooling, rest areas, water refill stations. It will also aid sustainable transport modes. enhance accessibility, improve active travel options, create a high-quality public realm, and support regeneration. • The scheme will also improve health and wellbeing by creating a free amenity and play space for families to encourage healthier lifestyles, coupled with improved connectivity and travel opportunities across the site. • Improving walking and cycling routes will contribute to active travel and help improve air quality. • The improvements within Coppergate car park, e.g. CCTV, 24-hour surveillance, enhanced security, improving perceptions for safety particularly of women.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	Yes. The scheme is subject to a statutory planning application submitted on 4th July 2025, funding conditions from the **West Yorkshire Combined Authority** and must comply with the Equality Act 2010 and human rights legislation. Public sector equality duties and environmental regulations also apply.

1.3	**Who are the stakeholders and what are their interests?**
	Stakeholders include residents, commuters, businesses in the area, interest groups such as the Castle Gateway Advisory Group, York Access Forum (YAF). planning authority, and funding bodies. Their interests range from improved connectivity and safety to economic growth, heritage preservation, and equitable access.
1.4	**What results/outcomes do we want to achieve and for whom?**
	In the Local Plan, **Policy SS5 – Castle Gateway** is allocated as an "Area of Opportunity." It is identified as a major regeneration area of the city centre. This project is key to delivering this policy. This project will also support the City Centre Accessibility Action Plan. The projects also contribute to deliver of the three (3) 10-year City strategies approved in 2022:

- Economic Strategy (2022-2032).
- Health and Wellbeing Strategy (2022-2032).
- Climate Change Strategy (2022-2032).

The Castle Gateway scheme will also help deliver the 'Our City Centre' Vision, approved by the Executive in October 2023, as set out below:

Theme 1 – Family friendly and affordable city centre

- The new public realm around Clifford's Tower will create valuable new play space in the city centre and create a space that can be used by people of all ages.

Theme 2 – An attractive, active, and healthy city centre

- The creation of the new public realm space delivers investment in public space and squares.
- Deliver active travel options for getting into and around the centre of York.

Theme 3 – A sustainable city fit for the future.

- New green space will increase biodiversity in the city and improve climate resilience and reduce surface water run-off.

Theme 4 – Embracing our riversides.

	• The Castle and Eye of York designs will celebrate the cultural and environmental benefits of the River Foss, providing a new river edge and walkway linking to the new river park behind the museum. **Theme 5 – A safe and accessible city centre.** • Blue badge parking will be retained close to the city to aid accessibility. • The new public space at the Castle and Eye of York will provide open space and facilities for residents and will be specifically designed to improve accessibility. This supports the Health and Wellbeing strategy, “Creating an age friendly city for older adults.” • Improved Copper gate Car Park – with CCTV, lighting etc. **Theme 6 – Celebrating heritage and making modern history.** • The new public realm development in the Castle and Eye of York will enhance the setting of the heritage assets surrounding the spaces by, repurposing the car park, enhancing the Eye of York, and transforming the connectivity to this area.

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?
Source of data/supporting evidence	**Reason for using**
Public consultations including feedback from My Future York	This obtains opinions of local residents, businesses, and visitors
York Access Forum	A wide representation of the disabilities and accessibility.
The Castle Gateway Advisory group (a group of external stakeholders in the city including the Civic Trust, York Museums Trust, York Bid, Make it York, Environment Agency, English Heritage, Historic England, York Crown Court),	To gather a wide range of views from people who live, work, study, and visit here, while recognising that this will not cover all views and issues.
The Bid Board, Liberal Jewish Community, the York Access Forum and the owners of the Cooperate Centre, were also consulted.	To gather a wide range of views from people who live, work, study and visit here, while recognising that this will not cover all views and issues.

Reports from Turner & Townsend (cost and impact assessments)	T&T are cost consultants on the scheme and therefore our professional services provider
Council Plan 2023–2027, Health and Wellbeing Strategy	
Climate Change Strategy	
Project planning documents and financial analysis reports	

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**
Limited detailed modelling of long-term socioeconomic impacts across diverse communities	Extend stakeholder engagement to include targeted outreach with underrepresented groups

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	Improved active travel infrastructure and safer crossings enhance accessibility for older and younger people. Analysis indicates that parking demand can be accommodated within similarly centrally located existing parking facilities, mitigating any impact on access to shops and services.	+	H
	Newly created green space with play facilities will benefit all	+	H
Disability	Accessible public realm and connectivity improvements will benefit those with mobility impairments. Some design choices (e.g. tactile surfacing, route gradients) initially raised concerns but are now under review after stakeholder input.	+	H

	Reprovision of blue badge parking will safeguard accessible and centrally located facilities, delivering to modern standards and accessible format.		
Gender	Positive impact expected; project benefits are universally accessible. However, the space should feel safe – especially for women (Improvements in Coppergate Car Park – with CCTV could improve lone women's perception of safety)	+	
Gender Reassignment	No differential impact identified.	0	
Marriage and civil partnership	No differential impact identified.	0	
Pregnancy and maternity	Improved public realm likely to benefit expectant mothers and those with young children. Parking demand for central shops and services can be accommodated within similarly centrally location alternative existing parking facilities.	+	H
Race	No differential impact identified	0	
Religion and belief	York Castle and the space around it have high cultural significance for religious groups due to historic events associated with it. The proposals have been developed working closely with religious communities of interest, and will incorporate spaces for reflection and interpretive	+	M

	material, improving the setting significantly from its current utilitarian surface car park format.		
Sexual orientation	No differential impact identified.	0	
Other Socio-economic groups including:	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	Improved connectivity, safer crossings and retained blue badge parking benefit carers supporting individuals with mobility issues.	+	M
Low income groups	Improved public realm and improved access supports inclusive access to amenities jobs and services; possible indirect benefit.	+	H
Veterans, Armed Forces Community	Neutral impact; potential for improved access to support services via better connectivity.	0	
Human Rights	The creation of new high quality public realm in a culturally, historically and religiously important space passively supports the right to freedom of assembly.	+	L
Other			

Impact on human rights:			
List any human rights impacted.	As above, low positive impact on right to freedom of assembly.	**+**	**L**

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 being done to optimise opportunities to advance equality or foster good relations?**
Based on the findings from Step 4, several measures are being undertaken to mitigate potential negative impacts and to promote positive outcomes: - Ongoing engagement with the stakeholder groups (e.g. Advisory Group, Liberal Jewish Community etc.) to review detailed design elements. - Adjustments to materials and tactile surfacing following feedback from people with visual and mobility impairments.	

- Prioritising the sequencing of events to avoid disproportionately affecting low-income and carer populations during construction.

- Promotion of inclusive employment opportunities tied to the development process and long-term economic benefits.

- Incorporating human rights principles into project governance to uphold access, non-discrimination, and community participation.

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:**
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**
Adjust the proposal	Whilst the proposals overall have positive impacts, and no negative adverse impacts are identified, there are ongoing opportunities through the design development process to continue to optimise scheme benefits and address any stakeholder concerns, especially regarding accessibility and socio-economic disadvantage. Justification: The scheme aligns with the Council's strategic goals and demonstrates clear equalities benefits. As the final scheme detail is worked up beyond planning/ RIBA stage 3, design adjustments, consultation, and monitoring can take place to further optimise benefits and forestall any adverse impacts. Therefore, the proposals should continue with modifications and inclusive oversight.

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.**		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Accessibility concerns (cycleways, surfacing, signage)	Refine design based on feedback from York Access Forum	Project Design Lead	Accessibility concerns (cycleways, surfacing, signage)
Socio-economic access during construction	Sequence works to avoid disruption to key service routes	Project / Programme Manager –	Socio-economic access during construction
Inclusive consultation	Continue engagement with equality groups and community partners	Community Engagement Officer	Inclusive consultation
Monitoring impacts on protected groups	Establish review checkpoints during delivery phases	Equalities Officer	Monitoring impacts on protected groups

Step 8 - Monitor, review and improve

8. 1	**How will the impact of your proposal be monitored and improved upon going forward?**
	The impact of the Castle Gateway Scheme will be monitored through regular project review meetings, quarterly performance reporting, and updates to the Council's Executive. - Equality metrics will be tracked, including accessibility audits, user satisfaction surveys, and consultation feedback analysis. - Issues raised during construction or post-implementation will be logged and addressed through established project governance.

	- Learning will be documented and shared across Council programmes to ensure continuous improvement in inclusive planning and delivery.

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Meeting:	Executive
Meeting date:	4 November 2025
Report of:	Director of Finance, Debbie Mitchell
Portfolio of:	Councillor Katie Lomas - Executive Member for Finance, Performance, Major Projects, Human Rights, Equalities and Inclusion

Decision Report: Capital Programme – Monitor 2 2025/26

Subject of Report

1. The purpose of this report is to set out the projected outturn position for 2025/26 including any under/overspends and adjustments, along with requests to re-profile budgets to/from current and future years.

2. The Capital Monitor report is one of a number of reports taken to Executive on a regular basis to provide details of expenditure and how that impacts the financial standing of the council.

Benefits and Challenges

3. The capital programme is key in delivering the Council Plan. Members are able to prioritise capital expenditure to deliver improvements across all service areas notably Schools, Housing, Transport and Regeneration as well as supporting Climate Change ambitions.

4. The programme does involve significant levels of council borrowing which impacts the level of revenue expenditure. The cost of delivering the capital programme is therefore dependent on levels of external funding, inflation levels and interests rates.

Policy Basis for Decision

5. The Capital Budget is set as part of the Council's budget setting in February 2025. The capital programme is set alongside decisions to deliver a balanced revenue position.

Financial Strategy Implications

6. The Finance and Performance Monitor 2 report elsewhere on this agenda again outlines the council's financial position. The identification of slippage particularly in relation to Council funding will reduce council borrowing costs and support the annual revenue expenditure.

Recommendation and Reasons

7. Executive is asked to:

   - Recommend to Full Council the adjustments resulting in a decrease in the 2025/26 budget of £17.865m as detailed in the report.
   - Note the 2025/26 revised budget of £162.466m as set out in paragraph 10 and Table 1
   - Approve the virement of £1.3m between the Integrated Transport budget and Lendal Bridge budget to fund the additional works set out in the report.
   - Note the restated capital programme for 2025/26 – 2029/30 as set out in Annex 1.

   Reason: to enable the effective management and monitoring of the Council's capital programme

Background

8. The 2025/26 capital programme was approved by Council on 27 February 2025 and updated for amendments reported to Executive in the 2024/25 outturn report, which resulted in an approved capital budget for 2025/26 of £180.743m.

9. At Monitor 1 report (September 2nd, 2025) there was a decrease of £0.412m resulting in a revised capital programme of £180.331m.

10. A decrease of £17.865m is detailed in this monitor resulting in a revised capital programme for 2025/26 of £162.466m. There is an increase of £3.992m due to additional funding being awarded / approved and a re-profiling of budgets to future years totalling £21.857m. This is mainly due to a review of Transport project commitments.

11. Table 1 outlines the variances reported against each Directorate area and a summary of the key exceptions and implications on the capital programme are highlighted in the paragraphs that follow.

Department	**Current Approved Budget £m**	**Projected Outturn £m**	**Adjust £m**	**Reprofile £m**	**Total Variance £m**	**Paragraph Ref**
Children's services	15.849	15.849	**-**	**-**	**-**	17-20
Adult Social Care	1.197	1.039	**(0.158)**	**-**	**(0.158)**	21-24
Housing Services	48.682	48.682	**-**	**-**	**-**	25-45
Communities	5.831	4.017	**(1.814)**	**-**	**(1.814)**	46-53
Transport, Highways & Environment	73.652	58.062	**3.956**	**(19.546)**	**(15.590)**	54-111
City Development	27.594	27.691	**2.311**	**(2.214)**	**0.097**	112-124
Property Services	1.671	1.701	**0.127**	**(0.097)**	**0.030**	125-128
ICT	4.109	3.929	**(0.180)**	**-**	**(0.180)**	129-131
Corporate Services	1.746	1.496	**(0.250)**	**-**	**(0.250)**	-
Total	**180.331**	**162.466**	**3.992**	**(21.857)**	**(17.865)**	

Table 1 Capital Programme Monitor 2 2025/26

12. As a result of the changes highlighted above the revised 5 year capital programme is summarised in Table 2.

Gross Capital Programme	**2025/26 £m**	**2026/27 £m**	**2027/28 £m**	**2028/29 £m**	**2029/30 £m**	**Total £m**
Children's services	15.849	8.312	0.187	-	-	24.348
Adult Social Care	1.039	0.728	0.752	0.776	0.800	4.095
Housing Services	48.682	19.268	19.781	15.150	15.050	117.931
Communities	4.017	-	-	-	-	4.017
Transport, Highways & Environment	58.062	39.548	40.608	34.188	52.502	224.908
City Development	27.691	11.948	3.224	2.344	-	45.207
Property Services	1.701	1.253	0.275	0.275	0.275	3.779
ICT	3.929	2.820	2.820	2.820	2.820	15.209
Corporate Services	1.496	0.369	0.394	0.200	0.200	2.659
Revised Programme	**162.466**	**82.246**	**68.041**	**55.753**	**71.647**	**442.153**

Table 2 Revised 5 Year Capital Programme

Funding the 2025/26 – 2029/30Capital Programme

13. The revised 2025/26 to 2029/30 capital programme of £442.153m is funded from £169.147m of external funding and £273.006m of internal funding. Table 3 shows the projected call on resources going forward.

	2025/26 £m	**2026/27 £m**	**2027/28 £m**	**2028/29 £m**	**2029/30 £m**	**Total £m**
Gross Capital Programme	**162.466**	**82.246**	**68.041**	**55.753**	**71.647**	**442.153**
Funded by:						
External Funding	59.295	35.500	26.998	13.058	34.296	**169.147**
Council Controlled Resources	103.171	48.746	41.043	42.695	37.351	**273.006**
Total Funding	**162.466**	**82.246**	**68.041**	**55.753**	**71.647**	**442.153**

Table 3 – 2025/26 to 2029/30 Capital Programme Financing

14. The Council controlled figure is comprised of a number of resources that the Council has ultimate control over. These include Right to Buy receipts, revenue contributions, supported (government awarded) borrowing, prudential (Council funded) borrowing, reserves (including Venture Fund) and capital receipts.

15. In financing the overall capital programme, the Director of Finance will use the optimum mix of funding sources available to achieve the best financial position for the Council. Therefore, an option for any new capital receipts would be to use these to replace assumed borrowing, thereby reducing the Councils' borrowing levels and associated revenue costs.

Consultation Analysis

16. The capital programme was developed under the capital budget process and agreed by Council on 27 February 2025. Whilst the capital programme as a whole is not consulted on, the individual scheme proposals and associated capital receipt sales do follow a consultation process with local Councillors and residents in the locality of the individual schemes.

Options Analysis and Evidential Basis

Children and Education Services

17. The total approved budget within the Children's Services and Education Capital Programme for 2024/25 is £15.849m. At this point in the financial year there are no adjustments to report, and a full update of summer works will be provided at Monitor 3.

18. Works are progressing well across a number of sites, with completion expected within the next couple of months, including
    - St Oswalds CE Primary,
    - Hob Moor Oaks
    - Westfield Primary
    - Copmanthorpe,
    - Wiggington
    - Stockton on the forest
    - Ralph Butterfield
    - Huntington
    - Elvington
    - Applefields
    - Dringhouses Primary

19. At St Paul's Nursery - The contractor has been working very well, however there could be delays due to outstanding cranage license approval.

20. Works to the kitchen at Clifton Green Primary are progressing well, however a structural issue was discovered that must be resolved before the works can continue. Delays to completion are therefore expected.

Adult Social Care

Telecare Equipment (£283k)

21. Sensors and other telecare equipment are installed in vulnerable customers' homes to deal with specific assessed risks. The sensors are linked to our Community Alarm system and trigger alerts automatically ensuring speedy response from the response service. The equipment provides customers with 24 hour monitoring of their circumstances, which can help to keep them in their own homes and

communities, improving their wellbeing and avoiding / reducing the need for formal care packages.

Major Items of Disability Equipment (£152k)

22. This budget funds equipment for vulnerable individuals, including ceiling track hoists, stair climbers, specialist beds, etc. The supply of equipment is an essential component of prevention, enabling people to continue to live safely in their own homes rather than moving to residential care. It also contributes to successful community reablement and is a key component of hospital discharge packages.

Disabled Support Grant (£261k)

23. CYC provides equipment to vulnerable individuals which enables them to remain in their own homes and communities. Disabled Facilities Grants (DFG's) are mandatory grants, but the maximum grant offered does not always cover the cost of adaptations. This budget can be used to top up the grant funding. It also enables the council to look at relocation packages where it is more reasonable and practicable to adapt another property.

24. It is currently anticipated that all these budgets will be fully spent in the financial year.

Housing Services

Disabled Facilities (£2,521k)

25. This budget is used to undertake adaptations to privately owned properties in order to help owner occupiers and tenants living in the properties to be able to live independently within the property in the future. Current expenditure on grants to homeowners is £719k and is expected to be fully spent by the end of the year.

CYC Adaptations Budget (£1,241k)

26. This budget is used to undertake adaptations to Council properties in order to help council tenants living in the properties to live independently within the property in the future. The budget is financed through monies allocated from the HRA budget. Expenditure to date is currently averaging around £100,000 per month and it is anticipated that we will achieve full spend this financial year. We are currently working through a backlog of cases on the waiting list with contractors in place to deliver the works during the remainder of the financial year.

Home Upgrade Grant (HUG) (£1,354k)

27. The scheme is now nearly completed, with the final stages of closure under way. In total 45 properties received funding under the scheme with a total spend of £873k, including all capital costs and admin costs.

28. Warm Homes Local Grant is the latest national energy retrofit project for private sector housing being run by DESNZ. CYC was successful in securing funding from April 2025 to March 2028, with a total fund of £2,037,677 over the three-year period.

29. For year 1 an allocation of £300k was given to CYC. A project manager has been recruited to run the scheme and procurement of a contractor to deliver the retrofit measures in homes is underway, with delivery anticipated to commence in January 2026. A total of £255k needs to be spent by the end of March 2026, with this expected to be achieved through works to around 20 homes.

Carbon Negative Challenge Fund

30. The council jointly applied for funding to undertake an indoor air quality monitoring project in homes receiving retrofit measures under the Warm Homes Local Grant scheme, to assess the impact of the installation of retrofit measures on indoor air quality and health in homes. The purpose of the project is to provide a dataset and understanding which will help identify any potential adverse impacts on air quality and the health of occupant of homes where measures have been provided to inform the upscaling of the delivery of retrofit in housing across York and North Yorkshire in the years ahead. It is also to encourage uptake and behavioural change to escalate the implementation of retrofit in home across the region.

31. The project will be delivered by City of York Council, North Yorkshire Council, and the University of Birmingham, and will require funding to be distributed by City of York Council to the two partners. Funding will be used to pay towards staffing costs which will be required to oversee the scheme and also to purchase and install monitoring equipment, carry out health surveys etc.

32. The council has been notified that the bid of £421k was successful and this will be added to the programme once the final documentation is accepted.

Major Repairs (£11,774k)

33. Progress has been made in some areas of the programme but delays in procuring some services restricted progress in others. The Investment Manager left in April 2025 and there have been staff absences within the team at this critical time. A temporary manager was appointed for 3 months starting in July and a permanent appointment has now been made. This should now allow for the tackling of the poor quality of work on site by the contractor and to review the work programmes.

34. The expectation is to spend in full in all areas of the capital investment programme. Any underspend/overspend risk to individual budget lines will be realised by the end of Q3.

Alex Lyon and Honeysuckle House Renewable Energy Heating

35. This project was due to be completed at the end of August with an underspend due to the contingencies for the main contractor not being required. We are negotiating with the funder (MCA) to use this on other items.

Energy Efficiency Retrofit

36. A new scheme (wave 3) is for 3 years, recently signed, will provide £1.4m of grant funding over 3 years to continue to improve the energy efficiency across the CYC social housing stock.

Housing Delivery

37. There has been some significant progress and developments within the Housing Delivery Programme.

38. We are currently nearing the end of RIBA Stage 3, preparing the Willow House planning application for submission and defining the enabling works scope. Engagement is ongoing with immediate residents in order to ensure that the land negotiations take please as soon as possible.

39. Costing and design work for Lowfield Plot A continues to ensure it remains within budget prior to starting the next stage to RIBA stage 2. The project is still on programme to submit a planning application within the financial year.

40. Tarmac has now been laid to the Lowfield Green site and the work signed off after significant delays over the past 12 months. S278 sign off may be delayed due to utility diversions required following the widening of the carriageway. There is still 1 remaining property to be

sold which was expected to complete over Summer 2025 but has been held up by the prospective purchaser.

41. 20 units in the Duncombe Barracks development have now been completed and handed over. Although there have been some issues with the handover process where snagging works have not been completed the site looks good and the properties are completed to a high standard. Tenants have been identified for the social housing units and will move in the next few weeks. Interest in purchasing the properties has been high and the expectation is that some of the units may sell at the open events being held. The remaining 14 units are undergoing snagging and final finishes prior to being handed over.

42. Work is still progressing at Burnholme, the second Passivhaus certified development, with expected completions in the latter part of the year. Heat recovery units and the air source heat pumps are being installed and final decoration is progressing in phase 1 terraces. Snagging of individual plots within phase 1 has commenced.

43. Bell Farm refurbishment and retrofit project is now entering the final phase and a timetable of completion of the blocks has been agreed from October 2025 and project completion set at 31 March 2026. A working group has been established to agree the approach to reletting these properties and the previous tenants have been given the option to return to their original property should they wish.

44. Practical completion of Glen Lodge was achieved on 13th August while snagging works identified prior to PC has commenced. The 12 month defects process is now initiated. Plans are now underway across Housing, Communications and Adult Social Care to reoccupy the building and the first residents have now moved in. There is ongoing work to promote these high-quality apartments and enact a prevention strategy to ensure residents move at the right time for them to continue to live independently and avoid residential care wherever possible.

45. The redesigned 100% affordable Ordnance Lane scheme has been tendered for a Principal Contractor and submissions were received in late June 2025. We are now working with a preferred bidder and a full Business Case seeking a construction budget will be presented to the Executive in Autumn 2025.

Communities

Future Libraries Investment Programme

46. The three library projects (Haxby, Clifton and Acomb) have been combined and are reported within a single FLIP (Future Libraries Investment Programme). The capital budget this year is £798k including a Libraries Improvement Fund grant of £250k from Arts Council England. The total budget for the FLIP overall is £8,228k.

47. On 15 July 2025, the Acomb library project was reported and approved to commence at the Council's Executive meeting. The total budget for the Acomb library enhancements is £350k, which includes the Library Improvement Fund grant of £250k from Arts Council England. In addition, the project has been successful in securing £40k from the Mayoral Renewables Fund (£26k) and the Council's Climate budget (£14k) towards the design and installation of Solar PV.

48. The enhancement works will be starting after the busy summer, with a planned library closure of approximately 10-12 weeks which will be communicated with residents once the contractors have been appointed and the timetable firmed up. The FLIP programme should be complete by March 2026.

Energise Roof Works

49. These works have been complex to identify the exact root cause of the roof leaks and time is being taken to ensure any future repair is essential.

Mansion House Repairs

50. Mansion House reopened for the wedding and York Georgian Festival on time and to plan. The house, wedding and festival have received positive feedback. The Mansion House collection has now been reinstalled on all floors excluding 2nd floor. Repairs to railing and lampposts are complete, awaiting painting which is programmed for late September.

51. The raking out and repointing to the rear elevation are more extensive than expected with some areas of dangerous brickwork being removed and structural supports being inserted. Notice of delay has been received from W Birch, this is currently a contractual mechanism to warn the client completion date could be missed and this is in relation to the rear elevation works. However, no extension of time is anticipated at this stage which could incur additional costs.

52. We are currently awaiting the QS report for August which will provide a clearer picture of our financial position. We are not expecting a significant increase in costs beyond what can be covered by contingency. All external works completed and scaffolding removed with final completion still expected on 5th December

53. Crematorium Waiting Room
Revised drawings are being prepared and will then be submitted for sign off internally in October. Procurement will begin in November alongside a formal planning application

Transport, Environment & Planning

Major Projects

54. Following a meeting of City of York's planning committee on Tuesday 19 March 2024, and referral to the Secretary of State, **the York Outer Ring Road** planning application was approved on the 12th April 2024. Since then a milestone review has been undertaken, with other work such as land purchase negotiations, cost reviews and the business case also being progressed. Members agreed at Meeting on 15th July that the scheme be delivered in four phases, prioritising available funding to the local plan infrastructure requirements, unlocking key development sites and providing much needed new homes. Work is currently being undertaken on the procurement of services, renewal of ecology surveys, and the drafting and submission of a change request to WYCA. This change request will reflect the funding changes approved at Executive for both YORR and the YSG projects.

55. The **York Station Gateway scheme** , continues to progress on site, **Package 1**,(Utility Diversion works) was completed in September 2023, **Package 2** (Highways Works), is still being delivered , it is currently some 13 months behind original programme and now has a projected completion date in Spring 2026 (original completion date September 2024). The contractor is due to commence works in the final section 12, around the Station Portico and Tea Room Square in September 2025. The construction of the new, re-located Substation for the scheme has also now commenced as part of this package. Following the Executive report on 15th July, **Package 3** (Station Works) now has a revised scheme design which is currently being progressed, with a revised development agreement between CYC and LNER to be concluded shortly, and an updated procurement and delivery programme is to be

agreed. **Package 4** (Loop Road) is now subject to some re-design, which is underway, to accommodate updated required stakeholder needs, and works are expected to commence in Spring 2026.

56. **Haxby Station** - Progress has resumed following the Government announcement in July 2025 which confirmed that this project was now to be funded to full delivery. This followed a period of considerable funding uncertainty and relative inactivity as a result of last year's cancellation of the DfT's Restoring Your Railways programme (which this project had been part of) by the UK Government. The council and partners are now working to understand the details following the recent announcement and how this may now affect delivery timescales. The programme for delivery has undoubtedly been prolonged but we continue to have a target of end of 2027 / early 2028 (contingent on a number of factors). The Council is the freehold owner of the proposed site of the new station and still has a commitment of approximately £4million match-funding for the scheme. In terms of the planning application (still pending), determination had been delayed due to statutory requirements to undertake further ecological surveys and investigations for protected species on-site, which have now recently concluded, and the ambition is now for determination of this application late 2025 / early 2026.

Bus Service Improvement Plan

57. £7,756m of BSIP/MCA Bus grant funding moved to a subset of YSG to fund the Bus Loop requirements at York Station Gateway. This money will be managed through the YSG programme with Tom Horner representing as the Client

City Centre Sustainable Corridor – Bus Priority

58. BSIP funding was secured to improve bus journey times and improve reliability if services in the city centre. Feasibility and initial designs were progressed during 24/25. Revised drawings were provided to incorporate a flood defence barrier on Tower Street.

59. Project approved by the executive member to proceed to public consultation in June 2025 with current milestone planning towards a spring 2026 delivery. A total of £1.795m is to be reprofiled to 2026/27 to ensure logistical and optimal delivery alongside other critical city centre projects to avoid conflict of traffic flow

BSIP Bus Stop Upgrades

60. 14 kerb improvements completed so far this year with another 4 more planned for Aug / Sept.

61. Review underway of future improvements through to March 2026 Improvements will address mostly raised kerbs, but also include enlarged waiting areas, road repairs and replacement shelters.

BSIP Real-Time Screens

62. Second tranche of 50 additional battery screens underway with 15 displays installed since April, awaiting mounting brackets for remaining displays.

63. Replacement screens for station frontage scheme ready for installation. Screens to be installed in first four new shelters in August as soon as NPG have provided a power connection.

64. Orders are in progress for all P&R sites plus some additional main displays to go in a selection of the new clear channel shelters. Six new displays installed in new shelters in York Central.

Small Scale Bus Priority - Strensall Bus Terminus Improvements

65. Contractors began work on schedule on 16th June. Work on the ground is in the most part complete, once lighting arrangements finalised the project will be transitioned to Operations and project closure

P & R Interchange Upgrades

66. BSIP 1 funding was secured to provide a new ticket office and public waiting area/ amenities of Grimston Bar P & R and various additional improvements and refurbishments of Askham Bar, Rawcliffe Bar, Poppleton Bar and Monks Cross. Overnight parking areas are proposed to be created at Askham Bar and Rawcliffe Bar and there will be improvements to site security and Park and Cycle facilities across the five sites. Designer Outlet Park and Ride is not within scope of these works as it is under a shorter term lease agreement.

67. Public consultation on the proposals has concluded; the results of which will see a request for funding approval presented to Executive in October 2025. Implementation is intended to be phased from September 2025 through to Spring 2026.

68. Once approved, work on the ground can commence at 3 out of 5 sites in scope. The remaining two sites; Grimston Bar / Rawcliffe, both require planning applications. This will extend the delivery lifecycle of the project into next year and therefore a decision has been made at monitor 2, to reprofile £2.5m of available funding to 2026/27.

Access Barriers

69. The Council has agreed to participate in a research project being undertaken by academics from the University of Westminster to monitor the impact on path users and nearby residents of removal or redesign of barriers to make them compliant with guidance. This is likely to be a 5year funded scheme addressing priority locations from c800 sites across the city.

70. The first tranche has been assessed and actioned, including a variety of barrier types, enabling options and resolutions to be explored and an agreed approach moving forward. The opportunity to ensure that the correct tactile paving and signage is installed at locations has been taken. With the benefit of the lessons learned outputs, a strategy to scale up deployment is now under consideration.

Traffic Signal Asset Renewal (TSAR) Programme

71. Copmanthorpe Link Road approved for delivery and scheduled for construction during October 2025. Estimated costs of £250k are to be incurred in 2025/26

72. Huntington Road/Hayleys Terrace. The decision on approval to proceed to delivery has been agreed and published. Construction has been preliminarily scheduled for quarter 1 2026/27 due to Principal Contractor availability. There is an estimated cost of £250k to be incurred in 2026/27.

73. Foss Bank. It is proposed to deliver this scheme during quarter 4 of 2025/26. The estimated cost £165k to be incurred in late 2025/26 and early 2026/27.

74. Holgate Road Wilton/Rise, Clifton Moorgate, Design works estimated to be completed in 2025/26 however construction will not occur until 2026/27.

75. Green Light Fund funding to cover two Traffic Signal controller upgrades and 3 site conversions from 3G to 4G communications have been completed at an estimated cost of £45k.

76. Feasibility at 2 further sites at Copmanthorpe and Foss Bank / Layerthorpe will be complete by the end of March 2026.

Active Travel Programme

77. The York and North Yorkshire Mayoral Combined Authority agreed funding for active travel projects in York on 6th June 2025. The approved project list includes improvements to the Clifton Backies route, school streets projects, increased pedestrian crossing programme funding and a public right of way improvement programme, plus an increased focus on LCWIP neighbourhoods. Current projects relating to Active Travel England have been reprofiled and a staffing plan is under development. As a result, a clear active travel programme for York is now defined in the Monitor 2 adjusted Capital Programme.

Riverside Path Improvements

78. TRO public advertisement completed which has received multiple objections generating the need for a further report to an Executive Member Decision Session. Procurement process for the establishment of a Principal Designer for both detailed design and construction is ongoing. The estimated cost for delivery of the brief is currently £165k although tender submission process has not yet commenced. The Majority of the design cost expected to be utilised in 2025/26 however eventual construction of the scheme will potentially commence in Q4 of 2025/26 and will extend in to 2026/27. Due to the dependency on Riverbank stability impact assessment it is proposed to reprofile £1.1m of available funding to 2026/27.

Road Safety Programme

Solar System Cycle Route Phase 2:

79. Solar System Cycle Route Phase 2: Comprises widening of the route between London Bridge and the beginning of the Solar System route. A Project manager is to be appointed to progress this work over the coming months to enable the work to be completed.

National Cycle Network Route 65

80. There are several locations requiring improvement on National Cycle Network Route 65. Projects are being identified from a long list of potential options to fit the carryover funding from 24/25 and the process to recruit a project manager is underway.

Electric Vehicle schemes

81. All required decisions are in place to progress the Union Terrace HyperHub. A Design and Build Contract award is being prepared with a view to start construction later this year.

82. Legal negotiations are ongoing to resolve land ownership issues at Askham Bar P&R. A design contract is being drafted and detailed design work will be progressed in parallel to the legal issues. A further Executive decision, to proceed with construction, will be required once this feasibility work has been completed. Construction anticipated to start around May 2026 and finish by December 2026. It is proposed to reprofile £1.9m of available funding to 2026/27.

83. LEVI on-street plans are being developed in conjunction with the Housing team. Preparation for procurement is ongoing.

84. AccessAble will be reviewing all scheme designs to improve PAS1899 compliance. Work to commence on the first site around June 2026. There are approximately 20 sites to be complete over 3 years – ending by 2029. It is proposed to reprofile £1.4m of available funding to 2026/27.

Public Rights of Way

85. Funding has been made available for repairs to the sections of the PROW network currently affected by river bank slippage, and a programme of work is currently being assessed and prioritised as part of the 2025/26 Capital Programme.

86. Replacement of the footbridge on the Rufforth-Knapton Public Right of Way (following installation of a temporary bridge earlier this year) was delayed in 24/25 due to ongoing challenges with procurement of a contractor. A procurement route has now been identified with implementation of a permanent bridge expected in this financial year.

87. Further monies were secured from the MCA to fund a programme of ProW improvements in the order of footbridge replacements in the following locations:

- Murton
- Fulford
- Skelton
- Osbaldwick

Signing & Lining Speed Limit Amendments

88. A59 Poppleton (40 mph limit extension) was installed in June 2025. An amendment is being made to include Burlands Lane as 40mph.

Safety Schemes

89. Since April we have completed the following works or are on site:

- Heworth Green / Stockton Lane / Malton Road –interim scheme implemented as part of maintenance scheme in July 2025, which will provide road safety and cycle infrastructure benefits ahead of a more substantial future scheme at the junction. Some minor Road Safety Audit alterations are to be made.

- Black Dike Lane Danger Reduction scheme – minor improvements to manage vehicle speeds and access on village country lane, implemented in June 2025 alongside A59 40mph speed limit extension scheme. Speed limits introduced under Experimental Traffic Regulation Order so monitoring is to be undertaken over up to 18 month period.

- Aldwark dropped crossings – (3 pairs of dropped crossings) crossings installed at Hunt Court and Pear Tree Court junctions in June 2025. Implementation of the remaining crossing (at St. Saviours Place junction) has been rescheduled to November 2025

ANPR Bus Lane Enforcement

90. The programme of works to replace Automatic Number Plate Recognition cameras which were outdated and approaching end of life at Coppergate and Low Poppleton Lane. Both sites are now live and operational. Funding allocated in this years Capital Programme will be spent on exploring further additional moving traffic sites.

P&D machines Parking

91. We are seeking to replace all parking meters in car parks across the city to move to a ticketless and where approved a cashless service. The services is currently undergoing procurement with the aim of going out to tender in autumn. The intention is to deliver this scheme by the end of Spring 2026

Highways - Resurfaced Roads

92. The carriageway repair schemes at Riverside Crescent, Heworth Green, Maple Avenue and Pasture Close have been delivered successfully by our Term Service Contractor, followed by a large patching scheme on Malton Road.

93. The entire surface dressing programme is now complete, with over 70,500m2 of roads dressed across nine separate locations.

Highways - Footpaths

94. The footway renewal scheme on the city centre location at Lendal Road, is now complete, which has involved the replacement of over 300m2 of existing paving, kerb replacements and the installation of three tactile crossings to facilitate pedestrian access. Works have also been completed at Keble Park South, where elements of the tarmac footway have been replaced and 5 sets of tactile crossings have been installed. Works to carry out a Type 15 repair on the existing footpath at Jackson Street and Bowling Green Lane are now underway.

95. The Slurry Sealing programme has been completed for this year, treating 10,700 m2 of tarmac footway, with any remedial works to be addressed later in the Autumn.

Highway Structures Maintenance

96. General Inspections of nearly fifty existing highway structures have commenced, which will provide reports, noting any defects and the proposed remedial works required to these structures. All information will be updated on the asset management system (AMX) by the end of August.

97. The bridge strengthening scheme at Bishopthorpe Bridge, which has involved the design, fabrication and installation of a new corrugated steel structure, below the existing bridge deck, has been successfully delivered in full.

98. The tender documents are currently being prepared for painting, repairs, waterproofing and resurfacing works, as part of a high-profile maintenance scheme at Lendal Bridge. The de-risking surveys are now complete, including the topographical, ecology, asbestos and paint surveys, which will support the design information and cost estimates, for the construction phase, which is programmed to commence in April next year.

99. The Executive Member for Transport Decision Session (21st October 2025) identifies the aspiration to undertake additional works to be undertaken over and above the essential maintenance works. These additional works include full repainting of the metalwork and coating of troughing, parapets and elevation treatments.

100. It is proposed that these additional works £1.3m are funded from the Integrated Transport budget and Executive approve the virement between the budget areas.

Street lighting columns

101. The team are progressing with the street lighting renewal programme, within Maintenance Area 4 Strensall / Skelton Towthorpe and Maintenance Area 8 Acomb / Woodthorpe. This involves the replacement of the existing concrete street lighting columns, with new steel thermoplastic coated column assets, including new LED energy saving lights. This will result in significant energy and carbon reduction savings. The works programme is progressing as planned and we're currently at 35% completion.

102. Lighting Upgrades to LEDs at two of Yorks major highways structures are now being implemented. Skeldergate and Ouse Bridges have been difficult to maintain, due to water ingress issues, into bespoke luminaires, attached to the structures. We are hoping to alleviate the need for future maintenance works, with improved illumination on the highway, by installing sealed LED units / gear trays in the existing Light casings. The scheme design works are complete, and manufacturing of the new units are in progress, with the installation due to commence shortly.

103. Further LED upgrades are being carried out, as a continuation of the previous year's Net Zero funded programme. The remaining works will involve the upgrading of a further 500 existing units to LED luminaires in Maintenance Areas 3 and 5. The works are programmed to commence in August.

City Walls Maintenance

104. The conservation project on Bootham Bar, involving structural repairs to the existing roof and a new lead roof covering, started as planned on Monday 16th June. The roof coverings have been stripped and the team are now waiting on the final condition assessment, and architect design, ahead of the joinery works, which commenced in August.

Pre-Carriageway Drainage Schemes

105. The team have tackled a longstanding drainage issue on the outboard lane at Heworth Green, which has previously caused extensive flooding, which has involved the installation of a new piped road crossing and connection into the existing sewer system.

106. Eight non-running drainage gullies have been replaced on Maple Avenue followed by the repair of the existing gully connections on Riverside Crescent. Extensive remedial works to the existing gullies

have been carried out on Hull Road, which will significantly improve the drainage of surface water away the road.

107. A major scheme has been carried out on the A59 drainage system, which has included a large amount of pipe jetting, gully cleaning, iron work replacements and scraping back of the verge.

108. Hull Road phase 2 has commenced, involving the repairs to long-standing issues at Tang Hall Lane, with further repair works to be carried out around the inbound bus stop on Hull Road.

Proactive Drainage Investigation / Repair Programme

109. The team have fully cleared the existing blocked sewer system from Wheldrake Village towards Crockey Hill which was causing back-up into the village. Further drainage repairs and flood management works have been carried out at the following listed locations:
    - Heslington Lane
    - Bone Dyke Strensall
    - Dauby Lane
    - Askham Bryan Westwood Lane
    - Moor Lane Murton
    - North Moor Road Huntington Primary School
    - Malton Road

Sink Holes

110. A 5ft deep and 5ft wide void was identified in the inbound traffic lane outside York Theatre Royal on St Leonards Place, which represented an immediate risk to road users and the public. The drainage team acted quickly in appointing a specialist contractor, with the capability of operating at 5m excavation depths, to investigate the issue, assess the competency of the existing sub ground, then reinstate the void with foam concrete, before reinstating the road construction in full. The cause of the problem was later found to be due to the demolished remains of the old City Wall and subsequent settling, occurring over many years.

Castle Mills Lock

111. An essential scheme to replace the existing timber lock gates at Castle Mills, has commenced, and the off-site manufacture of the gate components is now complete. Unfortunately, due to the recent dry

weather and low river levels, the contractor was not able to commence the installation works in July, as planned, by using river craft to deliver the materials and access equipment to the site. Alternative delivery methodologies are currently being explored, including a change to the temporary works design, to install a NATO bridge over the sluice structure, to get the plant and materials to the work face. If this is not feasible, then the installation works may be delayed until spring next year, when the river levels are higher, and the contractor is able to access the lock via the river

City Development

112. **Castle Gateway –** In November 2023 Executive agreed the way forward to deliver some of the masterplan proposals, and in accordance with this, the Castle and Eye of York planning application was submitted in July 2025. Alongside this, work continues to consider and progress wider aspects of the original masterplan proposals.

113. This project is being considered elsewhere on the agenda and recommendations are being made for next steps and delivery.

114. **York Central** - The project funding position for York Central was reprofiled in 2024/25 to reflect an updated funding agreement with project partners. The key change was that the £35m CYC contribution towards IP2 site infrastructure work moved to 2025/26 onwards. The developer teams forecast drawdown profile against project expenditure remains in line with this.

115. General progress on the project remains positive. The planning application for the Government Property Agency building was approved by Planning Committee in July 2024, and reserved matters application for broader phase 1 of development is being prepared. Officers are reviewing the next steps for the scheme.

116. The delivery of the main **York Central highway infrastructure** by Homes England is progressing. The Phase 1 delivering the alternative route around the National Railway Museum opened to traffic on 8 July 2025. Once all other works required are complete, this will allow the stopping up of Leeman Rd to progress and the NRM's extension to enter its construction phase.

117. Phase 2 of the scheme to connect the new spine road through to Water End is expected to be complete in 2027. Ground improvement works,

foundations and initial work on the Severus Bridge foot and cycle bridge have progressed.

118. **Carbon Reduction Schemes -** A decision is still pending regarding the potential land purchase for additional car parking at the York Community Woodland – engagement and surveys have been carried out over summer, with data currently being analysed. An assessment will be made following the conclusion of this work.

119. £96k has been committed to provide match funding against the Mayoral Renewable Fund, which will support the installation of solar panels at Yearsley swimming pool and Acomb Library.

120. Following the announcement by Government that the Public Sector Decarbonisation Scheme will not be continued, officers are undertaking an assessment of the capital cost requirements to decarbonise our estate. A business case is in development, which profiles capital works over the next three years, phasing has been adjusted to reflect this.

121. Other potential match funding requirements may be required to deliver project applications to the Combined Authority's Carbon Negative Challenge Fund. We are still awaiting a decision on the outcome of these applications.

122. Due to a high failure rate associated with tree planting this year, we have slipped the Northern Forest Government grant to next year when re-stocking has been undertaken.

123. There are also potential commitments for tree provision as part of the York Outer Ring Road Scheme.

124. Key achievements include:
    a) Ongoing delivery of works for replacement heating system at Honeysuckle House and Alex Lyon House.
    b) Award of £216k of grant funding from the Mayoral Renewable Fund to install solar panels at Yearsley swimming pool, Acomb Explore and Joseph Rowntree School; and an additional application for £200k to the Mayoral Renewable Fund for solar at 5 new sites.
    c) Completion of the Harewood Whin Green Energy Park Outline Business Case
    d) Completion of a York Heat Network Zoning Prospectus

Property Services

125. Property had a capital starting budget of £2,323k for 2025/26 including £644k slippage from 2024/25.

126. Roofing works have been completed at the Shambles. Structural repairs are due to commence shortly on a CYC commercial property at Castlegate and the West Offices required data cooler equipment is out to tender.

127. Refresher surveys are underway to update CYC's asbestos records. No areas of concern have yet been flagged and whilst the surveys are not yet complete across the portfolio, we have reduced call on this budget slipping £100k to 26/27 at M1. After the surveys are complete a further £100k could possibly be cut from the capital budget this year.

128. Specification of works has been drawn up for works to salt barn and Hazel Court roof with tender exercises to follow. Due to need to utilise the salt barn in Winter, works are likely to start Spring next year. Hazel Court roof works are also likely to take place in the spring.

Corporate Services - IT

129. The ICT capital programme has a budget of £4,109k for 2025/26 which includes £939k slippage from last year.

130. At monitor two the budget for FOI Data Tool (£180k) was offered up as the spend is on a three-year cycle with further funding in the budget in 2027/26.

Key achievements to date include:

- The procurement of our Barracuda and Trend renewals have progressed with tender specifications to be published shortly. Both are essential elements of the ICT Security Technology Stack.
- The EDRMS (Documentum) contract has been extended for 12 months to facilitate the initial timeline for the work to explore the document retention requirements across the authority.
- The new/replacement MFD/print estate contract procurement is progressing positively, and the contract signed by end of September. New contract will provide approx. £100k of savings across the 5-year period.

131. Implementation of a standard ICT kit offer to all hybrid workers and funded within the Capital budget. Procurement of laptops to refresh the peak numbers purchased and issued during Covid has commenced. This is likely to reflect higher than usual quantities for 2025/26 and 2026/27

Organisational Impact and Implications

132. The report has the following implications:

- ***Financial*** - are contained throughout the main body of the report. Given the forecast financial position of the Council and the need to reduce expenditure, there will be a review of the capital programme. This review will need to identify ways in which capital expenditure can also be reduced.
- ***Human Resources (HR)*** - There are no direct HR implications as a result of this report. Any variations to the capital programme that have staffing implications will follow appropriate consultation and HR policies and procedures.
- ***Legal -*** Whilst this report itself does not have any further legal implications, the schemes within the capital programme themselves will be in receipt of legal advice where necessary.
- ***Procurement*** – Whilst there are no direct procurement implications relating to the report itself, procurement will be a main tool used to deliver schemes in the capital programme. Any services of works required, will be procured in accordance with the Public Contract Regulations 2015, soon to be Procurement Act 2023 and the Council's Contract Procedure Rules. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.
- ***Health and Wellbeing****,* reductions in spend in some areas could impact on the health and wellbeing of both our staff and residents. The impact of any reductions in the capital programme will be carefully monitored so that implications can be considered and mitigated where possible.
- ***Environment and Climate action****,* as this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct environment and climate action implications as a result of this report.
- ***Affordability****,* as this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct affordability implications as a result of this report.

- ***Equalities and Human Rights*** -– as this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct equalities and human rights implications as a result of this report. All individual schemes will be subject to Impact Assessments in the usual way.
- ***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).*
- ***Communications****,* the information set out in this report does not have any specific communications implications. The finance and performance monitor report elsewhere on this agenda includes details of the communications activity in relation to the overall council finances.
- **Economy**, there are no direct implications related to the recommendations.

Risks and Mitigations

133. There are a number of risks inherent in the delivery of a large scale capital programme. To mitigate against these risks the capital programme is regularly monitored as part of the corporate monitoring process, and the project management framework. This is supplemented by internal and external audit reviews of major projects.

Wards Impacted

134. All wards are impacted by the issues detailed in the report.

Contact details

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

Author

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Job Title:	Technical Accountant
Service Area:	Financial Services
Telephone:	01904 551170
Report approved:	Yes

Date:	23/10/2025

Background papers

- Capital Budget 2025/26 to 2029/30 - Executive 21 January 2025
- Capital Programme Outturn 2024-25 - Executive 15 July 2025
- Capital Monitor 1 – 2025/26 – Executive 2nd September 2025

Annexes

- Annex 1 – Capital Programme 2025/26 to 2029/30

Annex 1 - Capital Programme 2025/26 to 2029/30

	2025/26 £'000	2026/27 £'000	2027/28 £'000	2028/29 £'000	2029/30 £'000	Total £'000
CHILDRENS SERVICES						
Basic Need	364	4,125	0	0	0	4,489
DfE Maintenance	2,652	2,800	0	0	0	5,452
Expansion and Improvement of Facilities for Pupils with SEND	1,055	1,000	0	0	0	2,055
St Oswalds Classrooms	1,895	0	0	0	0	1,895
Schools Essential Mechanical & Electrical Work	1,381	200	0	0	0	1,581
SEND - St Paul's Nursery ERP Expansion	1,518	0	0	0	0	1,518
SEND - Applefields Extension (Phase 3)	1,121	0	0	0	0	1,121
SEND - Specialist SEMH Expansion	946	0	0	0	0	946
Hob Moor Oaks Classrooms	815	0	0	0	0	815
Mainstream Schools SEND fund	573	0	0	0	0	573
Children in Care Residential Commissioning Plan	556	0	0	0	0	556
Schools Essential Building Work	454	0	0	0	0	454
Danesgate Outdoor Learning Area	609	0	0	0	0	609
Improving School Accessibility	420	0	0	0	0	420
NDS Devolved Capital	207	187	187	0	0	581
SEND - Huntington School ERP	337	0	0	0	0	337
Early Years Expansion Premises Investment	506	0	0	0	0	506
Fulford School Expansion 2020 Phase 1 and 2	232	0	0	0	0	232
Danesgate Extension 2022	0	0	0	0	0	0
Huntington Science Labs	116	0	0	0	0	116
Healthy Pupils Capital Fund	0	0	0	0	0	0
Clifton Green Primary - Re-organisation and Security	92	0	0	0	0	92
TOTAL GROSS EXPENDITURE	**15,849**	**8,312**	**187**	**0**	**0**	**24,348**
ADULT SOCIAL CARE						
Telecare Equipment and Infrastructure	283	291	300	309	318	1,501
Disabled Support Grant	277	280	290	300	310	1,457
Major Items of Disability Equipment	152	157	162	167	172	810
Proof of Concept for robotics & AI within social care	161	0	0	0	0	161
CRIS Portal Replacement	125	0	0	0	0	125
OPA - the Centre@Burnholme including enabling works	41	0	0	0	0	41
TOTAL GROSS EXPENDITURE	**1,039**	**728**	**752**	**776**	**800**	**4,095**
HOUSING (HRA & Gfund)						
Major Repairs & Modernisation of Local Authority Homes	14,046	11,827	12,043	12,200	12,100	62,216
Disabled Facilities Grant (Gfnd)	2,521	2,565	2,565	2,100	2,100	11,851
LA Homes - Burnholme	5,748	0	0	0	0	5,748
Gypsy & Traveller Site Investment (Gfnd)	750	1,500	3,000	0	0	5,250
Bell Farm Improvement Works	4,195	60	0	0	0	4,255
Assistance to Older & Disabled People	1,241	650	660	680	680	3,911
Local Authority Homes - Phase 2	3,685	0	0	0	0	3,685
Duncombe Barracks	3,080	0	0	0	0	3,080
LA Homes Energy Efficiency Programme	1,789	497	483	0	0	2,769
LA Homes - Hospital Fields/Ordnance Lane	2,410	232	0	0	0	2,642
Local Authority Homes - Project Team	1,370	889	0	0	0	2,259
Warm Homes Grant (Gfnd)	300	878	860	0	0	2,038
Glen Lodge Refurbishmen	1,553	0	0	0	0	1,553
Willow House Housing Development	1,521	0	0	0	0	1,521
Housing Environmental Improvement Programme	327	170	170	170	170	1,007
Alex Lyon House - Renewable Heating Upgrade	997	0	0	0	0	997
Home Upgrade Grant (Gfnd)	860	0	0	0	0	860
Honeyscuckle House - heat pump communal heating upgrade	802	0	0	0	0	802
Lowfield Plot A specialised housing	467	0	0	0	0	467
Water Mains Upgrade	410	0	0	0	0	410
Union Terrace & Robinson Court	325	0	0	0	0	325
Lowfield Housing	192	0	0	0	0	192
Shared Ownership Scheme	60	0	0	0	0	60

	2025/26 £'000	2026/27 £'000	2027/28 £'000	2028/29 £'000	2029/30 £'000	Total £'000
Resettlement Housing	29	0	0	0	0	29
Tang Hall Library Site Enabling Works (Gfnd)	4	0	0	0	0	4
TOTAL GROSS EXPENDITURE	**48,682**	**19,268**	**19,781**	**15,150**	**15,050**	**117,931**
COMMUNITIES						
Future Libraries Investment Programme	838	0	0	0	0	838
Mansion House Urgent Repairs	1,425	0	0	0	0	1,425
Leisure Facilities Solar Arrays	750	0	0	0	0	750
Crematorium Waiting Room / Refurbishment	596	0	0	0	0	596
Westfield Multi Use Games Area	192	0	0	0	0	192
Energise Roof	58	0	0	0	0	58
S106 Sports Development	158	0	0	0	0	158
TOTAL GROSS EXPENDITURE	**4,017**	**0**	**0**	**0**	**0**	**4,017**
TRANSPORT, HIGHWAYS & ENVIRONMENT						
York Outer Ring Road - Dualling	400	2,000	6,000	6,000	28,451	42,851
Highway Schemes	10,014	9,070	9,070	9,070	9,070	46,294
Replacement Vehicles & Plant	6,899	3,392	7,323	8,510	8,532	34,656
York Station Gateway	15,233	4,623	8,808	4,863	2,124	35,651
Integrated Transport	8,272	3,299	1,570	1,570	1,570	16,281
Bus Service Improvement Plan	2,604	4,295	0	0	0	6,899
Drainage Investigation & Renewal	1,000	1,000	1,000	1,000	1,000	5,000
WYTF - Castle Gateway Development	0	1,523	3,000	0	0	4,523
Haxby Station	300	650	1,720	1,220	0	3,890
Special Bridge Maintenance (Struct maint)	864	872	617	605	605	3,563
Innovative Flood Resilience	2,225	1,100	0	0	0	3,325
Flood Alleviation Schemes incl Germany Beck	2,921	0	0	0	0	2,921
Replacement of Unsound Lighting Columns	637	578	550	550	550	2,865
York City Walls Restoration Programme	615	550	550	550	550	2,815
Askham Bar Hyperhub (Levi)	143	1,900	0	0	0	2,043
Essential Bridge Maintenance (Lendal Bridge)	317	1,600	0	0	0	1,917
Flood Scheme Contributions	1,500	0	0	0	0	1,500
Electric Vehicle Charging Infrastructure (LEVI)	86	1,400	0	0	0	1,486
Castle Mills Lock	1,234	0	0	0	0	1,234
Access Barrier Review	268	350	200	200	0	1,018
Riverside Path	200	400	0	0	0	600
Garden Waste Bins	265	150	150	0	0	565
Parks Investment Fund	300	200	0	0	0	500
Smarter Travel Evolution Programme	120	346	0	0	0	466
EV Charging Asset Replacement	151	125	0	0	0	276
Non-Highways Structures Investigations & Renewals	50	50	50	50	50	250
Fordlands Road Flood Defences	183	0	0	0	0	183
Public Realm and Waste Equipment	163	0	0	0	0	163
River Bank repairs	73	75	0	0	0	148
Street Lighting LED Conversion	144	0	0	0	0	144
National Cycle Network 65 Targeted Repairs	127	0	0	0	0	127
P&D machines Parking	125	0	0	0	0	125
Fleet & Workshop Compliance	105	0	0	0	0	105
CCTV Asset Replacement (incl ANPR)	100	0	0	0	0	100
Highways - Tadcaster Road	100	0	0	0	0	100
Waste Vehicle Replacement	85	0	0	0	0	85
Knavesmire Culverts	81	0	0	0	0	81
Flood Risk Operational Improvements	80	0	0	0	0	80
Rufforth Bridge	50	0	0	0	0	50
Flood Sign Renewal and Rainfall monitoring	0	0	0	0	0	0
Better Play Areas	23	0	0	0	0	23
Air Quality Monitoring (Gfund)	5	0	0	0	0	5
TOTAL GROSS EXPENDITURE	**58,062**	**39,548**	**40,608**	**34,188**	**52,502**	**224,908**
CITY DEVELOPMENT						

	2025/26 £'000	2026/27 £'000	2027/28 £'000	2028/29 £'000	2029/30 £'000	Total £'000
York Central Infrastructure	26,132	7,700	2,800	1,920	0	38,552
Castle Gateway (Picadilly Regeneration)	224	3,687	0	0	0	3,911
Climate Change Schemes incl Northern Forest	779	561	424	424	0	2,188
LCR Revolving Investment Fund	300	0	0	0	0	300
Cultural Asset Masterplan	250	0	0	0	0	250
Built Environment Fund - Shopping Area Improvements	6	0	0	0	0	6
TOTAL GROSS EXPENDITURE	**27,691**	**11,948**	**3,224**	**2,344**	**0**	**45,207**
PROPERTY SERVICES						
Asset Maintenance + Critical H&S Repairs	647	975	275	275	275	2,447
West Offices Data Centre	355	0	0	0	0	355
Removal of Asbestos	122	100	0	0	0	222
Commercial Property Acquisition incl Swinegate	141	0	0	0	0	141
West Offices - Major repairs	100	0	0	0	0	100
Hazel Court - LED Lighting	96	0	0	0	0	96
West offices - LED Lighting	83	0	0	0	0	83
Photovoltaic Energy Programme	0	81	0	0	0	81
Fire Safety Regulations - Adaptations	77	0	0	0	0	77
Hazel Court welfare facilities	50	0	0	0	0	50
Guildhall	30	97	0	0	0	127
TOTAL GROSS EXPENDITURE	**1,701**	**1,253**	**275**	**275**	**275**	**3,779**
ICT						
IT Development plan	3,929	2,820	2,820	2,820	2,820	15,209
IT Superconnected Cities	0	0	0	0	0	0
TOTAL GROSS EXPENDITURE	**3,929**	**2,820**	**2,820**	**2,820**	**2,820**	**15,209**
CORPORATE SERVICES						
Project Support Fund	370	369	394	200	200	1,533
Capital Contingency	1,126	0	0	0	0	1,126
TOTAL GROSS EXPENDITURE	**162,466**	**84,246**	**68,041**	**55,753**	**71,647**	**442,153**
TOTAL GROSS EXPENDITURE	162,466	84,246	68,041	55,753	71,647	442,153
Developers Contributions	4,666	1,418	0	0	0	6,084
Government Grant	53,813	33,822	26,498	13,058	34,296	161,487
Capital Receipts in Lieu of SCA/GG	37	0	0	0	0	37
Non Government Grant	0	0	0	0	0	0
Other Contributions	779	260	500	0	0	1,539
TOTAL EXTERNAL FUNDING	59,295	35,500	26,998	13,058	34,296	169,147
Revenue Contribution Departmental (HRA)	2,543	820	830	850	850	5,893
Capital Receipt Departmental	8,885	60	0	0	0	8,945
Right to Buy Receipt	614	0	0	0	0	614
MRR	14,446	11,827	12,043	12,200	12,100	62,616
Earmarked Reserve	3,075	629	0	0	0	3,704
Departmental Prudential Borrowing	6,419	17	1,470	0	0	7,906
Corporate Prudential Borrowing	62,899	35,393	26,700	29,645	24,401	179,038
Revenue Contribution Corporate	77	0	0	0	0	77
Capital Receipts Mkt Sales	4,213	0	0	0	0	4,213
TOTAL INTERNAL FUNDING	103,171	48,746	41,043	42,695	37,351	273,006

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Meeting:	Executive
Meeting date:	4 November 2025
Report of:	Debbie Mitchell, Director of Finance
Portfolio of:	Councillor Katie Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Quarter Two 2025/26 – Finance and Performance Monitor

Subject of Report

1. This report sets out the projected financial position and the latest performance information for the period covering 1 April 2025 to 30 September 2025. This is the second report of the financial year.

2. The report outlines that, despite the Council's continued financial challenges, performance continues to be good in across many areas of the Council.

3. The forecast for the year is that we will have a net overspend of £6.2m, which is a worsening position than reported at Monitor 1. The main area of overspend continues to be Adult Social Care, where increased costs and complexity remains a very challenging position.

4. As outlined in reports to Executive throughout the previous financial year, the existing cost control measures remain in place, and further action is still needed to bring spending down to an affordable level over the medium term, to safeguard the Council's financial resilience and stability. The Council's track record of delivering savings, along with robust financial management, provides a sound platform to continue to be able to deal with both the current and future challenges.

5. Across Adult Social Care a prioritised action plan detailing new mitigations has been prepared with a requirement to reduce expenditure with the express requirement to reduce the projected overspend.

6. The Council implemented a garden waste subscription scheme in August 2024 and has operated a full year service during 2025. In 2026, the garden waste subscription service will run for the full 40 week season for 40 weeks (operating from Monday 2nd March to Friday 4th December). The Council will contact subscribers early in the New Year to advise of the 2026 subscription fee and with instructions on how to purchase their licences. As this is before budget council it is necessary to agree the fee in advance. For the 2026/27 financial year, it is proposed that the charge for 2024/25 will be £52 which is an increase of £3 compared to 2024/25. This is expected to produce an additional £100k compared to the current fee which will support overall savings.

7. Local government continues to be in challenging times, with worsening performance in a number of sectors nationally. The majority of performance indicators chosen to support and monitor the Council Plan in York, continue to show a generally positive and stable trend against this difficult financial picture and shows the hard work from staff, partners and the city to tackle these challenges.

8. The previous Q1 report was considered by Executive in September, and with annual data cycles and release patterns, there is limited new data for Q2 for around half of the indicators. Historic data has been left in this report where no further data available.

9. The Council Plan basket of supporting set of indicators are the high-level measurable element of our performance framework, at a Council operational and City Outcomes level, and in newly available data up to Q2 2025-26 there has been positive performance in below.

10. Key indicators around the number of children within services for **Children in Care** and **Child Protection Plans** are stable; the number of people whom are **eligible and taking a free school meal** has increased in both the primary and secondary sectors this year.

11. There has been a positive direction of travel over the last few years in **city centre performance measures**, with low shop vacancy rates; economic performance for **GVA (Gross Value Added)** continues to increase annually; **Park & Ride and local bus passenger journeys** have made a strong recovery post-covid although figures have now stabilised; the % of customers arriving at the station by **sustainable modes of transport** has remained high in recent years.

12. Our **housing indicators** are showing a positive direction of travel, with an increase in the number of **new affordable homes** delivered, and a further increase in new **additional homes provided** and **consents approved.** The latest **Talkabout resident satisfaction measures** are positive with an increase in resident satisfaction with their local area as a place to live, a stable number of residents giving help to a group or club, and an increase in the number who think that the council are doing well to improve green spaces.

13. Annex 2 is the second annual Council Plan Progress Report, providing an update of activity against each of the plan's seven priorities in the year from September 2024 to September 2025. If approved, the report will be published on the Council's webpages and sit alongside the six-monthly snapshot of progress. The report complements the Finance and Performance Monitor, providing a narrative for the steps that the steps that the Council is taking to meet its ambitions. The first annual Council Progress report covers the period September 2023 to September 2024 and is published here: https://www.york.gov.uk/CouncilPlanProgressReport2024. The Council Plan Progress Report started in September 2023 which is when the Council Plan 2023-2027 was approved by Executive.

14. Over the past year our school-aged vaccination rates improved markedly and uptake of the 2 – 2 ½ year-old review has increased to well above the national average. Children's Services was rated Outstanding by Ofsted and we hit 50,000 free school meals served since the inception of York Hungry Minds. We have some of the highest successful smoking cessation rates in the country and our city-wide 'hubs' now cover support for frailty, SEND, families, mental health and recovery from drugs and alcohol. We have seen key city sites developed and the housing delivery programme continues to unlock affordable homes. We retained our A rating for climate leadership and our team of Neighbourhood Caretakers are now in place. We now have over £34 million of funding committed by the Combined Authority, to deliver a range of programmes covering affordable housing, transport, economy, net zero and culture.

Benefits and Challenges

15. This report is to note the latest financial projections and current performance. The main challenge is delivering on agreed savings whilst also identifying further reductions in expenditure. The benefit of a balanced budget is that resources can be diverted into delivering Council priorities.

Policy Basis for Decision

16. This report is to note the latest projections and current performance. The ongoing financial resilience and stability of the council is essential in ensuring Council priorities can continue to be achieved.

Financial Strategy Implications

17. The report sets out the projected financial position. There remain overspends within Adult Social Care and some savings that are proving difficult to fully recognise in the short term. There continues a need therefore to focus on reducing expenditure and maximising income to safeguard financial resilience and stability.

18. Given the worsening financial forecast across Adult Social Services the Director of Adult Social Care and Integration alongside senior managers have identified projects to deliver financial savings for both the remainder of the current financial year and future years in order to stabilise the financial position. This will need to be carefully monitored as well as the need to undertake wider mitigations.

19. This report sets out the projected financial position and identifies a range of actions that are necessary in order to reduce expenditure, both within the current financial year and over the next 4 years to safeguard the Council's financial resilience and stability

Recommendation and Reasons

20. Executive is asked to:
    - Note the finance and performance information.
    - Note and support the need to undertake mitigation action identified within the report.
    - Agree the annual Garden Waste Subscription Scheme charge for 2026/27 at £52

    Reason: to ensure expenditure is kept within the approved budget.

21. Executive is asked to
    - Approve the extension to 31 December 2027 for the letter of credit to York Museums Trust as outlined in paragraphs 35-37

Reason : to secure the financial viability and confidence in the Yorkshire Museum Trust

22. Executive is asked to:

- Approve the second annual Council Plan Progress report for publication on the Council's webpages.

Reason: To provide a review of activity undertaken by the Council that supports ambitions to make York a more equal, affordable, sustainable and healthy city.

23. In relation to acceptance of the funding from the York & North Yorkshire Combined Authority are recommended to:

i) Accept funding from the York and North Yorkshire Combined Authority, delegating authority to the Director for City Development to progress the below, in consultation with the Executive Member for the Economy and Culture, or the Executive Member for Climate Change and the Environment:

a) £2,390,000 from the Mayoral Investment Fund
b) £604,893 from the UK Shared Prosperity Fund
c) £3,066,209 from the Net Zero Fund

The below is delegated to Chief Strategy Officer as below £250k:

d) £216,000 from the Mayoral Renewables Fund

ii) Accept funding from the York and North Yorkshire Combined Authority, delegating authority to the Director of Housing and Communities in consultation with the Executive Member for Economy and Culture and Executive Member for Children, Young People and Education, for:

a) £120,000 from the Mayoral Investment Fund

iii): Accept funding from the York and North Yorkshire Combined Authority, delegating authority to the Director of Environment and Regulatory Services in consultation with the Executive Member for Transport for:

a) £4,423,000 for Local Highways Maintenance Funding

iv) Accept funding from the York and North Yorkshire Combined Authority, delegating authority to the Director of City Development in consultation with the Executive Member for Transport for:

a) £7,456,000 from the Local Transport Grant
b) £1,582,000 from the Integrated Transport Block
c) £190,000 from the Local Transport Resource Fund

d) £4,836,416 from the Department for Transport Bus Grant

Reason: To secure funding to progress programmes of work related to each funding stream to enable activity that will support a more prosperous, affordable, accessible and equal city.

Background

Financial Summary and Mitigation Strategy

24. The current forecast is that there will be an overspend of £6.2m. This position has worsened by £1.8m compared to that reported at Monitor 1 and is therefore more concerning than previously reported. The position across Adult Social Care shows a forecast overspend of £7.47m compared to £5.09m at Monitor 1 (+£2.38m), primarily related to costs of externally commissioned care. Whilst the other services across the council are broadly within budget or underspending this is placing a significant pressure across the council. The position is less severe than was faced in previous years and last year's outturn was much improved but we are at a level where further mitigations are required.

25. Members will be aware that the financial position of local government is a national challenge and that the pressures being seen across both Adult and Children's Social Care are not something that is unique to York. Many Councils are experiencing significant financial pressures and struggling to balance their budgets now, so it is vital that we continue the work to reduce our expenditure down to a sustainable level both within the current financial year and over the medium term.

26. The Director of Adult Social Services has implemented a number of reviews that will seek to improve the position including
    - Managing demand for services through preventative approaches,
    - Reviewing existing packages of support to ensure more enabling, least restrictive and best value offers are made
    - Evaluating priorities for the Review team
    - Reviewing Direct Payment arrangements to ensure they are at appropriate levels to meet people's needs

27. Elsewhere across the council cost control measures will remain in place and savings options identified to support the financial position. This will include
    - Maximising the use of external grants and funding

- Constant monitoring of key income areas such as parking as to increase certainty of projections
- Consideration of whether expenditure can be slowed down, halted or deferred
- Review of earmarked reserves that could be used to support the budget position
- Review of capital programme and likely borrowing levels which impact the Treasury Management budget

28. The delivery of savings plans continues to be a clear priority for all officers. Corporate Directors and Directors will keep Executive Members informed of progress on a regular basis.

Financial Analysis

29. The Council's net budget is £157m. The latest forecast indicate the Council is facing net financial pressures totalling £6.221m (which is a worsening of the position reported at Monitor 1 (£4.44m) and an overview of this forecast, on a directorate by directorate basis, is outlined in Table 1 below.

Service area	Net budget £'000	2025/26 Forecast Variation £'000
Children & Education	32,769	-129
Adult Social Care & Integration	53,060	7,473
Transport, Environment & Planning	19,110	-1,174
Housing & Communities	7,838	1,224
Corporate & Central Services	43,644	-673
Sub Total	**156,421**	**6,721**
Contingency	500	-500
Total including contingency	**156,921**	**6,221**

Table 1: Finance overview

Reserves and Contingency

30. The February 2025 budget report to Full Council stated that the minimum level for the General Fund reserve should be £7.4m. At the beginning of 2025/26 the reserve stood at £7.4m.

31. Should the mitigation outlined in this report not deliver the required level of savings in the current financial year then this reserve is available to support the year end position. However, in light of the ongoing financial challenges being faced by all Councils it is now more important than ever to ensure the Council has sufficient reserves. Therefore, should it be the case that we need to draw down a substantial amount from this general reserve in 2025/26, growth will need to be included in the 2026/27 budget to ensure that reserves can be maintained at an appropriate level.

32. In addition to the general reserve of £7.4m there are a range of other earmarked reserves where funds are held for a specific purpose. These reserves are always subject to an annual review and these funds will again be reviewed on a quarterly basis and where appropriate to do so will be released to support the in-year position. Whilst this is a prudent approach that will ensure the financial resilience of the Council it is not a substitute for resolving the underlying overspends but instead allows time to develop future savings proposals in a planned way.

33. As in previous years a contingency budget is in place, and this is currently assumed to be available to offset the pressures outlined in this report.

Loans

34. Further to a scrutiny review, it was agreed that these quarterly monitoring reports would include a review of any outstanding loans over £100k. There is one loan in this category for £1m made to Yorwaste, a company part owned by the Council in June 2012. Interest is charged on the loans at 4% plus base rate therefore interest of 8.25% is currently being charged. All repayments are up to date.

York Museum Trust Letter of Credit

35. In August 2020, Executive approved a letter of guarantee to the York Museums Trust providing them with access to a maximum of £1.95m over the following 2 years, should it be required, to secure the museums as a going concern. Subsequent extensions have been agreed by Executive and the current letter expires in April 2026.

36. YMT have requested that the letter of guarantee be further extended to 31 December 2027 as they continue to operate with minimal reserves

and need the letter of guarantee extending for their auditors to be able to sign off their accounts as a going concern. Council officers will continue to meet monthly with YMT to review current financial performance and position, to ensure CYC have early warning of any requirement to call off from the letter of credit, enabling CYC to influence mitigations.

37. The letter of guarantee outlines the Council's commitment to providing YMT with the funds should they be required, up to a reduced amount of £1m, on receipt of evidence that the funds are required (i.e., that reserves, and other income sources have been exhausted). This allows the Trust to demonstrate that they are a going concern, as well as providing the certainty they need to continue to operate.

York and North Yorkshire Combined Authority Funding

38. City of York Council has secured over £30m of funding from the York and North Yorkshire Combined Authority (YNYCA).

39. In line with the council's Constitution and Scheme of Delegations, expenditure in excess of £500k is a Key Decision which requires a decision from the full Executive and will contain a delegation to the relevant Director(s) to expend the funding specified. Below that Key Decision limit, Directors have delegated authority to approve spend against these funds of up to £500k, subject to any full Executive or Individual Executive Member decision. Once authorised via an appropriate Decision, an Officer Decision Notice, detailing the purpose and the funding stream, will be completed. All approvals that are subject to either Planning considerations or resident consultation will require Executive oversight at an appropriate decision session. All officer decisions are in consultation with the relevant Executive Member.

40. Project delivery governance is in line with the council's code of governance, with projects reporting to the relevant internal governance boards and project highlight reports published on the Open Data Platform.

41. On 5 August 2025, the Executive Member for Economy and Culture accepted funding worth up to £1,038,250 from the YNYCA for the Economic Inactivity Trailblazer.

42. £4,512,000 of funding via the Brownfield Housing Fund (BHF) has also been secured. Approval to receive and delegate authority for this

funding will be included in reports related to housing development opportunities that utilise BHF funding.

43. The council has secured £2,850,000 of funding from the Mayoral Investment Fund for the following projects:

Project	Amount	Description
Director for City Development		
Reimagining York Streets	£430k	Spatial framework for city centre public spaces
Construction Skills	£70k	Pilot phase for further development and scale-up of private/public partnerships for training and work experience
EV Charging	£1.54m	To expand the York Electric Vehicle Charging Network (York EV Network) to provide the public charging facilities necessary to enable anticipated increase in EVs.
Movement and Place Plan	£150k	The project will enable the Council to set out how York will develop up to 2040. It will support the delivery of York's emerging Local Plan and examine how the anticipated growth of the city can be delivered, alongside objectives to reduce congestion and carbon emissions from transport in the city.
Great Places – Plan for Every Town (Acomb and Haxby)	£200k	The funding will be used to work with businesses, communities and visitors to develop a 'bottom up' action plan to enhance the viability and vitality of both key high streets and the general area.
Director of Housing and Communities		
Cultural Passports	£120k (with £460k	The project aims to encourage young people of secondary

	approved in principle subject to gateway review)	school age to freely engage in the region's culture with the potential to drive inclusive growth, sustainability, social and health benefits.

44. City of York Council has secured £604,893 UK Shared Prosperity Funding administered by the YNYCA. Activity is comprised of grant programmes for businesses, the voluntary sector and communities to provide business support, capacity building, IT support, as well as programme management and administration by the Council. The funding is for the current financial year only (2025/26) and is a mixture of capital and revenue.

45. City of York Council has secured £3,066,209 from the YNYCA Net Zero Fund. Funding will support the following projects:

    a. Alex Lyon House Renewable Heating Upgrade
    b. Honeysuckle House heat pump
    c. Harewood Whin Green Energy Park
    d. Streetlighting LED conversion
    e. Commercial buildings LED lighting renewal project
    f. Elvington Lane Solar PV
    g. North Wigginton Onshore Wind – Project development

46. City of York Council has secured £216,000 from the Mayoral Renewables Fund to support projects at Yearsley Pool, Acomb Library and Joseph Rowntree School. The Chief Strategy Officer has delegated responsibility to progress these projects, in consultation with the Executive Member of Climate and the Environment.

47. YNYCA has allocated transport and highways funding to City of York Council. This funding is £7,456,000 from the Local Transport Grant, £1,582,000 from the Integrated Transport Block and £190,000 from the Local Transport Resource Fund. Funding has been secured for the Local Highways Maintenance Funding (£4,423,000) and the Department for Transport Bus Grant (£4,836,416).

Directorate Analysis

Children and Education

48. The forecast directorate outturn position is an underspend totalling £129k and the table below summarises the latest forecasts by service area.

	2025/26 Budget	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Children's Safeguarding	26,617	185	0.7
Education & Skills	14,897	-118	-0.8
School Funding & Assets	-5,730	-29	0.5
Director and Central Budgets	-3,015	-167	-5.5
Total Children and Education	**32,769**	**-129**	**-0.4**

49. The 2025/26 year end variance prediction is £129k underspend and represents a significant and continuing improvement in the financial position of the directorate. During 2022/23 the projected unmitigated overspend peaked at £8.7m, reducing to £4.6m in 2023/24. This reflects the considerable progress that has been made within the directorate to manage spend in a number of key areas, particularly agency staffing, high cost placements and home to school transport.

50. The number of Children Looked After (CLA) in York been reducing over the past few years. From 262 CLA at the end of March 2023, the number at the end of August was 233 which is lower than at the end of 2024/25 (240).

51. The placement budgets overspent by £1,513k in 2024/25 (£3,027k in 2023/2024) but is only predicted to overspend by £94k in 2025/26.

52. Due to growth allocation for 2025/26, reduction in out of city placements and the work around the disabled children's high-cost placements (costed to their own area and increased Health contributions) the pressure on this budget has reduced significantly.

53. There are currently 10 young people in residential, semi-independent or "Together We Can" accommodation compared to 17 placements as the end of March 2025. Of these placements 5 will become 18 years

of age during 2025/26. There are currently 46 Independent Fostering Agreement (IFA) placements compared to 41 at the end of 2024/25 (plus 20 that ended during the year).

54. Staffing & other budgets within Children's Social Work Services are predicted to overspend by £56k. Legal fees are predicted to be overspent by £55k.

55. The Disabled Children's Services is predicted to overspend by £363k mainly due to overspends on direct payments/Early Help.

56. Innovation and Children`s Champion is forecast to underspend by £224k due to the ability to fund some expenditure from the Family Hubs grant, Family Seeing grant & Changemakers grant.

57. The Home to School Transport budget, which has been in an overspend position for a number of years has been allocated £730k of growth from the 2024/25 corporate allocation, for demographic pressures and contract inflation. This budget is now predicted to have a small overspend of £55k.

58. There was an underspend of £87k for 24/25 within the Virtual School and Inclusion service as a result of vacancies, one-off savings in non-staffing expenditure and additional grant funding supporting already committed expenditure. For 2025/26 there is a predicted underspend of £196k as support is given from a topslice of Looked After Children Pupil Premium Grant.

59. The Dedicated Schools Grant (DSG) is ahead of the target position set out in the Safety Valve recovery plan agreed with the DfE. The local authority is now in the final year of this four year agreement and has exceeded the financial targets for the first three years.

60. The brought forward balance on the DSG at 1 April 2024 was a deficit of £291k. The outturn position for 2024/25 was an in-year surplus of £883k. However, included in this figure is an amount of £960k of Safety Valve funding, so without this the in-year position would have been a deficit of £77k. The result is a final position at the 31st March 2025 of a surplus of £592k.

61. Despite the DSG now being in a cumulative surplus position, pressure on High Needs is increasing significantly. The budget for 2025/26 has been set on the basis of a predicted operational deficit in the year of £1,400k. This deficit is offset by the inclusion of the final funding due

under the Safety Valve of £2m, leaving a projected year end cumulative surplus of £1.2m.

62. However, due to this underlying £1.4m annual deficit, once the safety valve funding ends the local authority expects significant challenges in managing this position in future years. In common with the national picture, York is continuing to experience an increase in High Needs pupils together with an increasing complexity of need, often requiring expensive provision, especially in Post 16 and Post 19 provision and the education element of Out of Authority placements. In particular York is facing a significant increase in demand for special school places, often exacerbated by tribunal decisions.

63. In addition, due to the significant pressures on mainstream school budgets, it is becoming increasingly difficult for High needs pupils to be supported in these settings. This situation is particularly difficult in York due to the low level of school funding which has a significant impact on these schools ability to adequately meet the needs of High Needs pupils.

64. The Safety Valve agreement committed the local authority to bring the DSG into an in-year balanced position by 2025/26. Further payments are conditional on the local authority meeting the targets set out in the Management Plan, and reporting quarterly to the DfE on progress, with the eventual aim of eliminating the in-year deficit by the target date, with additional payments by the DfE eliminating the historic deficit at that point.

65. As a result of the above, this year the Safety Valve agreement is likely to be the most difficult to date, with an increasing risk of the LA being unable to balance increasing high needs expenditure with the funding received in the High needs block of the DSG. Officers are working hard to avoid this position but it is becoming increasingly challenging to achieve

66. One option that is available to LAs with significant High Needs pressures is to seek approval to transfer up to 0.5% of the Schools Block to the High Needs Block. York is beginning a consultation process with the Schools Forum with the objective of gaining approval for such a transfer in the financial year 2026/27. If this approval is not granted, the LA can submit a disapplication request to the Secretary of State for Education to still allow such a transfer.

Adults Social Care

67. The projected outturn position for Adult Social Care is an overspend of £7,473k which is a worsening position of £2,383k compared to the first monitor position. This is based on customer numbers and costs in the first four months of the year and projecting these numbers on a straight line basis. The projection assumes that agreed savings of £743k will be achieved by the end of the year however there is a recognition that further mitigations will need to be delivered.

	2025/26 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Direct Payments	5,897	1,550	26.3
Home and Day Support	3,174	381	12.0
Supported Living	18,001	1,631	9.1
Residential care	19,969	2,538	12.7
Nursing care	6,007	962	16.0
Short term placements	698	398	57.0
Staffing (mostly social work staff)	7,872	418	5.3
Contracts and Commissioning	1,830	-114	-6.2
In House Services	5,797	26	0.4
Be Independent & Equipment	1,058	189	17.9
Other	-17,185	-569	3.3
Recharges	-58	63	108.6
Total Adult Social Care	**53,060**	**7,473**	**14.1**

68. ASC has received total growth of £10m in 2025/26. £8m of this growth has been allocated to fund inflationary pressures and £2m growth is set aside to address care provider NI pressures.

69. The following section gives more detail on the achievement of savings and mitigations to be investigated to reduce the forecast overspend.

70. Budget Council approved £1,140k of savings for Adult Social Care with a further £358k of savings crystallising from ongoing business efficiencies. £755k has already been delivered with a further £743k expected to be achieved by the year end.

71. The paragraphs below detail the actions that are being taken across the Directorate to control and mitigate expenditure.

72. Accelerate learning and re-emphasise approach of the Front Door Team: The transformation team are working with this team to understand the demand coming through and how to divert those whose needs can be met without formal intervention and triaging those who aren't eligible for service earlier to save social work resource further down the line.

73. Review of the highest cost Learning Disability packages: The DASS has assigned these top priority within the LD Team to consider what options there may be to support individuals to live more independently whilst remaining safe. Learning from these cases can then be applied to similar high cost packages.

74. Evaluate the impacts of the recently formed Review Team: This team has been running for approx. six months and Finance are working with the team to evaluate savings, capture emerging themes etc which can be used to prioritise future reviews yielding further savings. Consideration will be given to moving additional resources or commissioning external support to accelerate these opportunities.

75. Review Direct Payments above standard rates: Standard rates that the Council would pass across to individuals were agreed for the first time in 25/26. There are several packages where the rates are above the standard and teams are identifying such packages with a view to considering how the packages can be managed back down to the standard rates.

76. Use of Internal Services: ensure that all internal services are maximised in terms of their capacity to avoid incurring expense by commissioning external care. Work is already underway to change the emphasis of Community Support Assistants in LD to a reablement approach rather than hold cases indefinitely.

77. There are also several ongoing projects which could yield in-year savings such as:
    - Implement and accelerate learning to date of the work done in signposting and advice workstream
    - Getting the Local Area Co-ordinators working more closely with adult social work to prevent escalation of need

- Procurement of brokerage tool to support negotiations with providers
- Review of Be Independent service to ensure it maximises opportunities to support people in their own homes and prevent escalation of need

78. Adult Social Care Management Team have noted the worsening financial forecast and are prioritising efforts to mitigate the position. The table listing mitigation actions below describes the areas being investigated with detailed action plans in development. The figures are an initial estimate based on current package numbers and unit costs and will be refined as these plans mature. The action plan and progress is now a standing items on the fortnightly Directorate Management Team agenda with existing tracking systems being employed and rolled out across the projects to provide rigour and assurance that the financial benefits are being captured and accurately recorded with any learning being disseminated to social care teams.

ASC reference	Project	Savings 2526 (£k)
	Total	**1,463**
ASC01	Provider – CSA reablement model into LD	TBC
ASC02	22 The Avenue – Community MH model	58
ASC03	Res/Nursing usage task and finish (replaces Glen Lodge saving previously reported on)	134
ASC04	S117 funding	974
ASC05	Transport	TBC
ASC06	Reducing responder rota in Be Independent	11
ASC07	Investment in resource to undertake outstanding Direct Payment Audits and financial assessments	142
ASC08	Planned Review Team (an element of the £500k budget saving previously reported)	84
ASC09	Adults Transformation Project: Learning Disability Service model, including practice and budget (an element of the	60

	£500k budget saving previously reported)	
ASC10	Review of Personal Support Service staffing	TBC

79. The primary source of financial pressure are increases in numbers of people requiring more costly forms of support; and the costs of care.

80. Reducing the level of support per individual can only be achieved lawfully through a re-assessment of need; one which identifies a way to reduce the need, or meet the need in alternate ways. This requires a one to one, one by one conversation with individuals and their families which identifies a viable and acceptable alternative. Sufficient resource to do this requires social workers and occupational therapists trained and confident in strengths based practice; with sufficient alternative resource, reablement and preventive capacity to draw on; and the ability to support people and their families to accept alternative models of support.

81. Costs of care have been identified by the government as a national risk, with the impact of provider failure a high concern. The recent failure of NRS, the equipment supplier to approximately 1/3 of the market, illustrates this. The local authority has a duty to meet assessed need, and also a duty to self-funders in respect of provider failure. If care providers fail or decide to withdraw from the York market, this could leave individuals with learning disability, mental ill health, or physical disability with no care and no care placement if alternatives cannot be found. In such a scenario the LA will not meet its statutory duties.

Inflation Uplifts

82. Following 2025/26 uplift consultations with providers, 15 providers initially requested reconsideration of their award. Finance have calculated the financial impact of the requests and built £413k into the Q2 projection as the minimum impact of provider uplifts. However, if providers do not agree to the proposal, there is a potential further £602k risk to the budget primarily relating to Mental Health and Learning Disability residential packages. Commissioning are working with providers to mitigate this pressure with on-going negotiations and social work colleagues are reviewing whether any individuals could potentially be moved to a more independent setting if appropriate. Where care packages for these providers are jointly funded with the Integrated Care Board, CYC have aligned the uplift proposal in line

with ICB recommendations. Three providers remain in dispute processes.

Analysis of financial position

83. The following sections describe any significant variations to budgeted costs, customer numbers and income. The variations are generally due to not fully meeting previous years' savings targets plus significant price pressures in the market. Some variations are large due to having small numbers of individuals within those budgets whose individual needs can vary significantly.

Direct Payments (£1,550k overspend)

84. Direct Payments are projected to overspend by £1,550k to 25/26 budget. This is largely due to the increased weekly average cost of Learning Disability Direct Payments (£1,109k). Despite a reduction in care package numbers, the average cost has increased by £139 per week for care and £42 per week for transport.

85. Physical & Sensory Impairment Direct Payments average weekly costs have increased by £52 for care and £16 for transport with number of packages remaining in line with 25/26 budget assumptions (£264k).

86. The Physical & Sensory Impairment (P&SI) Direct Payments budget is projected to overspend by £167k compared to Q1 monitor. This is due to 4 additional care packages (£63k) and back payments for multiple packages increasing the average weekly cost by £21 per week (£104k).

87. The Learning Disability (LD) Direct Payment budget is projected to underspend £60k versus Q1 due to an increase in reclaims in Direct Payments and Transport.

88. The Direct Payment working group continues to meet regularly to address issues and explore opportunities in this area.

Home and Day Support (£381k Overspend)

89. Older People Community Support hours have increased by 789 hours per week compared to budget which has been offset with additional contributions to care with a net £100k overspend. This overspend is further impacted by a reduction in health income of £206k with Older People Community Support projected a total £306k overspend.

90. The Physical & Sensory Impairment (P&SI) community support budget is projected to overspend by £375k versus Q1. Homecare hours have

increased by an average 192 hours per week (£230k), exception contracts have increased by 1 from Q1 (£24k) and there has been a reduction in the contributions to care (£49k).

91. LD community support budget is projected to overspend by £182k due to an additional individual receiving LD Transitions Day Support (£70k) and an increase of 19 people receiving LD Day Support, this is offset with a reduction in the average weekly cost of LD External Home Care with a net overspend of £112k.

92. The OP community support budget is projected to overspend by £117k against Q1. This is due to an increase in the average cost per hour (£552k) offset by a reduction in the average number of hours (£-378k).

Supported Living (£1,631k overspend)

93. Supported Living is projected to overspend by £1,631k to budget due to an increase in the number of care packages for Learning Disability Supported Living of 5 people (£417k). The average weekly cost has increased £134 to budget (£1,296k) and a decrease in the average weekly amount of citizen contributions received (£88k). The average costs for void contracts has also increase from budget, contributing £255k to the overspend in this area.

94. The LD Supported Living budget is projected to overspend by £487k compared to Q1. This is driven by 4 new people receiving care (£301k) and an additional void contract in Q2 (£100k).

95. Supported Living was an area ASC were unable to rebase the budget. A business case is underway to investigate the longer-term needs within this area which may include building new provision.

Residential care (£2,538k overspend)

96. Residential Care projection to budget is a £2,538k overspend, of which £1,886k relates to Older People Residential Care. This increase is driven by and additional 47 people receiving care than budgeted and at a higher average rate of £41 per week to budget (£3,093k). This is offset with additional income from citizen contributions and deferred payments (£-1,360k).

97. Residential Care for Working Age Learning Disabilities has seen an increase in the number of care packages and at higher increased cost impacting the projection by £1,245k versus budget; however, income from health contributions have also increased to support care by £-313k (net £906k overspend).

98. The Older People residential budget is projected to overspend by £833k. This is due to an increase of 10 care packages from Q1 at a higher average weekly rate of £36.32 compared to Q1 (£1.17m), offset with increased contributions to care (£271k).

99. The Mental Health (MH) residential projection includes S117 funding recharges CYC are expected to receive from ICB (£-184k).

100. Residential Care budget is facing increasing pressure from rising rates for new packages. The average cost of a new care package for an individual is £253.31 per week more than an ending package.

Nursing Care (£962k overspend)

101. Nursing Care projected outturn position is £962k overspent. This is driven by increased average rates for Older People Nursing Care of £161 per week more than budgeted (£999k).

102. The LD Working Age budget for Nursing Care is projected to overspend by £101k. the projection has increased from Q1 due to an additional person receiving care and the average weekly cost of care increasing (£101k).

Short Term Placements (£398k overspend)

103. The overspend for Short Term Placements is driven by the increasing average weekly cost of short-term care with rates increasing by £570 per week year on year.

In House Services and Staffing (£13k overspend)

104. Staffing Overspends in the ISS Team, Mental Advocacy Team, The Emergency Duty Team and the Social Work Team. Mostly due to these teams being over establishment. This is offset by underspends in the Hospital Discharge Team and the ASC Community Team.

In House Services (£26k overspend)

105. The underspend is due to staffing hours being held back until the Glen Lodge refurbishment is complete. The forecast includes £105k investment in staffing with the ambition of diverting ten people from residential care packages to achieve the Business as Usual saving ASC07 in the savings table above.

Be Independent & Equipment (£189k overspend)

106. There is still a budget gap of £130k arising from when the service was originally insourced which has yet to be fully addressed. Staffing is expected to overspend by £30k largely due to an unfunded regrade of some of the posts in the team.

107. This area is being reviewed to ensure it is delivering value for money and towards the ASC Strategy and Care Act 2014 objective to prevent and reduce care needs.

Transport, Environment and Planning

108. The directorate is forecasting an underspend at quarter 2 of £1,174k and the table below summarises the latest forecasts by service area.

	2025/26 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Transport	7,529	-374	-5.0
Fleet	-54	17	31.5
Highways	5,388	-325	-6.0
Parking Services	-9,739	-661	6.8
Waste	10,177	-696	-6.8
Public Realm	3,859	26	0.7
Emergency Planning	149	62	41.6
Planning Services	-1	699	***
Public Protection	918	8	0.9
Community Safety	702	70	10.0
Management	182	0	0.0
TOTAL	**19,110**	**-1,174**	**-6.1**

109. The Transport, Environment and Planning service is projecting an underspend of £1,174k at the second monitoring position. This is an improvement of £504k compared to Monitor 1. The primary reason for the underspend is continued strong performance from income particularly relating to parking and also savings across waste services. These are detailed further in the paragraphs below.

110. Within Transport there is a forecast underspend of £374k across the service. There are projected underspends due to additional income levels of Temporary Traffic Regulation Orders and contributions from bus service contributions. There are offset from overspends on the CCTV contract and shortfall of revenue from ANPR as the camera equipment has not been functioning as required.

111. Car parking tariffs were increased in April with the intention of reducing traffic in the city centre whilst investing in sustainable travel.

112. Car park income to the end of September (6 months) was approximately 9% ahead of budget. There has been a reduction in the number of transactions (14%) but the average transaction has increased by 40%. This has meant total income is c20% higher than 2024/25. Additional resource of £60k has been allocated to undertake reviews of the impact of the charges on businesses and economic activity. The net additional income to the end of September is £390k and currently forecast to overachieve by £500k.

113. Across parking services expenditure an underspend of £161k is forecast as there is forecast additional income from Penalty Charge Notices (£800k compared to £760k budget) as well as operational underspends.

114. The net income from all parking sources is utlised to support the council's highways and transport expenditure.

115. There is a forecast underspend of (£696k) across waste disposal and collection. Income from selling spare capacity at Allerton Waste Recovery Plan is forecast to be £100k higher than forecast as overall council waste tonnages remain relatively static. Income levels are forecast to be ahead of budget in areas including Gargen Waste (£100k) recycling rebates (£239k), HWRC commercial waste fees (£15k) and general commercial waste service (£74k). Processing costs are also forecast to be c £150k below budget.

116. Across Waste Collection operational costs are forecast to be c £110k above budget as employee and vehicle costs are slightly ahead of profile.

117. Within the Highways area there is an anticipated underspend of £325k as electricity prices have reduced for unmetered supply to a lower level than assumed in the budget.

118. Across Planning Services there has been a shortage of staff across Building Control resulting in only a minimal chargeable service being in operation. This is resulting in a forecasted shortfall of c £380k across the service area. This may improve should additional resources be sourced in the year. There is also a forecast shortfall of income on general planning applications leading to an overspend of £300k.

Housing and Community Services

119. The directorate is forecasting an overspend at quarter 2 of £1,224k and the table below summarises the latest forecasts by service area.

	2025/26 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Housing Services	933	+42	+4.5
Healthy & Sustainable Homes	395	+27	+6.8
Building Services	-511	0	0.0
Communities	6,913	+656	+9.5
Customer Services	108	+499	+462
TOTAL	**7,838**	**+1,224**	**+15.6**

120. Within Communities the main potential pressure relates to the £600k library saving. This was £300k from 2024/25 with another £300k for 2025/26. To date this saving has not been delivered causing a budget pressure from 2024/25 and increased pressure in 2025/26. The council is exploring options with Explore that can be included into the contract to deliver savings on this service. The process does require time to review provision levels as well as consultation and agreement from the partners. There remains an aspiration to gain a full saving from the process but the level of savings that can be delivered this year remains unknown and the timescale for delivery of the full saving is unclear.

121. A saving from a restructure of the Early intervention and Local Area teams (£75k from 20024/25 plus £37k 2025/26) has been finalised however the savings will not yet begin until November.

122. A further significant overspend from bereavement services of £295k is being forecast. As a result of a restructure to make savings in 2024/25 against the crematorium costs of £80k will impact this year with additional operating costs of £22k. The income forecast based on the first 4 months bookings shows a forecast under-recovery of £67k. Pressures on the bookings at the crematorium include alternatives to the traditional ceremony. CYC commitments at Fulford cemetery are also being forecast at £100k whilst temporary management arrangements have bee arranged with the Parish council.

123. Staffing costs on the Customer Services and Registrars are slightly higher than the budget, plus a restructure cost of £26k.

124. There are several risk areas on the homelessness service but currently expecting to meet all the costs through the Homelessness Prevention Grant and Rough Sleeping Grant, both of which have increased for 2025/26. Staff transferred into providing the new resettlement service lives will each potentially receive an increase in salary. A full restructure of the Resettlement Team which will include the General Fund Hostels and CYC office staff needs to be within available resources. Hostels staff are reliant on “Work with York” to cover absences. Rents at the hostels are to be reviewed to ensure that they cover costs but this may not be put into effect until April 2026. There are extra posts being funded from the refugee grants.

125. Healthy homes is likely to have an overspend with HMO licence fee income. This pressure could be resolved by the issuing of penalty charge notices to landlords that have not properly licenced their properties.

Housing Revenue Account

126. The Housing Revenue Account budget for 2025/26 was set as a net surplus of £2,023k prior to debt repayment due in 2026. There were carry forwards of £2,074k agreed as part of the outturn report meaning the revised budget stands at £51k deficit (excluding £9,500k debt repayment).

127. It is currently assumed that the overall account will outturn within the budget.

128. The pay award was slightly higher than expected and is £17k higher than the provision set aside although it is expected that this can be managed within the total establishment budgets.

129. There arel be extra costs under general management which are unavoidable. Subscription fees to the Housing Ombudsman and the Housing Regulator have risen by £30k and the annual software subscription to Capita is £45k. CYC is also facing increasing numbers of disrepair claims resulting in high levels of legal costs – currently £41k above budget.

130. The post of Assistant Director has been filled as from November 2025 and temporary management arrangements have been in place prior to this date. These costs are lower than budget and will fund the in year pressures above.

131. There are currently 2 vacancies within the HRA leadership, Assistant Director will be vacant from July and Head of Housing and Asset Management has been vacant since April. Both posts will be filled but the saving while they are vacant should mitigate the general management overspends.

132. There is a forecast underspend across special services primarily due to lower than budgeted utility costs alongside savings from Glen Lodge as the refurbishment scheme is delivered. This is offset from reduced income in the Charges for Service line.

133. Rents are forecasting at £230k below budget (0.6%) primarily due to the voids resulting from refurbishment schemes at Glen Lodge and Bell Farm in the early part of the year. This has been partly offset by additional Leaseholder charges for 2025/26 which are forecast at £145k above budget.

134. The HRA working balance position as at 31st March 2025 was £25.8m and are forecast to reduce but is still higher than assumed when the budget was set. The latest forecast balance at 31st March 2026 is estimated to reduce to £16.4m.

Corporate & Central Services

135. The forecast outturn position for the remaining areas of the Council is a net underspend of £565k and the table below summarises the latest forecasts by service area.

	2025/26 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Director of Finance	5,876	-439	-7.5
CO HR & Support Services	12,233	+418	+3.4
Director of Governance	4,110	+4	+0.1
City Development	1,020	+844	+82.7
Public Health	29	0	0
Other Corporate & Treasury Mgt	20,377	-1,500	-7.4
Total	**43,645**	**-673**	**-1.5**

136. The underspend in Finance is driven by favourable income variances in; Property Services £237k, Finance £67k, Transactional Services £82k and Business Intelligence £53k.

137. Across Property there is additional revenue anticipated from capital fees arising from designing and supervising building works assumed to be £330k above budget. There is also additional income from tenants leasing space at West Offices. This is offset from a £166k (4%) pressure on the overall commercial portfolio due to voids.

138. The main negative variance to budget in the Directorate is in HR & Support Services. The £418k overspend is predominately driven by the loss of the IT support contract for Explore £90k alongside overspends across system development including dual running costs of the council's CRM. Work is ongoing to seek to mitigate this position.

139. In City Development the saving identified to increase advertising revenue will not be achieved in 2025/26 as there is a need to replace the bus shelters in order to fit new digital screens. This will be undertaken during the year. Revenue from the new agreement is expected to start in 2026/27.

140. There remains £500k set aside as a contingency and this is assumed to be used to offset other financial pressures across the council.

Performance – Service Delivery

141. This performance report is based upon the city outcome and council delivery indicators included in the Performance Framework for the Council Plan (2023-2027) which was launched in September 2023. Wider or historic strategic and operational performance information is published quarterly on the Council's open data platform; www.yorkopendata.org.uk

142. The Executive for the Council Plan (2023-2027) agreed a core set of indicators to help monitor the Council priorities and these provide the structure for performance updates in this report. Some indicators are not measured on a quarterly basis and the DoT (Direction of Travel) is calculated on the latest three results whether they are annual or quarterly.

143. A summary of the city outcome and council delivery indicators by council plan theme are shown in the paragraphs below, and the latest data for all of the core indicator set can be seen in Annex 1.

Performance - Health and Wellbeing: A health generating city

144. **Number of children in temporary accommodation –** at the end of 2024-25, there were 63 children in temporary accommodation in York which is an increase from 50 in Q1. The increase has occurred in-line with the overall households in temporary accommodation also rising slightly throughout the year. The proportion of households with dependent children continues to be just under half the total households in temporary accommodation (47% at Q4). The majority of these children are in stable family setups, do not show evidence of achieving worse outcomes, and York continues to report no households with children housed in Bed and Breakfast accommodation. Q1 2025-26 data will be available in November 2025.

145. **%pt gap between disadvantaged pupils and their peers achieving 9-4 in English and Maths at KS4 –** Data shows that the gap at age 16 has narrowed both in York (31%) and Nationally (22%) in summer 2024 compared to the previous year. However, this now shows that the gap for York is wider than National. Data for 2025 is expected in late January 2026.

146. **% of reception year children recorded as being overweight (incl. obese) –** The participation rates for the National Child Measurement Programmes (NCMP) in York for 2023-24 were 96.9% for reception aged children and 94.5% for Year 6 pupils.

- The 2023-24 NCMP found that 22.8% of reception aged children in York were overweight (including obese), compared with 22.1% in England and 23.8% in the Yorkshire and Humber region. York has the fourth lowest rate of overweight (including obese) for reception aged children in the Yorkshire and Humber region. The rate in York has increased compared with 2022-23 (from 19.9% to 22.8%).

- Of Year 6 children in York, 33.5% were overweight (including obese) in 2023-24 compared with 35.8% in England and 37.5% in the Yorkshire and Humber region. York has the second lowest rate of overweight (including obese) for Year 6 children in the Yorkshire and Humber region. The rate in York has increased compared with 2022-23 (from 32.5% to 33.5%).

- Data for 2024-25 will be available in November 2025.

147. **Slope index of inequality in life expectancy at birth** – Average Life Expectancy for men in York (79.8 years) is above the England average (79.1 years). For women (83.6 years) it is also above the England average (83.1 years).

- Healthy Life Expectancy for men in York (62.0 years) is above the England average (61.5 years). For women (62.7 years) it is also above the England average (61.9 years).

- The Slope Index of Inequality in life expectancy at birth measures the difference in life expectancy between the most and least deprived areas within a population. A higher value indicates a greater difference in life expectancy between the most and least deprived areas, suggesting greater health inequalities. The first published values were for 2011-13.

- Since 2011-13 the inequality in life expectancy for women, in York, has increased (worsened) from 6.2 years to 6.7 years. The English average is currently 8.3 years.

- Since 2011-13 the inequality in life expectancy for men, in York, has increased (worsened) from 6.6 years to 10.1 years. The English average is currently 10.5 years.

- Deprivation deciles are drawn up using data from the 2019 Indices of Multiple Deprivation (IMD). The Lower Super Output Areas (LSOAs) in York are ranked from 1 to 120 on the overall IMD measure and then divided into local deprivation deciles with 12 LSOAs in each.

- For women, in York, between the most and least deprived deciles there is currently a 9.2 year difference in life expectancy. For men, it is currently a 10.7 year difference in life expectancy.

148. **% of adults (aged 16+) that are physically active –** The latest data from the Adult Active Lives Survey for the period from mid-November 2023 to mid-November 2024 was published in April 2025. In York, 366 people aged 16 and over took part in the survey, and they reported higher levels of physical activity, and lower levels of physical inactivity, compared with the national and regional averages. York has the 6th highest physical activity rate and the lowest physical inactivity rate in England (out of 296 Districts and Unitary Authorities). Positively:

- 76.5% of people in York did more than 150 minutes of physical activity per week compared with 63.7% nationally and 62.3% regionally. There was a significant improvement in physical activity in York compared with the previous year (69.8%).

- 12.9% of people in York did fewer than 30 minutes per week compared with 25.1% nationally and 26.9% regionally. There was a significant improvement in physical inactivity in York compared with the previous year (18.8%).

149. **Percentage of people who use services who have control over their daily life –** In 2023-24, 81% of all York's respondents to the Adult Social Care Survey said that they had "as much control as they wanted" or "adequate" control over their daily life, which was higher than the percentage from respondents in the Y&H region as a whole (80%). It is also higher than the corresponding percentage who gave one of these responses in England as a whole (78%). It has slightly increased in York from the 2022-23 figure (78%). Data for 2024-25 will be available in January 2026.

150. **Percentage of people who use services who have control over their daily life – Older People –** In 2023-24, 76% of older people in York that responded to the Adult Social Care Survey said that they had "as much control as they wanted" or "adequate" control over their daily life. This is the same as the corresponding percentages experienced by older people in the Y&H region (76%) and higher than for older people in England as a whole (74%). However, it has decreased in York from the 2022-23 figure (77%). Data for 2024-25 will be available in January 2026.

151. **Overall satisfaction of people who use services with their care and support –** Data at LA and national level for 2023-24 was published in December 2024, and the data shows that there has been a slight decrease in the percentage of York's ASC users who said that they were "extremely" or "very" satisfied with the care and support they received from CYC compared with 2022-23 (down from 67% to 65%). The levels of satisfaction experienced by York's ASC users in 2023-24 were slightly lower than those in the Y&H region (66% said they were "extremely" or "very" satisfied with the care and support from their LA) but the same in England as a whole (where 65% gave one of these answers). Data for 2024-25 will be available in January 2026.

152. **Health Inequalities in wards –** The 'health gap' indicators show the difference between the wards with the highest and lowest values. A

lower value is desirable as it indicates less variation in health outcomes based on where people live within the City. Trend data for these indicators helps to monitor whether the gaps are narrowing or widening over time.

- Absolute gap in % of children who reach expected level of development at 2-2.5 years of age between highest and lowest York ward (4 yr aggregated) - The value for this indicator for the 4 year period 2021-22 to 2024-25 was 9.6% (the difference between 95.5% in Haxby & Wiggington and 85.9% in Clifton). The latest value represents an improvement (a narrowing of the gap in York) compared with the previous values of 10.5% for 2020-21 to 2023-24 and 13.7% for 2019-20 to 2022-23.

- Absolute gap in % of children totally or partially breastfeeding at 6-8 weeks between highest and lowest York ward (4 year aggregated ward data) - The value for this indicator for the 4 year period 2021-22 to 2024-25 was 36.4% (the gap between 80.5% in Heworth Without and 44% in Westfield). The latest value represents an improvement (a narrowing of the gap in York) compared with the previous values of 39.3% for 2020-21 to 2023-24 and 39% for 2019-20 to 2022-23.

153. **Children and young people in care per 10k, excluding short breaks –** At the end of September 2025, 235 children and young people were in York's care. As a rate per 10k population, this is just below the National average (2023-24) and within York's expected range. Separated children (also known as 'UASC'), a sub-group of children in care, are expected to increase in number in York due to the National Transfer Scheme. The scheme mandates that "*the Home Office will not transfer UASC to an authority that is already looking after UASC in line with, or greater than, 0.1% of their child population*". For York, this is equivalent to approximately 34 young people based on current population. However, the number of separated children has decreased, with 16 at the end of September 2025, compared to 21 in December 2024.

154. **Children subject to a Child Protection Plan –** 135 children were the subject of a Child Protection Plan at the end of September 2025, which is a reduction on recent months but still within York's expected range. As a rate per 10k population, York is just below the National average (2023-24).

Performance - Education and Skills: High quality skills and learning for all

155. **% of working age population qualified to at least L2 and above –** In 2024-25, 93.3% of the working age population in York were qualified to at least L2 and above (GCSE grades 9-4), which is higher than the national and regional figures (86.7% and 85.2% respectively). This result ranks the city of York first regionally. This latest figure is an increase from 2023-24 (90%).

156. **% of working age population qualified to at least L4 and above –** In 2024-25, 59.6% of the working age population in York were qualified to at least L4 and above (certificate of higher education or equivalent), which is higher than the national and regional figures (47.6% and 40% respectively). This result ranks the city of York fourth regionally. The 2024-25 figure is an increase from 2023-24 (53.8%).

157. **% of pupils achieving 9-4 or above in English and Maths at KS4 –** Provisional KS4 data provided by York schools suggests that 74.5% of Year 11s achieved grade 4+ in English and Maths in summer 2025. National data is not yet available, but York has historically been above the national average.

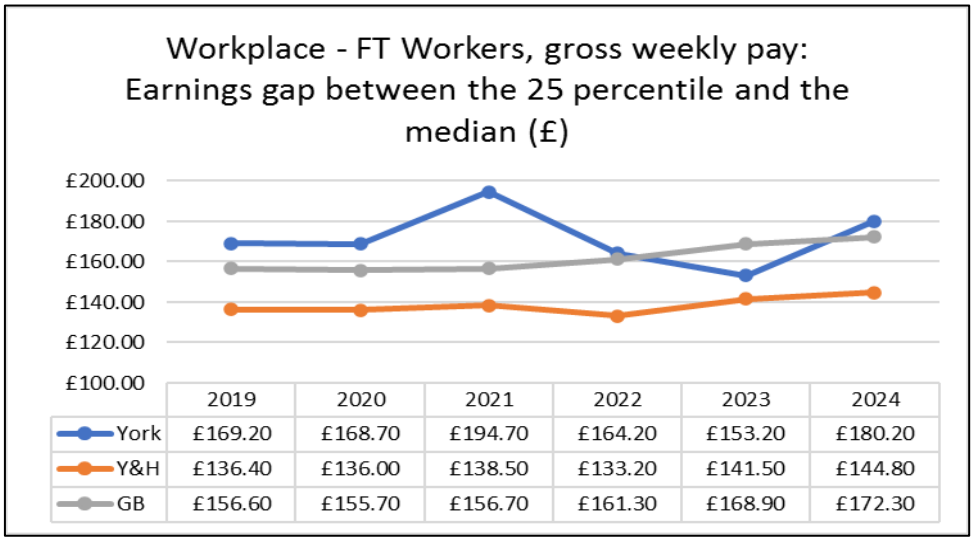
158. **% of children who have achieved a Good Level of Development at Foundation Stage –** Provisional data shows that 71.4% of our 5-year-olds achieved a Good Level of Development in summer 2025. Last year, 67.7% of pupils nationally, and 66.1% in Yorkshire and Humber achieved the same level.

Performance - Economy: A fair, thriving, green economy for all

159. **Universal Credit Claimants –** At the end of September 2025 there were 15,384 people, in York, on Universal Credit. This is the highest figure to date, surpassing the previous high of 13,236 in February 2021. The figures dropped to a low of 11,054 in May 2022 but they have steadily increased since then. This is a mixture of increased claimants and people who have been converting over from other schemes (Tax Credits and most other legacy benefits), with this picture becoming clearer at the end of 2026 as DWP predicts/plans for all people to have moved over to Universal Credit. This (claimant total) represents 11.2% of the working population in York, compared to 21.5% regionally and 19.8% nationally.

160. There are two types of claimant: those in employment and those not. Both types have been gradually increasing in the last 12 months. The number of those not in employment has increased as claimants of health-related legacy benefits (e.g. Employment and Support Allowance) have migrated across to Universal Credit. The higher percentage of those in employment, in York, may be attributed to a higher percentage of part time workers (27.9% in York, 23.6% regionally and 23.2% nationally).

161. **Earnings gap between the 25 percentile and the median (£) –** In York, the latest figures suggest that median earnings have increased by 8.6% and the 25 percentile earnings have increased by 6.0%, and this means that the earnings gap has increased by 17.6%, in 2024, to £180.20. This is the highest gap since 2021. Nationally, there has been an increase of 2.3% to £172.30 and regionally an increase of 2.0% to £144.80.



	2019	2020	2021	2022	2023	2024
York	£169.20	£168.70	£194.70	£164.20	£153.20	£180.20
Y&H	£136.40	£136.00	£138.50	£133.20	£141.50	£144.80
GB	£156.60	£155.70	£156.70	£161.30	£168.90	£172.30

162. **Housing affordability (median house prices to earnings ratio) –** Owning a home in York remains largely unaffordable. In 2024, full-time employees, in York, could expect to spend around 8.5 times their annual earnings buying a home, compared to 7.7 times annual earnings in England and 5.8 times annual earnings in the region. In York this has decreased by around 7% on last year whilst national and regional levels have both fallen by around 8%.

163. **% of vacant city centre shops –** At the end of September 2025, there were 39 vacant shops in the city centre which equates to 6.2% of all city centre shops. This is 11 shops lower than at the same point in 2024 and much lower than the latest provisional national benchmark in Q1 2025-26 of 13.7%.

164. **GVA per head (£) –** In 2023-24, the GVA per head in York was £41,162 which was the second highest figure regionally. This latest figure is an increase from last year (£37,748). Annually since 2009-10, the GVA per head has generally been increasing (from £25,976 per head).

165. **% of working age population in employment (16-64) –** In Q1 2025-26, 79.3% of the working age population were in employment, which is higher than the national and regional figures (75.5% and 73.4% respectively) and the York performance gives the city a ranking of first regionally. The figure for Q1 2025-26 in York remains fairly high overall compared to previous years.

166. **% of Total Employees working for an Accredited Living Wage/Good Business Charter employer –** 16% of employees worked for an Accredited Living Wage employer and 13.5% worked for an Accredited Good Business Charter employer in 2023-24, which are at the same level as last year. Data for 2024-25 will be available in November 2025.

167. **Survival of Newly Born Businesses post 1 year –** The survival rate post 1 year has been consistently around 94% in York for the last 4 years, with the latest figure of 93.9%. The York figures have been consistently higher than the National and Regional rates (92.3% and 91.7% respectively).

Performance - Transport: Sustainable accessible transport for all

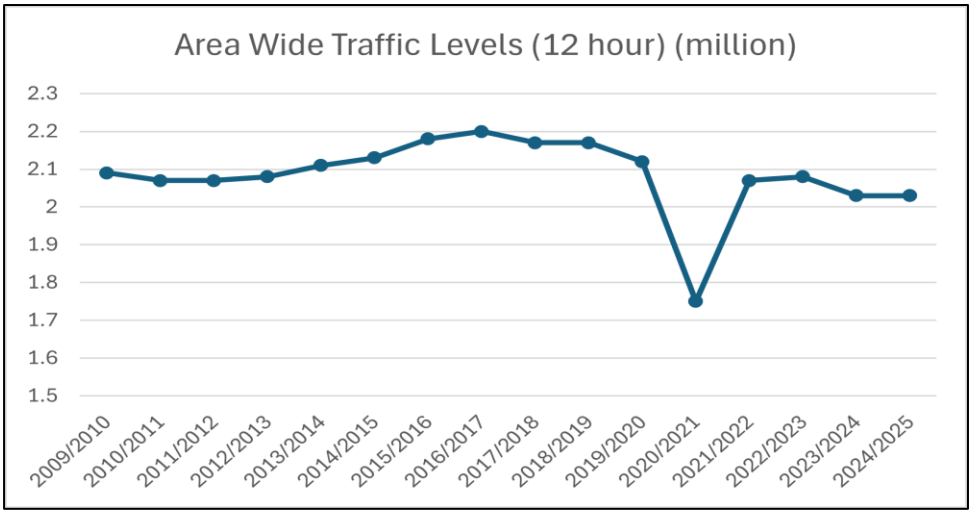
168. The transport data within this report is mainly a number of existing annual measures, and while high-level datasets provide a general understanding of the challenges and direction in the city, they are not detailed enough to draw full conclusions for Transport Policy and local schemes. Therefore collectively, across departments, the Council are looking into improving data provision from its existing network of cameras and assets to help assist policy decisions, as well as exploring the cost and accuracy of providers of new technology. This data will be surfaced in other transport documents and on York Open Data where appropriate rather than detailed within the main Council Plan performance framework.

169. **Bus Passenger Journeys** – Passenger journeys for park and ride customers totalled 0.87m during Q1 2025-26, compared to 0.92m in Q1 2024-25. Passenger journeys for other local providers totalled 0.84m for May 2025 (latest data) compared to 0.87m in May 2024.

170. Although a strong recovery has been made to bus usage post-covid, the long-term behavioural and lifestyle changes of increased online shopping and hybrid working are likely to continue re-shaping the use of public transport. In recent years, journeys appear to have stabilised, suggesting the emergence of a new baseline for demand. Bus passenger numbers are affected by a number of factors and the increase in the bus fare cap from £2 to £3 at the beginning of 2025 is likely to have had some impact.

171. **Area Wide Traffic Levels –** Between 2011-12 and 2016-17, the number of vehicles on the city's roads increased year on year to a high of 2.2 million. Following this, the numbers decreased to a low of 1.75m in 2020-21. However, the covid pandemic brought with it numerous national lockdowns and local restrictions so the decrease in traffic levels was to be expected. Since then, figures increased to 2.08m in 2022-23 and have remained fairly comparable since. The latest figure is 2.03m vehicles in 2024-25.

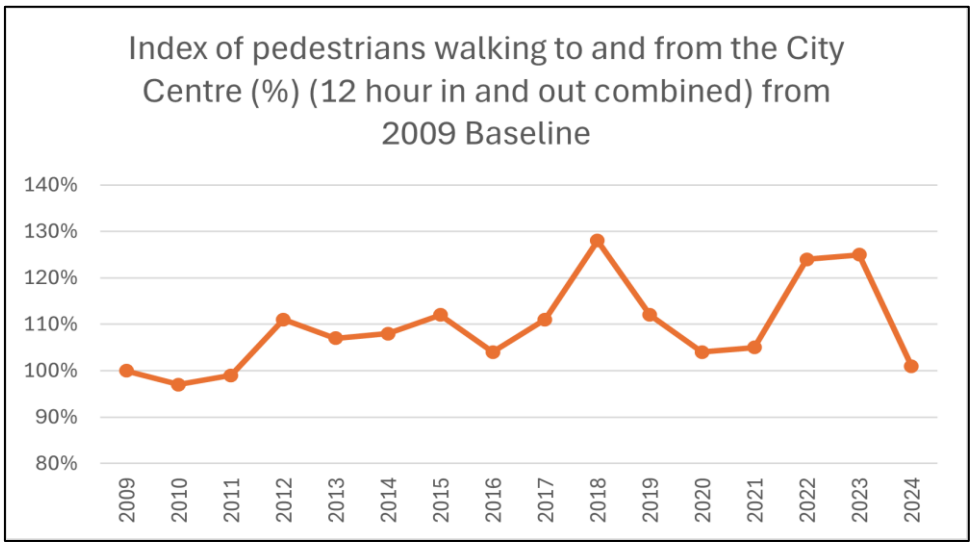
172. The area wide traffic levels come from CYC's network of automatic traffic counters, covering 15 sites (main A and B roads in York, but not including the A64). Further information for this indicator can be accessed on the York Open Data platform. This data is different from the public DFT data on traffic levels, which is collected on an annual or bi-annual basis by the National Data Company NDC and subsequently published by the DFT on its website.



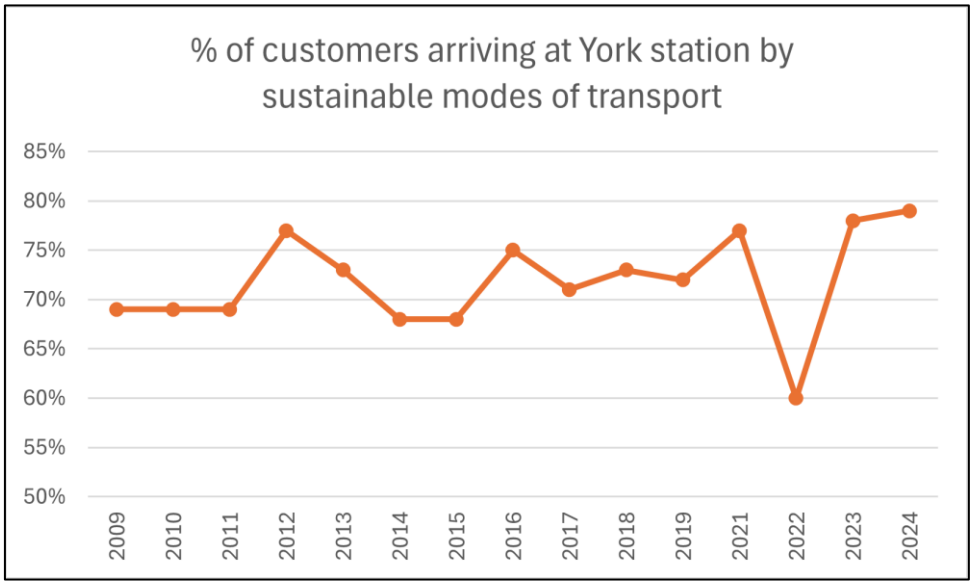
173. **Index of pedestrians walking to and from the City Centre –** From a baseline in 2009 (36,919), there has been a 1% increase in the number of pedestrians walking to and from the city centre in 2024. This is 24 percentage points lower than in 2023, but this drop is likely because

there was heavy rain on the day the survey took place, so less people were walking to and from the city centre.

174. Walking data is collected over a 12 hour period once per year (a count of pedestrians crossing an inner cordon set just beyond the inner ring road and includes off-road routes such as riverside paths) and there is a valuable record going back many years. Whilst this provides us with part of the picture, the limited nature of the data (that it is only collected on one day) mean that other variables such as the weather and roadworks can have undue influence. In response to this we are exploring other methods to monitor walking, wheeling and cycling across the network, including modern counters.



175. **% of customers arriving at York station by sustainable modes of transport –** In 2024, 79% of customers arrived at York station by sustainable modes of transport which is a slight increase from 78% in 2023. The data is usually gathered by an annual survey which takes place for a five-hour period in seven locations around the station. Members of the public are asked how they arrive at the station and the results are flow weighted to take into account the split of people arriving at each entrance. To support this survey, which can be impacted by weather and other factors, we are exploring further methods to monitor sustainable travel to the station including modern counters.



176. **The number of CYC electric vehicle recharging points –** There were 103 CYC electric recharging points at the end of Q2 2025-26, which is the same as at the end of 2024-25.

177. When looking at all providers of EV charging, the latest data collated by ZapMap, a charging locator app, shows that for York the total number of publicly available charging devices (all speeds) was 170 at the end of Q1 2025-26 which is an increase from 160 the previous quarter. The number of those which were rapid chargers was 49 at the end of Q1 which is a decrease of 1 from the previous quarter. A charging device may have more than one connecter and be able to charge more than one vehicle at a time so the figures do not show total charging capacity but are an indication of and can be used to compare York to national and regional rates. The rate of devices available (all speeds) per 100,000 population was 83.1 for York compared to 74.7 Regionally and 123.8 Nationally. With 24 rapid chargers per 100,000 population, York was just above the Regional rate of 21.9 and equal to the National rate at Q1.

178. **% of Principal/Non-principal roads where maintenance should be considered –** In 2024-25, the percentage of principal roads in York, from local figures, where maintenance should be considered was 14% (an increase from 11% in 2023-24). There are two processes for collecting this indicator, a local one for providing the figures above, and a one-off SCANNER survey which is used by the DfT for benchmarking. The latest York figure for SCANNER is 3% for principal roads in 2024-25 and this is slightly lower than the latest available benchmarks in 2023-24 (National average 4% and Regional average 3%).

179. The percentage of non-principal roads in York, from local figures, where maintenance should be considered was 33% in 2024-25 (a large increase from 25% in 2023-24). Like the above indicator, there are two processes for collecting this indicator, a local one for providing the figures above, and a one-off SCANNER survey which is used by the DfT for benchmarking. The latest York figure for SCANNER is 4% for non-principal roads in 2024-25 which is lower than the latest benchmarks in 2023-24 (National average 7% and Regional average 4%).

Performance - Housing: Increasing the supply of affordable housing

180. **Number of new affordable homes delivered in York –** During 2024-25, affordable housing completions are significantly below the identified level of need (although 153 affordable homes have been delivered in 2024-25, compared to 122 in 2023-24). National scale challenges are facing many areas with buoyant housing markets such as a shortage of sites for affordable housing and labour and supply chain constraints, and these have affected delivery in York. The council itself is maximising delivery opportunities currently, and will access a range of funding opportunities for direct delivery in addition to securing over half of the total completions during 2024-25 through Section 106 planning agreements. The council's own Housing Delivery Programme will deliver an increased number of affordable homes during 2025-26, including accessing significant grant funding.

181. There is a significant and growing future pipeline of affordable homes with planning permission in place across the council's own newbuild development programme and section 106 planning gain negotiated affordable housing. This has been supported by the progress to adoption of the council's Local Plan. Inclusive of applications with a resolution to approve from Planning Committee, there are over 1,500 affordable homes identified in approved planning applications. The progress ranges from sites that are being built out currently to others with substantial infrastructure or remediation challenges to resolve prior to development. Over 600 of these have progressed through detailed planning, either as a Full application or Reserved Matters (inclusive of applications with Resolution to Grant from Planning Committee, awaiting s106 agreement). The remainder are at Outline stage, with more uncertainty on timescales and final delivery levels, including the York Central affordable housing contribution.

182. The Government and Combined Authority have stated that housing supply, and affordable homes in particular, are amongst its key delivery priorities and the council will take advantage of new opportunities in this climate wherever possible.

183. **% of dwellings with energy rating in A-C band in the EPC register –** An Energy Performance Certificate (EPC) gives a property an energy efficiency rating from A (most efficient) to G (least efficient) and is valid for 10 years. Apart from a few exemptions, a building must have an EPC assessment when constructed, sold or let. Whilst the EPC register does not hold data for every property, it can be viewed as an indication of the general efficiency of homes. The rating is based on how a property uses and loses energy for example through heating, lighting, insulation, windows, water and energy sources. Each area is given a score which is then used to determine the A-G rating and a rating of A-C is generally considered to be good energy performance.

184. The % of properties on the register for York with an EPC rating of A-C at the end of June 2025 was 46.6%. This measure has increased incrementally month on month since CYC began reporting on the information in March 2023 when 42% of properties were rated A-C. The largest changes in York continue to be in the middle categories with around 4% less properties rated D-E and around 4% more rated C. Data is based on the last recorded certificate for 63,355 properties on the register for York, some of which will have been last assessed more than ten years ago. When looking at the latest quarter only (Q1), 1,331 new certificates were lodged for York and 59% of these were rated A-C compared to 61% for the region and 64% nationally for the same period.

185. **Net Additional Homes –** Between 1st April 2024 and 31st March 2025, a total of **712 net additional homes** were completed. This total comprises two elements:

- There has been a total of 649 net housing completions. This includes the following:
  - 395 were new build homes (60.9%)
  - 258 (39.8%) net additional homes were a result of changes from other uses to residential homes, of which 33 were a result of ‘prior approval’ consents
  - 4 homes resulted from conversions
  - 8 homes were demolished during the monitoring period

- In terms of the type of sites that were developed:

- 485 homes (74.7%) were completed on housing sites (Use Class C3)
  - Significant sites providing housing completions (Use Class C3) over the monitoring period have been the Former York City Football Ground, Bootham Crescent (25), Cocoa Works, Haxby Road (Phases II) (35), Former Civil Service Club, Boroughbridge Road (38), Cherry Tree House, 218 Fifth Avenue (48), Germany Beck housing site (69), and Cocoa Works, Haxby Road (Phases I) (172)
- 54 (8.3%) homes were on individual sites with five or less dwellings
- 135 (20.8%) net additional off campus, privately managed student 'cluster flats' were completed at Former Alton Cars, 3 James Street.

- A further **63 net equivalent homes** resulted from additional bedspaces created at both new and existing care homes within the authority area during the twelve-month monitoring period.

186. **Net Housing Consents –** Planning applications determined during the full monitoring period of 1st April 2024 to 31st March 2025 resulted in the approval of **739 net additional homes.** A further 416 net additional homes were approved at Planning Committee during the monitoring period and are still awaiting legal agreement sign off.

187. The main features of the housing approvals are:

- 642 of all net homes consented (86.87%) were granted on housing sites (Use Class C3).
- Significant sites granted approval for housing (Use Class C3) include new homes planned for housing allocations ST4: Land to South of Hull Road Heslington (162), ST33: Land to East of Millfield Industrial Estate Main Street Wheldrake (139), H29: Land to S/E of 51 Moor Lane Copmanthorpe (75) and the provision of new homes and the change of use at The Retreat 107 Heslington Road (120)
- 64 homes were approved on sites of 5 or less homes
- 44 homes are to be lost through a change to other uses or through proposed demolition
- 133 purpose built student accommodation (PBSA) 'cluster' flats were approved at Enterprise Rent-a-Car, 15 Foss Islands Road

- A further 416 homes have been approved through a resolution to grant consent at Planning Committee over the last twelve months and are currently subject to the execution of a section 106 legal agreement. The most significant of these sites are:
    - The PBSA approved at 19 to 33 Coney Street (248)
    - Land to South and East of the Cemetery, New Lane Huntington (107)
    - Hungate Development Site (42 net additional homes compared to the previously consented total)

188. **Number of homeless households with dependent children in temporary accommodation –** Having seen some reduction in numbers at the start of 2024-25, households in need of temporary accommodation has increased throughout the year. At the end of 2024-25 there were 33 households with dependent children in temporary accommodation in York rising from 26 in Q1. The increase has occurred in-line with the overall households in temporary accommodation also increasing from 57 households in Q1 to 70 at year end. The % of households in temporary accommodation which have dependent children was 47% which is comparable with previous quarters at just under half the total households and below the national figure for the same period where 63% were families.

189. Of the 33 households with children in temporary accommodation at quarter end, 31 were recorded as accommodated in hostels, this will generally be James House which is designated accommodation for families. The remaining households were in ‘other’ accommodation which can include a private letting or housed in another LA district. Everyone who is homeless and in temporary accommodation will have a support worker to guide them through the process of finding and keeping future accommodation along with help for budgeting, debt advice, independent living skills, tenancy management and completion of actions on a personal housing plan. York continues to report no households with children housed in Bed and Breakfast accommodation at quarter end.

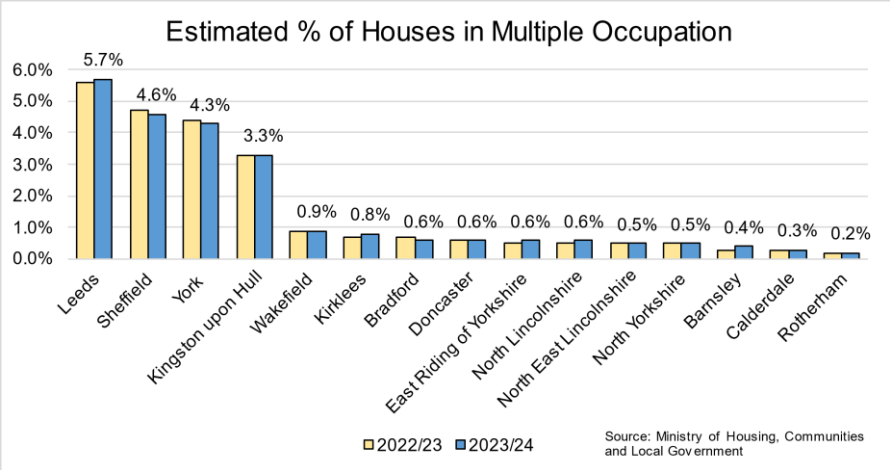
190. When looking at the total number of households in temporary accommodation per households in area (000s), York has seen a slight increase during 2024-25 but continues to perform positively compared to benchmarks (0.79 in York compared to 5.38 Nationally and 1.59 Regionally). Q1 2025-26 data will be available in November 2025.

191. **Number of people sleeping rough –** A monthly count of people sleeping rough takes place on the last Thursday of each month.

Navigators carry out an early morning street walk checking known rough sleeping hot spots and responding to intelligence or reports of rough sleepers.

- The latest figure shows that there were 32 people sleeping rough in York in September 2025, which is an increase from 20 people in September 2024.
  - Of the 32 people, 22 had no local connection (those who have no family or friends connection to York)
  - 2 people were in the category of 'Accommodation Available (Local Connection)' – those where accommodation is available but hasn't been returned to, this can be for a number of reasons including: substance abuse, intoxication, mental health, socialising/street drinking or seeking public donations in the night-time economy. The majority are from York or at least have a Local Connection to York via a family member.
  - A further 9 people were in the category of 'Actual Rough Sleeping (Local Connection)' – those who are from York with no accommodation available or are not willing to accept accommodation.

192. **HMO's as % of properties in York** – The estimate of the proportion of Houses in Multiple Occupation (HMO) divided by the total number of dwellings within York in 2023-24 has remained comparable to last year at 4.3% which is the 3rd highest in the region, behind Leeds and Sheffield. The average for England is 1.5% and regionally it is 1.6%. It is not surprising that the levels are higher in university cities as a recent survey suggests that 7 in 10 students live in a privately rented HMO house while studying in the UK. Data for 2024-25 will be available in April 2026.



193. A HMO is defined as an entire house, flat or converted building which is let to three or more persons who form two or more households and who share facilities such as a kitchen, bathroom and toilet.

194. **% of dwellings failing to meet the decent homes standard –** Provisional data submitted through the Regulator for Social Housing (RSH) Return showed that at the end of 2024-25, 144 council properties were considered to be non-decent which is 2% of council housing stock. The 2024-25 figure is a slight increase from 1.9% of properties at the end of 2023-24. The national figure reported by the RSH for 2023-24 was 3.6%. The RSH return remains in validation progress, national results and benchmarking will be shared when available.

195. An increase in the number of non-decent properties for York was anticipated following the commissioning of a Full Stock Condition Survey to be carried out on HRA housing stock during 2024. The extensive survey provided a range of information on the internal, external and communal safety and condition of each property. Around 6,400 (87%) council owned homes were inspected with the remainder being made a priority for 2025 onwards to continue improving information held and the quality of homes.

196. **% of repairs completed on first visit** – The percentage of repairs completed on the first visit was 82.2% in August 2025, which remains high and is comparable with 82.9% in 2024-25.

197. **Number of void properties** – There were 55 void properties at the end of March 2025, which is a slight increase from the 52 void properties at the end of March 2024. This figure has now increased to 78 at the end of August 2025 (although this is a decrease from 88 in July).

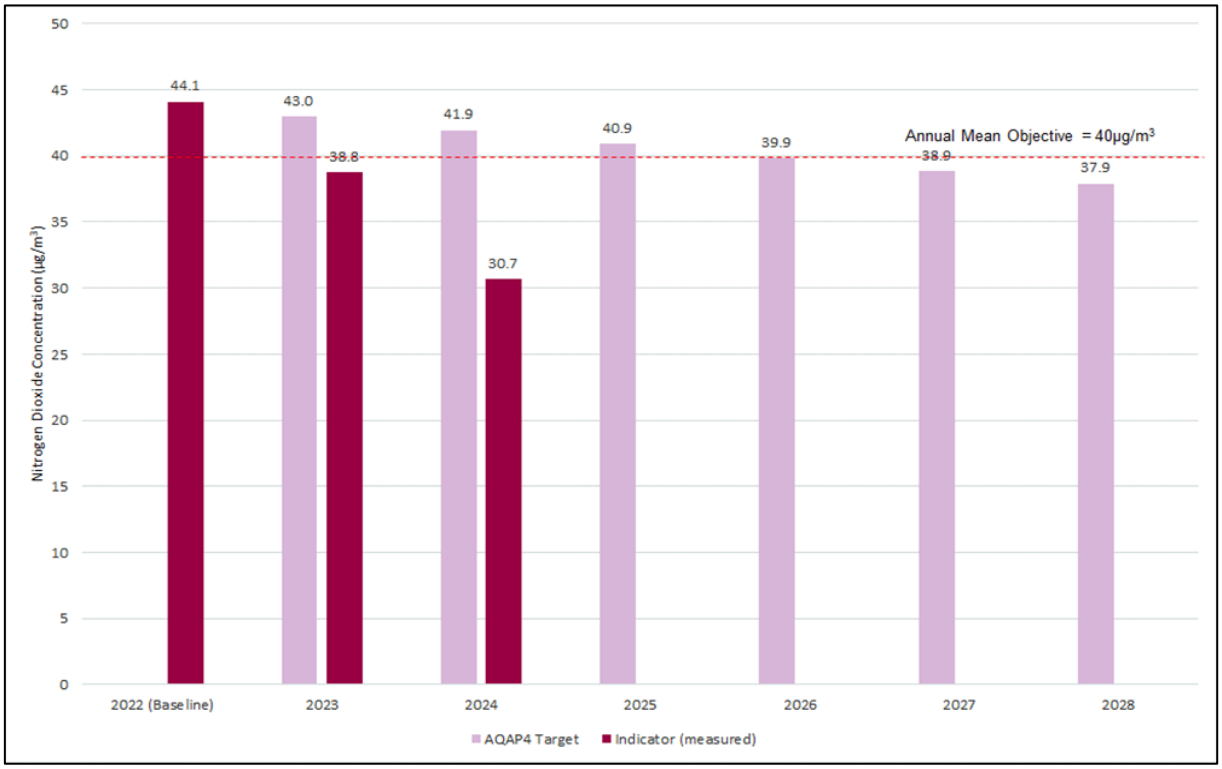
198. **% of tenants satisfied that their landlord provides a home that is well maintained –** In 2023-24 in York, 64% of tenants were satisfied that the landlord provides a well maintained home, which is one of the tenant satisfaction measures collected for the Regulator for Social Housing (RSH). The national figure for 2023-24 reported by RSH was 67%. Results from the 2024-25 Tenant Satisfaction Survey show a reduction in this area with 56% of respondents reporting that they were satisfied. National figures for 2024-25 are due for publication and will be shared when available.

199. Combined with tenant feedback, data received from the 2024 stock condition survey, where around 87% of properties were physically inspected, provides further evidence for the council to assess the condition of homes and act on results. York continues to focus on key compliance rates for gas, fire, lift, asbestos and water hygiene safety across housing stock.

Performance - Sustainability: Cutting carbon, enhancing the environment for our future

200. **Average of maximum annual mean Nitrogen Dioxide concentration recorded across three areas of technical breach –** With the exception of 2024 (and 2020 during the pandemic), CYC's air quality monitoring network has previously demonstrated sustained exceedances of the health-based nitrogen dioxide objective of 40µg/m3 in 3 areas of the city, namely Gillygate/Lord Mayor's Walk, Blossom Street/Holgate Road and Rougier Street/George Hudson Street. These are referred to as 'technical breach areas' and fall within CYC's Air Quality Management Area.

201. Whilst not all monitoring points within these areas were exceeding health-based standards, there has previously been at least one monitor at a point of relevant public exposure within each area that was above the annual mean objective of 40µg/m3. This indicator considers an average of the maximum annual mean concentrations of NO2 in these three areas.



202. As can be seen from the graph above:
    - Projections undertaken for CYC's Fourth Air Quality Action Plan (AQAP4) suggested that it might take until 2026-27 for this indicator to fall below 40µg/m3. However, the rate of improvement observed in York between 2022-2024 has significantly exceeded that observed in earlier years from 2012-2022 (which was around 2.5% improvement a year over 10 years).
    - The AQAP4 target was met in 2024 and the indicator is well within the 40µg/m3 health-based objective. This is a positive result.

203. Measures such as the introduction of further electric buses (and other types of electric vehicle) across the network have undoubtedly contributed to this success. In line with commitments in AQAP4, CYC aims to improve air quality further in all areas to improve public health.

204. **Percentage of household waste sent for reuse, recycling or composting –** The latest provisional data for the proportion of household waste sent for reuse, recycling or composting was 41.6% within 2024-25, which has remained at a similar level to 41.7% in 2023-24. There has also been a small decrease in the total household waste collected (855kg per household from the same time last year (877kg)), a reduction in reuse, recycling or composting waste per household (356kg from 366kg in 2023-24) and residual (approx. non-recycling)

household waste decreased to 500kg per household (511kg in 2023-24). Please note that kg figures for 2023-24 have had slight adjustments, but this has not changed the overall direction of travel.

205. **Level of CO2 emissions across the city and from council buildings and operations –** Emissions associated with council operations have been reducing across every category we measure, due to the work underway to improve the energy efficiency of our buildings and fleet electrification. However, improvements to the scope and accuracy of our reporting methodology mean that new emissions are now being recorded, resulting in an overall increase in reported operational emissions. Fully understanding our emissions is an important step in managing and mitigation our impact. Further details are available here: https://democracy.york.gov.uk/documents/s179414/Report.pdf. City-wide emissions have experienced a small increase in 2021, following post-covid restrictions. While this rebound is not unexpected, emissions have not returned to pre-covid levels following the long-term trend of emissions reduction since 2005. The rate of reduction over this time, however, is not sufficient to meet our net zero by 2030 ambition and significant emissions reductions are needed over the remaining years. Further details are available here: https://democracy.york.gov.uk/documents/s179439/EMDS_City%20Wide%20Emissions%202024.pdf

206. **% of Talkabout panel satisfied with their local area as a place to live –** The first bi-annual resident satisfaction survey taken by the Talkabout panel took place during Q1 2025-26. Results from the Q1 2025-26 Talkabout survey showed that 79% of the panel were satisfied with York as a place to live, a one percentage point decrease from the previous survey. 82% were satisfied with their local area, a 2% increase from the previous round.

207. **% of Talkabout panel who give unpaid help to any group, club or organisation –** Results from the Q1 2025-26 Talkabout survey found that 64% of panellists had given unpaid help to any group, club or organisation within the last 12 months. The government's Community Life Survey 2023-24 recorded that 54% had taken part in either formal or informal volunteering at least once in the last 12 months.

208. **Number of trees planted (CYC) –** During 2024-25, CYC planted circa 213 standards (trees around 2-3 metre in height) and 2,492 whips (trees around 30-50 centimetre in height) within the city's highway verges, parks and open spaces. Thirty of the standards were planted

by the Council's Public Realm team with the remaining 183 standards and all whips delivered through the Council's 'Green Streets' initiative fully funded by external grants totalling £175,000. Whip planting included the creation of two 'Miyawaki' micro-woods to mark the coronation of King Charles III.

209. Adding these figures to the 150 standards and 2,516 whips planted during 2023-24 (fully supported by £75,000 external grant funding) brings the total number of trees delivered during the current Council Plan period to 5,371, exceeding, ahead of time, the Council's commitment to plant 4,000 additional trees by March 2028 to address the climate and nature emergencies.

210. Spring 2025 across England was the driest since 1893, with all areas receiving well below average rainfall. The challenging conditions has led to a higher number of trees than normal failing to establish successfully. The council's contractor will re-stock failed trees later this year in line with contract requirements to maintain target outputs.

211. **% of Talkabout panel who think that the council are doing well at improving green spaces to help biodiversity and mitigate climate change –** For Q1 2025-26, the name of this indicator has been updated. The results for Q1 2025-26 showed that 43% of respondents agreed the Council and its partners are doing well at improving green spaces, an increase from 38% in the Q3 2024-25 round of the survey.

Performance - How the council will operate

212. **FOI and EIR – % of requests responded to in-time (YTD) –** 96.5% of FOI and EIR requests were responded to in-time during August 2025. This figure remains high.

213. **% of 4Cs complaints responded to in-time –** There has been a large decrease in the number of corporate complaints received over recent years with 1,054 received in 2024-25 (compared to 1,310 in 2023-24 and 1,866 in 2022-23). This decrease has continued into 2025-26, with 338 complaints received up to the end of August (compared to 440 in the corresponding period last year). The percentage of corporate complaints responded to in time during 2024-25 was 70.1% which is a large decrease from 85.5% in 2023-24. However, the figures were lower during the start of the year but had increased in the second half. The latest August 2025 figure was 81.3% showing a continued improvement.

214. **% of the Talkabout panel reporting an excellent, good, satisfactory or poor experience when they last contacted the council about a service –** The results for this indicator for Q1 2025-26 show that the majority of the panel report having a 'good' (31%) or 'satisfactory' (33%) experience when they last contacted the Council, with 12% reporting an 'excellent' experience and 25% reporting a 'poor' experience, consistent with Q3 2024-25.

215. **Average sickness days per full time equivalent (FTE) employee –** At the end of August 2025, the average number of sickness days per FTE (rolling 12 months) had increased to 11.7 days from 11.6 in August 2024, although the latest figure is a reduction from 12 days at the end of March 2025. The latest benchmarks show that the CIPD public sector benchmark is 13.3 days per FTE, putting us below national trends.

216. **York Customer Centre average speed of answer –** Phones were answered, on average, in 2 minutes and 47 seconds during Q2 2025-26 by the York Customer Centre. This is slower than in 2024-25 (42 seconds) but comparable with the previous few years. Call volumes have increased in the last year mainly due to garden waste calls.

Consultation Analysis

217. Not applicable

Options Analysis and Evidential Basis

218. Not applicable

Organisational Impact and Implications

219. The recommendations in the report potentially have implications across several areas. However, at this stage

- **Financial implications** are contained throughout the main body of the report. The actions and recommendations contained in this report should ensure the continued financial stability and resilience of the Council both in the current year and in future years.
- **Human Resources (HR),** there are no direct implications related to the recommendations.

- **Legal** The Council is under a statutory obligation to set a balanced budget on an annual basis. Under the Local Government Act 2003 it is required to monitor its budget during the financial year and take remedial action to address overspending and/or shortfalls of income.
- **Procurement**, there are no specific procurement implications to this report.
- **Health and Wellbeing**, there are no direct implications related to the recommendations.
- **Environment and Climate action**, there are no direct implications related to the recommendations.
- **Affordability**, there are no direct implications related to the recommendations.
- **Equalities and Human Rights**, there are no direct implications related to the recommendations.
- **Data Protection and Privacy,** there are no implications related to the recommendations.
- **Communications**, there are no direct implications related to the recommendations.
- **Economy**, there are no direct implications related to the recommendations.

Risks and Mitigations

220. An assessment of risks is completed as part of the annual budget setting exercise. These risks are managed effectively through regular reporting and corrective action being taken where necessary and appropriate.

Wards Impacted

221. All.

Contact details

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Annexes

Annex 1: Q2 Performance Tables - City Outcomes and Council Delivery Indicators 2023-2027

Annex 2: Council Plan Annual Update 2025

Annex 1 - Performance - City Outcomes and Council Delivery Indicators 2023-2027

Financial Health (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Forecast Budget Outturn (£000s Overspent / -Underspent) - CYC Subtotal (excluding contingency)	£4,445 (Q2 2024/25)	£6,721 (Q2 2025/26)	⇨	Quarterly	Not available	Q3 2025/26 data available in January 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Health and wellbeing: A health generating city (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Income Deprivation Affecting Children Index (IDACI)	0.12 (2022/23)	0.1 (2023/24)	⇩ Good	5 yearly	National Rank 2023/24: 253	2024/25 data available in December 2025
Number of children in temporary accommodation - (Snapshot)	45 (2023/24)	63 (2024/25)	⇨	Quarterly	No benchmarking as local indicator	Q1 2025/26 data available in November 2025
%pt gap between disadvantaged pupils (eligible for FSM in the last 6 years, looked after and adopted from care) and their peers achieving 9-4 in English & Maths at KS4	43.6% (2022/23)	31.1% (2023/24)	⇩ Good	Annual	National Data 2023/24 21.90%	2024/25 data available in January 2026
% of reception year children recorded as being overweight (incl. obese) (single year)	19.9% (2022/23)	22.8% (2023/24)	⇨	Annual	National Data 2023/24 22.10%	2024/25 data available in November 2025
Slope index of inequality in life expectancy at birth - Female - (Three year period)	6.7 (2022/23)	6.7 (2023/24)	⇨	Annual	Regional Rank 2023/24: 4	2024/25 data available in May 2026
Slope index of inequality in life expectancy at birth - Male - (Three year period)	10.6 (2022/23)	10.1 (2023/24)	⇨	Annual	Regional Rank 2023/24: 4	2024/25 data available in May 2026
% of adults (aged 16+) that are physically active (150+ moderate intensity equivalent minutes per week, excl. gardening)	69.8% (2023/24)	76.5% (2024/25)	⇧ Good	Annual	National Data 2024/25 63.7%	2025/26 data available in April 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Health and wellbeing: A health generating city (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Percentage of people who use services who have control over their daily life	78% (2022/23)	81% (2023/24)	⇨	Annual	National Data 2023/24 78%	2024/25 data available in January 2026
Percentage of people who use services who have control over their daily life - Older People	77% (2022/23)	76% (2023/24)	⇨	Annual	National Data 2023/24 74%	2024/25 data available in January 2026
Overall satisfaction of people who use services with their care and support	66.5% (2022/23)	65.1% (2023/24)	⇨	Annual	National Data 2023/24 65.40%	2024/25 data available in January 2026
Health Inequalities in wards	See below	See below	⇨	Annual	See below	See below
Absolute gap in mortality ratio for deaths from circulatory disease (under 75) between highest and lowest York ward (5 year aggregated)	153.8 (2019/20)	141.1 (2020/21)	⇨	Annual	No benchmarking as local indicator	TBC
Gap in years in Life Expectancy at birth for Males between highest and lowest York ward (5 year aggregated)	10.2 (2019/20)	11.7 (2020/21)	⇨	Annual	No benchmarking as local indicator	TBC
Gap in years in Life Expectancy at birth for Females between highest and lowest York ward (5 year aggregated)	8.2 (2019/20)	11.1 (2020/21)	⇨	Annual	No benchmarking as local indicator	TBC
Absolute gap in hospital admission ratio for self-harm between highest and lowest York ward (5 year aggregated)	133.2 (2019/20)	119.6 (2020/21)	⇨	Annual	No benchmarking as local indicator	TBC

Absolute gap in hospital admission ratio for alcohol-related harm (narrow definition) between highest and lowest York ward (5 year aggregated)	70.7 (2017/18)	88.8 (2020/21)	⇨	Annual	No benchmarking as local indicator	TBC
Absolute gap in % of children who reach expected level of development at 2-2.5 years of age between highest and lowest York ward (4 yr aggregated)	10.5% (2023/24)	9.6% (2024/25)	⇩ Good	Annual	No benchmarking as local indicator	2025/26 data available in June 2026
Absolute gap in % of Year 6 recorded overweight (incl. obesity) between highest and lowest York ward (3 year aggregated)	24.7% (2022/23)	22.8% (2023/24)	⇨	Annual	No benchmarking as local indicator	2024/25 data available in December 2025
Absolute gap in % of children totally or partially breastfeeding at 6-8 weeks between highest and lowest York ward (4 year aggregated ward data)	39.3% (2023/24)	36.4% (2024/25)	⇨	Annual	No benchmarking as local indicator	2025/26 data available in June 2026
Number of children in care, excluding Short Breaks - (Snapshot)	235 (Q1 2025/26)	235 (Q2 2025/26)	⇨	Quarterly	National Data 2023/24 70 per 10k	Q3 2025/26 data available in January 2026
Number of children subject to a Child Protection Plan - (Snapshot)	141 (Q1 2025/26)	135 (Q2 2025/26)	⇨	Quarterly	National Data 2023/24 41.6 per 10k	Q3 2025/26 data available in January 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Education and Skills: High quality skills and learning for all (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of working age population qualified - to at least L2 and above (New methodology from 2022/23)	90% (2023/24)	93.3% (2024/25)	⇧ Good	Annual	National Data 2024/25: 86.7% Regional Data 2024/25: 85.2%	2025/26 data available in April 2026
% of working age population qualified - to at least L4 and above (New methodology from 2022/23)	53.8% (2023/24)	59.6% (2024/25)	⇧ Good	Annual	National Data 2024/25: 47.6% Regional Data 2024/25: 40%	2025/26 data available in April 2026
% of pupils achieving 9-4 or above in English & Maths at KS4 (C or above before 2016/17)	70.2% (2022/23)	70.5% (2023/24)	⇨	Annual	National Data 2023/24 65.50%	2024/25 data available in December 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Education and Skills: High quality skills and learning for all (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of children who have achieved a Good Level of Development (GLD) at Foundation Stage - (Snapshot)	69.7% (2022/23)	70% (2023/24)	⇨	Annual	National Data 2023/24 67.70%	2024/25 data available in December 2025
Number of children who are eligible for a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	2,320 (2023/24)	2,337 (2024/25)	⇨	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
% of children who are eligible for a free school meal in the primary sector (excluding Danesgate)	17% (2023/24)	17.5% (2024/25)	⇨	Annual	National Data 2024/25 24.73%	2025/26 data available in July 2026
Number of children who are eligible and taking a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	1,938 (2023/24)	1,942 (2024/25)	⇨	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
% of children taking a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	14.2% (2023/24)	14.6% (2024/25)	⇨	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
Number of children who are eligible for a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	1,729 (2023/24)	1,872 (2024/25)	⇨	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
% of children who are eligible for a free school meal in the secondary sector (excluding Danesgate)	15.2% (2023/24)	16.5% (2024/25)	⇨	Annual	National Data 2024/25 25.85%	2025/26 data available in July 2026
Number of children who are eligible and taking a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	1,299 (2023/24)	1,262 (2024/25)	⇨	Annual	No benchmarking as local indicator	2025/26 data available in July 2026

% of children taking a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	11.4% (2023/24)	11.1% (2024/25)	⇨	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
Total number of children who are eligible for a free school meal - (York LA Local Measure) - (Jan Census snapshot)	4,246 (2023/24)	4,441 (2024/25)	⇨	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
Total number of children who are eligible and taking a free school meal - (York LA Local Measure) - (Jan Census snapshot)	3,289 (2023/24)	3,278 (2024/25)	⇨	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
Total number of active EHCPs overseen by SEND Services (Snapshot)	1,693 (Q1 2025/26)	1,730 (July 2025)	⇨	Monthly	No benchmarking as local indicator	Q2 2025/26 data available in December 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Economy: A fair, thriving, green economy for all (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Universal Credit: Claimants	14,712 (Q1 2025/26)	15,384 (Q2 2025/26)	⇧ Bad	Quarterly	Not available	Q3 2025/26 data available in January 2026
Workplace Earnings gap between the 25 percentile and the median (£) (York)	£153.20 (2023/24)	£180.20 (2024/25)	⇧ Bad	Annual	National Data 2024/25 £172.30	2025/26 data available in December 2025
Housing affordability (median house prices to earnings ratio)	9.3 (2022/23)	8.5 (2023/24)	⇨	Annual	National Data 2023/24 7.5	2024/25 data available in March 2026
% of vacant city centre shops	5.9% (Q1 2025/26)	6.2% (Q2 2025/26)	⇩ Good	Monthly	National Data Q1 2025/26 13.7%	Q3 2025/26 data available in January 2026
Business Startups - (YTD)	796 (February 2023)	767 (February 2024)	⇨	Quarterly	No longer available	No longer available
GVA per head (£)	37,748 (2022/23)	41,162 (2023/24)	⇧ Good	Annual	Regional Rank 2023/24: 2	2024/25 data available in June 2026
% of working age population in employment (16-64)	77.9% (2024/25)	79.3% (Q1 2025/26)	⇨	Quarterly	National Data Q1 2025/26 75.5%	Q2 2025/26 data available in January 2026
% of Total Employees working for an Accredited Good Business Charter employer	13.4% (2022/23)	13.5% (2023/24)	⇨	Annual	No benchmarking as local indicator	2024/25 data available in November 2025
% of Total Employees working for an Accredited Living Wage employer	16% (2022/23)	16.4% (2023/24)	⇨	Annual	No benchmarking as local indicator	2024/25 data available in November 2025
Survival of Newly Born Businesses post 1 year	94.4% (2021/22)	93.9% (2022/23)	⇨	Annual	Benchmark Post 2 years 2021/22 69.40%	2023/24 data available in November 2025
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Transport: Sustainable accessible transport for all (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
P&R Passenger Journeys	0.92m (Q1 2024/25)	0.87m (Q1 2025/26)	⇨	Quarterly	No benchmarking as local indicator	Q2 2025/26 data available in October 2025
Local bus passenger journeys originating in the authority area (excluding P&R)	2.53m (Q1 2024/25)	2.26m (Q1 2025/26)	⇨	Quarterly	No benchmarking as local indicator	Q2 2025/26 data available in October 2025
Area Wide Traffic Levels (07:00 -19:00) (Excluding A64) from 2009/10 baseline (2.09m)	2.03m (2023/24)	2.03m (2024/25)	⇨	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
Index of pedestrians walking to and from the City Centre (12 hour in and out combined) from 2009/10 Baseline (37,278)	125% (2023)	101% (2024)	⇨	Annual	No benchmarking as local indicator	2025 data available in July 2026
% of customers arriving at York Station by sustainable modes of transport (cycling, walking, taxi or bus - excluding cars, Lift, Motorcycle, Train)	78% (2023)	78.7% (2024)	⇨	Annual	No benchmarking as local indicator	2025 data available in July 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Transport: Sustainable accessible transport for all (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
The number of CYC electric vehicle recharging points in York	103 (Q1 2025/26)	103 (Q2 2025/26)	⇨	Quarterly	No benchmarking as local indicator	Q3 2025/26 data available in January 2026
% of Principal roads where maintenance should be considered (Local Recording)	11% (2023/24)	14% (2024/25)	⇨	Annual	No benchmarking as local indicator	2025/26 data available in April 2026
% of Principal roads where maintenance should be considered (Scanner - NI - 130-01)	2% (2023/24)	3% (2024/25)	⇨	Annual	National Data (Scanner DfT Comparison) 2023/24 4%	2025/26 data available in August 2026
% of Non-principal classified roads where maintenance should be considered (Local Recording)	25% (2023/24)	33% (2024/25)	⇧ Bad	Annual	No benchmarking as local indicator	2025/26 data available in April 2026
% of Non-principal classified roads where maintenance should be considered (Scanner - NI 130-02)	4% (2023/24)	4% (2024/25)	⇨	Annual	National Data (Scanner DfT Comparison) 2023/24 7%	2025/26 data available in August 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Housing: Increasing the supply of affordable housing (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Number of new affordable homes delivered in York	122 (2023/24)	153 (2024/25)	⇧ Good	Quarterly	No benchmarking as local indicator	Q1 & Q2 2025/26 data available in November 2025
% of dwellings with energy rating in A-C band in the EPC Register - Snapshot	46.6% (Q1 2025/26)	46.6% (July 2025)	⇧ Good	Monthly	National Data 2023/24 59.7% Regional Data 55.3%	Q2 2025/26 data available in November 2025
Net Additional Homes Provided - (YTD)	528 (2023/24)	712 (2024/25)	⇧ Good	Bi-annual	No benchmarking as local indicator	2025/26 half-year data available in November 2025
Net Housing Consents - (YTD)	658 (2023/24)	739 (2024/25)	⇧ Good	Bi-annual	No benchmarking as local indicator	2025/26 half-year data available in November 2025
Number of homeless households with dependent children in temporary accommodation - (Snapshot)	29 (2023/24)	33 (2024/25)	⇨	Quarterly	No benchmarking as local indicator	Q1 2025/26 data available in November 2025
Number of people sleeping rough - local data - (Snapshot)	23 (Q1 2025/26)	32 (Q2 2025/26)	⇧ Bad	Monthly	No benchmarking as local indicator	Q3 2025/26 data available in January 2026
HMO's as % of properties in York	4.4% (2022/23)	4.3% (2023/24)	⇨	Annual	National Data 2023/24 1.50%	2024/25 data available in April 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Housing: Increasing the supply of affordable housing (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of dwellings failing to meet the decent homes standard	1.9% (2023/24)	2% (2024/25)	⇨	Annual	National Data (RSH Return) 2023/24 3.64%	2025/26 data available in July 2026
% of Repairs completed on first visit	83.1% (Q1 2025/26)	82.2% (August 2025)	⇨	Quarterly	Housemark Median 2023/24 88.63%	Q2 2025/26 data available in October 2025
Number of Void Properties - Standard Voids - (Snapshot)	72 (Q1 2025/26)	78 (August 2025)	⇧ Bad	Monthly	No benchmarking as local indicator	Q2 2025/26 data available in October 2025
Number of Void Properties - Major Works Voids - (Snapshot)	2 (Q1 2025/26)	3 (August 2025)	⇩ Good	Monthly	No benchmarking as local indicator	Q2 2025/26 data available in October 2025
Number of Void Properties - Capital Projects Voids - (Snapshot)	6 (Q1 2025/26)	10 (August 2025)	⇩ Good	Monthly	No benchmarking as local indicator	Q2 2025/26 data available in October 2025
Number of Void Properties - Total Voids (Excludes Not Offerable) - (Snapshot)	80 (Q1 2025/26)	91 (August 2025)	⇨	Monthly	No benchmarking as local indicator	Q2 2025/26 data available in October 2025
Number of Void Properties - Not Offerables - (Snapshot)	83 (Q1 2025/26)	75 (August 2025)	⇨	Monthly	No benchmarking as local indicator	Q2 2025/26 data available in October 2025
% of tenants satisfied that their landlord provides a home that is well maintained	63.6% (2023/24)	56.1% (2024/25)	⇩ Bad	Annual	National Data (RSH Return) 2023/24 66.90%	2025/26 data available in February 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Sustainability: Cutting carbon, enhancing the environment for our future (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
The average of maximum annual mean Nitrogen Dioxide concentration recorded across three areas of technical breach (at points of relevant public exposure) - Calendar year	38.8 (2023)	30.7 (2024)	⇩ Good	Annual	No benchmarking as local indicator	2025/26 data available in April 2026
Percentage of household waste sent for reuse, recycling or composting	41.7% (Prov) (2023/24)	41.6% (Prov) (2024/25)	⇨	Quarterly	National Data 2023/24 42.30% (Prov)	Q1 2025/26 data available in October 2025
Carbon emissions across the city (tonnes of carbon dioxide equivalent) - (Calendar Year)	816 (2020)	906 (2021)	⇨	Annual	No benchmarking as local indicator	2022 data available in November 2025
% of Talkabout panel satisfied with their local area as a place to live	80.4% (2024/25)	81.7% (Q1 2025/26)	⇨	Bi-annual	Community Life Survey 2023/24 74%	Q3 2025/26 data available in February 2026
% of Talkabout panel who give unpaid help to any group, club or organisation	65.6% (2024/25)	64.2% (Q1 2025/26)	⇨	Bi-annual	Community Life Survey 2023/24 54%	Q3 2025/26 data available in February 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Sustainability: Cutting carbon, enhancing the environment for our future (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Level of CO2 emissions from council buildings and operations (tonnes of carbon dioxide equivalent)	3,462.4 (2022/23)	3,309 (2023/24)	⇩ Good	Annual	No benchmarking as local indicator	2024/25 data available in November 2025
Number of trees planted (CYC)	2,666 (2023/24)	2,705 (2024/25)	⇨	Annual	No benchmarking as local indicator	2025/26 data avilable in April 2026
% of Talkabout panel who think that the council are doing well at improving green spaces	37.5% (2024/25)	43% (Q1 2025/26)	⇨	Bi-annual	No benchmarking as local indicator	Q3 2025/26 data available in February 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

How the Council will operate (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
FOI & EIR - % Requests responded to In time - (YTD)	96.3% (Q1 2025/26)	96.5% (August 2025)	⇨	Monthly	Not available	Q2 2025/26 data available in October 2025
% of 4Cs Complaints responded to 'In Time'	82% (Q1 2025/26)	81.3% (August 2025)	⇨	Monthly	Not available	Q2 2025/26 data available in October 2025
The % of the Talkabout panel reporting an 'excellent' experience when they last contacted the council about a service	11.4% (2024/25)	11.5% (Q1 2025/26)	⇨	Quarterly	No benchmarking as local indicator	Q3 2025/26 data available in February 2026
The % of the Talkabout panel reporting a 'good' experience when they last contacted the council about a service	27.8% (2024/25)	30.7% (Q1 2025/26)	⇨	Quarterly	No benchmarking as local indicator	Q3 2025/26 data available in February 2026
The % of the Talkabout panel reporting a 'satisfactory' experience when they last contacted the council about a service	38.2% (2024/25)	32.6% (Q1 2025/26)	⇨	Quarterly	No benchmarking as local indicator	Q3 2025/26 data available in February 2026
The % of the Talkabout panel reporting a 'poor' experience when they last contacted the council about a service	22.7% (2024/25)	25.2% (Q1 2025/26)	⇧ Bad	Quarterly	No benchmarking as local indicator	Q3 2025/26 data available in February 2026
Average Sickness Days per FTE - CYC (Excluding Schools) - (Rolling 12 Month)	11.9 (Q1 2025/26)	11.7 (August 2025)	⇨	Monthly	CIPD (Public Sector) 2024/25 13.3	Q2 2024/25 data available in November 2025
York Customer Centre average speed of answer	00:01:11 (Phone) (Q1 2025/26)	00:02:47 (Phone) (Q2 2025/26)	⇨	Monthly	No benchmarking as local indicator	Q3 2025/26 data available in January 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

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Council Plan Annual Update, September 2024 – September 2025

Introduction

One City for All, the City of York's Council Plan 2023-2027, sets a strong ambition to increase opportunities for everyone living in York to live healthy and fulfilling lives. The Council Plan describes the actions we will take to achieve our vision of a healthier, and fairer city which is, more affordable, more sustainable and more accessible.

Our four commitments, known as EACH are:

- Equalities and human rights
- Affordability – tackling the cost-of-living crisis
- Climate and Environment
- Health and Wellbeing

Every 6 months, we'll also share a snapshot of progress against our priority actions under the four Core Commitments (EACH), View our **Snapshot of progress on the Council Plan**.

None of our work would be possible without the support, contribution and commitment of the partners, businesses, residents and communities that make York such an incredible place.

Council Plan Progress Report

This is the second annual Council Plan Progress Report since Council approved the new **Council Plan** in September 2023. It provides an update of actions, set against the **7 priorities** delivered over the period September 2024 to September 2025.

This Council Plan Progress Report complements the quarterly **Finance and Performance Monitor** which sets out progress against key performance metrics. The data shown in the following report is the most recent data available (as of September 2025). Not all Council Plan performance metrics are shown within this report, and these are available in the **Performance Monitor** and at **York Open Data**.

Priority a) Health and wellbeing: A health generating city, for children and adults

Our work in this area is driven by the evidence-based goals to reduce health inequalities in our Health and Wellbeing Strategy. The Health and

Care Partnership, focus on actions and progress on these goals each time they meet.

Over the last year, we have seen fantastic work on smoking cessation, doubling the number of people setting a quit date. 381 of those setting a quit date (62%), went on to successfully quit smoking.

We have also invested in improving physical activity rates, with York showing as one of the most active cities in the UK in recent data, as well as increasing high blood pressure detection, particularly in our more marginalised groups.

Our school-aged vaccination rates improved markedly in 2024/5, and uptake of the 2 - 2 ½ year-old review undertaken by our Healthy Child Service, has increased to well above the national average, at almost 90%.

The health trainer service has used additional funding from government to run a highly successful outreach model, building relationships in communities such as the Gypsy and Traveller community. The service is supporting more people than ever, to quit smoking, connect with others, be more active, eat healthily and reduce alcohol consumption.

Partnership working

We have been working with our partners to explore and respond to the Government's 10 Year Plan for the NHS, ensuring that the services we provide are central to developments in this area and meet the needs of our residents.

Health and wellbeing at all ages

Under the York Health and Care Partnership, a 'Section 75' agreement was finalised in May, allowing us to formally pool resources with the Humber and North Yorkshire Integrated Care Board and get better value for money wherever appropriate. This allows us to make collaborative decisions around early intervention and prevention, joint funded care packages and integrated commissioning for things like community equipment.

We worked closely with health colleagues with the development of a York Frailty Hub, which was highlighted as an area of good practice in the government's 10-year plan for the NHS. In addition, Mental Health Hubs have also been developed offering a safe, non-judgemental, and friendly space to people over the age of 18.

We developed a Homelessness and Rough Sleepers' Strategy to support a system wide approach that works with partners, stakeholders and citizens to make homelessness rare, brief and non-recurring.

Back in March 2022, the Ofsted inspection of Children Services found the service 'Required Improvement' across all areas. Following rigorous scrutiny in February/March 2025, we are delighted Children's Services has subsequently been found 'Outstanding' across all areas. We are the first Local Authority nationally under the current ILACS inspection framework to have moved from Required Improvement to Outstanding, within a single inspection cycle – a fantastic achievement and critical for supporting the city's children.

Inspectors said, *'A relentless drive by senior leaders has led to significant improvements, on a considerable scale, in the standard and quality of services to children'.*
And, *'There is an unrelenting concentration and focus on children remaining within their kinship networks, and their voices are pivotal to planning and decision-making'.*

The full report can be found here

We have worked hard to embed corporate parenting, so children in care and care leavers can thrive, the 2025 inspection report stated, *'The local authority has a determined focus on its role as corporate parent. Leaders act as corporate parents, advocating and championing children and young people'.*

The corporate parenting board is now co-chaired with care-experienced young people, evidencing how York values the voice of children and young people in holding leaders to account.

We are developing our fostering service with well-defined plans to increase the number of foster carers and choice of homes for children. We established a Family Hub model, a network of people, places and online support. The hubs support children, young people and families from pregnancy to adulthood.

Case Study One: SEND Central Hub [NB This will include images and quotes from recent CYC comms]

SEND CENTRAL is Yorks SEND family hub. It is a dedicated space where families can drop in or contact a Navigator for support in accessing the Local Offer. The vision is to bring the online local offer platform to life in a physical place.

Through engagement sessions and ongoing dialogue with York's Parent Carer Forum, families have expressed a strong desire for face-to-face support. In an increasingly digital world, many parents and carers value the opportunity to speak with someone in person. SEND CENTRAL embraces this feedback and places physical presence and personal interaction at the heart of its offer.

In response to family requests, SEND CENTRAL provides a flexible model that includes both bookable appointments and drop-in sessions. A wide range of groups and services operate from SEND Central, offering a holistic approach to support. Whether attending a Portage-led early years playgroup, a preparation for adulthood session, or a youth group, families are connected to a broader network of agencies and services. This multi-agency model promotes early intervention, peer support, and timely access to information—addressing the concerns we've heard from families who often feel lost or unsure where to turn.

Health in All Policies

The Joint Health and Wellbeing Board approved prohibiting the advertising of nicotine pouches in all Council advertising spaces, in order to bring them into line with other products such as cigarettes and vapes, with similar associated health risks.

We engaged and consulted with residents to co-produce a draft Adult Social Care Strategy. To support this work, and future work, we also developed a co-production and research strategy.

We have delivered an extensive programme of work over the last two years on Domestic Abuse, which includes the recommissioning of support services, refuge provision and a perpetrator service. Hundreds of professionals have attended awareness sessions, and processes have been improved in statutory services including housing, which is working towards Domestic Abuse Housing Accreditation. We can see in our data that we are identifying Domestic Abuse at an earlier point where prevention is more effective.

Our community of people in recovery in York are front and centre of our work around Drugs and Alcohol, leading projects such as the Inclusive Recovery Cities work and launching the Community Recovery Hub in June 2025. Our teams continue to work to tackle stigma and promote visible recovery, as well as taking a compassionate, supportive and evidence-based approach to smoking cessation, leading to some of the highest successful quit rates in the country.

What we plan to do over the next three months

In October 2025, the Council are publishing an All-Age Autism and ADHD Strategy 2025-2030

We will complete the consultation on anti-poverty and incorporate feedback into an Anti-Poverty Strategy later in the year. Once agreed and adopted the strategy will form the basis of action plans for tackling risks associated with falling into poverty, effectively supporting people experiencing poverty now, and creating lasting change to prevent future poverty.

Making a positive difference

The number of children in care was 235 in Q2 2025-26 compared to 240 in 2024-25. The number of children subject to a Child Protection Plan was 135 in Q2 2025-26, compared to 126 in 2024-25.

The % point gap between disadvantaged pupils and their peers achieving 9-4 in English and Maths at Key Stage 4 has reduced from 43.6% in 2022-23 to 31.1% in 2023-24.

The absolute gap in percent of children reaching the expected level of development for 2 to 2.5 years of age, between the highest and lowest York wards, was 9.6% in 2024-25, compared to 10.5% in 2023-24.

Priority b) Education and skills: High quality skills and learning for all

We've taken action to provide opportunities from early years to adult education.

Supporting children and young people

We were delighted to achieve the milestone of 50,000 free school meals served as part of the York Hungry Minds initiative in July. This scheme has seen three schools in York, first as a pilot and more recently as part of a planned rollout, offering free school meals to children who really benefit from a nutritious start to their day.

The SEND Hub, SEND Central had a formal opening in September. This will be a flagship Family Hub for young people with SEND aged 0 to 25 years and their families. Everyone will be welcome to pop-in and access information, advice, be signposted to additional support, or find out more

about the Local Offer, whether or not their child has an Education, Health and Care Plan.

September 2025 saw the publication of the new Ofsted Education Inspection Framework and we await publication of the Schools White Paper in the autumn. Both will focus on the importance of inclusive mainstream education. York has one of the lowest levels of permanent exclusions in Yorkshire and Humber and the consistent delivery of inclusive mainstream education is a priority for the York Schools and Academies Board in the academic year 2025-26.

York's Early Years Foundation Stage outcomes continue to be above the national average with 70% of 5-year-olds achieving a good level of development (68% nationally).

Skills for Life

We've worked with partners, including the York and North Yorkshire Combined Authority on the development of the Get Britain Working Trailblazer programme, including a Work and Skills Interchange. The Interchange will offer advice and make connections for people seeking work or trying to stay in work. The focus is on supporting people who have significant health conditions and are economically inactive.

The David Forbes-Nixon Charitable Foundation's Project Search internships at Aviva, York College and the City of York Council saw 4 out of 5 interns progressing on to employment. The programme will be expanded in 2025-26 to include internships provided by the council and LNER and six new internships will start in September.

We continue to work with York's Construction Skills Partnership on shared skills and employment priorities - raising the profile of the sector, providing opportunities for York's current and future workforce to develop relevant skills and experience, and connecting individuals into good jobs with local employers.

We continue promote routes into social care and raise awareness around the skills needed to enter this workforce. We offer Level 2 and 3 fully funded (where eligible) programmes in adult social care and around 15% of these learners also go on to a Level 4 or 5 qualification in adult social care.

Our aim to increase knowledge of transferable skills has been embedded right across York adult learning, 16-18 year olds and our SEND offer. This is about learners understanding how their skills and

experiences transfer into different jobs. When asked, ‘What are your transferable skills?’ 71% of learners can now articulate this.

We have seen an increase in participation in careers information, advice and guidance (in 2023/24 this was at 45% and has increased to 53% in 2024/25) meaning that more people are accessing information on options to improve their personal economic opportunities.

As part of our Boot-camp provision, one of our accountancy courses aimed at those who were currently not in employment, has delivered 88% course completion and half of these have been offered paid employment within the financial sector.

We delivered successful work in supporting pathways into careers in childcare and supporting employers in the sector to be ready for the government expansion of free hours funding.

York Learning was awarded a ‘Good’ rating in their latest Ofsted inspection, which took place in December 2024. The report highlighted how tutors appreciate the barriers that many learners and apprentices face in their lives and are proactive in providing support while promoting high expectations.

We continue to work with York Central developers and the wider Construction Skills Partnership on the potential for a Construction Skills Centre in the city, taking into account the findings of a feasibility study (funded by UK Government) that was completed earlier this year.

What we plan to do over the next three months

We are working closely with head teachers across academy trusts and maintained schools to develop a schools poverty framework that will help support schools and their associated communities to better support children and young people living in poverty.

We are expanding the York Hungry Minds, Free School Meals Offer and developing fundraising capacity to support this work.

We will be welcoming our first drop in visitors to the SEND Central hub and developing the visibility of this service right across the city.

Making a positive difference

The number of Free School Meal eligible children, who took a Free School Meal on Census Day was 3,278 in January 2025, compared to 3,289 in January 2024.

The percentage of working age population qualified to at least **level 2** and above was 93.3% in 2024-25, compared to 90% in 2023-24 and the national benchmark of 86.7%.

The percentage of working age population qualified to at least **level 4** and above was 59.6% in 2024-25, compared to 53.8% in 2023-24 and the national benchmark of 47.6%.

Priority c) Economy: A fair, thriving, green economy for all

We are now three years into our 10-year Economic Strategy for York, and work is continuing at pace.

Developing the city

Acomb

In March we completed improvements to Acomb Front Street, which included newly designed benches featuring work by local artists, a community mural, new planters, improved Blue Badge parking, wide and level pedestrian crossings, wayfinding signs and upgraded public toilets.

York Station Gateway

Visible improvements are already in place at York Station, including new bus stops, wider footpaths and better views of the historic walls, greeting people as they arrive in the city. These modernisations are vital to support growth, unlock the full potential of York Central, and provide a gateway to the city and the region to fully leverage economic growth and business ecosystems.

York Central

York Central has outline consent to deliver 2,500 new homes (at least 20% of which will be affordable) and will offer up to one million sq ft of office, retail and hospitality space, along with improvements to the York Railway Station and an enhanced National Railway Museum. It will also include a new government funded hub, housing up to 2600 civil servants.

The city celebrated the grand opening of the new York Central travel routes, a highlight of which is Hudson Boulevard, a 480-meter-long landscaped public realm space featuring wide cycling and walking paths, comfortable benches, a stunning rain garden and better bus connectivity.

194 local residents were welcomed to the latest in a series of community engagement events to find out more about the plans for York Central, one of the largest regeneration projects in the UK.

York Castle Gateway

Progress at Castle Gateway continues to gather momentum with an ongoing commitment to bring more family friendly, accessible green space into the city centre.

In July 2025, the council submitted amendments to the existing planning application for new public spaces and blue badge parking at the current Castle car park and the Eye of York. The design was informed by extensive engagement with residents and stakeholders about what they want to see in the area. Castle Gateway will include a dedicated Blue Badge carpark and you can view a flythrough of the design here. The next steps for entering delivery phases will be agreed later this year.

Supporting our economy

Over the past year, York has strengthened its position as a national leader in the rail sector through a coordinated programme of support and engagement. The York Rail Innovation Community (YoRIC) was successfully reestablished, providing a platform for collaboration and innovation, while a dedicated rail sector focus group was convened to shape the vision for the York Central Innovation Hub.

Partnership working with Network Rail and the Eastern Region Partnership has facilitated the presence of major national rail companies in York, further embedding the city's role in the industry.

Tailored support has been provided to local rail businesses, including participation in the Innovate UK scalability programme, helping them grow and thrive in a competitive market.

The City of York Council's Economic Growth Team has been instrumental in supporting additional office space providers investing in the city, such as Patch York, from the planning stage to the day-to-day

operations once they are open.

Case Study Two: York Top for Business Growth [NB this will include images from Comms]

York has been ranked 1st place out of 50 UK cities in PwC's 2025 Good Growth for Cities Index, which measures a range of social and economic indicators such as skills, housing, jobs and work life balance. We are dedicated to building on our existing strengths and helping drive economic growth, making York a great place to live, work, visit and do business.

In September 2025 the Demos-PwC Good Growth for Cities Index revealed that York was top for growth in terms of a place that feels invested in, future-focused and full of opportunities. The places that succeed were those that make smart choices to deliver the outcomes that matter most. Each place had to show a tailored approach, shaping its own path, determined by local strengths and challenges.

According to PwC, prioritising the foundations of thriving communities and businesses will be key for place-based growth. As will a focus on local strengths with tangible economic potential and outcomes people can see and feel. In 2024/25 the percentage of vacant shops in the city centre was only 6.5%, compared to the national benchmark of 13.8% and the percentage of working age population in employment (16 to 64 year olds) was 77.8% in Q3 2024-25, compared to the national benchmark of 75.5%.

Working at a regional level

We work closely with the York and North Yorkshire Mayoral Combined Authority to unlock opportunity for businesses and residents. This includes contributing to the development of the Local Growth Plan and working to shape programmes that help residents grow their own economic opportunities.

Over the past year, the council has had over £34m funding committed by the Combined Authority to deliver a range of programmes covering affordable housing, transport, economy, net zero and culture.

The combined authority awarded the council £604k UKSPF and £1,038,250 Trailblazers funding to help improve economic opportunities across the city. UKSPF focuses on business growth and support, whilst Trailblazers focuses on supporting people into work or to remain in work.

We continue to share best practice, co-designing business support programmes and events with the Growth Hub. We have held numerous joint business support events within the city – for example at the University of York St John Business Festival in November 2024 and the Growth Hub Roadshow in March 2025.

Good business

We were delighted to gain re-accreditation of the Good Business Charter earlier this year. The Good Business Charter recognises organisations that share values around things like paying the real living wage, fairer hours and contracts, environmental responsibility and paying fair tax. The Combined Authority have funded the council to promote the charter across York and North Yorkshire.

York is the first Good Business Charter City, which means that the GBC is promoted across all sectors in the city as something to aspire to, and sign up to. You can watch some short video case studies, created by us here.

We currently have around 7500 businesses based-in York and when businesses are considering relocating to York, they will often contact us for support and advice around things such as, carbon reduction, skills, digital transformation, manufacturing, and start up support. These businesses bring valuable employment into the city as well as other economic benefits. Our team provides 1-to-1 support and are currently refreshing online presence and materials, which aim to attract interest in York as well as signposting useful avenues of support. We also continue to facilitate a Flexible Workspace Group to support York's flexible workspace offer to existing and incoming business and we support this with media and PR to increase visibility.

What we plan to do over the next three months

The Castle Gateway project will progress through planning and take first steps to delivery. At York Central, phase 1 development planning application will be submitted. The stopping-up of Leeman Road will progress, and linked to this, commencement of pre-delivery on the National Railway Museum's Central Hall project.

In partnership with the Combined Authority and city partners, we have been raising York's profile within the UNESCO Creative Cities network and we will build on this going forward.

York's Prospectus, setting out our ambitions to secure future investment in the city will be scrutinised before adoption later this year.

The Rail 200 event will take place on in September in York, drawing together industry and stakeholders.

Making a positive difference

There were 767 business start-ups (year to February 2024).

The percentage of vacant shops in the city centre was only 6.2% in Q2 2025-26, compared to the national benchmark of 13.7%.

The percentage of working age population in employment (16 to 64 year olds) was 77.9% in 2024-25, compared to the national benchmark of 75.4%.

The percentage of total employees working for an accredited **Living Wage** Employer was 16.4% in 2023-24, compared to 16% in 2022-23.

GVA per head was £41,162 in 2023-24, compared to £37,748 in 2022-23.

Priority d) Transport: Sustainable accessible transport for all

Transport in York

We are delighted to have reached over 1million £1 bus tickets for young people under 19 since September 2023 in York, with the biggest savings seen by 16-18 year olds who would otherwise pay adult fares. The scheme was launched as part of the city's Bus Service Improvement Plan (BSIP) funded by central government.

This year we ran the biggest ever, sell-out, Active City Conference, which took place in July 2025 at York's Barbican and saw over 600 delegates, 140 Speakers, our sponsors and the 34 exhibitors exploring the walking, cycling and wheeling opportunities created by wide-ranging changes in mobility, social, environmental and economic trends in our City.

We recently completed a public consultation around proposed improvements to our Park & Ride sites around the City and we are now, in a position to move forwards with the improvements, which will include provision of overnight parking, EV charging points and various upgrades

to facilities such as toilets and ticket office areas. Visitors to the Park and ride sites will also see improved signage, pathways and lighting with a more modern design. We have, with the support of First Group, also extended the hours of operation for the Park and Ride to 5.30am to 10.30pm Monday – Saturday across all sites.

We secured funding to increase the number of 20mph limit zones in the city, focussing on areas with the highest need for road safety and free and safe movement of all road users.

A more accessible city

The Acomb front street developments, have resulted in improved accessibility including, improved Blue Badge parking, wide and level pedestrian crossings, wayfinding signs and upgraded public toilets.

We will be launching the community toilet scheme, ‘For Your Convenience’ in the coming months. We have also been working with York Accessibility Forum, York Disability Rights Forum and the CYC Disabled Staff Network, to develop a staff training module on accessibility, which we hope to launch early in 2026.

Revised plans have been submitted as part of the York Castle Gateway project to turn the Castle Car Park and Eye of York area into a new public space, including a blue badge carpark.

Sustainable transport

We completed an assessment of all primary schools in the city and are working towards introducing the national ‘School Streets’ initiative in four pilot schools over the coming year. The scheme is intended to improve road safety and air quality around schools, encouraging families to choose active and sustainable travel wherever possible.

Residents and visitors can now enjoy safer, greener journeys into York via the newly opened routes through York Central. Hudson Boulevard, a standout walking and cycling route complete with high-quality materials, seating, and a striking central rain garden.

What we plan to do over the next three months

We will be consulting on the Sustainable City Centre Corridor and look forward to having further conversations with stakeholders, residents and visitors about how we can improve bus reliability in York City Centre. Transport projects such as the improvements to Clifton Backies,

upgrades to the Park and Ride sites across the city and the development of school street zones and 20mph zones will continue to progress towards completion.

Making a positive difference

The number of council electric vehicle recharging points in York was 103 in Q2 2025-26, which is the same as in 2024-25.

Area-wide traffic levels, excluding the A64, from 7.00am to 7.00pm, reached 2.03 million in 2024-25, which is the same as in 2023-24 (from the 2009-10 baseline).

The percentage of customers arriving at York Station by sustainable modes of transport was 78.7% in 2024, compared to 78% in 2023.

Park and Ride passenger bus journeys totalled 3.77m in 2024-25, compared to 3.6m in 2023-24.

Priority e) Housing: Increase the supply of good quality affordable housing

City of York Council **adopted the City of York Local Plan** at an extraordinary **Full Council** meeting on Thursday 27 February 2025. The adopted Local Plan forms part of the city's statutory development plan, sets out the vision and strategy for York until 2033 and provides the basis for decisions on planning applications.

Affordable housing

Central to the success of the Council's Housing Delivery Programme is the belief that a high-quality, affordable, comfortable home is essential for residents to thrive. Good quality housing impacts all areas of life from increased educational attainment and better health outcomes to improved economic outcomes.

The Housing Delivery Programme is actively building affordable homes and disposing of land for 100% affordable housing. We have undertaken an independent review of the financial capacity within the Council's Housing Revenue Account, with the aim of building a strong future pipeline of affordable housing.

Supporting the council's ambitions for more affordable housing across the city, the Combined Authority has provided £4.5m of brownfield funding to unlock more sites.

Key Sites

At the Willow House site, in the South Walmgate area, works are progressing with an imminent planning application. We have established a resident engagement panel along with a youth engagement panel and open drop-in events to ensure local people's voices are reflected in the design from initiation. The emphasis is on the provision of 1,2 and 3-bedroom social rented and shared ownership homes that meet our residents' needs. Woolnough House, Morrell House and the 68 Centre are being marketed to the sector to be delivered as 100% affordable housing. These sites will deliver a minimum of 24 new affordable homes.

The Duncombe Square site is delivering 34 new homes and completed in Autumn 2025. Engaging with local communities has been key to developing the plans. Residents and pupils from Clifton Green Primary School were involved from the outset to help to develop an understanding of the local context and to develop a brief used to design the proposals. The site will encourage social interaction with communal plant growing areas, and a new central green space with natural play for children as well as a small public square in front of St Luke's church, as well as improved transport links.

The Burnholme Green housing development site is part of a major council regeneration project which has already delivered a new library, community facilities, and care home on the former Burnholme College site in the Heworth Ward. Burnholme will deliver 78 new homes across 11 terraces and like Duncombe Square 60% of these new builds will be affordable housing. More than a quarter of the homes are designed to be fully wheelchair adaptable and first handover of completed affordable homes at Burnholme is anticipated in November 2025.

The site team have successfully achieved the required airtightness on all plots which is significant milestone in the delivery of Passivhaus projects.

The Ordnance Lane site will provide 101 affordable, Passivhaus homes. The process to date has included various public engagement events, which generated lots of valuable feedback and ideas. Groundworks will begin in Autumn 2025.

After the success of the Lowfield Green Site, where 140 new houses were completed in 2023, we have been progressing work on Lowfield Phase Two sites A and B. Lowfield A, which will consist of approximately

15 homes for adults with learning disabilities and/or autism, is in the design stage with a Planning submission expected in early 2026 and we have held some very positive and useful engagement events for local people, key stakeholders and those with lived experience of learning disabilities and autism.

Lowfield B is earmarked for accommodation for over 55s. The development of the site will be subject to a competitive flexible process, which is in the pre-market engagement phase at present.

Sustainable housing

During the last year we launched Yorenergy, which offers comprehensive retrofit solutions to optimise energy efficiency in people's homes. With our free expert guidance and personalised energy saving tips, the aim is to empower people to make informed decisions that reduce energy bills and create warmer homes for everyone.

We have also been busy installing upgrades to some of our Independent Living properties, Alex Lyon House and Honeysuckle House have been fitted with Solar Panels, additional radiators in communal areas and Air Source Heat Pumps.

The Retro-Fit One Stop Shop York project received £3m from Innovate UK and has been progressing well. Our first demonstrator home on Vine Street, opens for bookings in September 2025 and local businesses, local landlords and members of the public will be able to visit and learn more about the benefits and possibilities of retrofitting.

The Local Energy Advice Demonstrator Project finished in April 2025 and we have received a positive letter from the Department for Energy Security & Net Zero (DESNZ) with congratulations and commendation for our work in this area. As part of this project, in person advice was provided to 475 people and 50 homes had measures installed. Importantly, DESNZ say the project has also significantly enhanced their understanding of how to advise consumers on home retrofit in the future.

Housing those in need

The Council's Homelessness and Rough Sleeping Strategy was approved in December 2024 and was formally launched in partnership with the University of York in July 2025. A partnership group has started to meet, to oversee the implementation of the strategy and deliver a plan to make homelessness rare, brief and non-recurring. The Strategy takes a Housing First approach for those who are single and homeless,

focusing on rapid re-housing, reducing or avoiding time in a hotel or temporary accommodation. Fundamental to this approach will be tailoring the support packages needed once someone with complex needs is in their own home rather than needing to navigate agencies before securing their accommodation.

What we will do over the next three months

We will begin work on our second Retro-Fit One Stop Shop York property.

We anticipate groundworks will begin at the Ordnance Lane site.

Making a positive difference

The percentage of repairs completed on first visit was 82.9% in 2024-25, compared to 80.3% in 2023-24.

The net additional homes provided was 712 in 2024-25, compared to 528 in 2023-24.

The net housing consents was 739 in 2024-25, compared to 658 in 2023-24.

The number of new affordable homes delivered in York was 153 in 2024-25, compared to 122 in 2023-24.

The number of people sleeping rough in York was 32 (snapshot) in September 2025, compared to 20 people in September 2024.

475 residents were advised and 50 retrofit works completed under the LEAD programme.

45 homes had 115 measures completed to improve insulation and reduce carbon, under the Home Upgrade Grant Phase 2 (HUG2) programme

Case Study Three: Winter Fuel Payments [NB this will include images from Comms]

Last winter, City of York Council embarked on a focused campaign around raising awareness of Pension Credit, which provides eligible pensioners with over £3,700 per year to help with costs. Low awareness of the scheme means that over £3.7 million in Pension Credit goes unclaimed each year in York. Income Services and Community Teams

came together to launch a Pension Credit campaign to maximise income for vulnerable residents using the Policy in Practice's Low Income Family Tracker (LIFT) platform's built-in expert policy engine, to identify over 470 households that were missing out.

The Income Services team then contacted 150 pensioners who had social care packages and were eligible for Pension Credit. The Community team worked with the remaining 320 residents without care packages. They partnered with voluntary community sector partners like Citizen's Advice York, Age UK York, and Older Citizen's Advocacy York to contact residents identified as eligible for Pension Credit offering advice at community hubs, by appointment, face to face, phone and home visits.

Between the campaign's launch in Autumn 2024, up to March 2025, 246 pensioners claimed £1.7m in Pension Credit and passported support.

- 83 pensioners with care packages are now claiming over £489,728 in Pension Credit
- 163 pensioners across the city are now claiming over £912,942 in Pension Credit

An extra £32,00 in Winter Fuel Payments (using £200 as the average value of WFP) was given to pensioners.

Priority f) Sustainability: Cutting Carbon, Enhancing the environment for future generations

Progress to net zero

The Council retained A - rating for climate leadership and action for the third year running from the global independent disclosure non-profit, CDP, and we have seen a reduction in direct Greenhouse Gas emissions across the city of 16% (148ktCO_2e) between 2021 and 2023 (the latest year for which data is available).

We completed a Heat Network Zoning Market Prospectus to identify areas of the city where a heat network would be the lowest cost solution for decarbonisation.

We secured funding from the Combined Authority to install rooftop solar at Yearsley Pool, Joseph Rowntree School and Acomb Explore Library. We have also installed rooftop solar on an additional 4 schools in York

through our partnership with Solar for Schools and York Community Energy

We have provided decarbonisation plans for 63 businesses in York and launched a £1.3m grant programme with the York and North Yorkshire Combined Authority and North Yorkshire Council to support businesses in delivering environmental and financial benefits.

We had approval to progress the Harewood Whin Green Energy Park to Full Business Case, with planning permission granted for a 16MW scheme.

We completed the upgrade of over 1,000 street-lamps to LED with funding from the Mayor's Net Zero Fund.

We were delighted to be highly commended at the Community Energy Awards 2024 for the Supportive Local Authority award.

We were also pleased to receive highly complimentary feedback from the Department of Energy Security and Net Zero on our Local Energy Advice Demonstrator Project, which completed in April. The work we have done in this area will be used to inform national retrofit advice in future.

Climate risk and adaptations

We are working with York and North Yorkshire Combined Authority and North Yorkshire Council to deliver a climate change risk and opportunity assessment for the region to inform policy and practice relating to climate change.

For the first time, the council has reported on progress in responding to climate change through the Department for Environment Food and Rural Affairs' Adaptation Reporting Power 4 process.

Our natural environment

York Green Streets has completed planting of over 2,700 trees in York's urban environment, including 2 new micro-woods at Burnholme and Rawcliffe, which means we have now reached a total of 5,300 trees and exceeded the Council Plan target of 4,000 trees by 2027. This work was fully funded by over £450,000 of external grants. Where any new planted trees have failed, they will be replanted at the cost of the council's contractor.

To encourage increased tree planting across the city, a York White Rose Forest District Group has been established to support wider tree planting action with partners and stakeholders.

We developed a new riverside route highlighting how nature-based solutions are supporting climate adaptation across the Swale, Ure, Nidd and Upper Ouse catchments.

We committed £500,000 of investment over the next two years to revitalise parks, play areas, and public green spaces across the city, with four of York's parks (Rowntree Park, West Bank Park, Glen Gardens and Clarence Gardens) already receiving the prestigious Green Flag Award. This sum will be enhanced by over £400k of developer contributions, bringing total parks and open space investment closer to £1m.

With North Yorkshire Council, we supported the production of the draft North Yorkshire and York Local Nature Recovery Strategy, which is currently being finalised following consultation.

Our new dedicated team of neighbourhood caretakers have started work, to improve public spaces, support community-led action and increase pride in our city. They will be working closely with residents, volunteers and councillors, focussing on priorities identified through ward walkabouts, ensuring that local knowledge and community voices will shape the work being done.

Funded by the Green Corridors project, the National Lottery Community Fund and sponsored by local businesses, the York Walls in Bloom project delivered spectacular floral displays with many different pollinating insects able to thrive. Inspired by projects such as the Tower of London 'Moat in Bloom', carefully managed wildflowers around the City Walls offer stunning visuals as well as increased sustainability, better habitats and healthier soil.

Flora has an important role to play in the conservation of the ramparts, and the walls that stand upon them. They regulate the rampart's moisture content, and temperature as well as protecting them from the mechanical effects of people's feet. Along with the binding effects of deep rotting grasses this helps maintain stable and healthy slopes even in the face of with increasing extreme weather.

Air Quality

We met national targets at all monitoring points for the first time (barring covid, when national restrictions on travel were in place). We ran a consultation on expanding the Smoke Controlled Area to the whole of York in line with our commitments under AQAP4, which we continue to work on alongside the actions in our Local Transport Plan and upcoming Movement and Place plan.

What we plan to do over the next three months

Market engagement will commence on the potential establishment of a Strategic Energy Partnership for York and North Yorkshire.

We will begin work on the Full Business Case for the Harewood Whin Green Energy Park and progress other renewable energy generation projects across the city.

Begin the installation of rooftop solar PV at sites funded through the Mayoral Renewables Fund.

Publish the latest emissions figures.

Making a positive difference

We planted 2,705 trees in 2024-25, compared to 2,666 in 2023-24.

Results from the Q1 2025-26 Talkabout survey found that 64% of panellists had given unpaid help to any group, club or organisation within the last 12 months. The government's Community Life Survey 2023-24 recorded that 54% had taken part in either formal or informal volunteering at least once in the last 12 months.

The latest provisional data for the proportion of household waste sent for reuse, recycling or composting was 41.6% within 2024-25, which has remained at a similar level to 41.7% in 2023-24. The latest national benchmark is 42.3% (2023-24). We are planning work in this area, to ensure levels rise over the coming year.

The average of maximum annual mean value of nitrogen dioxide concentrations was 30.7 in 2024-25, compared to 38.8 in 2023-24 (recorded across three areas of technical breach, at points of relevant public exposure). Measured in micrograms (one-millionth of a gram) per cubic meter air or $\mu g/m^3$.

How we operate

We were very pleased to gain re-accreditation from the Good Business Charter in June 2025. To receive Good Business Charter accreditation, organisations must meet the requirements for all 10 components (9 for public or third sector) which collectively cover care for employees, suppliers, customers and the environment whilst paying your fair share of tax.

The Council has responded to the Fair Funding Review Consultation on the reform of local government funding. We are updating our medium-term financial forecast to reflect the estimated impact of Fair Funding Review. Work with Chief Officers to pull together options for efficiencies, income generation and budget reductions is ongoing.

Open and honest

We were delighted to welcome our new Head of Equity, Diversity and Inclusion earlier this year and they have wasted no time in getting a new strategy for development in this area off the ground. We now have a cross-organisational network of Equity, Diversity and Inclusion Champions who will help to ensure that everybody in our organisation is valued, supported and included.

We continue our support for important events in the city such as York Pride and Armed Forces Week.

We've been a Dementia Friendly Employer since 2017. Refreshed communications and training information has been communicated to the workforce and an informal target of 300 employees to be signed up as Dementia Friends by March 2025 has been set.

We continue to highlight progress regularly through our snapshot reports.

Building relationships

A key relationship is with the York and North Yorkshire Combined Authority. This relationship will enhance York's role at a national level and has already seen funding amounting to over £34 million committed for all projects within York at time of writing.

A regular calendar of partnership meetings takes place where we are the lead organisation, or a key member. These support the wider ambitions of the city in addition to delivering the Council Plan. These partnership

meetings include but are not limited to, City Leaders, Place Partnership, Health and Wellbeing Board, Financial Inclusion Steering Group, Economic Partnership, Skills Board and the Schools Forum.

We believe that International partnership work is of great importance. We are supporting a new Humanitarian Network for those people in York who are offering ongoing support to the people of Ukraine and we are undertaking work with The Mayor of Lviv, Ukraine to provide practical support around resilience and rail tech. We have welcomed visitors from our two twin cities Dijon and Munster this year too.

We've implemented new approaches that have increased resident engagement with the content on our 'owned' digital channels, as part of our work to ensure people have key information about the council and their services. Our suite of e-newsletters remains the most effective way for us reach a significant number of residents. We're now developing an updated communications strategy to ensure we can support and reach everyone in the city, regardless of access to digital channels.

Supporting our staff

In Spring 2025 we completed our new Managing Customer Relations Policy, which sets out clear guidelines and expectations for customers and staff, using the Poverty Truth Commission and trauma informed approaches.

Our ongoing programme of Transformation work aims to improve efficiency and innovation within the organisation to ensure it is fit for the future. Staff support and resilience is key to how we function as a council and there is an ongoing programme of development and support detailed in the Workforce Development Strategy and action plan.

What we plan to do over the next three months

As part of York Cares' 'Project Dare', we plan to welcome students from York High to learn more about the work of our Active Travel team, challenging pupils to think about how more people might be persuaded to choose active travel to-and-from school in future.

In September, jointly with LNER, the Council welcomed a cohort of interns for supported work placements. This scheme is specifically for young people aged between 16 and 24 who have an education, health and care plan (EHCP). The placements are designed to assist the

interns to gain skills through on-the-job training with the support of a job coach to transition into paid employment.

Work also continued on promoting work placements for care experience young people alongside the core offer of work experience within Council directorates. The 2025 Summer work experience programme was the largest to date and deemed a success from students, schools and managers who participated.

Making a positive difference

The percentage of Freedom of Information and Environmental Information Requests responded to 'in time' was 96.5% in August 2025 (latest data). This figure remains high.

In March 2025 we completed our annual staff survey. The results show that 73% of respondents would recommend the Council as a good place to work and 80% are aware of our four core commitments and values. In line with previous surveys, employees feel very supported by their line managers with 87% saying they their manager is approachable and easy to talk to. 80% feel their work gives them a feeling or sense of personal achievement.

Meeting:	Executive
Meeting date:	4 November 2025
Report of:	Debbie Mitchell, Director of Finance
Portfolio of:	Councillor Katie Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Medium Term Financial Strategy Update

Subject of Report

1. The purpose of this report is to provide an update to the Medium Term Financial Strategy along with an outline of the 2026/27 budget process. The report also informs Executive of the key risks and challenges, along with an overview of the main assumptions used.

2. The report identifies that the Council will need to deliver savings of £33.7m over the next 3 years and that these savings will be delivered from an organisational wide transformation programme coupled with a combination of service cuts, cost reductions, efficiencies and securing additional external funding.

3. The report also summarises the expected impact of the Fair Funding Review. Modelling indicates that York's funding will reduce by £15m as a result of the funding reforms, equivalent to 8% of core spending power, phased in over 3 years.

Benefits and Challenges

4. There is a clear benefit to having a medium term financial strategy that enables the Council to manage its budget within available funds. Understanding the financial outlook and the impact of finances on the delivery of the Council Plan helps to manage risk and effectively target increasingly scarce resources to key priorities.

5. The challenges continue to be the uncertainty around funding from Government alongside managing increasing demand across all services, especially within social care, and ongoing inflationary cost pressures.

6. Over the next few years, the Council will see some of the most significant financial challenges we have ever experienced. The delivery of this strategy will be extremely challenging for residents, other partners, members, and officers. It is important that we do not underestimate the scale of the challenge ahead. The level of savings required will inevitably impact on our staff and our residents. Robust financial management, clear priorities and a focus on cost control are all essential to ensuring our continued financial sustainability and resilience.

Policy Basis for Decision

7. The Medium Term Financial Strategy aims to ensure that, as far as possible, resources are aligned to the Council's priorities.

Financial Strategy Implications

8. This report outlines the financial strategy, including key assumptions and identifies a budget gap of £33.7m over the next 3 years. It also outlines an approach to budget planning which should ensure savings are identified. This is essential to safeguard the Council's financial resilience and stability.

Recommendation and Reasons

9. Executive is asked to:
    - Agree the Medium Term Financial Strategy as outlined in this report

    Reason: to ensure the Council meets future financial challenges and produces a robust budget.

Background

10. The Medium Term Financial Strategy sets out an overarching forecast of the financial position for the next three years. The focus is on the General Fund revenue budget as this involves the majority of the Council's day to day spending and income. However, the proposals outlined in the report for bridging the gap

will also include identifying savings and efficiencies within the Housing Revenue Account.

11. The report sets out the key assumptions made in respect of Council Tax, pay, other inflationary pressures and Government grants. Members are reminded that these are financial planning assumptions, and no decisions will be made on the 2026/27 budget until Executive in January and Full Council in February 2026.

12. The financial challenges facing Local Government are a national concern. They are significant and the Council will have to make many difficult decisions in the coming years. Years of uncertainty regarding the funding position and the short term nature of funding settlements has made long term planning difficult.

13. However, the Government has recently outlined its approach to the long awaited Fair Funding Review in a lengthy and detailed consultation paper. This will be followed by a policy statement in the Autumn and a schools White Paper which will set out details of the DSG and SEND funding before we receive final allocations of funding in December 2025. This will be a 3 year settlement.

14. The figures outlined in this report take account of the all the available information at the time of writing and we do not expect this will change until individual Council allocations are announced in December.

15. There are still a number of significant risks, such as removal of the DSG statutory override (this ensures that the deficit on High Needs SEND is not charged to the General Fund), continuing inflationary pressures along with the well-known challenges of delivering adult social care.

16. All Members will be aware that the Council has had to make significant budget savings over recent years as shown in the table below. Whilst this gives some comfort that the Council is effective at controlling costs and delivering budget savings, it also demonstrates the difficulty in continually identifying savings from reducing budgets.

Year	Savings £m
2025/26	6,444
2024/25	14,258

2023/24	6,633
2022/23	7,870

Table 1 – historic budget savings

National Context

17. The financial challenges facing Local Government are significant. As outlined in previous financial reports to Executive, many Councils across the country are experiencing significant financial pressures and are struggling to balance their budgets. This is a national challenge but clearly the current economic climate, alongside inflationary cost pressures and increasing demand for our services, all continue to have a financial impact on the Council's budgets.

18. The 3 year period covered by this Financial Strategy coincides with potentially very significant changes in the allocation of local government funding as outlined in the Fair Funding Review 2.0 consultation and the re-introduction of multi-year settlements.

19. Treasury has now confirmed that the Autumn Budget will take place on 26th November, which is much later than anticipated. This will have a direct impact on the timing of the Local Government Settlement as the Budget usually confirms measures such as business rates reliefs.

20. At the time of writing, the Policy Statement (which had been anticipated in late September or early October) is expected in late October or early November. This will be accompanied by a "comprehensive response" to the consultation. We should get further information and guidance at that point about the likely outcome of the Fair Funding Review.

Fair Funding Review

21. The Fair Funding Review was published on 20th June with an eight week consultation window. The Council responded to the consultation and published its response on the Open Data platform here https://data.yorkopendata.org/dataset/fair-funding-review-consultation-2025.

22. The proposals will be implemented in 2026/27 and will cover 3 years to 2028/29. Modelling indicates that York will lose £15m

from the funding reforms, equivalent to 8% of Core Spending Power and this reduction in funding will be phased in over 3 years.

23. The key issue for York is that our share of Relative Needs Formula and the overall needs assessment is reducing. This is the measure of the demand and costs each council faces in the delivery of local services compared to other local authorities. The table below shows how this has changed and that essentially we don't have as a greater need as we did in 2013/14 (which is when the relative needs were last assessed).

Relative Need Formula	2013/14 %	2026/27 %	Change %
Adult Social Care	0.305	0.300	-1.5
Children & Young People	0.223	0.202	-9.7
Foundation Formula (lower tier)	0.321	0.286	-10.9
Foundation Formula (upper tier)	0.350	0.317	-9.3
Highways Maintenance	0.343	0.308	-10.1
Overall Needs Assessment	0.288	0.262	-9.0

Table 2 – Relative need formula comparison

24. Many different factors have been used to calculate these figures, including the number of visitors. There have been significant changes to a number of the formulas most including added weightings for deprivation most of which have impacted York negatively. An area cost adjustment (ACA) has also been applied to the overall needs assessment to "account for the different costs of delivering services in different places".

25. The Foundation formula line includes all other general fund services such as waste, culture, leisure, etc.

26. The ACA compensates authorities for different levels of unit costs. It has four elements: labour, premises, travel-times, and remoteness. Labour and premises elements have been updated for the latest data. The travel time and remoteness elements are new and will be introduced for the first time in 2026-27.

27. It is not possible to estimate the impact of each of the individual elements within the ACA, but we can compare the funding from the current ACAs to those proposed in 2026-27 and can therefore estimate that York will lose around £4m from the new ACAs.

Council Tax Equalisation

28. The consultation is proposing to account for differing Council Tax raising ability through a "resource adjustment". They will multiply each local authority tax base by an assumed / notional level of Council Tax on the assumption that Councils with stronger tax bases will receive lower allocations that those with weaker tax bases.

29. However, by using an average that is higher than our actual, this assumes we generate £3m more than we actually can. There doesn't appear to be any consideration of Councils with a low Band D and we are still limited to a 5% cap. For those councils that charge more than the average, no adjustment appears to have been made for the additional income they generate over and above the average assumed.

30. The assumed average Band D Council Tax for 2026/27 is £2,000 compared to a forecast 2026/27 CYC charge of £1,817 (assuming we increase by 4.99%).

	Assumed position	Actual CYC position
1. Adj Council Tax Base	68,250	69,956.1
2. Council Tax Band D	£1,908	£1,817.43
1 x 2	£130.202m	£127.140m

Table 3 – Council Tax Equalisation

Using the figures in the table above, this means that our funding settlement will be reduced by £130m despite us only being able to generate £127m.

Grants

31. A number of specific grants will be rolled into SFA. These grants will be distributed within SFA using either the appropriate RNF, or the overall SFA distribution. Given the change in our overall needs assessment, this could mean future allocations are less than we would have received otherwise.

32. Rolled-in grants will include New Homes Bonus, Recovery Grant, Minimum Funding Guarantee (MFG), the three social care grants,

and the Children' Social Care Prevention Grant. The government will consult at the settlement on how to roll in some of these specific grants, adding another risk to the numbers we're working on.

Local Issues and Challenges

33. As outlined in previous reports to Executive, the Council is continuing to see significant financial pressures because of inflation and increased demand for our services. There remain in particular underlying budget pressures within adult social care, despite the allocation of growth each year. All services across the Council are operating in an extremely challenging environment. Whilst these are statutory services that the Council will always deliver to best of our ability, by looking for efficiencies now, we are able to preserve preventative investment that can help to control demand for services in future years.

34. Demand for services continues to increase with an ageing population and with increased complex needs in respect of social care. There are also significant challenges in the health sector, including challenging financial positions for health partners, which are in turn a financial risk to the Council.

35. Nationally there is significant pressure on budgets in children's services. The Children's Wellbeing and Schools Bill currently going through the House of Lords, will introduce significant, transformational change within Children's Social Care. However, the way funding has been allocated by Government disadvantages smaller Councils such as York. This is a complex change programme that will need funding to fully realise the benefits.

36. It is vital that the financial strategy supports the Council's priorities as outlined in the Council Plan. However, delivering Council priorities at a time of significant financial challenge will require a more transformational, long term approach to continue to reduce costs overall whilst ensuring resources are prioritised to where they are needed most. The budget strategy needs to ensure we prioritise financial resilience and delivery of the right outcomes for our residents.

Medium Term Forecast

37. The table below outlines the latest forecast and shows a cumulative budget gap of £33.7m.

	2025/26	2026/27	2027/28
Costs	£m	£m	£m
Pay (incl superann reduction)	1.1	3.0	2.6
Prices			
• Energy & fuel	0.15	0.14	0.14
• Adult Social Care	4.1	3.2	3.7
• Children's Social Care	0.9	0.9	0.9
• Other	1.3	1.1	1.1
Cost of capital	2.3	2.5	2.6
Social Care demographics	2.0	2.0	1.8
Service growth	0.9	0.5	0
Total costs	**12.75**	**13.34**	**12.84**
Income			
Council Tax	-6.2	-6.5	-6.9
Loss of Govt funding	3.5	5.6	5.3
Total funding	**-2.7**	**-0.9**	**-1.6**
Budget Gap	**10.05**	**12.44**	**11.24**
Cumulative gap	**10.05**	**22.49**	**33.73**

Table 4 – Medium Term Financial Strategy

38. The forecast above is based on several assumptions. The national economic picture continues to be unpredictable, and several factors can influence the Councils finances. Any variations from the assumptions used will have an impact on the overall resources available to the Council.

39. The 2025/26 pay award has recently been agreed at 3.2%. We have continued to use an assumption of 3% for future years. We have also assumed a permanent reduction in the employer's contribution rate to the Pension Fund based on the forecast triennial valuation due at the end of this financial year following an improvement in pension schemes performance nationally.

40. For inflation, an allowance of 3% has been made for energy, fuel and other contracts. A higher rate has been used for social care contracts in both Adults and Children's to reflect market conditions.

41. In terms of income from Council Tax and business rates, the maximum increase of 4.99% (2.99% general, 2% ASC precept)

has been assumed across all 3 years. A small increase in Council Tax Base has been included, along with the second homes premium.

42. No growth has been assumed for Business Rates, due to the Business Rates Reset included in the Fair Funding Review.

2026/27 Budget Strategy

43. In terms of a strategy to close this forecast budget gap, several strands of activity are proposed. It remains important to ensure we can effectively control our costs in year and therefore the current cost control measures in place across the Council will continue. This will ensure that expenditure continues to be scrutinised and challenged, helping to deliver value for money, identify opportunities to reduce costs whilst also improving accountability and visibility of spend.

44. Officers will continue to closely monitor any Government funding announcements and incorporate the impacts into the financial strategy, as well as reviewing the growth assumptions to minimise these where possible.

45. As outlined earlier in the report, the Council has achieved savings of £35m over the last 4 years. It is difficult to keep identifying areas that can deliver ongoing savings and, in light of the continued demand pressures that are being experienced in the current financial year, we need to take a different approach to balancing the budget. We cannot continue to spend at this level and balance our budget. We need to fundamentally review the size and shape of the organisation to ensure we can remain financially sustainable in the future.

46. Therefore, the main focus for the delivery of recurring savings will be the Council wide transformation programme that is currently being developed. A Chief Officer Transformation post has been created, and a team of programme managers and business analysts will systematically review all aspects of the Council to drive out savings. This team will help to ensure that we focus our efforts on the delivery of financial sustainability and the right outcomes for our residents. It is vital that we that we can both transform **and** reduce levels of service provision, so that remaining services continue to be as high performing as possible.

47. The programme will deliver under a number of key themes, including:
    - Integrated Neighbourhoods
    - Early Intervention & Prevention
    - Internal Business Transformation, including looking at our asset base to ensure we are making best use of assets and digital transformation.

48. The overall aim of this programme will be to drive change and provide the best outcomes within the overall funding available. This approach will ensure the Council can meet financial savings targets whilst also delivering improved services.

49. However, it is unlikely that we will be able to deliver all the savings needed in 2026/27 from transformation alone. This means that we will still need to consider areas for reducing or even stopping services.

50. It is also important to note that a transformational approach will still involve reductions in our workforce over the 3 year period of the programme. Investment will also be made in a comprehensive programme of support for staff.

51. Other areas that will be considered to help close the budget gap include:
    - A continued focus on organisational efficiency, including restructuring and integrating services to remove duplication and overlap, exploiting the use of technology where possible and appropriate.
    - A focus on working closely with city partners to explore new and innovative operating models, such as community asset transfer or building community wealth through delivering shared social value outcomes across the council and partners.
    - A focus on securing external funding.
    - An ongoing review of the assumptions used in the MTFS to ensure they are not overly cautious but are realistic and updated regularly to reflect any changes in Government funding.

52. The overall strategy for closing the budget gap is therefore a sustained, organisational focus on a transformational approach. This will be coupled with a combination of service cuts, cost reductions, efficiencies and securing additional external funding.

Budget Consultation Process

The Council undertook a significant budget consultation process for the 2025/26 budget setting process. A staged approach allowed the council to iteratively building an understanding of both the impact of proposals on different demographics and community groups, together with how partners, businesses and residents can work together to deliver our shared ambitions for the city.

53. Through this consultation, we now have a comprehensive report about what residents value, and their priorities, including opportunities and concerns.

54. The proposed approach for 2026/27 is to run a scaled-back consultation process, still in line with the statutory requirements, drawing on the feedback from last year to inform the transformation programme approach. The consultation will be in two parts.

55. Firstly, the statutory engagement with business groups, which will also include CVS as the community umbrella organisation. Headlines of the budget position to be presented at existing business community meetings with a call for feedback on proposed approaches.

56. Secondly, there will be an awareness campaign of what the council does, but not explicitly asking for opinions on budget. A schedule of areas to focus on will be out in place to help explain the breadth of things we deliver.

Organisational Impact and Implications

57. **Financial**, this report itself doesn't have any direct financial implications at this stage, but the report outlines that further significant savings are required. The ability of the Council to control its spending and future Government funding announcements will influence the level of savings that are needed.
58. **Human Resources (HR),** there are no direct implications arising from the budget planning process. Any savings proposals with staffing implications will follow appropriate consultation and HR policies and procedures.
59. **Legal**, there are no direct legal implications related to the recommendations. The Council is under a statutory obligation to set a balanced budget on an annual basis. Any budget proposals

and decisions relating to the 2026/27 budget process will be subject to future decision making processes in which legal implications will be considered.

60. **Procurement**, there are no direct implications arising from the budget planning process.
61. **Health and Wellbeing**, there are no direct implications arising from the budget planning process.
62. **Environment and Climate action,** there are no direct implications related to the recommendations.
63. **Affordability**, there are no direct implications arising from the budget planning process. Where any future budget decisions impact on residents on a low income these impacts will be recorded in the individual Equalities and Human Rights Impact Analysis referred to below.
64. **Equalities and Human Rights**, whilst there are no specific implications within this report, the budget itself will be accompanied by an equalities impact assessment and equality issues are considered at all stages of the budget process. Equality Impact Assessments will be completed for any individual budget proposals.
65. **Data Protection and Privacy**, there are no implications related to the recommendations.
66. **Communications**, the information set out in this report necessitates both internal and external communications. With ongoing interest in the current state of Local Government funding, we anticipate this report will attract media attention. A communications plan is being prepared to facilitate the communication with residents, staff, and others, that will be required between now and February, when the budget will be set.
67. **Economy**, there are no direct implications related to the recommendations.

Risks and Mitigations

68. The increased demand for services and ongoing cost pressures across all services, along with the limited funding available to the Council, could mean that there are not enough resources available to support the delivery of the Council Plan. Continued overspending will weaken the Council's financial position, reducing financial stability and resilience.

Wards Impacted

69. All

Contact details

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Service Area:	Finance
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Date:	23/10/2025

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Date:	23/10/2025

Background papers

None

Annexes

None

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Meeting:	Executive
Meeting date:	4 November 2025
Report of:	Debbie Mitchell Director of Finance
Portfolio of:	Councillor Katie Lomas Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Decision Report: Treasury Management 2025/26 Mid-Year report and review of Prudential Indicators

Subject of Report

1. The purpose of this report is to provide a regular update to Executive on treasury management activity for the first half of the 2025/26 financial year and to provide the latest update of the prudential indicators which are included at Annex A to this report.

Benefits and Challenges

2. Treasury Management is the effective management of the Council's cash flow. Doing this effectively protects the Council from risks and ensures the ability to meet spending commitments as they fall due.

Policy Basis for Decision

3. The CIPFA (Chartered Institute of Public Finance and Accountancy) Code of Practice for Treasury Management 2021 requires that full Council be updated with, review and approve, as a minimum three reports annually. These reports are the Treasury Management Strategy Statement setting out policy for the forthcoming year, a mid-year review report, and an annual report detailing the treasury activities and performance for the previous year. Quarterly reports are also required to provide an update on treasury

management activities and can be assigned to a designated committee or member as deemed appropriate.

4. This report is the Treasury Management quarterly report detailing the activities undertaken so far, performance, and monitoring of the Prudential Indicators. It provides an update on activity for the period 1st April 2025 to 30th September 2025. This report ensures this Council is implementing best practice in accordance with the Code.

Financial Strategy Implications

5. The Treasury Management function is responsible for the effective management of the Council's investments, cash flows, banking, and money market transactions. It also considers the effective control of the risks associated with those activities and ensures optimum performance within those risk parameters.

Recommendation and Reasons

6. Executive is asked to note:
   - The 2025/26 Treasury Management activity for the period ending 30 September 2025.
   - The Prudential Indicators outlined in Annex A (updated where applicable) and note the compliance with all indicators.

   Reason: To ensure the continued effective operation and performance of the Council's Treasury Management function and ensure that all Council treasury activity is prudent, affordable and sustainable and complies with policies set.

7. It is a statutory duty for the Council to determine and keep under review the affordable borrowing limits. During the first quarter of the 2025/26 financial year, the Council has operated within the Treasury and Prudential Indicators set out in the Council's Treasury Management Strategy Statement for 2025/26.

8. There are no policy changes to the Treasury Management Strategy Statement 2025/26 for members to agree and approve; the details in this report update the Treasury Management position and Prudential Indicators in the light of the updated economic position and budgetary changes already approved.

Background

9. This Mid-Year treasury management report has been prepared in compliance with the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management, and covers the following:
    - A brief economic update for the first half of the 2025/26 financial year.
    - A review of the Treasury Management Strategy Statement and Annual Investment Strategy.
    - A review of the treasury position as at 30 September 2025.
    - A review of the Council's investment portfolio.
    - A review of the Council's borrowing strategy.
    - A review of compliance with the Treasury and Prudential Limits.
    - An update to the prudential indicators (set out at Annex A).

Economic Update

10. The first half of the 2025/26 financial year saw:
    - The Bank of England base rate lowered by 50 basis points overall in the period; from 4.5% to 4.25% on 8th May 2025, maintained at 4.25% on 19th June 2025, lowered from 4.25% to 4.00% on 7th August 2025, and maintained at 4.00% on 18th September 2025.
    - Twelve-month CPI inflation was 3.8% in August 2025, following 3.8% in July 2025 and 3.6% in June 2025. These two increases coming after CPI inflation fell to 3.4% in May 2025, from 3.5% in April 2025.
    - Core CPI inflation was 3.6% in August 2025, continuing its downward trend having been at 3.8% in April 2025.
    - Services consumer price inflation fell to 4.7% in August 2025 from 5.0% in July 2025 and compared to 4.7% in May 2025 and June 2025.
    - UK GDP is estimated to have risen by 0.3% in the second quarter of 2025, covering April 2025 to June 2025.

Interest Rate Forecast

11. Current interest rates and the future direction of both long term and short term interest rates have a major influence on the overall treasury management strategy and affects both investment and borrowing decisions.

12. Table 1 is Link Groups Interest Rate forecast for both the bank base rate and long-term Public Works Loans Board (PWLB) Certainty borrowing rates (gilt yields plus 80 bps). This forecast was as at 11 August 2025.

	Bank rate %	PWLB borrowing rates % (including certainty rate adjustment)			
		5 year	10 year	25 year	50 year
Sep 2025	4.00	4.80	5.30	6.10	5.80
Dec 2025	4.00	4.70	5.20	5.90	5.60
Mar 2026	3.75	4.50	5.00	5.70	5.40
Jun 2026	3.75	4.40	4.90	5.70	5.40
Sep 2026	3.50	4.30	4.80	5.50	5.30
Dec 2026	3.50	4.30	4.80	5.50	5.30
Mar 2027	3.50	4.30	4.80	5.50	5.30
Jun 2027	3.50	4.20	4.70	5.40	5.20
Sep 2027	3.25	4.20	4.70	5.40	5.20
Dec 2027	3.25	4.20	4.70	5.30	5.10
Mar 2028	3.25	4.20	4.70	5.30	5.10
Jun 2028	3.25	4.10	4.60	5.30	5.00
Sep 2028	3.25	4.10	4.60	5.20	5.00

Table 1 – Link's interest rate forecast at 11 August 2025

13. Market expectations in September 2025 are that Bank Rate is unlikely to be cut again until 2026, with the timing of cuts affected by inflation, government policies and global events that may impact the UK economy. CPI inflation is expected to remain at broadly similar levels throughout the remainder of 2025 before moving downwards in early 2026. In its latest meeting minutes dated 18 September 2025, the Bank of England signalled *'A gradual and careful approach to the further withdrawal of monetary policy restraint… timing and pace of future reductions in the restrictiveness of policy will depend on the extent to which underlying disinflationary pressures continue to ease.'*

Treasury Management Strategy Statement 2025/26

14. Full Council approved the Treasury Management Strategy Statement for 2024/25 on 27 February 2025. Details can be viewed here (item 64) https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=15004&Ver=4 and here https://democracy.york.gov.uk/(S(iezd4m45k3tmf22josjfte55))/ieIssueDetails.aspx?IId=72853&Opt=3

15. There are no investment policy changes and the details in this report do not amend the Statement.

Overall Treasury position at 30 September 2025

16. Table 2 shows the Councils net Treasury debt and investment position for the period ending 30 September 2025, shown with the financial year end 2024/25 position.

	Principal 30/09/25	Average Rate 30/09/25	Principal 31/03/25	Average Rate 31/03/25
External Debt				
General Fund Borrowing	£182.59m	3.42%	£190.59m	3.49%
Housing Revenue Account (HRA) Borrowing	£140.86m	3.32%	£140.86m	3.33%
Total Borrowing	£323.45m	3.37%	£331.45m	3.42%
Other Long-term Liabilities inc. PFI	£46.74m		£46.74m	
Total External Debt	£370.19m		£378.19m	
Investments				
Investment balance	£6.35m	4.23%	£10.09m	4.89%
Net Treasury Position				
Debt less Investments	£363.84m		£368.10m	

Table 2 Summary of Treasury position as 30 September 2025

Investment Portfolio

17. The Treasury Management Strategy Statement includes the Council's Annual Investment Strategy outlining the Council's investment priorities as follows:
    - Security of capital
    - Liquidity
    - Yield

    Environmental, Social & Governance (ESG) criteria, will be considered as a fourth criteria after the fulfilment of the three core investment priorities.

18. The Council's investment policy is governed by MHCLG guidance and sets out the approach for choosing investment counterparties based on credit ratings provided by the three main credit rating agencies, supplemented by additional market data, (such as rating outlooks, credit default swaps, bank share prices etc.). The Council will also consider environmental, social and governance factors when placing investments after the core investment priorities of security, liquidity and yield have been assessed.

19. The Council continues to aim to achieve the optimum return (yield) on investments commensurate with the proper levels of security and liquidity and the Councils risk appetite. The Council had no liquidity difficulties during the first half of the 2025/26 financial year.

20. Investment returns the Council earns on its surplus cash is dependent on the level of cash held for investment purposes, cash backed reserves and cash flow requirements which is due to the timing of precept payments, receipt of grants, receipt of developer contributions, borrowing for capital purposes, payments to its suppliers of goods and services and spend progress on the Capital Programme. Cash balances are therefore only available on a temporary basis depending on cash flow movement.

21. The average level of cash balances available for investment purposes in the first half of the year up to 30 September 2025 was £25.89m (£32.02m for the period 1st April 2024 to 30 September 2024). The average rate of return earned on cash balances in the first half of the year up to 30th September 2025 was 4.23% (5.07% for the period 1st April 2024 to 30th September 2024).

22. Table 3 shows the current fixed term investments at 30th September 2025.

Institution Type	Principal Balance 30/09/25	Average Balance 01/04/25-30/09/25	Average Rate 01/04/25-30/09/25	Principal Balance 31/03/25	Average Balance 01/04/24-31/03/25	Average Rate 01/04/24-31/03/25
Fixed Term Deposits	£0.00m	£0.00m	0.00%	£0.00m	£0.00m	0.00%
Call / Notice	£0.00m	£0.00m	0.00%	£0.00m	£0.00m	0.00%
Money Market Funds	£6.00m	£25.45m	4.29%	£9.00m	£28.62m	4.95%
Cash in bank	£0.35m	£0.44m	0.00%	£1.88m	£0.50m	0.00%
Total Investments	£6.35m	£25.89m	4.23%	£10.88m	£29.12m	4.89%

Table 3 Investment Portfolio by type at 30th September 2025

23. Figure 1 shows the investments portfolio split by cash in bank, deposits in short term call accounts, fixed term investments and Money Market Funds. Money Market Funds used have an AAAm credit rating and the cash bank account is AA- credit rating.

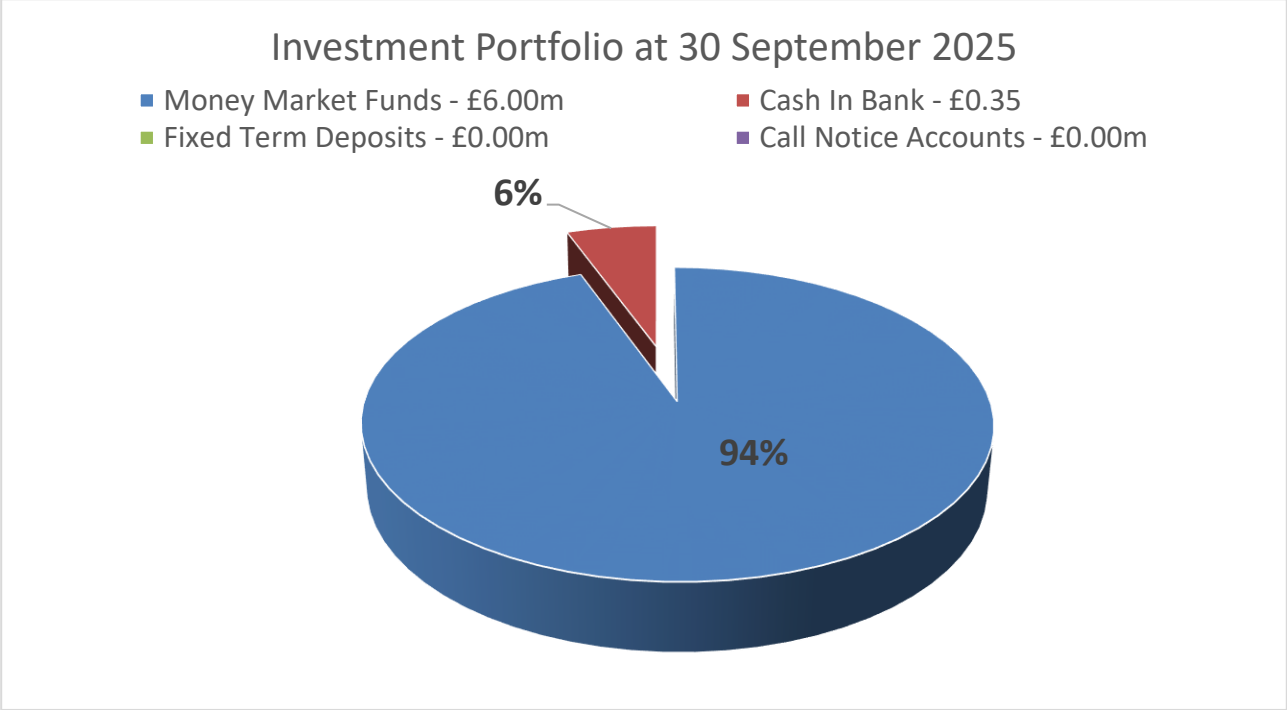


Figure 1 Investment Portfolio by type at 30 September 2025

24. The Council uses a benchmark indicator to assess the Councils investment performance, and this is the average Sterling Overnight Index Average (SONIA). SONIA is based on actual transactions reflecting the average of the interest rates that banks pay to borrow sterling overnight.

25. The Council's average rate of return for the quarter ending 30th September 2025 in table 3.

	2025/26 (Mid Year)	2024/25 (Mid Year)	2024/25 (Full year)
Average CYC Rate of Return	4.23%	5.07%	4.89%
Benchmarks			
Average Overnight SONIA	4.19%	5.12%	4.90%

Table 3: CYCs investment rate of return performance vs. SONIA benchmark

26. The average rate of return achieved for invested cash during the first half of 2025/26 has remained around the average overnight SONIA rate. The Council has kept all cash invested in highly liquid Money Market Funds. While providing instant access to cash, these funds contain a portfolio of investments on different maturity durations and yields. In a decreasing interest rate environment, there is often a slight time lag between the decrease seen on the Money Market Fund return compared to the SONIA rate.

27. Figure 2 shows the average SONIA rates for a number of investment durations compared with the Bank of England base rate and the Council's rate of return achieved in the first half of 2025/26. It shows that the Councils average rate of return is tracking broadly in line with, both Bank base rate and overnight SONIA rate. This is expected as cash has been held in liquid Money Market Funds.

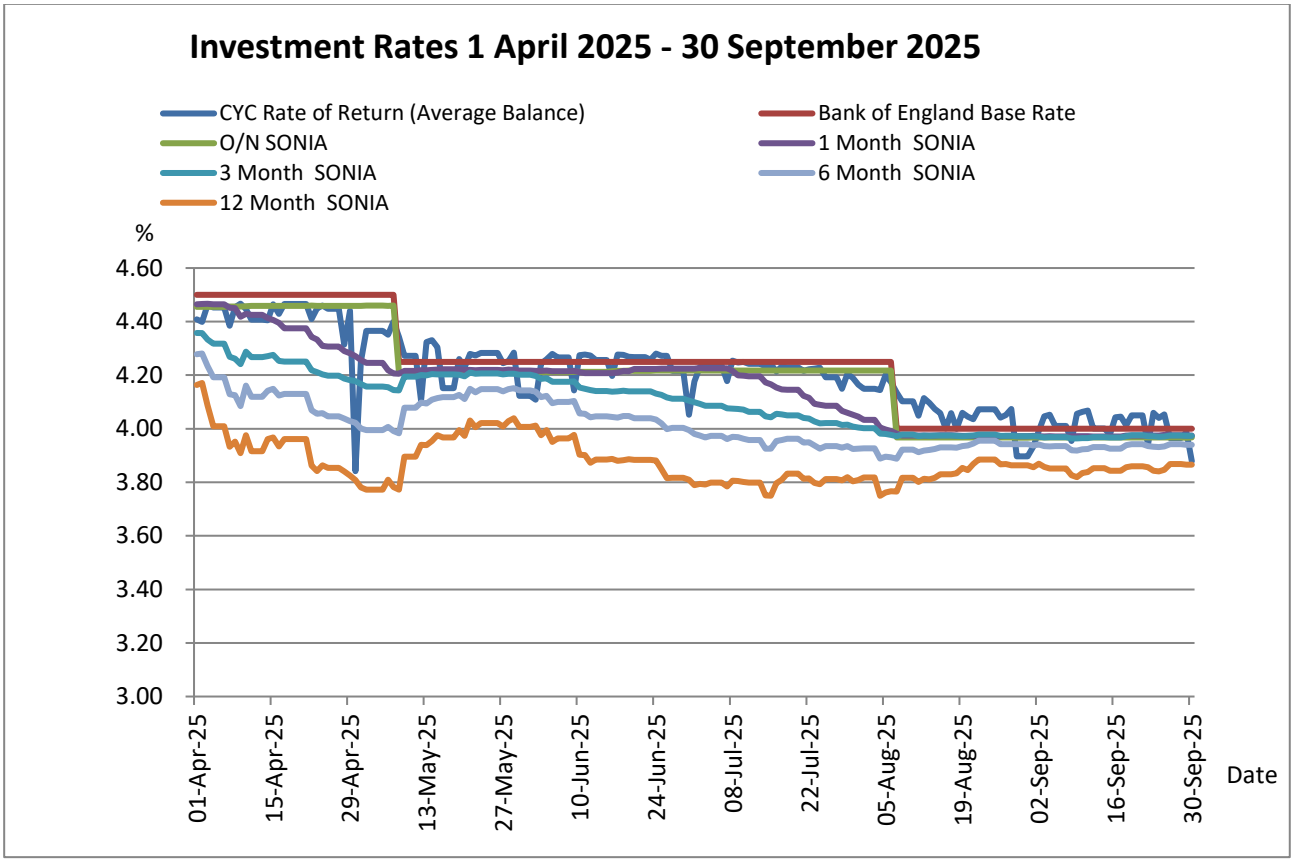


Figure 2 CYC Investments vs Bank of England base rate and SONIA up to 30 September 2025

28. The Council is using its cash balances to delay taking on long-term borrowing. The overall effect of using cash balances to support the Council's under borrowed CFR position is that as cash balances are used there is less cash available for longer term investment. Opportunities that arise for notice and fixed investments which could generate higher yields are considered in terms of the Councils short to medium term cash flow requirement and it's under borrowed CFR position.

29. In the current falling interest rate environment short and medium fixed term deals are currently below the rates the Council is achieving on its liquid Money Market Fund investments; this is on the expectation that bank rate falls in line with Market predictions. While the opportunity to fix could contribute to a higher rate of return overall should interest rates fall in line with Market predictions, the Council, by running a lower average cash balance position, does not consider it prudent at this point in time to place fixed term investments. This position is kept under review.

Borrowing requirement and debt at 30 September 2025

30. The Council undertakes long-term borrowing in accordance with the investment requirements of the capital programme and all borrowing is therefore secured for the purpose of its asset base.

31. Under regulation, the Council can borrow in advance of need and Markets are therefore constantly monitored and analysed to ensure that advantage is taken of favourable rates and the increased borrowing requirement is not as dependant on interest rates in any one year.

32. The level of borrowing taken by the Council is determined by the Capital Financing Requirement (the Councils underlying need to borrow for capital expenditure purposes). Borrowing needs to be affordable, sustainable and prudent.

33. On the reverse side, the Council's level of borrowing can also be below the Capital Financing Requirement. This would mean that instead of increasing the Council's level of borrowing, surplus funds held for investment purposes would be utilised.

34. Table 5 shows the Council's underlying need to borrow to finance capital expenditure and is termed the Capital Financing Requirement (CFR).

	31 March 2026 Mid Year Forecast (30.09.25)	**31 March 2026 Budget Forecast (TMSS 25/26)**	**31 March 2025 Outturn Actual (31.03.25)**
CFR General Fund	£383.47m	£391.41m	£323.78m
CFR HRA	£136.77m	£137.20m	£139.91m
CFR Other Long-term Liabilities	£45.40m	£41.93m	£46.74m
Total CFR	£565.64m	£570.54m	£510.43m

Table 5 Capital Financing Requirement Forecast 30 September 2025

35. The borrowing strategy takes into account the borrowing requirement, the current economic and market environments and is also influenced by the interest rate forecasts.

36. During the first half of 2025/26, the Council has maintained its under-borrowed position. This meant that the capital borrowing need, (the Capital Financing Requirement), has not been fully funded with loan debt, and cash supporting the Council's reserves, balances and cash flow has continued to be used as an interim measure to fund the capital programme. The under-

borrowed position can be seen on the Councils Liability Benchmark graph as shown by the gap between the loans outstanding and CFR.

37. While this strategy is still prudent in 2025/26, long-term borrowing rates have remained elevated across the curve (see Table 9). Where debt is required to refinance maturing debt and finance the capital programme the Treasury team will look at temporary and short-term borrowing with maturity dates up to 5 years if internal borrowing cannot be maintained. Where there are opportunities to draw down long term debt at more favourable rates, through either PWLB or market borrowing, these will be considered in order to try to minimise the longer-term impact of debt costs.

Borrowing Portfolio

38. The Councils long-term borrowing started the year at a level of £331.45m. The current borrowing portfolio position as at 30 September 2025 is £318.45m.

	30 September 2025			31 March 2025		
Institution Type	**No. of Loans**	**Principal**	**Average Rate**	**No. of Loans**	**Principal**	**Average Rate**
Public Works Loan Board PWLB – Money borrowed from the Debt Management Office (HM Treasury)	55	£316.10m	3.39%	56	£324.10m	3.44%
Market Loans LOBO Loans – Lender Option Borrower Option	1	£5.00m	3.88%	1	£5.00m	3.88%
West Yorkshire Combined Authority WYCA – Zero interest loans the purpose of which are to help to fund York Central infrastructure projects.	4	£2.35m	0.00%	4	£2.35m	0.00%
Total Borrowing (GF & HRA)	**60**	**£323.45m**	**3.37%**	**61**	**£331.45m**	**3.42%**

Table 6 Current borrowing position 30 September 2025

39. During the first half of 2025/26 financial one new loan has been drawn down, details of which are in Table 7 below.

Lender	Issue Date	Repayment Date	Amount	Rate	Duration (years)
PWLB	19/09/2025	19/09/2026	£5.00m	4.53%	1.00
			£5.00m		

Table 7 New loans drawn down up to 30 September 2025

40. During the first half of 2025/26 financial year two existing loans have matured, details of which are in Table 8 below.

Lender	Issue Date	Repayment Date	Amount	Rate	Duration (years)
PWLB	30/04/2024	30/04/2025	£10.00m	5.39%	1.00
PWLB	12/08/2010	05/05/2025	£3.00m	4.01%	14.73
			£13.00m		

Table 8 Matured loans up to 30 September 2025

41. There are 10 scheduled repayments of long-term borrowing that will occur this financial year totalling £63.30m. These are detailed in Table 9 below.

Lender	Issue Date	Repayment Date	Amount	Rate	Duration (years)
PWLB	30/04/2024	30/04/2025	£10.00m	5.39%	1.00
PWLB	12/08/2010	05/05/2025	£3.00m	4.01%	14.73
PWLB	03/04/2001	05/11/2025	£1.00m	4.750%	24.59
PWLB	26/02/2025	26/02/2026	£10.00m	4.890%	1.00
PWLB	28/02/2025	28/02/2026	£10.00m	4.880%	1.00
PWLB	21/03/2025	21/03/2026	£10.00m	4.840%	1.00
PWLB	28/03/2025	28/03/2026	£5.00m	4.890%	1.00
PWLB	28/03/2025	28/03/2026	£4.80m	4.490%	1.00
PWLB	28/03/2012	31/03/2026	£4.50m	2.970%	14.01
PWLB	28/03/2012	31/03/2026	£5.00m	2.970%	14.01
			£63.30m		

Table 9 Scheduled maturing loans in 2024/25

42. Within its loan portfolio, the Council has one LOBO loan for £5.00m. Under the terms of the loan agreement, on the 1st October 2025 the lender has option to change the interest rate on the loan and the Council can either choose to accept this new rate or repay the loan in full without penalty. During September 2025, the Council was notified by the lender that it would exercise its right to change the interest rate on the loan and the interest rate would increase. The Council decided not to accept the new interest rate offered and in line with the terms of the loan gave notice to the lender that it would repay

the loan in full on the 1 October 2025. From 1 October 2025 the LOBO loan will no longer be part of the Councils loan portfolio.

43. No loan rescheduling was done during the first quarter of the 2025/26 financial year.

44. The Councils £323.45m of fixed interest rate debt, is split between £140.86m for HRA and £182.59m for General Fund as shown in Figure 3.

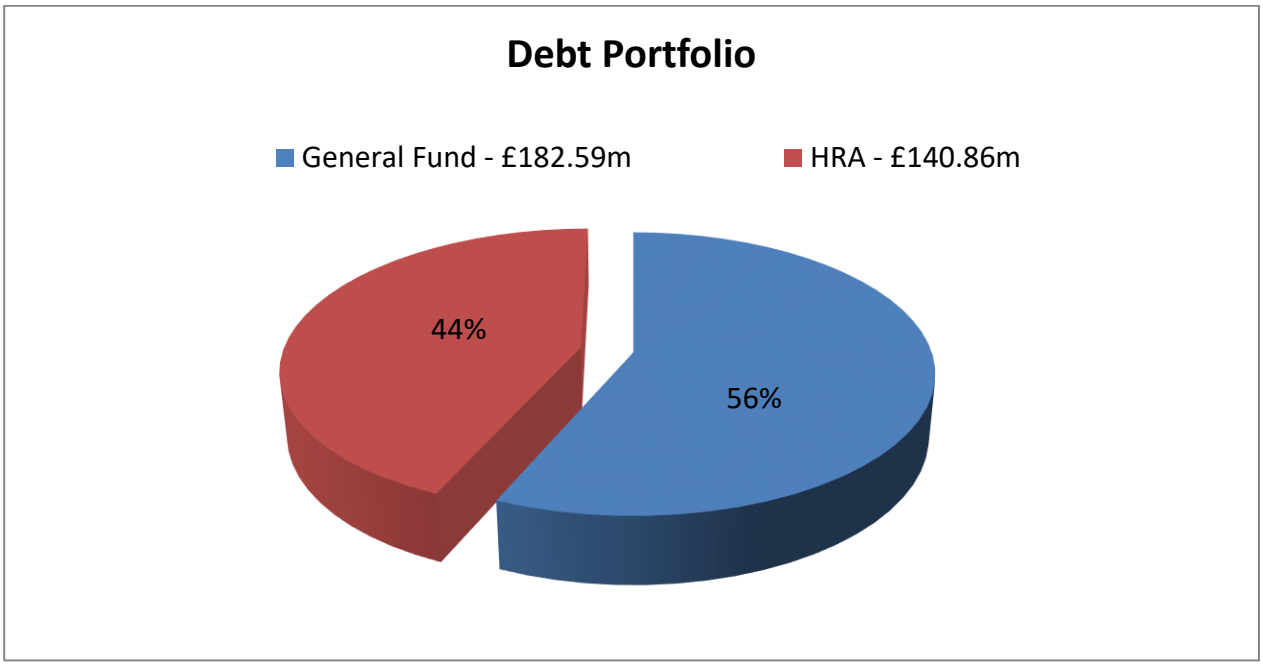


Figure 3 General Fund and HRA debt at 30 September 2025

45. Figure 4 illustrates the 2025/26 maturity profile of the Council's debt portfolio at 30 September 2025. The maturity profile, aside from a total of £55.30m in 2025/26 shows that there is no large concentration of loan maturity in any one year, thereby spreading the interest rate risk dependency.

46. Of the £55.30m total in 2025/26; £39.80m of the £50.30m maturing debt relates to refinanced 2023/24 debt with 1 year maturities, and £5.00m relates to the Councils LOBO loan as the lender has a call option available to it. During September 2025 the lender gave notice to the Council that it would exercise its call option with the Council agreeing to repay the loan (see paragraph 42).

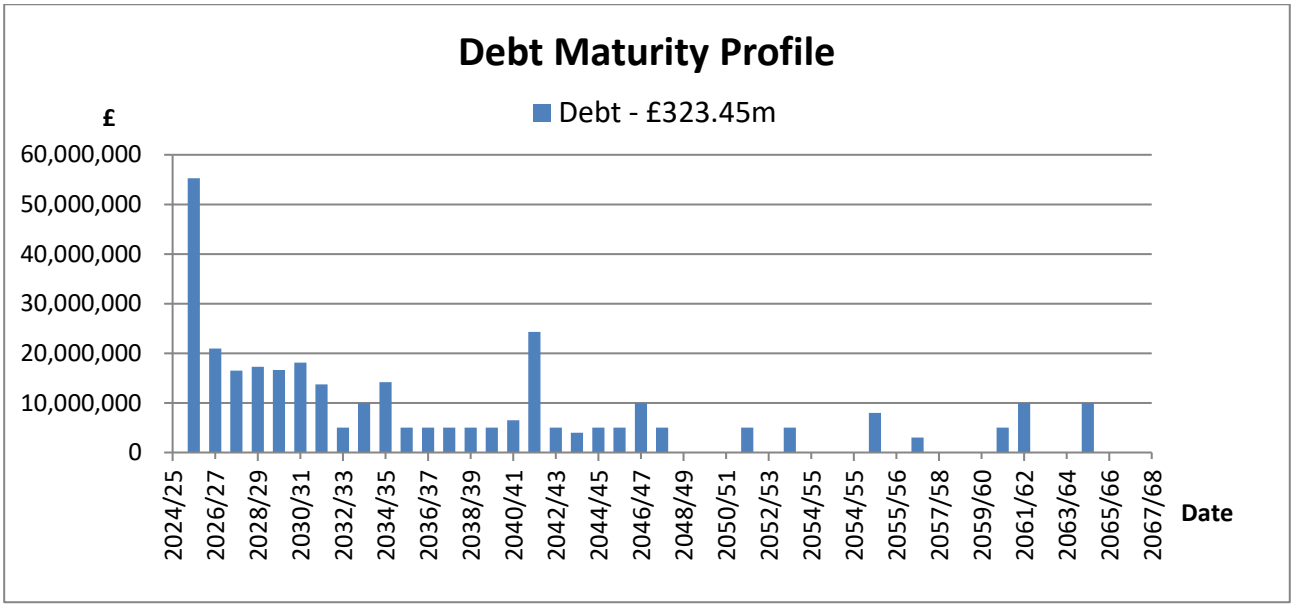


Figure 4 – Debt Maturity Profile at 30 September 2025

47. The timing of when that debt is drawn down depends on the progress of the capital programme. Where greater value can be obtained in borrowing for shorter maturity periods the Council will assess its risk appetite in conjunction with budgetary pressures to minimise total interest costs. Temporary borrowing, including inter authority borrowing, is another borrowing option. Longer-term borrowing could also be undertaken for the purpose of certainty, where that is desirable, or for smoothing the maturity profile of debt repayments.

48. Table 10 shows PWLB Certainty borrowing rates available for selected loan durations between 1 April 2025 and 30 September 2025 at the highest, lowest and average rates.

	PWLB Certainty borrowing rates by duration of loan				
	1 Year	5 Year	10 Year	25 Year	50 Year
High	4.84%	4.99%	5.62%	6.41%	6.14%
Low	4.36%	4.62%	5.17%	5.78%	5.46%
Average	4.55%	4.82%	5.40%	6.11%	5.83%

Table 10 – PWLB Borrowing Rates 1 April 2025 to 30 September 2025

Compliance with Treasury policy Prudential Indicators

49. The Prudential Indicators for 2025/26 included in the Treasury Management Strategy Statement (TMSS) are based on the requirements of the Council's capital programme and approved at Budget Council on 27th February 2025 (item 64) and can be viewed here: https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=15004&Ver=4

50. It is a statutory duty for the Council to determine and keep under review the "Affordable Borrowing Limits" included in the Prudential Indicators. During the first half of financial year 2025/26 the Council has operated within the treasury limits and Prudential Indicators set out in the TMSS for 2025/26.

51. An update of the Prudential Indicators is shown in Annex A.

Consultation Analysis

52. Treasury Management Strategy and activity is influenced by the capital investment and revenue spending decisions made by the Council. Both the revenue and capital budgets have been through a corporate process of consultation and consideration by the elected politicians.

Options Analysis and Evidential Basis

53. The Treasury Management quarterly report and Prudential Indicators details the treasury management portfolio at 30th September 2025 and is for the review of the Executive Member for Finance to show compliance with treasury policy and ensure the continued performance of the treasury management function.

Organisational Impact and Implications

54. The Treasury Management function aims to achieve the optimum return on investments commensurate with the proper levels of security, and to minimise the interest payable by the Council on its debt structure. It thereby contributes to all Council Plan priorities.

- ***Financial*** - The financial details of the Treasury Management quarterly report are contained in the body of the report.

- ***Human Resources (HR)*** - n/a

- ***Legal*** – Treasury Management activities have to conform to the Local Government Act 2003, the Local Authorities (Capital; Finance and Accounting) (England) Regulations 2003 (SI 2003/3146), which specifies that the Council is required to have regard to the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice and also the Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 (SI 2008/414), which clarifies the requirements of the Minimum Revenue Provision guidance.

- ***Procurement*** - n/a
- ***Health and Wellbeing*** - n/a
- ***Environment and Climate action*** - n/a
- ***Affordability*** - The financial implications of the Treasury Management Strategy are in contained in the body of the report and set out in the Financial Strategy and Capital Strategy reports also on this agenda.
- ***Equalities and Human Rights*** - n/a
- ***Data Protection and Privacy*** - n/a
- ***Communications*** - n/a
- ***Economy*** - n/a.
- ***Specialist Implications Officers*** - n/a

Risks and Mitigations

55. The Treasury Management function is a high-risk area because of the volume and level of large money transactions. As a result, there are procedures set out for day-to-day Treasury Management operations that aim to reduce the risk associated with high volume high value transactions as set out as part within the Treasury Management Strategy Statement at the start of each financial year. As a result of this the Local Government Act 2003 (as amended), supporting regulations, the CIPFA Prudential Code and the CIPFA Treasury Management in the Public Services Code of Practice (the code) are all adhered to as required.

Wards Impacted

All

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Date:	13/10/2025

Background papers

- Treasury Management Strategy Statement and Prudential Indicators for 2025/26 to 2029/30 and Annexes A, B, C and D to that report. https://democracy.york.gov.uk/(S(iezd4m45k3tmf22josjfte55))/ieIssueDetails.aspx?IId=72853&Opt=3

Annexes

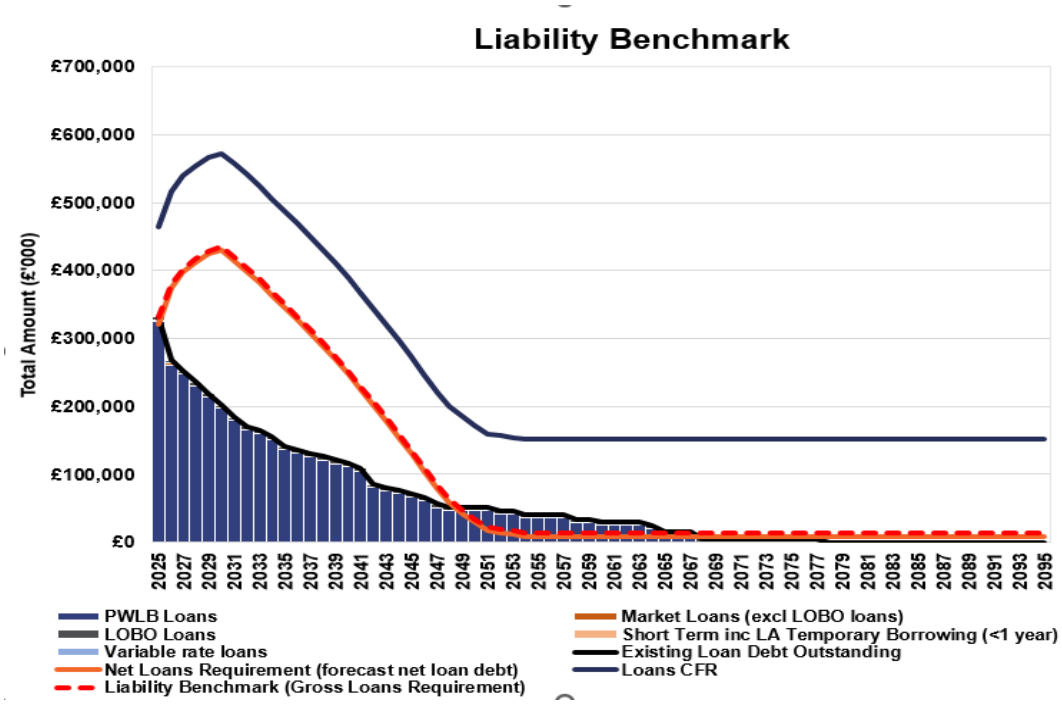
- Annex A – Prudential Indicators 2025/26 Mid-Year (30.09.25)

Glossary of Abbreviations used in the report

CIPFA	Chartered Institute of Public Finance & Accountancy
CFR	Capital Financing Requirement
CPI	Consumer Prices Index
CYC	City of York Council
GDP	Gross Domestic Product
GF	General Fund
HRA	Housing Revenue Account
MHCLG	Ministry of Housing, Communities and Local Government
MPC	Monetary Policy Committee
MRP	Minimum Revenue Provision
PWLB	Public Works Loan Board
SONIA	Sterling Overnight Index Average
TMSS	Treasury Management Strategy Statement

Annex A

Prudential Indicators 2025/26 Mid-Year (30.09.25)

	Prudential Indicator		2025/26	2026/27	2027/28	2028/29	2029/30	
1	**Capital Expenditure** To allow the authority to plan for capital financing as a result of the capital programme and enable the monitoring of capital budgets.	GF HRA Other LT Total	£117.5m £45.0m £0.5m £163.0m	£68.4m £15.8m £0.5m £84.7m	£51.7m £16.4m £0.5m £68.6m	£42.7m £13.1m £0.5m £56.3m	£58.7m £13.0m £0.5m £72.2m	
2	**CFR** Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR.	GF HRA Other LT Total	£383.5m £136.8m £45.4m £565.7m	£406.8m £138.3m £44.1m £589.2m	£420.0m £141.3m £42.8m £604.1m	£436.3m £141.3m £41.6m £619.2m	£446.1m £141.3m £40.2m £627.6m	
3	**Liability Benchmark** The Liability Benchmark is based on current capital plans and cash flow assumptions, therefore giving the Council an indication of how much it needs to borrow, when it is likely to need to borrow, and where to match maturities to its planned borrowing needs. The liability benchmark makes no assumption about the level of future prudential borrowing in unknown capital budgets.							
4	**Ratio of Financing Costs to Net Revenue Stream** An estimate of the cost of borrowing in relation to the net cost of Council services to be met from government grant and council taxpayers. In the case of the HRA the net	GF HRA Total	13.70% 13.21% 13.60%	17.07% 12.88% 16.26%	17.94% 12.63% 16.93%	18.67% 12.39% 17.51%	19.53% 12.14% 18.19%	

Annex A

	Prudential Indicator		2025/26	2026/27	2027/28	2028/29	2029/30	
	revenue stream is the income from rents. *Note that financing costs include debt and other long-term liabilities such as PFI and Leases.*							
5	**External Debt** To ensure that borrowing levels are prudent over the medium term the Council's external borrowing, net of investments, must only be for a capital purpose and so not exceed the CFR.	Gross Debt Invest Net Debt	£446.5m £5.0m £441.5m	£473.3m £5.0m £468.3m	£500.1m £5.0m £495.1m	£528.8m £5.0m £523.8m	£568.1m £5.0m £563.1m	
6 a	**Authorised Limit for External Debt** The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities.	Borrowing CFR / Other long-term liabilities	£580.5m £30.0m £610.5m (£610.5m set at 2025/26 Strategy)	£599.2m £30.0m £629.2m (Based on current CFR projection)	£614.1m £30.0m £644.1m (Based on current CFR projection)	£629.2m £30.0m £659.2m (Based on current CFR projection)	£637.6m £30.0m £667.6m (Based on current CFR projection)	

Annex A

	Prudential Indicator		2025/26	2026/27	2027/28	2028/29	2029/30	
6 b	**Operational Boundary for External Debt** The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.	Borrowing CFR / Short Term Liquidity Requirement	£565.6m £14.9m £580.5m (£580.5m set at 2025/26 Strategy)	£589.2m £10.0m £599.2m (Based on current CFR projection)	£604.1m £10.0m £614.1m (Based on current CFR projection)	£619.2m £10.0m £629.2m (Based on current CFR projection)	£627.6m £10.0m £637.6m (Based on current CFR projection)	

Annex A

	Prudential Indicator		2025/26	2026/27	2027/28	2028/29	2029/30	
7	**Maturity Structure of Borrowing** To minimise the impact of debt maturity on the cash flow of the Council. Over exposure to debt maturity in any one year could mean that the Council has insufficient liquidity to meet its repayment liabilities, and as a result could be exposed to risk of interest rate fluctuations in the future where loans are maturing. The Council therefore sets limits whereby long-term loans mature in different periods thus spreading the risk.	Maturity profile of debt against approved limits	**Maturity Profile**	**Debt (£)**	**Debt (%)**	**Approved Minimum Limit**	**Approved Maximum Limit**	
			Less than 1 yr	£60.3m	19%	0%	30%	In line with the TMSS Lobo loans are shown as due at their next call date as this is the date the lender could require payment.
			1 to 2 yrs	£16.0m	5%	0%	30%	
			2 to 5 yrs	£50.4m	16%	0%	40%	
			5 to 10 yrs	£66.0m	20%	0%	40%	
			10 yrs and above	£130.8m	40%	30%	90%	
			Total	£323.5m	100%	-	-	
7	**Upper Limit for Total Principal Sums Invested for Over 364 Days** The Council sets an upper limit for each forward financial year period for the level of investments that mature in over 364 days. These limits reduce the liquidity and interest rate risk associated with investing for more than one year.	Limit / (Current investments greater than 364 days maturing in year)	£15.0m (£0.0m)	£15.0m (£0.0m)	£15.0m (£0.0m)	£15.0m (£0.0m)	£15.0m (£0.0m)	

Meeting:	Executive
Meeting date:	4 November 2025
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Councillor Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Decision Report: Community Infrastructure Levy

Subject of Report

1. Executive in Summer 2022 resolved to proceed with a Community Infrastructure Levy (CIL) as a charging mechanism for the delivery of associated infrastructure resulting from development. Subsequently, a number of consultations on the CIL Draft Charging Schedule have taken place with the final draft version submitted for independent Examination on 18 July 2025.

2. Examination concluded on 22 October 2025 with receipt of the Examiner's Report, wherein it concluded that "*the draft City of York Community Infrastructure Levy Charging Schedule, subject to the making of the modifications… satisfies the drafting requirements and I therefore recommend that the draft Charging Schedule be approved."*

3. This report considers the outcomes of the Examination and how to proceed with implementation of the Community Infrastructure Levy.

Benefits and Challenges

4. CIL provides a consistent, non-negotiable charge per square metre on most developments over 100 sqm or any new dwelling. This will capture developments that currently do not contribute to infrastructure delivery where they are either ineligible for making Section 106 contributions or are not sufficiently meaningful to deliver an infrastructure project. It is the cumulative impact of these sites that have a consequential impact on the city's social, health and transport infrastructure, which CIL can address through capturing funding contributions toward essential infrastructure improvements.

5. The introduction of a CIL Charging Schedule provides a predictable and transparent approach for developers by being clear and upfront in relation to what they will be expected to pay. It should lead to early discussions in relation to ensuring scheme viability as well as simplifying the process.

6. For the Council, it also means that we can plan infrastructure investment more effectively with a clearer understanding of future income. CIL funds can be allocated to strategic or local infrastructure priorities without being tied to the development site, supporting delivery of the Council's long-term growth and infrastructure planning. Unlike Section 106 agreements, CIL enables the Council to pool contributions and fund infrastructure across the city, rather than being limited to site-specific mitigation.

7. The CIL will continue to operate alongside Section 106 agreements but should streamline the process of complex negotiations. Section 106 agreements will focus on on-site or site-specific mitigation (particularly for the large strategic sites and/or where affordable housing is necessary) tied to the development, while CIL handles broader infrastructure needs.

8. The CIL Examination has provided an independent review of the process undertaken and found that subject to proposed modifications, the schedule is proportionate and a viable approach by which to proceed. The Examiner accepted the levy rate for purpose built student accomodation (PBSA) at £150 per sqm for but has proposed two modifications to the draft Schedule:
    - £0 rating all strategic sites
    - Reducing the residential rate from £150 to £75 per sqm.

9. The revised draft CIL Charging Schedule proposed by the Examiner reflects his consideration of the updated viability evidence, including consideration of a general uplift in build costs, and evidence presented at Examination. The modifications are seen as necessary to set rate charges that are proportionate and viable.

10. The conclusions of the Examination are binding. The formal route to challenge an examiner's conclusions is via Judicial Review in the High Court. The grounds must be based on procedural unfairness, irrationality, or illegality — not simply disagreement with the conclusions, such as if the examiner failed to consider key evidence or misapplied the law, a challenge might be possible.

11. As a result of the proposed modifications, the projected receipts of CIL previously calculated at c.£40m has reduced to c.£19m based upon collection from all potential CIL liable development. This is subject to change should more or less development become CIL liable. The regulatory framework allows for exemptions to the payment of CIL in specific circumstances (detailed below under Policy considerations). The regulations also provide for disqualifying events which mean exemptions initially granted can cease if the regulations are not followed.

12. Although the CIL will help in future infrastructure delivery, there remains a funding gap of c.£460m to deliver strategic infrastructure[1]. Some of this will be secured through Section 106 agreements but alternative funding mechanisms need to be pursued to fully realise delivery of the infrastructure required.

13. The regulatory regime allows flexibility for when the CIL Charging Schedule takes effect following a decision to publish (adopt) the schedule. This is helpful as the implementation of CIL relies on a change to Council systems. Effective rollout depends on internal monitoring systems, staffing, and governance being fully prepared to manage collection, monitoring, and spending of the CIL fund. The implementation (commencement date) of the CIL therefore needs to reflect a realistic timetable to enable in-house system management to be coordinated for day 1.

14. The commencement date must also be balanced against projected CIL receipt and planning application decision-taking. It is anticipated that there will be an uplift in planning applications received and wanting a decision made prior to the implementation of CIL, which would otherwise be CIL liable. This will increase a burden on Planning and Development Services, Legal Services and the Council's technical officers who feed into decision-making.

15. A proportion of the CIL (the Neighbourhood Fund) goes directly to communities. A percentage of CIL receipts must be spent in the local area. Whilst the regulations dictate some of this spending, Executive can decide how to spend the remaining monies collected as part of a spending protocol. A future report to Executive will consider proposals for spending of CIL monies.

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[1] CSD8: Funding Gap Statement

Policy Basis for Decision

National Policy

16. The power to charge by way of the Community Infrastructure Levy was introduced by Part 11 (Sections 205-225) of the Planning Act 2008. The Community Infrastructure Levy Regulations 2010 (as amended) deal with the detailed implementation of CIL and cover matters such as the procedure for setting CIL, the charging and collecting of the levy and liability for payment. In addition, there is considerable Government Planning Policy Guidance dealing with the approach to be adopted in setting and reviewing rates within the Charging Schedule.

17. The CIL Regulations allows flexibility for the implementation of the CIL under Regulation 28:

    Charging schedule: effect
    28.(1) A charging schedule takes effect at the beginning of the day specified for that purpose in the charging schedule.
    (2) A charging schedule may not take effect any earlier than the day after the day on which it is published.

18. The regulation does not impose an upper limit on the implementation date. This provides the Council with legal flexibility to delay the start of the levy, allowing alignment with strategic priorities and operational readiness. This will also ensure developers and stakeholders have adequate notice before the levy takes effect.

19. Under the regulations, CIL has effect until the charging authority determines it ceases to have effect or the end of the day before a revised charging schedule issued by the authority takes effect. Notice by way of public statements would be necessary to publicise these facts.

20. Whilst there is no statutory requirement for how often a charging schedule must be reviewed, Planning Practice Guidance recommends that authorities keep their charging schedules under review to ensure its relevance, particularly when:
    - There are significant changes in local development viability;
    - The Local Plan is updated or replaced;
    - There are major infrastructure funding changes or shifts in development priorities.

21. Part 4 of the regulations specifically includes details regarding liability and how this works in different circumstances. Part 6 sets out the regime regarding available exemptions and relief. Importantly, reliefs and exemptions must be claimed before commencement of development. Failure to submit a Commencement Notice may result in loss of relief or a surcharge. If the use of the development changes (e.g. social housing sold privately), the CIL may become payable.

22. A summary of exemptions include:
    - *Minor Development Exemption*: Developments creating less than 100m² of new gross internal area, unless it involves the creation of a new dwelling.
    - *Self-Build Exemption*: For individuals building their own home to live in (who must then use the property as their sole residence for a minimum of 3 years).
    - *Residential Annex or Extension Exemption*: For building an annex or extension to an existing home.
    - *Charitable Development Exemption*: Applies to development by or for charities for charitable purposes.

23. Reliefs from CIL reduce or eliminate the CIL charge but must be applied for and approved before development starts. These include:
    - *Mandatory Social Housing Relief*: 100% relief for qualifying affordable housing. Must remain as social housing for at least 7 years.
    - *Discretionary Social Housing Relief*: May be offered by the authority for housing that doesn't meet mandatory criteria but serves similar purposes.
    - *Mandatory Charitable Relief*: For charities using the development for charitable purposes.
    - *Discretionary Charitable Relief*: May be granted at the authority's discretion for other charitable developments.
    - *Exceptional Circumstances Relief*: Available where CIL would make a development unviable. Requires a Section 106 agreement and evidence of financial hardship. Must be enabled by the charging authority.

24. Under Regulation 69B of the CIL Regulations 2010 (as amended), a charging authority may set out an instalment policy specifying how CIL payments can be made in phases. This policy must be published on the authority's website and should be clear and accessible. Once introduced, this can be amended at any time by the charging authority, provided the change is properly published.

25. Regulation 121A of the CIL Regulations requires charging authorities to publish an annual Infrastructure Funding Statement by 31 December each year; these are published on the Council's website[2]. The IFS must include:
    - CIL receipts and expenditure.
    - A summary of Section 106 agreements.
    - A list of infrastructure projects that the authority intends to fund or has funded.

Local Policy Context

26. CIL directly supports the requirement for new development to contribute to the delivery of supporting infrastructure as set out in the adopted Local Plan (2025). Specifically, this will support Policy DM1 'Infrastructure and Developer Contributions' which recognises the need to provide appropriate physical, social and economic infrastructure. This policy states: "*The Council will seek contributions from developers to ensure that the necessary infrastructure is in place to support future development in York. Contributions will be sought to fund strategic infrastructure that helps to deliver the Vision, Spatial Strategy and Objectives of the Local Plan, as well as specific infrastructure that is necessary to deliver an individual site."*

27. The anticipated infrastructure necessary to deliver the Local Plan is set out in the Infrastructure Delivery Plan[3]. This will be updated annually to support the delivery and coordination of infrastructure across the city. Additionally, a more detailed Infrastructure Funding Plan will be developed to support and guide how CIL income is prioritised and spent.

28. The Charging schedule builds in assumptions for the delivery of planning policy considerations, including sustainable construction and affordable housing delivery to ensure that it is affordable and viable for developers. This seeks to ensure that strategic objectives relating to climate change and affordable homes are supported.

29. Additionally, affordable housing is not liable for CIL. Relief for this must be applied for and granted before development starts, and a Commencement Notice must be served to retain the relief. This

[2] Annual Infrastructure Funding Statement – City of York Council
[3] CSD9: Infrastructure Delivery Plan July 2025

should encourage meeting our strategic ambitions for affordable housing delivery, potentially above Local Plan policy.

30. As set out above, the monies secured will be able to support the social and physical infrastructure, arranging spend according to priorities. There is flexibility to align to the Council's priorities set out in the Council Plan; These will be considered in more detail as part of a future report focussed on CIL spending.

Financial Strategy Implications

31. The Local Plan has identified a requirement of approximately £1 billion to deliver the infrastructure to deal with the impact of future growth as identified during the plan period. Of this value approximately only half has identified funding available. This leaves a viability gap of approximately £500m. CIL is one of the funding streams that will provide a funding opportunity for the council to make a contribution to the overall funding requirements identified; the identified gap justifies the implementation of CIL as agreed by the Examiner (Annex B).

32. Based on updated Viability Evidence (2025) and a revised Draft Charging Schedule (DCS), and using housing trajectory figures, the projected CIL receipts generated are expected to be in the region of £19m over the Plan Period. This does not reflect or affect monies, which would be otherwise secured through Section 106 (S106) for the provision of site-specific infrastructure or affordable housing.

33. CIL will allow the Council greater flexibility than Section 106 agreements to choose the infrastructure that is to be funded to deliver the Local Plan. CIL also provides developers with greater certainty as it is non-negotiable and therefore development costs are more readily calculated than previously, as S106 obligations are agreed through a process of negotiation. CIL rates are index-linked ensuring they remain up to date with market fluctuations, unlike S106 contributions which need regular evidence base updates.

34. Income raised from the CIL that is retained by the council will be treated as funding available towards delivering critical infrastructure and priorities for spend will be determined by Executive and Full Council while setting the council's annual capital budget.

35. The spending schedule includes for a 5% administration fee for the implementation, monitoring and delivery of the infrastructure. This

will provide a new income source for the council to administer the levy. Additionally, costs incurred through the CIL Examination process can be recouped from the monies received as part of the CIL administration fee.

Recommendation and Reasons

36. Executive is asked to:

i. Consider and accept the outcomes of the independent Examiner's Report (Annex B), including modifications proposed by the Examiner to ensure the Community Infrastructure Levy and proposed Charging Schedule can be soundly implemented.

Reason: To ensure the Charging Schedule is legally compliant, robust, and capable of being implemented effectively, in line with the recommendations of the independent Examiner and national planning guidance.

ii. Subject to (i), recommend to Council that the draft CIL Charging Schedule be approved as set out in Annex A as modified by the Examiner as set out in Annex B to this report.

Reason: To allow the CIL Schedule to be legally adopted and implemented.

iii. Subject to a positive decision for (i) and (ii), to recommend that the implementation date for the Community Infrastructure Levy will take effect from 1 February 2026.

Reason: To agree to set a CIL implementation date that supports adequate preparation of internal systems and resources.

iv. Subject to a positive decision for (i) and (ii), delegate authority to the Director of City Development to review the instalment policy and make any necessary further minor editorial changes to the Charging Schedule or a change to the implementation date, if necessary.

v. Subject to a positive decision for (i) and (ii), delegate authority to the Director for Environment and Regulatory Services to agree publishing and necessary documentation for the introduction of CIL.

Reason: To enable timely and efficient progression of the CIL adoption process, ensuring operational readiness, sound implementation and regular monitoring.

vi. To note that a further report regarding the spending of CIL will be brought to a future Executive for consideration.

Reason: To allow Executive to consider how to spend the CIL monies received.

Background

37. Since 2010, authorities in England and Wales have been empowered to establish a Community Infrastructure Levy (CIL) to help pay for infrastructure to support development. This charge on the development can operate alongside S106, which can continue to be used for affordable housing and other on-site infrastructure. The CIL Amendment Regulations 2025 reaffirm the role of CIL as a strategic funding tool and clarify its relationship with planning obligations, particularly in relation to infrastructure delivery and subsidy control.

38. CIL is a fixed, non-negotiable, charge per square metre on most development of 100 square metres or more, or a new dwelling of any size. The amount due is calculated using standard formulae set out in the CIL Regulations. Development which does not pay the levy includes buildings into which people do not normally go; structures which are not buildings; and zero-rated development as identified on the CIL charging schedule. Other types of development (including residential annexes and extensions; self-build housing; social housing which meets the criteria in the CIL Regulations; and charitable development) can apply for an exemption from CIL.

39. Recent updates clarify that exemptions must be applied for and granted before development commences, and failure to submit a Commencement Notice may result in a surcharge rather than automatic loss of exemption.

Evidential Basis for CIL

40. The level at which CIL rates are set must strike an appropriate balance between collecting money to fund the infrastructure needed

to support development and the ability of developments in its areas to afford the charge – that is the viability of development.

41. Accordingly, CIL Draft Charging Schedules are supported by evidence of infrastructure needs and costs and viability impacts – with the latter having a central role in defining the CIL charge. These are all then subject to public consultation before going forward to an examination in public by an 'Independent Person', such as an Inspector from the Planning Inspectorate.

42. The 2025 Regulations continue to emphasise the importance of viability testing and public consultation, and introduce clearer expectations for transparency in how evidence is presented and assessed.

43. Demonstration of the 'appropriate balance' is critical through the publication of viability evidence. The Council's CIL approach is grounded in its Local Plan evidence base, particularly the Infrastructure Delivery Plan and viability studies. Further viability assessment was prepared to support CIL testing in detail the assumptions necessary. The following assessments were prepared and submitted[4] to support the draft CIL Charging Schedule:
    - CSD5 - CIL Viability Assessment Update (June 2025)
    - CSD6a – CIL Sensitivity Test Viability Report (November 2023)
    - CSD6b – CIL Sensitivity Test Viability Report Errata Addendum (December 2023)
    - CSD7 – CIL Viability Assessment Study (December 2022)
    - CSD8 - CIL Infrastructure Funding Gap Assessment - July 2025
    - CSD9 - Local Plan Infrastructure Delivery Plan - July 2025

44. The viability assessments considered the following to reach conclusions on whether/how much of a charge could be levied:
    - National Policy context;
    - Market and economic conditions;
    - Development Viability Assumptions;
    - Policy costs and S106 Obligations; and
    - Benchmark land values.

[4] https://www.york.gov.uk/planning-policy/community-infrastructure-levy/3

CIL Examination

45. The CIL was submitted for independent Examination on 18 July 2025; this is part of the regulatory procedure for implementing a CIL. The independent Examination ensures that it complies with the legal requirements of the CIL Regulations and confirms that the schedule has been prepared in accordance with the correct procedures, including consultation and evidence gathering. The examiner assesses whether the proposed CIL rates strike an appropriate balance between funding infrastructure and not threatening the economic viability of development in the area. They provide an objective assessment of the schedule and its supporting evidence and provide confidence that the levy is fair, justified, and legally sound.

46. An independent Examiner, Mr Keith Holland, and a Programme Officer were procured to undertake and oversee the Examination process. Mr Holland determined that an in-person hearing should be held to discuss the submission with interest parties; this was held on 2 September 2025[5]. Consideration of further evidence submitted was undertaken post the hearing session allowing each interested party to comment. The examination conclusions and proposed modifications are presented above.

47. The Examiner made the following key comments/ observations in in coming to his conclusions:

- CYC has complied with the legislative requirements in the Planning Act 2008 and CIL Regulations; has appropriately consulted on the charging schedule; and there is consistency with the adopted Local Plan and Infrastructure Delivery Plan.
- The Viability report (2025) indicated an increase in build costs and a fall in sales values resulting in the lowering of the CIL rates proposed at Submission compared to consultation on the original charging schedule in spring 2023.
- Noted York's historic under-delivery of housing, with a reliance on the strategic sites to deliver the housing numbers needed over the plan period;
- Noted the importance of facilitating housing development and the importance of the Local Plan strategic sites to housing delivery. Consequently, that the intention to apply a £0 rate to

[5] This was recorded in full. The recording is available via the council's YouTube channel: https://youtu.be/4jdKctHjJXw?si=PGPa5DA2G0WrLMkA

the strategic sites was a sensible approach and should be applied to all strategic sites;

- The submission proposed £150 residential CIL rate relied on a viability headroom buffer of 25% whereas in 2022 the Council applied a more cautious approach with a buffer of 60%. He considered that the lower buffer was not justified in the current uncertain economic climate with rising build costs and stalled sales values.
- He noted that the viability evidence included a return of 20% (the maximum allowable in accordance with the National Planning Policy Guidance on viability) and allowed for a high cost of borrowing (7.75%), which was higher than often seen in CIL viability work. Whilst this was considered to help to counter concerns that the build costs used by the Council under-estimated current costs, this did not justify the low viability buffer now proposed.
- Lowering the residential CIL rate to £75 would result in 20 out of 25 of the non-strategic typologies being able to afford CIL and still remain viable, as opposed to 15 out of 25 at the £150 rate proposed.

Implementation of CIL

48. CIL applies only to developments granted planning permission after the Charging Schedule becomes effective. Once the CIL Charging Schedule takes effect, payment of CIL becomes due from commencement of the development, this is defined in an Instalment Policy. From that date, any liable application will receive a CIL Liability Notice.

49. The following proposed Instalment Policy (Table 1) was set out as part of Draft Charging Schedule and consulted on in Spring 2023 and Winter 2024. The instalment policy is not part of the Charging Schedule itself, so no conclusions arose as part of the examination process.

50. Should we wish to specify a different instalment policy, we would be required to give adequate notice. While formal consultation is not required for changes to the instalment policy, it is considered good practice to engage with stakeholders, especially developers and infrastructure providers, to ensure transparency and manage expectations. Any changes to the instalment policy apply only to CIL liabilities arising after the date the revised policy is published. They

do not apply retrospectively to developments where the liability has already been established.

Table 1: CIL Instalments policy consulted in December 2023

Overall CIL liability	Payment instalments
Less than £20,000	Payment in full within 240 days
£20,000 - £99,999	50% paid within 360 days Further 50% paid within 540 days
£100,000 - £499,999	10% paid within 270 days Further 15% paid within 540 days Further 25% paid within 720 days Remaining 50% paid within 900 days
£500,000 or more	Agreement of project specific payment schedule

51. Applicants will therefore need an adequate time period to ensure that the introduction of CIL is clear and well explained ahead of implementation. They will be required to submit the requisite forms as part of a planning application.

Previous Decisions

52. Executive agreed to proceed with the preparation of a CIL in June 2022. Subsequently the following decisions were made:
    - Executive agreed to proceed to consultation on the draft charging schedule, the draft payment schedule and supporting Viability evidence base on 26 January 2023. Delegated authority was given to the Corporate Director of Place (City Development) and the Executive Member for Housing, Planning and Safer Neighbourhoods to agree the consultation documents and any subsequent amendments prior to submission for Examination.
    - Officer decision was made to consult on a revised draft CIL charging schedule in December 2023.
    - Officer decision was made to publish an errata addendum to the revised CIL DCS in December 2023.

- Officer decision was made to accept changed to the proposed DCS and notify and consult on the Statement of Modifications to the DCS in July 2025.
- Officer decision was made in July 2025 to submit the CIL DCS and supporting evidence for independent examination, in accordance with Executive decision from January 2023.

Consultation Analysis

53. As the CIL charging authority, the CIL Regulations require the Council to consult with residents, local communities, business and stakeholders on the proposed levy rates of the Charging Schedule. In summary, the following stages of consultation were undertaken:

    - 2018 – 2025: Local Plan Examination – Phase 2 of the hearing sessions dealt with Infrastructure and Delivery, including supporting Viability evidence and the Infrastructure Delivery Plan. This provided important initial and contextual evidence to the preparation of the CIL.
    - March – April 2023: Consultation on the Draft Charging Schedule and supporting Viability Assessment.
    - December 2023 – January 2024: Consultation on a revised draft Charging Schedule and further viability evidence responding to the Spring 2023 consultation.
    - July – August 2025: A final 4-week consultation on the proposed modifications, in accordance with Regulation 19 of the CIL Regulations 2010 (as amended) wherein comments were limited to the modifications proposed and whether they wish to be heard on this matter during the Examination in Public. Further viability testing was commissioned in summer 2025 to reassess assumptions using updated data and was available as part of this consultation.

54. A Consultation Statement setting out the process and outcomes for this was submitted as part of the supporting evidence to the CIL Examination[6]. This presents a summary of the representations received and the Council's response and summarises how the representations were taken into account in finalising the CIL Charging Schedule for examination.

[6] CSD4: Consultation statement June 2025

55. As set out above, an Independent Examiner was appointed to conduct an Examination in Public of the revised draft Charging Schedule. All written representations received through the consultation stages were sent in full to the Examiner for his consideration as part of the submitted core documents or as received via the final consultation. Those who registered to attend the in-person hearing session offered their views at the session; this was recorded and is available to view via the Council's YouTube channel[7].

56. In compliance with the Regulations, the Examiner's report was published following its receipt on 22 October 2025. The Examiner was satisfied that "*the Charging Schedule complies with the Act and the Regulations, including in respect of the statutory processes and public consultation, consistency with the adopted Local Plan and the Infrastructure Delivery Plan, and is supported by an adequate financial appraisal. I also consider it compliant with the national policy and guidance contained in the NPPF and PPG respectively*."

57. Subject to the Executive decision to proceed to a Council and a decision to adopt the CIL, there will be a statutory judicial review period of 6 weeks, wherein a decision to challenge the decision to implement the levy could be made.

Options Analysis and Evidential Basis

58. The following options have been considered:

Examiners Report and proceeding to Council

i. Consider and accept the conclusions of Examiners report, including any proposed modifications to the CIL Draft Charging Schedule.
ii. Consider and do not accept the conclusions of the Examiners report and/or proposed modifications to the CIL Draft Charging Schedule
iii. Subject to (i), recommend to Council that the CIL charging schedule be adopted.
iv. Subject to (i), do not proceed to Council for a decision to adopt the CIL charging schedule.

Implementation and commencement

[7] https://youtu.be/4jdKctHjJXw?si=PGPa5DA2G0WrLMkA

v. Implement the charging schedule immediately after the Council decision.
vi. Implement the charging schedule from 01 February 2026.
vii. Delegate authority to the Director of City Development to review the instalment policy and make any necessary further editorial changes to the Charging Schedule or implementation date.
viii. Delegate authority to the Director for Environment and Regulatory Services to agree publishing and necessary documentation for the introduction of CIL.
ix. Agree alternative delegations for the implementation of the CIL charging schedule.

Rationale

59. As set out in para 40, the Council must submit the charging schedule for independent Examination which ensures that it complies with the legal requirements, strikes an appropriate balance between funding infrastructure and does not threaten the economic viability of development in the area. The Examiner has concluded in his report that the charging schedule can proceed to be implemented subject to proposed modifications that are necessary in their view to make the charging schedule proportionate and viable (Annex B).

60. Officers therefore consider that option (i) can be progressed with confidence that the levy has been independently and publicly examined and found to be a sound approach. Consequently, officers also consider that, subject to accepting option (i) the CIL Charging Schedule should progress to Council to make a decision as to whether to adopt the CIL (option (iii)). This will allow a new method for developer contributions for the delivery of infrastructure and would allow the collection of monies from a broader spectrum of residential applications.

61. To not accept the Examiners report and modifications(Option (ii) would mean that it could not proceed to a decision for implementation (Option (iii)). This option would not align with the Council's Executive Decision in June 2022 which resolved to proceed with CIL as a charging mechanism for the delivery of associated infrastructure resulting from development. This would result in the current developer contribution approach continuing and the council receiving payment for infrastructure secured through Section 106 contributions only.

62. As set in above, there is flexibility regarding the date of implementation. For this, there must be consideration for the Council's resources and systems being in place to allow this new levy to be implemented completely. Consideration should be given to the following in setting a realistic effective date:
    - Timescales for the procurement, introduction and bedding in of a suitable supporting software;
    - Officer resource to manage set up and administration of CIL;
    - Development of a communication strategy regarding the CIL process i.e. agent's forum, website updates, setting up online payment systems and invoicing processes;
    - Determining the internal administration process to ensure effective systems are in place for issuing Liability Notices, collecting payments, and enforcing and monitoring compliance;
    - Training and updates to relevant departments across CYC including Planning and Development Services, Finance and Legal Teams and internal technical consultees;
    - Updating the Local Validation List to require submission of the requisite CIL forms;
    - The statutory 6 week judicial review period following a decision by Council;
    - Decision-taking for planning applications within the system prior to implementation that would otherwise be CIL liable.

63. Subject to a positive decision to proceed, Officers consider a date which balances the above is 1 February 2026 and therefore recommend Option (vi). We do not consider that implementation straight after Council's decision (end of November or an earlier date prior to February) (Option v) would be feasible to allow for an effective implementation. A shorter timeframe risks inadequate preparation, reduced public confidence and potential errors leading to appeals and complications.

64. We consider it prudent to delegate authority to the relevant Directors (Options (vii) and (viii)) to ensure decisions can be made should factors change prior to implementation. This ensures responsiveness to unforeseen issues or feedback during the final preparation phase. It allows operational decisions to be made efficiently without requiring further formal approvals, while maintaining democratic oversight through consultation with the Executive Member.

65. Additionally, Option (vii) allows a review of the instalment policy (currently set out at Table 1/para 49) ahead of implementation to vary the previously published policy. Following the Examiner's modifications and likely impact on the CIL funds to be received, a review of the triggers and timescales on the instalment plan could be considered to ensure receipt of funds expeditiously; this is recommended. Option (viii) allows alternative delegations for implementation.

Organisational Impact and Implications

66. **Financial:** The introduction of Community Infrastructure levy will lead to additional costs in administration across planning and support services. There is an opportunity to charge up to 5% of the levy raised to cover these costs which based on the anticipated income levels will be in the region of £1m over the period.

67. **Human Resources (HR)**: There are no immediate HR implications associated with the implementation of the Community Infrastructure Levy, however, should additional resources be required for the monitoring, governance and delivery of the CIL, these will be considered in accordance with existing HR policies.

68. **Legal:** The statutory framework for CIL is set out in sections 205-225 of the Planning Act 2008 and further detail is provided under the CIL Regulations. The legal requirements for the preparation of a CIL Charging Schedule are set out under s211 of the PA 2008 and this report demonstrates that the statutory requirements have been met. The PA 2008 and the CIL Regulations set out requirements for adopting a Community Infrastructure Levy and provide that a draft Charging Schedule must be submitted to an independent Examiner who is empowered to make findings and recommendations on it. Where pursuant to s212A of the PA 2008 the independent Examiner has made recommendations as to modifications that the independent Examiner considers sufficient and necessary to remedy a non-compliance, then pursuant to s213 the Council are only able to adopt the Charging Schedule with modifications that are sufficient and necessary to remedy the non-compliance found.

69. As noted in this report the independent Examiner appointed to examine the Council's draft Charging Schedule has recommended approval of the Council's draft Charging Schedule subject to modifications. The Council may therefore only adopt the Charging Schedule if it does so with the necessary modifications and should

have regard to the recommendations and the Independent Examiner's reasons for them.

70. If the Council chose to adopt the Charging Schedule as submitted, ignoring the Examiner's recommendations, it would not be considered legally sound as the issue of non-compliance (identified by the Examiner) would not have been dealt with by the Council.

71. Once adopted the Council must publish and give notice of the approval of the Charging Schedule in accordance with Regulation 25 of the CIL Regulations. The Charging Schedule will come into effect on the day specified within the schedule, but this must not be earlier than the day after it is published.

72. **Procurement**: Should any priorities require procurement, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, Procurement Act 2023. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.

73. **Health and Wellbeing:** The Community Infrastructure Levy (CIL) can play a vital role in supporting health and well-being by funding infrastructure that promotes active lifestyles, access to healthcare, and inclusive public spaces. Contributions from CIL can be directed towards the development of parks, cycle paths, and pedestrian-friendly environments, encouraging physical activity and social interaction. It can also support the provision of new or improved health facilities, ensuring communities have access to essential services. By investing in green infrastructure, community centres, and safe transport links, CIL helps create healthier, more resilient places that support both physical and mental well-being across all age groups.

74. **Environment and Climate action:** Positive implications may arise from the CIL in relation to the environment and climate action as the funds raised are to be spent on strategic infrastructure within the authority area which may include district heating schemes, parks and open spaces.

75. **Affordability:** The Community Infrastructure Levy (CIL) offers several social benefits by providing funding for essential local infrastructure, such as schools, parks, roads, and community

facilities, which are necessary to support new development. This ensures that new developments contribute fairly to the costs of growth, reducing the burden on existing residents. CIL also promotes community well-being by allowing for greater local input on infrastructure priorities, flexible funding for diverse needs, and transparent, accountable spending processes

76. **Equalities and Human Rights**: A full EIA is included at Annex C and identifies positive impacts of potential increased health care provision, education, transport and green infrastructure funded by CIL.

77. **Data Protection and Privacy:** The data protection impact assessment (DPIA) screening questions were completed for the recommendations and options in this report. 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.

78. **Communications:** There are likely implications for managing relevant communications for incoming media enquiries and proactive media activity regarding the implementation of CIL.

79. **Economy:** Adoption of Community infrastructure Levy will provide a clear, transparent and consistent approach to the securing of developer contributions across the city, allowing development to proceed with certainty and efficiency, and providing a funding source to contribute to the delivery of the essential infrastructure that is needed to support this City growth and our communities. Adopting the CIL is a welcome step forward, and whilst it is disappointing that the levy rates have been reduced by the inspector, maintaining the viability of development is critical, and there will be future opportunities to review the levy rate. The scale of overall infrastructure needs and costs to support growth in the city are noted, and CIL will only play a small role in meeting these needs at the rates allowed – this means that the Council will need to work closely with funding and delivery partners to secure additional essential investment over the plan period.

Risks and Mitigations

80. As the statutory process has been followed in accordance with the Community Infrastructure Levy Regulations 2010 (as amended) and

the Draft Charging Schedule has undergone independent examination, the risk of legal challenge following the Council's formal adoption and implementation of CIL is considered to be low. Regardless, a period of 6 weeks to challenge the decision will exist.

Mitigation: This risk is mitigated by ensuring all decisions, documentation, and consultation responses are robust, transparent, and legally compliant in accordance with requisite legislative framework.

81. Only planning applications determined on or after the proposed implementation date (recommended as 1 February 2026) will be liable to pay CIL. Any delay to the implementation date will reduce the number of developments subject to the levy, thereby diminishing the potential CIL receipts generated. This reduction in income would have an impact on the funding of local infrastructure projects.

    Mitigated by periodically reviewing the Charging Schedule and viability evidence, and by continuing to use Section 106 agreements for site-specific infrastructure and affordable housing contributions.

82. Effective rollout of CIL depends on the procurement and integration of suitable software, as well as adequate officer capacity to manage collection, monitoring, and enforcement. Without these, there is a risk of administrative errors, delays, or non-compliance. Mitigation measures include early procurement, cross-departmental training, and the allocation of dedicated resources to support implementation.

    To mitigate this, the Council must set a realistic lead-in period that aligns with operational readiness, allowing sufficient time for systems, staffing, and communications to be fully established before the levy takes effect. Mitigation includes early procurement of software, cross-departmental training, and the allocation of dedicated staff to support implementation and ongoing administration.

83. There is also a risk of confusion among developers and applicants, particularly due to the introduction of differentiated rates and new procedural requirements. This could lead to non-compliance, reputational damage, or appeals.

    To address this, the Council must ensure that guidance is clear, accessible, and widely communicated—through website updates, agent forums, and inclusion of CIL requirements in the Local Validation List and information on Planning Decision notices.

84. Public perception and confidence in the planning system may be affected if the implementation is rushed or poorly communicated.

    Mitigation involves transparent engagement, clear governance for neighbourhood CIL allocation, and consistent messaging that highlights the benefits of CIL for local infrastructure delivery.

Wards Impacted

85. All wards are impacted by the implementation of the Community Infrastructure Levy.

Contact details

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Date:	23/10/2025

Specialist officers

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Background papers

- 16 June 2022 Executive - Decision to proceed with the preparation of a CIL.
    - 26 January 2023 Executive - Decision to proceed to consultation on the draft charging schedule, the draft payment schedule and supporting Viability evidence base on.
    - 15 December 2023 Officer Decision - to consult on a revised draft CIL charging schedule.
    - 21 December 2021 Officer Decision - to publish an errata addendum to the revised CIL DCS
    - 18 July 2025 Officer decision - to accept changed to the proposed DCS and notify and consult on the Statement of Modifications to the DCS in.
    - 18 July 2025 Officer Decision - to submit the CIL DCS and supporting evidence for independent examination, in accordance with Executive decision from January 2023.

Annexes

A. Submitted Community Infrastructure Levy Draft Charging Schedule – July 2025.
B. Examiner's report including Appendix with proposed modifications schedule
C. Equalities Impact Appraisal

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Community Infrastructure Levy Draft Charging Schedule

Proposed Modifications July 2025

Revised Draft CIL Charging Schedule

Modifications are represented as new text in **yellow highlighted bold text (December 2023 modifications)** and **blue highlighted bold text (July 2025 modifications)**

Development type		CIL rate per sqm	Modification Proposed Explanation
Residential dwellings within the City of York		**£150**	Amend the CIL rate to £200 from £150 to reflect revised viability.
Residential dwellings within the City of York Local Plan strategic sites **ST4**, ST7, ST8, ST9, ST14, ST15, **ST31 and ST33**		£0	To include ST4, ST31 & ST33 as £0 to reflect revised viability.
Residential dwellings within the City of York Local Plan strategic sites **ST1, ST5, ST16 and ST36**		£100	No change to CIL rate. ST1 and ST5 have been reinstated in this section rectifying an omission from the December 2023 modifications.
Sheltered/ Retirement accommodation		**£0**	All sheltered/ retirement accommodation now proposed to be £0 rated to reflect revised viability.
Extra care accommodation		**£0**	All extra care accommodation now proposed to be £0 rated to reflect revised viability.
Purpose Built Student Accommodation	**Off Campus**	**£150**	Removed original categories. New split categories to differentiate geographically between on and off campus purpose built student accommodation to reflect revised viability.
	On Campus	**£0**	
Convenience[1] retail with up to 450 sqm gross internal area		**£0**	Amend the CIL rate to £0 from £100 to reflect revised viability.
Comparison[2] retail built outside the City Centre boundary		**£0**	Amend the CIL rate to £0 from £100 to reflect revised viability.
Comparison retail built inside of the City Centre boundary		£0	No change proposed
All other development		£0	No change proposed

[1] Convenience retail provides lower value good purchased regularly to meet day to day needs such as food, newspapers, petrol etc.
[2] Comparison retail provides higher value goods purchased less often, such as household items, electrical goods, clothes, shoes etc

Proposed Instalments Policy

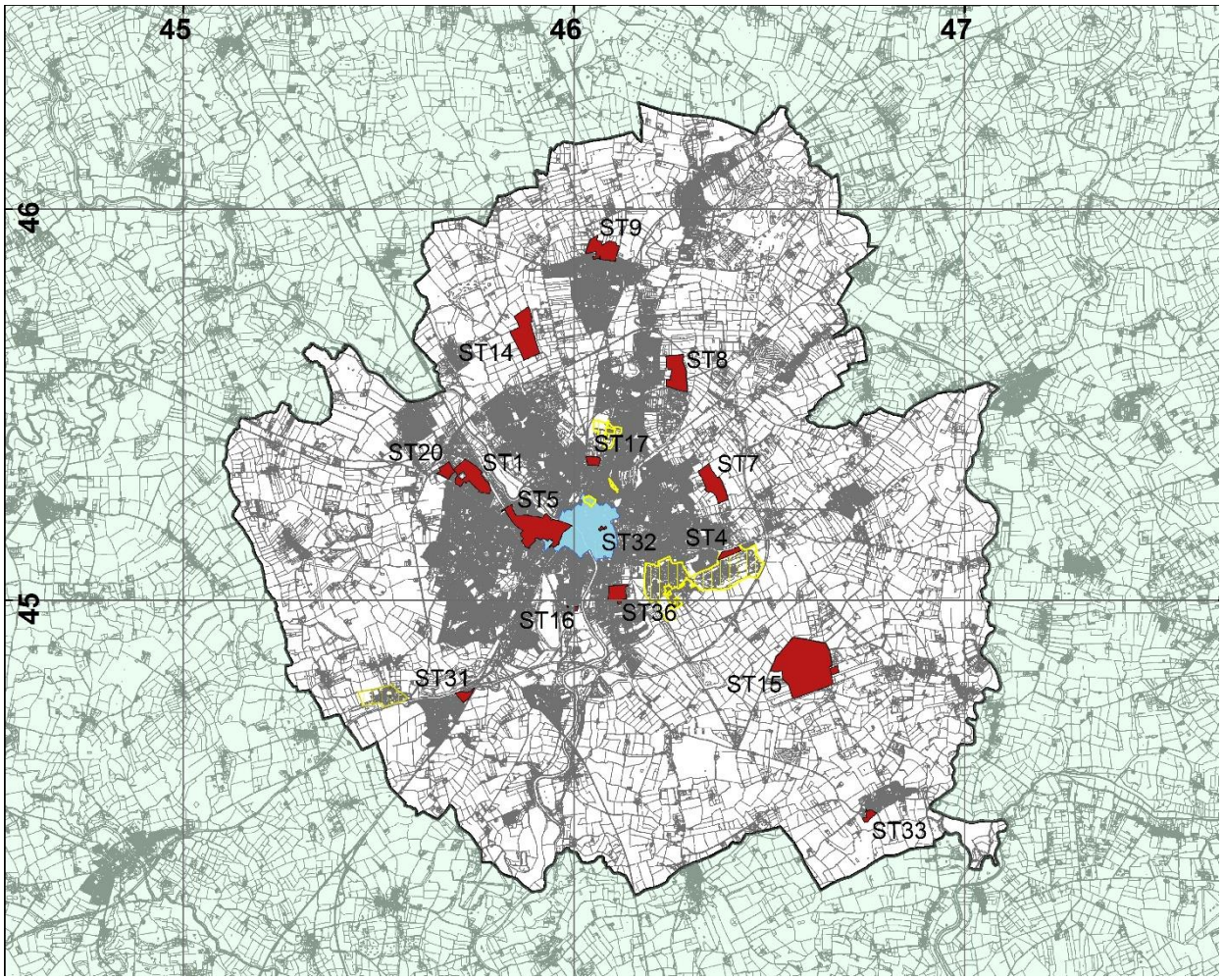
The Instalments Policy has been amended for clarity to ensure all levels of CIL liability are included.

The above levy rates are required to be paid to the Council through the following instalments following the provision of a CIL Demand Notice issued by the Council.

Overall CIL liability	Payment instalments
Less than £20,000	Payment in full within 240 days
£20,000 - £**99,999**	50% paid within 360 days Further 50% paid within 540 days
£100,000 - £**499,999**	10% paid within 270 days Further 15% paid within 540 days Further 25% paid within 720 days Remaining 50% paid within 900 days
£500,000 or more	Agreement of project specific payment schedule

CIL Variable Rates Maps

The mapping has been revised to show minor updates to the extent of the university campus and strategic site ST15 has also been amended to reflect the Local Plan policies map.



AN EXAMINATION UNDER SECTION 212

OF THE PLANNING ACT 2008 (AS AMENDED)

REPORT ON THE DRAFT CITY OF YORK COMMUNITY INFRASTRUCTURE LEVY CHARGING SCHEDULE

Independent Examiner (appointed by the Council): Keith Holland BA (Hons) Dip TP MRTPI ARICS

Charging Schedule Submitted for Examination: 18 July 2025

Date of Report: 22 October 2025

Main Findings - Executive Summary

In this report I have concluded that the draft City of York Council Community Infrastructure Levy Charging Schedule provides an appropriate basis for the collection of the levy in the area.

The Council has provided sufficient evidence that shows that with the modifications recommended the proposed rates would not threaten delivery of the Local Plan.

Two modifications are necessary to meet the drafting requirements. These can be summarised as follows:

- Charge £0 on all identified strategic sites; and
- Charge £75 on residential dwellings in the City of York.

The specified modification(s) recommended in this report does not alter the basis of the Council's overall approach or the appropriate balance achieved.

Introduction

1. I have been appointed by the City of York Council, the charging authority, to examine the draft City of York Community Infrastructure Levy (CIL) Charging Schedule. I am a chartered town planner with more than 25 years' experience inspecting and examining development plans and CIL Charging Schedules as a Government Planning Inspector.

2. This report contains my assessment of the Charging Schedule in terms of compliance with the requirements in Part 11 of the Planning Act 2008 as amended ('the Act') and the Community Infrastructure Regulations 2010 as amended ('the Regulations').[1] Section 212(4) of the Act terms these collectively as the "drafting requirements". I have also had regard to the National Planning Policy Framework (NPPF) and the CIL section of the Planning Practice Guidance (PPG).[2]

3. To comply with the relevant legislation, the submitted Charging Schedule must strike what appears to the charging authority to be an appropriate balance between helping to fund necessary new infrastructure and the

[1] The Regulations have been updated through numerous statutory instruments since 2010, most notably through the Community Infrastructure Levy (Amendment) (England) (No. 2) Regulations 2019.
[2] The CIL section of the PPG was substantially updated on 1 September 2019, and most recently updated 26 April 2024. At the time of completion of the examination, no further updates have been made to the CIL section of the PPG following publication of the December 2024 NPPF. For example, in relation to Development contributions, the paragraph referenced in the current PPG as 34 is now paragraph **35** (albeit the text remains unchanged).

potential effects on the economic viability of development across the district. The PPG states[3] that the examiner should establish that:

- the charging authority has complied with the legislative requirements set out in the Act and the Regulations;
- the draft charging schedule is supported by background documents containing appropriate available evidence;
- the charging authority has undertaken an appropriate level of consultation;
- the proposed rate or rates are informed by, and consistent with, the evidence on viability across the charging authority's area; and
- evidence has been provided that shows the proposed rate or rates would not undermine the deliverability of the plan (see NPPF paragraph 34[4]).

4. The basis for the examination, on which a hearing session was held on 2 September 2025[5], is the submitted draft Schedule of February 2023 as modified in December 2023 and July 2025 as a result of CIL Viability Addendum reports dated November 2023 and June 2025.[6]

5. In summary, the Council proposes a Charging Schedule that has several rates. First a rate of £150 for residential dwellings in the City of York. For strategic sites ST1, ST5, ST16 and ST36 the proposed rate is £100 for residential dwellings. On strategic sites ST4, ST7, ST8, ST9, ST14, ST15, ST31 and ST33 the proposed rate is nil. Purpose built student accommodation (PBSA) off-campus would attract a CIL of £150. All other development in York would have a nil charge. In this report all figures quoted are £/square metre unless otherwise stated.

Has the charging authority complied with the legislative requirements set out in the Act and the Regulations, including undertaking an appropriate level of consultation?

6. The first consultation undertaken ran from 13 February 2023 to 27 March 2023. This consultation included a formal notice in the Council's West Offices, a press advert and release in the York Press, publication on the Council's website with hard copies made available, about 900 consultation letters (linked to the Local Plan consultation), use of social media channels and the Council's newsletter, and notification to statutory consultation bodies including the County Council, parish councils and district councils. This

[3] See PPG Reference ID: 25-040-20190901.
[4] Paragraph 35, December 2024 NPPF.
[5] View details on the examination at: https://www.york.gov.uk/planning-policy/community-infrastructure-levy/4
[6] View the submission documents at: https://www.york.gov.uk/planning-policy/community-infrastructure-levy/3

consultation resulted in 33 responses and 10 incomplete responses. In response to the results and the consequent modifications to the proposed Charging Schedule, a second consultation was held between 18 December 2023 and 31 January 2024. This resulted in 15 representations. Following further modifications to the Charging Schedule in July 2025, upon submission of the Charging Schedule for examination a third period of consultation was undertaken between 18 July to 15 August 2025.[7]

7. I am satisfied the Charging Schedule complies with the Act and the Regulations, including in respect of the statutory processes and public consultation, consistency with the adopted Local Plan and the Infrastructure Delivery Plan, and is supported by an adequate financial appraisal. I also consider it compliant with the national policy and guidance contained in the NPPF and PPG respectively.

Is the draft charging schedule supported by background documents containing appropriate available evidence?

Infrastructure planning evidence

8. The City of York Local Plan was adopted on 27 February 2025.[8] This sets out the main elements of growth that will need to be supported by further infrastructure in the City of York. In relation to residential development, the Local Plan identifies the need for 13,152 additional dwellings (2017 to 2033) of which the affordable housing need is 9,396.[9] Of the total need, 8,160 are on identified strategic locations. Because of persistent under-delivery of housing, a 20% buffer is applied to the five-year housing need figure. The housing trajectory (Fig 5.1 Local Plan) shows delivery only from the allocated strategic sites and windfall sites from 2029/30.

9. Infrastructure evidence was produced as part of the evidence base for the City of York Local Plan. An Infrastructure Funding Gap Assessment was produced in December 2022 and updated in July 2025. This relates to the June 2025 Infrastructure Delivery Plan. To support the policies in the adopted Local Plan, the total cost of the required infrastructure is estimated to be £1015.67 million of which there is confirmed funding for £540.51 million. The largest costs relate to highways improvements, public transport, education and healthcare. The evidence is that there is a funding gap of £480.07 million. The Council estimate that CIL income over the Local Plan period should be in the region of £41 million. The figures demonstrate the need to levy CIL which is expected to make only a modest contribution to filling the infrastructure gap.

[7] View details on the Draft CIL Charging Schedule consultations at: https://www.york.gov.uk/planning-policy/community-infrastructure-levy/2
[8] View at: https://www.york.gov.uk/AdoptedLocalPlan
[9] Local Plan Policy SS1: 'Delivering Sustainable Growth for York' states the Council is aiming to meet 45% of the overall affordable housing need.

Economic viability evidence

10. The Council commissioned a CIL Viability Study (VS) from Porter Planning Economics (PPE). The VS was dated in December 2022 and is referred to in this report as the 2022 VS. In November 2023, an Addendum was produced largely to take account of stagnant house sales and rising build costs. An Erratum was published in December 2023 to correct a modelling error in the testing of older persons accommodation. In June 2025, another Addendum was produced to provide up-to-date evidence of sales values and build costs for new residential dwellings and student accommodation in York.

11. The 35 general residential typologies tested in 2022 included 10 identified strategic sites. The scale of development tested ranged from 4 units to 3,339 units on ST15. Both brownfield and greenfield sites were tested. As regards location, the testing included city centre and city centre extensions, urban, rural, village and suburban sites. In terms of the mix of units, the testing was informed by the 2022 Local Housing Needs Assessment and takes into account the likely mix of units on the various typologies. For older persons accommodation, 8 typologies were tested involving 60 and 50 units on green field and brown field sites as well as a 60-bed care home typology. Five PBSA typologies were assessed ranging from a 25-bed scheme to a 600-bed development.

12. Eight non-residential typologies were tested. These included offices, industrial/warehouses, retail units and a hotel.

13. The assessment used a residual valuation approach and included details of the assumptions used and the sources of the data included in the VS.

14. For residential prices, the 2022 VS built on the work done in 2018 by PPE and was informed by Land Registry transactions matched to Energy Performance Certificates. The 2018 work used a sample of 320 new build properties (January 2015 – May 2016). The 2022 research was based on 439 new build transactions (January 2019 – August 2022). The 2023 Addendum report reindexed the data to June 2023 prices. The figures in the June 2025 Addendum are based on 777 new build transactions between January 2020 and October 2024, indexed to March 2025 prices. Between June 2023 and March 2025, prices fell by 4.7% for flats and 5.6% for houses. The 2025 prices for flats/apartments averaged £5,136/sqm and £3,965/sqm for houses. For affordable housing values, the VS follows advice from Registered Providers and confirmed by the Council's Housing Team. For intermediate tenures the assumption was 70% of open market value, for affordable rent it was 50%, and for social rent it was 40%.

15. For PBSA, the 2022 VS reviewed 2022/2023 advertised and quoted rents. Applying a yield of 5% and assuming operational and management costs of 30% of rental income, the capitalised value per room was £112,300. As a result of policy requirements and representations, the 2023 VS Addendum distinguished between on-campus and off-campus PBSA. Based on advertised room rates and applying a yield of 5.25%, the 2023 VS

Addendum concluded that the capitalised value per room had risen to £128,035. For the 2025 VS Addendum, 2024/25 rental evidence was collated by the Council from online sources for management companies involved in student accommodation letting and data from university managed sites. Applying a yield of 5.25% to off-campus PBSA and using the same assumptions as before, the 2025 VS Addendum puts the capitalised value per room at £160,000 after rounding. The substantial increase in value reflects the way rents have risen from £177 per week 2022/23 to £249 2024/25 off-campus.

16. In relation to older persons accommodation, because of the relatively few transactions, the 2022 VS relies on advice from the Retirement Housing Group. For a 1-bed apartment this advice assumes a sales price of 75% of the average semi-detached house price. For a 2-bed retirement home it is assumed that the price is equivalent to the price of a semi-detached house.

17. For industrial units the 2022 VS notes the regional research by Lambert Smith Hampton and the limited transactional data for York between January 2018 and November 2022. The viability assessment uses a figure of £80 for new industrial uses. Based on regional data the assumed yield is 6.5%. For town centre offices and business parks, the 2022 VS reports 32 transactional records since January 2018. For business parks there were eight transactions. Based on this limited data, the 2022 VS assumed a rent of £190 for town centre offices and £195 for business parks. The yield assumed was 8%.

18. For retail the 2022 VS distinguished between convenience and comparison units. There was little York specific evidence for either of these types of retail and regional and national data was therefore used. For convenience retail the rent was put at £180 on average with a yield of 6% and 5% for supermarket uses. For town centre comparison retail units, the assumed rent was £225 and for retail parks it was £175. In both instances the yield applied was 7%.

19. For hotels evidence from 9 transactions in Yorkshire and Humberside was quoted in the 2022 VS. Capital values in the region ranged from £50,000 per bed to £200,000. The VS noted a regional average of around £107,000 but expected the York figure to be higher than average given the historic nature of the City of York.

20. In the 2022 VS residential build costs were based on 15 years tender prices for new builds provided by the Build Cost Information Service (BCIS). The data was rebased to the York area using tender price adjustments to Q3 2022. Median built costs were used for flatted development and for sites of less than 50 houses. Lower quartile BCIS figures were used for larger developments. The highest identified build cost was for small housebuilders at £1,804/sqm. Flats and apartments were assumed to cost £1,505psm and large housebuilder developments £1,187/sqm. Medium housebuilders base build costs were put at £1,340/sqm. These figures were updated in 2023 and, again, in 2025. The 2025 Q1 figures tested are £1,631/sqm for

flats/apartments, £1,441/sqm for houses built by medium size housebuilders and £1,274/sqm for large housebuilders. For PBSA the Q3 2022 build cost figure was £2,112/sqm. For off-campus development this increased in Q2 2023 to £2,199/sqm and to £2,253/sqm in Q1 2025.

21. In the 2022 VS, external costs including incidental landscaping, estate roads and connections to site infrastructure works were estimated at 10% of build costs for housing and 5% for flats. Estimated garage costs were £9,000. The provision of garages was based on a RAC report that used the England Housing Survey data.

22. A number of other costs were included in the 2022 VS. Professional fees were put at 8% of build costs, contingencies at 4% while site costs (for bringing land forward for development) ranged from £0 for green field sites of less than 50 units, to £400,000 per unit on large brown field sites. As a result of evidence presented to the Local Plan examination, specific rates were identified for 2 strategic sites – ST14 and ST15. Costs associated with land purchase, including stamp duty were included. Finance costs at 7.75% were assumed.

23. Developer's profit was assumed to be 20% of open market Gross Development Value (GDV) and 6% for affordable unit transfer values. PPE point out that 20% is at the upper end of the viability guidance provided in national Planning Policy Guidance. The VS takes account of the Local Plan policy requirements for affordable housing and the favoured tenure split for the provision of on-site affordable housing.

24. As regards s106 costs, the VS tests a figure of £4,200 per unit for older persons accommodation and £8,274 for other non-strategic residential development. For strategic sites a range of site specific s106 costs are identified based on information provided for the Local Plan examination.

25. A number of planning policy related costs are included in the 2022 VS. These include £15,000 per house and £9,000 per flat for sustainable design and construction requirements, and £1,000 per dwelling for houses for electric charging points. For biodiversity and access to nature the assumptions are £1,212 for green field units, £231 for brown field units and £721 for mixed typologies. For units falling within the Strensall Common Special Area of Conservation "zone of influence" there is a policy requirement for areas of suitable greenspace. The estimated cost of meeting this policy is £1,000 per house and £500 per flat. A requirement for accessible/adaptable homes is considered on the basis of an average cost across all housing. The highest figure is £22,700 per house to meet the accessibility standard. The implications of meeting the standards for dwelling sizes and consequent base construction costs is taken into account. The provision of sites for Gypsies and Travellers on strategic sites is allowed for at a rate of £150,000 per pitch.

26. In the 2022 VS build costs for non-residential development were based on BCIS median values rebased to York at Q3 2022 prices. The highest build

costs were for an hotel at £2,274/sqm and student housing at £2,112/sqm. Town centre offices and business parks were calculated at £1,985/sqm. The lowest build cost was £732 for retailing warehousing. The VS took into account other relevant policy costs and rent-free periods. A 20% developer's profit margin was applied. For off-site PBSA, the cost of providing a financial contribution to deliver affordable housing elsewhere in the City was calculated at £7,000 per bedroom.

27. Benchmark Land Values (BLV) in the 2022 VS were based on Local Plan viability work done in 2018 updated on the basis of the Savills Land Value Index. The Savills work was used because there were few local land transactions. The familiar approach of existing use value plus a premium applicable to the net developable site area was used. The resultant BLV was £1,700,000 per net hectare for City Centre/extension land, £1,120,000 for urban/suburban land, £900,000 for village/rural land, and £450,000 for agricultural/green field land.

28. The draft Charging Schedule is supported by detailed evidence of community infrastructure needs. On this basis, the evidence which has been used to inform the Charging Schedule is robust, proportionate and appropriate.

Are the proposed rates informed by and consistent with the evidence on viability across the charging authority's area?

Residential development

29. For residential development the 2022 VS concluded that all the non-strategic site typologies showed substantial headroom available for a CIL. The lowest headroom - £322 - was for a village development of 122 dwellings on a green field site and the highest was £625 on a small 4 dwelling scheme on the same sort of site in the same sort of location. The strategic sites tested showed on average significantly less headroom with the lowest being £2 on ST15 – land west of Elvington Lane. For older persons accommodation, the assessment showed a mixed picture generally with less headroom and, in the case of extra-care housing on green field sites, no headroom.

30. The 2022 VS included sensitivity testing relating to housing standards, notably accessibility, and to changed market conditions. The conclusions in 2022 were that with a viability buffer of 25% to 50%, the bulk of the non-strategic sites could support a CIL of £320 and that a number of the strategic sites would remain viable with a CIL of £100. For older persons accommodation, including extra-care units on brown field sites, the view was that a CIL of £100 would be acceptable.

31. For student accommodation the 2022 testing showed that on-campus accommodation had CIL headroom ranging from £421 to £135. Because of different room rates and benchmark values, the 2023 VS Addendum distinguished between on and off-campus development. On-campus student accommodation was shown to have less, and in some cases, no scope for a CIL, while off-campus PBSA had headroom of between £169 and £494. In

the 2025 VS Addendum, PPE concluded that the headroom on off-campus PBSA had risen to between £975 and £1,391.

32. The 2022 recommendations from PPE favoured a cautious approach with a 60% buffer. The recommendations for residential dwellings in York were £200 but £0 on strategic sites ST7,8,9,14 and 15 and £100 for the other strategic sites, sheltered/retirement accommodation and extra-care accommodation on brown field land. For PBSA, £150 with no affordable housing contribution, and £50 for PBSA with 100 or fewer bedrooms and an affordable housing contribution.

33. The 2023 VS Addendum revised the figures in the light of stagnant house sales and rising build costs. For PBSA a distinction was introduced between on-site and off-site student accommodation. The 2023 work also provided additional evidence regarding sales values of flatted development. The 2023 VS Addendum recorded a rise in sales values for flats/apartments of 1.03% compared with 2022 but a fall of 0.05% for houses. Cost increases over the same period were recorded as 5% for flats/apartments, 4.3% for small house builders, and 4.6% for medium and larger building firms. The proposed rates following the 2023 VS Addendum were that general residential rates remain as proposed in 2022, that strategic sites ST4,31 and 33 be charged at £0 but that ST1 and ST5 be included in the £100 rate band. Sheltered/ retirement accommodation was also to be charged £0. A rate of £150 for off-campus PBSA was proposed and £0 for on-campus PBSA.

34. In June 2025 the proposals were again revised as a consequence of updated sales values and build costs. Indexed from June 2023 to March 2025, the VS records a fall in sales values of 4.7% for flats/apartments and 5.6% for houses. Build costs over the same period are shown as rising between 2.6% and 5.5%. The VS notes that with a 25% buffer the bulk of the generic sites have headroom sufficient for a CIL rate of £150 - down from £200 previously proposed. Strategic sites ST1 and ST5 were incorrectly omitted from the 2023 modifications and were reinstated in the £100 rate band.

35. In relation to PBSA, the 2025 VS Addendum recorded a combined average rental rate for off-campus cluster and studio flats of £12,259 per year. Using a net initial yield of 5.25%, and assuming management/operational costs of 30% of rental income, the off-campus capitalised value per room is shown as £160,000. Build costs in the VS are based on BCIS median average tender prices for PBSA over a 15-year period, rebased to Q1 2025 York prices to match the timescales of sales values. The results show an increase in build costs of 2.6% between Q1 2023 and Q1 2025. The 2025 testing includes suitable allowances for Local Plan policies in relation to affordable housing, carbon reduction, biodiversity and access to nature. The conclusion in the 2025 VS Addendum is that there is strong development viability for off-campus PBSA. Significantly higher headroom in comparison with 2023 is identified. For all four typologies tested the headroom is close to or above £1,000. PPE conclude that off-campus PBSA can easily afford the proposed CIL rate of £150.

36. For older persons housing the 2023 work showed reduced viability because of increased build costs. For sheltered/retirement accommodation the view of PPE was that there was headroom for a CIL of £100 on brown field sites but no headroom on green field land. Extra-care accommodation was shown to not be viable with a CIL charge. The decision by the City Council is to have a nil charge for sheltered/retirement accommodation and for extra-care accommodation.

Commercial rate

37. The 2022 VS concluded that there was some scope for CIL to be charged on small local convenience retail and retail warehousing. A rate of £100 was initially proposed for these uses. This was dropped in 2023 because of increases in build costs. In the July 2025 modifications the City Council retains a proposed nil rate for all commercial development.

Has evidence been provided that shows the proposed rate or rates would not undermine the deliverability of the plan (see National Planning Policy Framework paragraph 34[10]).

38. As regards residential development, delivery is an important consideration, particularly in York which has a poor record of meeting the identified need for housing. Judging from the recently adopted Local Plan, the intention is to rely heavily on the strategic sites to deliver the housing numbers needed over the term of the Local Plan. In the light of this intention, the proposal to apply a nil CIL to the majority of the identified strategic sites is sensible. Less helpful from a housing delivery point of view is the intention to propose a £100 CIL on four strategic sites or, in the case of ST32, a charge of £150.

39. Taking ST32 as an example, several early phases of development on ST32 have been completed. The next phase, block H, benefits from a resolution to grant planning permission subject to a s106 that is yet to be completed. The latter phases of this development, and possibly block H if the s106 agreement is not finalised before the CIL is adopted, would be subject to the CIL. A viability appraisal of ST32 was undertaken in 2015. This resulted in an agreed reduced affordable housing baseline of 17%. The Council and the representor (Hungate (York) Regeneration Limited) have agreed a Statement of Common Ground. This includes a suggestion from the Council, not accepted by Hungate, that ST32 could be included as a strategic site to be charged £100. It is not clear what the suggested reduced rate is based on. Hungate contend that the viability of the Hungate site has become significantly more difficult since 2015 because of regulatory and site-specific requirements. The Council do not agree with this and believe that the levy costs should be able to be accommodated by the contingency provision and the viability buffer. What is clear from the available evidence is that the viability of development on ST32 is not robust, largely due to high build and "opening up" costs. The 2022 VS allows for opening up costs of £200,000 per net hectare on mixed green field/brown field sites and £400,000 for

[10] Paragraph 35, December 2024 NPPF.

brown field land. From evidence presented to the examination relating to several of the strategic sites, these costs assumptions are too low.

40. ST1 is another example of a problem with the proposed Charging Schedule rates for strategic sites, as this site benefits from planning permission and an agreed master plan, but is included in the £100 charge category. A high-level viability assessment of this site was done in 2017 but not refreshed for the purposes of preparing the CIL Charging Schedule. More recent evidence of high development costs has not been adequately taken into account in proposing that this site be put into the £100 rate category. The purpose of putting a site already benefitting from planning permission into the £100 charging band is evidently to "future proof" the situation should a revised planning permission be sought.

41. Another issue is ST16 which is included in the £100 charging rate. The evidence in the 2025 VS is that the viability buffer for this strategic site would only be 17%. The evidence of high development costs on several of the strategic sites and the inadequate viability buffer for ST16, lead me to conclude that the proposals for the strategic sites are confusing and have not been adequately justified. Whilst the 2025 VS shows that ST16 and ST32 may remain viable at the proposed rate of £100, it is acknowledge that both have lower viability headroom in the current market. As regards ST36, it is noted that the estimated Policy DM1[11]/s106 costs per unit shown in Table 4.13 of the 2022 VS are comparable to those for some other nil rated strategic sites. It is also noted that the estimated DM1/s106 costs for ST36 are almost four times higher than the costs per unit for ST16. This leads me to doubt that the headroom for ST36 is materially higher than the ST16 headroom. My view is that both of these sites are likely to have an inadequate viability buffer. The proposed CIL charges for ST1, ST5 and ST32 are not supported by convincing up-to-date available evidence and a cautious approach is therefore needed. In the light of the need to facilitate housing development and the importance of the strategic sites to housing delivery, the logical approach is to include all of the identified strategic sites in the nil rate band. **(EM1)**.

42. Turning to the non-strategic residential typologies that are tested in the 2025 VS, it is likely that sites represented by these typologies will be important to the delivery of housing because relying heavily on the strategic sites carries a degree of risk. Experience shows that the delivery of housing from strategic sites can be disappointing. The Examination Hearing was told by several of those representing the development industry that the delivery of housing from identified strategic sites is likely to be below expectations. Given the history of poor housing delivery in York and the likely high opening up costs of strategic sites this contention is not unreasonable. In these circumstances relying on non-strategic sites for housing delivery will be critical. A potential problem is that, based on the 2025 VS headroom assessment, less than half of the seven larger (50+units) typologies have sufficient headroom to accommodate the proposed CIL of £150. Of the 25 non-strategic typologies

[11] Local Plan Policy DM1: 'Infrastructure and Developer Contributions'.

of all sizes tested, 10 could not afford to pay a CIL of £150 and a further 2 could only pay if virtually no viability buffer is allowed for.

43. The PPE conclusions in the 2025 VS rely on a viability buffer of 25%. The 2022 assessment by PPE recommended a cautious approach with a buffer close to 60%. It is difficult to see how a much lower buffer can be justified in the current uncertain economic climate and where build costs are rising but sales values have stalled. PPE's argument is that they have based their assessment on a generous developers' return of 20%. I agree that a return at this level is relatively high and higher than the return seen in a number of CIL viability studies. I also consider that the cost of borrowing (7.75%) used by PPE is higher than the rate frequently seen in CIL viability work. In my view, these considerations help to counter the challenge to PPE from developers that the base build costs/assumptions used under-estimate current costs. These considerations cannot in my view be used to justify both an optimistic approach to costs and a low viability buffer.

44. In relation to build costs, the VS has followed a standard approach using BCIS data rebased to local prices and updated to match average sales values. The approach used by PPE reflects the national guidance that CIL viability work should use appropriate available evidence that is relevant across their area as a whole. The use of development costs from specific projects as evidence can be misleading if the costs are not matched to the relevant sales values. The available evidence suggests that the use of BCIS data is reasonable for development on non-strategic sites but that for strategic sites with very substantial "opening up" costs the BCIS data probably under-estimates costs. The impact of new legislation, such as the requirement for second staircases for fire protection will add to costs, particularly on large sites with multi-storey development.

45. My conclusion is that the proposed rate for residential dwellings on non-strategic sites within the City of York needs to be reduced to £75 to avoid a serious threat to the delivery of housing in York. **(EM2)**. At this level, based on the 2025 VS evidence, 20 out of 25 of the non-strategic typologies could pay the proposed CIL charge and remain viable. Notwithstanding that I was told at the Examination Hearing that a less cautious approach might be taken in 2025, with a CIL at £75 the viability buffer for most typologies would reflect the cautious approach recommended by PPE in 2022.

46. Following challenges at the Examination Hearing, at my request PPE have provided a technical note relating to the viability of PBSA.[12] The note adjusts the BLV for city centre brown field land for PBSA to the same figure (£1,700,000) that is applied in the VS to general residential development. Secondly, the note adjusts rental values by looking at cluster flats and studio flats separately before using a 3 cluster flats to 1 studio flat ratio to derive an overall average rent and letting period. The note argues that this reflects a cautious approach by using the lowest reported rent in any range provided

[12] View at: https://www.york.gov.uk/downloads/file/10426/sd6-testing-student-accommodation-sites-june-2025-report-assumptions

by existing PBSA's in York. Using the same assumptions as the 2025 VS the conclusion is that the average net room revenue rate is £8,050 resulting in a capitalised value per room of about £153,000 for off-campus PBSA.

47. As a sensitivity test, to answer a challenge from objectors, a yield of 5.75% is tested as opposed to the 5.25% used in the VS work. This results in a capitalised value of £140,000 per room. Taking the lower capitalised value PPE considers that the headroom for off-campus PBSA ranges from £771 to £408. The yield assumption used is a matter of judgement. PPE justify their figure on the basis of prime regional yields quoted for PBSA development by 4 firms for 2024/25. The yields reported range from 5.75% from Colliers (2024 Q2) to 4.25% from Knight Frank (April 2025). Given this variation, it is not unreasonable for PPE to base their assessment of the viability of PBSA on a yield of 5.25%.

48. Based on room sizes and the net to gross efficiency ratio, there is a challenge to the build cost assumptions used by PPE for PBSA. Reference is made to a decision by the Council for PBSA at 15 Foss Island Road where the application was refused on the grounds of limited room size and lack of communal space. Using data from Nottingham and Liverpool it is also argued that the use of BCIS data under-estimates build costs. It is also argued that the contingency figure should be set at 5% rather than the 4% used by PPE.

49. For PBSA, PPE rely on BCIS median average tender prices over a 15-year period rebased to Q1 2025 York prices. This broad-based approach is reasonable. Costs based on a small number of examples from other cities may not be as relevant as the BCIS data. It is also relevant to note that the profit levels assumed are at the top end of the range usually applied and the finance costs are also relatively high in comparison with many CIL viability assessments. To some degree, these factors should help to off-set any underestimation of build costs. In relation to the contingency, the use of a mid-range figure is acceptable for a city such as York, where risks associated with PBSA are unlikely to be exceptionally high because of the strong demand for student accommodation.

50. There is a challenge to the benchmark figures used by PPE. The challenge relies on transactional data in York. The difficulty with transactional data on previously developed land is that establishing an existing use value and the price at which a landowner may be prepared to sell is, as the VS points out, a complex process. The figures quoted by the representor demonstrate the big variation that is found in transactional values. A pragmatic approach based on a research based national index, as used by PPE, is thus appropriate.

51. There is a suggestion that any PBSA headroom should be used for providing discounts to the rents being paid by students. This suggestion fails to appreciate the fundamental purpose of the CIL.

52. Drawing the arguments regarding PBSA together, it is considered that the headroom identified by PPE in the technical note is a reasonable figure that

can be justified on the available evidence. The headroom identified ranges from £771 to £408. On this basis, I agree with the assessment by PPE that the proposed £150 charge will not put the delivery of off-campus PBSA at serious risk.

53. There is a challenge to the VS on the grounds that the evidence is not transparent enough and lacks detail such as a cash flow analysis. I reject this argument. National guidance for the preparation of a CIL Charging Schedule requires a broad test of viability.[13] Detailed site-specific assessments involving details such as a cash flow analysis are not required. PPE have detailed the assumptions they have use and have provided example viability appraisals in their 2022 initial work and in the 2023 Addendum. For PBSA the technical note supplied includes typology site appraisals.

54. In setting the CIL charging rate the Council has had regard to detailed evidence on infrastructure planning and the economic viability evidence of the development market in York. The Council has tried to be realistic in terms of achieving a reasonable level of income to address an acknowledged gap in infrastructure funding, while ensuring that a range of development remains viable across the City of York.

Overall Conclusion

55. I conclude that the draft City of York Community Infrastructure Levy Charging Schedule, subject to the making of the modifications set out in **EM1** and **EM2**, satisfies the drafting requirements and I therefore recommend that the draft Charging Schedule be approved.

Keith Holland

Examiner

Attachments:

Appendix – Modifications that the examiner specifies so that the Charging Schedule may be approved.

[13] https://www.gov.uk/guidance/community-infrastructure-levy

Appendix

Examiner Modifications (EM) recommended in order that the Charging Schedule may be approved.

Examiner Modification (EM)	Reference	Modification
EM1	Paragraph 41	Include residential dwellings on all ST sites in the £0 rate.
EM2	Paragraph 45	Reduce the rate for residential dwellings in the City of York on non-strategic sites to £75.

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	City Development
Service Area:	Strategic Planning Policy
Name of the proposal:	Outcomes of the Community Infrastructure Levy Draft Charging Schedule examination
Lead officer:	Alison Stockdale, Strategic Planning Policy Manager
Date assessment completed:	23 October 2025

Names of those who contributed to the assessment:

Name	Job title	Organisation	Area of expertise
Alison Cooke	Head of Strategic Planning Policy	City of York Council	Strategic Planning Policy
Laura Williams	Assistant Director Customer, Communities and Inclusion	City of York Council	Customer, Communities and Inclusion

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.
	The purpose of a Community Infrastructure Levy (CIL) is to pay for infrastructure to support development. This charge will sit alongside existing S106 obligations which will continue for affordable housing and other on-site infrastructure. The CIL charging schedule has now been examined by an independent examiner, as required by the CIL Regulations 2010, and this proposal considers the outcomes of the examination and how to proceed with implementation of the levy.
1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	The power to charge a CIL was introduced by Part 11 of the Planning Act 2008. The detailed implementation of a CIL charging schedule is governed by the CIL Regulations 2010 as amended). These cover matters such as the procedure for setting CIL, charging and collecting the levy and liability for payment. Further guidance in contained with the National Planning Policy Guidance.
1.3	**Who are the stakeholders and what are their interests?**
	Stakeholders include residents, businesses including developers and landowners across the entirety of the City of York area. Residents and businesses within the city will benefit from infrastructure funded by the Levy. It is also noted that a portion of the CIL goes to communities most directly impacted by development to be spent on projects related to the demands that development places on the area.
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.
	The intention is to implement the introduction of a CIL to help pay for infrastructure to support development. This charge on development operates alongside S106, which can continue to be used for affordable housing and other on-site infrastructure. A charging authority can think strategically in their use of CIL to ensure that key infrastructure priorities in their Local Plan are delivered to facilitate growth and the economic benefits of their area. In particular it will directly support priorities in the Council Plan related to health and wellbeing, education and skills, transport and sustainability by helping to fund infrastructure and indirectly contribute to all of the priorities by contributing to sustainability, quality, health and equality of people and places.

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**
City of York Local Plan 2025[1]	*This sets the policy context for receiving developer contributions. Funding raised by the CIL will support infrastructure required to deliver development identified in the Local Plan.*
Submission documents for the CIL examination	*Documents submitted for the CIL examination include an updated Infrastructure Delivery Plan July 2025*[2]*, which details the infrastructure required to deliver the Local Plan, and which may be funded in part by CIL. The submission documents also include a series of viability assessments from 2022, 2023 and 2025*[3] *(CSD7, CSD 6a & 6b, CSD5) which evidence the impact charging the levy will have on the viability of development across the city.*
Consultation responses	*The Council has carried out 3 consultations*[4] *on the draft CIL charging schedule. Responses to these consultations were received predominantly from the developer community and relate to the impacts of charging the CIL on future development. A number of responses were also received from other interested parties and address the impact of CIL funding on infrastructure provision.*

Step 3 – Gaps in data and knowledge

[1] https://www.york.gov.uk/downloads/file/10103/city-of-york-adopted-local-plan-2025
[2] CSD9 – Local Plan Infrastructure Delivery Plan July 2025
[3] https://www.york.gov.uk/planning-policy/community-infrastructure-levy/3
[4] https://www.york.gov.uk/planning-policy/community-infrastructure-levy/2

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**
The Council has not yet agreed a spend strategy for the CIL income	*Further papers will be brought to Executive early in 2026 to consider a spend strategy for CIL within the boundaries set by the CIL Regulations. These allow for 5% of CIL income to be kept for administration costs, 15-25% to be spent by the local community impacted by the development and 70-80% to be spent by the Council on infrastructure projects which support development across the authority area.*

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	Once introduced the CIL will provide funding for infrastructure needs arising from development within the Authority including health care provision, education, transport and green infrastructure.	+	L
Disability	Once introduced the CIL will provide funding for infrastructure needs arising from development within the Authority including health care provision, education, transport and green infrastructure.	+	L
Gender	No impacts identified	0	n/a

Gender Reassignment	No impacts identified	0	n/a
Marriage and civil partnership	No impacts identified	0	n/a
Pregnancy and maternity	No impacts identified	0	n/a
Race	No impacts identified	0	n/a
Religion and belief	No impacts identified	0	n/a
Sexual orientation	No impacts identified	0	n/a
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	No impacts identified	0	n/a
Low income groups	No impacts identified	0	n/a
Veterans, Armed Forces Community	No impacts identified	0	n/a
Impact on human rights:			
List any human rights impacted.	*The Convention rights applicable are:* Protocol 1, Article 2: Right to education	+	L

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?**
The CIL will support the positive impact measures identified in the Local Plan. In particular it will provide for infrastructure to support development detailed in the Local Plan (excepting on-site infrastructure is identified within Local Plan policies which will be secured via S106 agreement).	

A CIL spend strategy, taking into account development impacts, will be used to guide any future spend in York after a period of accrual of CIL funding. This strategy will need to be evidence-led and will be critical to ensure that the right range of infrastructure is delivered in the right place and at the right time – including for education uses where there are particular challenges in projecting demand in the medium to longer term. The CIL spend strategy along with data on the actual spend of CIL receipts will be reported in the Council's Infrastructure Funding Statement[5], annual publication, which is requirement of the CIL Regulations 2010 (as amended). The Council already publishes a report in connection with Section 106 receipts and expenditure as required by these regulations. Discussions are ongoing with colleagues and other stakeholders regarding management of the CIL spend and a further paper will be taken to Executive early in 2026 with recommendations on the spend strategy.

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:**
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. There is no potential for unlawful discrimination or adverse impacts. Opportunities to advance equality and foster good relations will be applied throughout the implementation of the CIL Charging Schedule. The Infrastructure Funding Statement will contain detail on the CIL Spend Strategy and actual spend of CIL receipts. A proportion of the CIL receipt will also be paid to local communities most impacted by the development in accordance with the CIL Regulations 2010 (as amended).*

[5] https://www.york.gov.uk/planning-building/annual-infrastructure-funding-statement

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.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
n/a			

Step 8 - Monitor, review and improve

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?
	Monitoring of CIL will take place in the Infrastructure Funding Statement which is updated every year and identifies CIL revenues and spend. It must also identify where the funds have been allocated. This enables communities to have a better understanding of how CIL has been used to deliver infrastructure in their area.

Meeting:	Executive
Meeting date:	4 November 2025
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Councillor Kent, Executive Member for Environment and Climate Emergency

Briefing Report: North Yorkshire and York Local Nature Recovery Strategy (LNRS) - Publication Draft

Subject of Report

1. The Local Nature Recovery Strategy (LNRS) is a spatial strategy that seeks to map nature recovery actions and deliver the Governments England-wide nature targets. They are a statutory requirement as set out by the Environment Act 2021 as a new system of spatial strategies for nature throughout England.

2. The LNRS is designed as a mechanism to drive more coordinated, practical and focussed action to help restore, join and halt nature decline. Each Strategy will, for the area that it covers:
    - agree priorities for nature's recovery,
    - map the most valuable existing areas for nature
    - map specific proposals for creating or improving habitat for nature and wider environmental goals

3. North Yorkshire Council (NYC) was appointed by the Department for Environment, Food and Rural Affairs (DEFRA) as the 'Responsible Authority' for York and North Yorkshire, and City of York Council as a 'Supporting Authority'.

4. This report will provide an update on the Local Nature Recovery Strategy and make recommendations regarding the endorsement of the Publication Draft version of the North Yorkshire and York Local Nature Recovery Strategy. This will inform our response to

the statutory 28 day period within which we can inform the Responsible Authority as to whether we accept or object to the final LNRS.

Benefits and Challenges

5. The strategy enhances transparency and accountability in environmental decision-making as it will help to provide strategic understanding of our green infrastructure network and identify opportunities to support nature recovery. It provides a clear set of priorities and spatial data that can be used to monitor progress and inform future reviews of the Local Plan and Climate Change Strategy. Consequently, it will be a valuable evidence base against which further policy and actions can identified.

6. The LNRS provides a shared spatial framework that enables cross-boundary collaboration between local authorities, statutory bodies, and landowners. This will help align nature recovery efforts across York and North Yorkshire, increasing ecological connectivity and resilience.

7. The strategy supports the delivery of multiple policy objectives, including climate adaptation, flood mitigation, and public health. By identifying multifunctional green infrastructure, it strengthens the case for nature-based solutions in urban and rural settings.

8. The LNRS has been grant funded by Defra for its production. NYC as the Responsible Authority have two designated officers leading on the production of LNRS with whom CYC officers are working.

9. Our role as a Supporting Authority limits our ability to shape the strategy. While we have provided feedback on pre-consultation draft, we cannot enforce changes; these are being balanced against other consultee comments received. Consequently, some comments previously made by CYC will not have been taken forward.

10. Effective implementation of LNRS priorities will require ongoing coordination across internal departments and external partners. Ensuring alignment between planning, conservation, and climate teams may require additional governance structures or working groups. There is a risk that without sufficient resourcing, the strategy may not be fully embedded into decision-making or

council-wide actions. While there is some initial funding provided for actioning Biodiversity Net Gain (BNG), long-term delivery will depend on sustained capacity within planning and climate teams.

11. The success of the strategy depends on landowner engagement and voluntary uptake of nature recovery actions. Building trust and demonstrating benefits to landowners will be essential, and understanding the mechanisms government intends to use to support nature recovery with help achieve this. There is a real risk that interest may decline during the delivery phase if these mechanisms remain unclear. For example, government could integrate LNRS priorities into the assessment criteria for Environmental Land Management schemes. Demonstrating tangible benefits and securing central government support both financial and policy-based will be key to sustaining long-term engagement, particularly in areas where competing land uses exist.

Policy Basis for Decision

National Policy

12. The Environment Act 2021 is the statutory foundation for the Local Nature Recovery Strategy (LNRS) and Biodiversity Net Gain (BNG). The Act establishes LNRSs as a key mechanism for reversing biodiversity decline and integrating nature recovery into spatial planning.

13. The National Planning Policy Framework (NPPF) requires local authorities to protect and enhance biodiversity, including through the identification of ecological networks. It is expected that a future update to the NPPF will include how LNRSs should be given weight in the plan making process. The Government will also provide separate guidance on how local authorities will be expected to comply with their duty to have regard to LNRSs through their planning functions.

14. Government guidance confirms that LNRSs should be used to inform Local Plan preparation and spatial strategies. Government guidance is clear that LNRSs should be used by Local Authorities preparing local plans to inform the way those plans address the National Planning Policy Framework (NPPF) requirement to protect and enhance biodiversity.

15. The Government published further guidance in February 2025, which clarified that Local Planning Authorities must comply with their duty to have regard to LNRSs in exercising their planning functions, which includes expectations for integrating LNRS priorities into development plans, biodiversity net gain.

16. Under the Environment (Local Nature Recovery Strategies) (Procedure) Regulations 2023 the Responsible Authority must follow a defined process before publishing the final LNRS; within this process, a Supporting Authority has a role in reviewing and responding to the LNRS before final publication. These have informed the Options and Recommendations in this report. Regulations relevant to this process include:

- Regulation 13: “Pre-publication approval”, in which supporting authorities must be provided with the final LNRS by the responsible authority once consultation has concluded and must also be informed of the intended publication date.
- Regulation 14: “Provision of final draft to neighbouring responsible authorities”, wherein a Responsible Authority must also provide a copy of the final LNRS to neighbouring responsible authorities.
- Regulation 15: “Publication advisory notice”, whereby supporting authorities may give notice to the responsible authority on the conditions that parts of the strategy are not justified by the consultation outcomes, or the strategy is materially deficient. The notice must be issued within 28 days of receiving the final strategy and must give a copy of the publication advisory notice to the Secretary of State. The responsible authority is required to investigate the matters raised in the notice and provide a response within 28 days of receiving the notice.

Local & Regional Strategy

17. The implementation of LNRS and BNG aligns directly with the sustainability priority of the Council’s 10-Year Strategy, which commits York to becoming carbon neutral and contributing to the regional ambition of being carbon negative. The strategy also supports the Council’s vision of protecting iconic green spaces and enhancing the natural environment for future generations.

18. The LNRS complements the York Climate Change Strategy (2022–2032), particularly its focus on nature-based solutions, climate resilience, and ecosystem services. It provides a spatial framework for delivering these outcomes in partnership with landowners, developers, and community groups.

19. The LNRS also supports the delivery of the York and North Yorkshire Combined Authority ambitions to support opportunities for the green economy across the region and vibrant and sustainable places, including increasing woodland coverage, the number of hedgerows and peatland restoration.

20. The strategy will also inform future updates to the adopted Local Plan, ensuring that nature recovery priorities are embedded in land use planning and development management policies.

Financial Strategy Implications

21. An allocation of £388,000 was issued to North Yorkshire Council as the Responsible Authority, by the Department of Environment, Food and Rural Affairs (DEFRA); to lead the preparation of the LNRS for York and North Yorkshire in line with statutory guidance.

Recommendation and Reasons

22. Executive is asked to:

    i. Note the work that has been undertaken in relation to the North Yorkshire and York Local Nature Recovery Strategy at pre-publication stage, comprising:
        - The *Local Habitat Map*, which spatially identifies existing and potential areas for nature recovery.
        - The *Statement of Biodiversity Priorities*, which sets out agreed ecological priorities and measures for habitat enhancement and creation.

    Reason: To ensure these outputs are compliant under the Environment Act 2021, and capable of being implemented effectively as a reference point for future planning and environmental decisions.

ii. Delegate authority to the Directory of City Development, in consultation with the Executive Member for Environment and Climate Emergency, to respond to North Yorkshire Council as the Responsible Authority within the statutory 28-day period following their issue of the Publication draft LNRS.

Reason: To allow a statutory response to be provided to the Regulation 15 stage consultation.

Background

23. North Yorkshire Council is the responsible authority for the preparation of the Local Nature Recovery Strategy (LNRS) for North Yorkshire and York. Under the Environment Act 2021, every county in England must produce a Local Nature Recovery Strategy.

24. The strategy is intended to drive nature recovery, along with associated environmental benefits. Its main purpose is to identify appropriate actions and suitable locations to enhance existing habitats or create new habitats, where this is most likely to provide the greatest benefits for nature and the wider environment. The strategy must:

- agree priorities for nature's recovery
- map the most valuable existing areas for nature
- map specific proposals for enhancing or creating habitat for nature, along with wider environmental goals

25. The strategy does not force landowners or land managers to make any changes or undertake any actions on the land that they own or manage. It also does not grant any additional protections or change existing protections and restrictions.

26. Instead, the strategy seeks to drive collaborative, coordinated action for nature by setting out the most beneficial priorities and measures (actions) to enhance and create habitat, and identify where these could be carried out to have the greatest positive impact.

27. North Yorkshire Council, as the Responsible Authority, have advised that issue of the revised pre-publication LNRS will be early November 2025. Once the documents are issued, a statutory 28-day review period will begin in which Supporting Authorities can

view the LNRS outputs and respond to either support or object to the contents. In advance of this, we have attached at Annex A the LNRS Consultation summary from June 2025, which explains more about the detail of the LNRS, the identified priorities and habitats map.

Consultation Analysis

28. A formal governance structure and LNRS programme board were established as part of the production of the LNRS, convened by North Yorkshire Council as the Responsible Authority. As part of this, there have also been Officer led task groups that have led on technical input into the evidence base, content and format of the LNRS.

29. An online survey was initially undertaken as part of the development of the Local Nature Recovery Strategy (LNRS) for North Yorkshire and York hosted on the North Yorkshire Council website. This was held for 12 weeks, from 16 November 2023 to 12 February 2024. The objective of the survey was to raise awareness about nature recovery, understand the views of individuals throughout North Yorkshire and York regarding nature and its enhancement, and signpost respondents towards local volunteering opportunities in nature. The online survey was publicised through a range of media channels and paper copies of the survey were completed by members of York Youth Council and Skipton Youth Council. This survey received:
    - 532 total responses
    - 110 responses from City of York residents (21% of total responses).

30. Prior to public consultation on a pre-public consultation version of LNRS, a statutory 28 days was provided to Supporting Authorities (including CYC) and other advisory groups/bodies for detailed comments. Officers provided detailed comments and issued a formal Council representation to NYC in June 2025[1] supporting the consultation on the pre-publication draft LNRS. These comments were considered by NYC prior to moving forward to the next statutory consultation stage. In coming to a view on

[1] 13/06/2025 To provide written consent to public consultation on the draft North Yorkshire and York Local Nature Recovery Strategy (LNRS)ref: 7447

comments, NYC balanced all comments made by supporting authorities in revising relevant parts of the LNRS. Consequently, not all of CYC Officer comments were implemented.

31. NYC held a statutory six week public consultation on the pre-publication draft LNRS between 30 June to 12 August 2025. As the Supporting Authority, CYC provided support to the consultation by distributing documents throughout the city in line with our Statement of Community Involvement (SCI) and signposting online to North Yorkshire Council's consultation portal[2]. The consultation was open for comments for all York residents, community groups and any other interested parties. In total the consultation received 91 responses (427 logged comments). These included responses from North Yorkshire residents (54%); City of York residents (13%); Environment professional (10%); community organisations (10%); landowners (10%).

Options Analysis and Evidential Basis

32. The following options have been considered:

Option (i) (recommended) - Agree to delegate authority to the Director of City Development, in consultation with the Executive Member for Environment and Climate Emergency, to provide a written response to the final publication draft of the North Yorkshire and York Local Nature Recovery Strategy within the statutory 28-day period of consultation (Regulation 15 stage).

Option (ii) - Do nothing during the statutory 28-day period of consultation on the Publication draft LNRS (Regulation 15 stage).

Rationale

33. CYC has been actively engaged in the development of the LNRS since its inception. In its role as a Supporting Authority, officers have participated alongside North Yorkshire Council, Natural England and National Park Authorities in steering groups and contributed to the identification of nature recovery priorities within York's boundaries. The LNRS will directly support planning

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[2] https://www.northyorks.gov.uk/your-council/consultations-and-engagement/north-yorkshire-and-york-local-nature-recovery-strategy-consultation

functions, Biodiversity Net Gain implementation and future funding streams for nature recovery. The strategy aligns with the Council's Climate Change Strategy and Council Plan commitments to enhance local green infrastructure and biodiversity.

34. Under Regulation 15 of the LNRS Regulations 2023, as set out at Paragraph 16, a supporting authority may issue a Publication Advisory Notice explaining in writing if it believes:
    - Part of the final LNRS cannot be justified based on the consultation results (Regulation 15(2)), or
    - The final LNRS is materially deficient (Regulation 15(3)).

35. If the Publication Advisory Notice is issued, the supporting authority must send a copy of the notice to the Secretary of State. The responsible authority must subsequently:
    - Investigate the concerns raised.
    - Reply in writing within 28 days, detailing the results of the investigation and any actions taken or planned in response.
    - Send a copy of the reply to the Secretary of State.

36. The Secretary of State will then determine whether the strategy may be published or published with conditions. Once the Secretary of State makes a decision, they must inform all supporting authorities. If permission is granted (with or without conditions), the responsible authority may proceed to publish the LNRS.

37. Delegating authority to the Director of City Development to provide a written response (Option (i)) supports efficient decision making and ensures timely compliance with the statutory 28-day consultation window. This response will reflect consideration of the publication draft LNRS issued to CYC and whether or not we can support the publication or will need to issue a Publication Advisory Notice.

Organisational Impact and Implications

- **Financial** - An allocation of £388,000 was issued to North Yorkshire Council as the Responsible Authority, by the Department of Environment, Food and Rural Affairs (DEFRA); to lead the preparation of the LNRS for York and North Yorkshire in line with statutory guidance.

- **Human Resources (HR**) - There are no HR implications.

- **Legal** - The procedure for the consultation and publication of the Local Nature Recovery Strategy (LNRS) is set out in the Environment (Local Nature Recovery Strategies) (Procedure) Regulations 2023 (the Regulations).

  The Consultation of the LNRS has taken place in accordance with regulation 12.

  The Council as a Supporting Authority has 28 days from the date of receipt of the final local nature recovery strategy to issue a Publication Advisory Notice on the basis that it considers that part of a final LNRS cannot be justified based on the results of the consultation or that the final LNRS is materially deficient. Regulations 15 and 16 as set out in the body of the report require North Yorkshire Council to investigate the matters raised in the Publication Advisory Notice and provide a response prior to seeking permission from the Secretary of State to publish its final LNRS. The Secretary of State has the power to permit North Yorkshire Council to publish the final LNRS with or without conditions.

  Where a Publication Advisory Notice is not received North Yorkshire Council can publish the final LNRS upon the expiry of 28 days from the date of providing the final LNRS to the supporting authorities or when all supporting authorities have provided consent to its publication.

  There are no further rights of appeal. Any decision made by the Council, North Yorkshire Council or the Secretary of State may be challenged by way of judicial review

- **Procurement** - Whilst there are no direct procurement implications relating to report itself, should any priorities require procurement, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Procurement Act 2023. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.

- **Health and Wellbeing –** No implications.

- **Environment and Climate action** - The LNRS demonstrates alignment with objectives of the York Climate Change Strategy, particular the focus on nature-based solutions, climate resilience, and ecosystem services. It provides a spatial framework for delivering these outcomes in partnership with landowners, developers, and community groups.

- **Affordability** – No implications.

- **Equalities and Human Rights** – The implementation of specific BNG site developments and interventions will need to consider Equalities and Human Rights on a site-specific basis the noting of proposed statutory regime in this report has no impacts. North Yorkshire Council will have to consider Equalities and Human Rights in the development of LNRS strategy.

- **Data Protection and Privacy -** The completion of data protection impact assessment (DPIA) screening questions evidenced there would be no processing of personal data, special categories of personal data or criminal offence data processed, so there is no requirement to complete a DPIA.

- **Communications** - Communications support will be required during LNRS publication.

- **Economy** - LNRS will impact the economy at a high level by its association with land use and practices. The economic affects are unquantifiable for the purposes of this report, but are intended to be beneficial in the long term, as part of an overall sustainable economy.

Risks and Mitigations

38. Risk: Insufficient Resources for Implementation - Delivery of LNRS priorities may be constrained by limited staff capacity, particularly in ecology, design, and conservation teams.

    Mitigation:
    - Utilise existing grant funding to support additional capacity, particularly for Biodiversity Net Gain (BNG) implementation.

- Explore further funding opportunities through Defra, LEP, and private sector partnerships.
- Prioritise actions based on available resources and strategic impact.

39. Risk: Low Stakeholder Engagement and Uptake - The success of the LNRS depends on voluntary participation from landowners, developers, and community groups. Low engagement could limit delivery of nature recovery actions.

    Mitigation:
    - Continue proactive engagement with stakeholders through workshops, advisory groups, and communications.
    - Highlight the benefits of nature recovery, including funding opportunities, climate resilience, and community wellbeing.
    - Work with NYC and regional partners to coordinate messaging and support.

40. Risk: Data Gaps or Mapping Limitations - The Local Habitat Map and biodiversity priorities may be limited by data availability or technical constraints, affecting accuracy and usability.

    Mitigation:
    - Continue collaboration with NYC and Natural England to refine mapping and data layers.
    - Encourage local ecological surveys and citizen science contributions.
    - Update the strategy periodically to reflect new evidence and monitoring outcomes.

Wards Impacted

41. All wards will be impacts as the LNRS covers the entire local authority.

Contact details

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

Author

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Date:	20/10/2025

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Date:	20/10/2025

Specialist officers:

- Andrew McIlwraith, Ecology and Countryside Officer

Background papers:

13/06/2025 To provide written consent to public consultation on the draft North Yorkshire and York Local Nature Recovery Strategy (LNRS)ref: 7447

20/05/2025 North Yorkshire & York, Local Nature Recovery Strategy (LNRS) consultation draftref: 7425

12/10/2023 Biodiversity Net Gain (including information on Local Nature Recovery Strategy)ref: 6954

NYC consultation Documents issued in June 2025 via: North Yorkshire and York Local Nature Recovery Strategy consultation | North Yorkshire Council:

- Document 1: Thriving Nature in North Yorkshire and York - Short Summary (pdf / 4 MB)
- Document 2: Thriving Nature in North Yorkshire and York - Our Local Nature Recovery Strategy (pdf / 8 MB)

- Document 3: Statement of Biodiversity Priorities part 1 - Description of Our Strategy Area (pdf / 2 MB)
- Document 4: Statement of Biodiversity Priorities part 2 - Priorities and Measures (pdf / 1 MB)

Annexes:

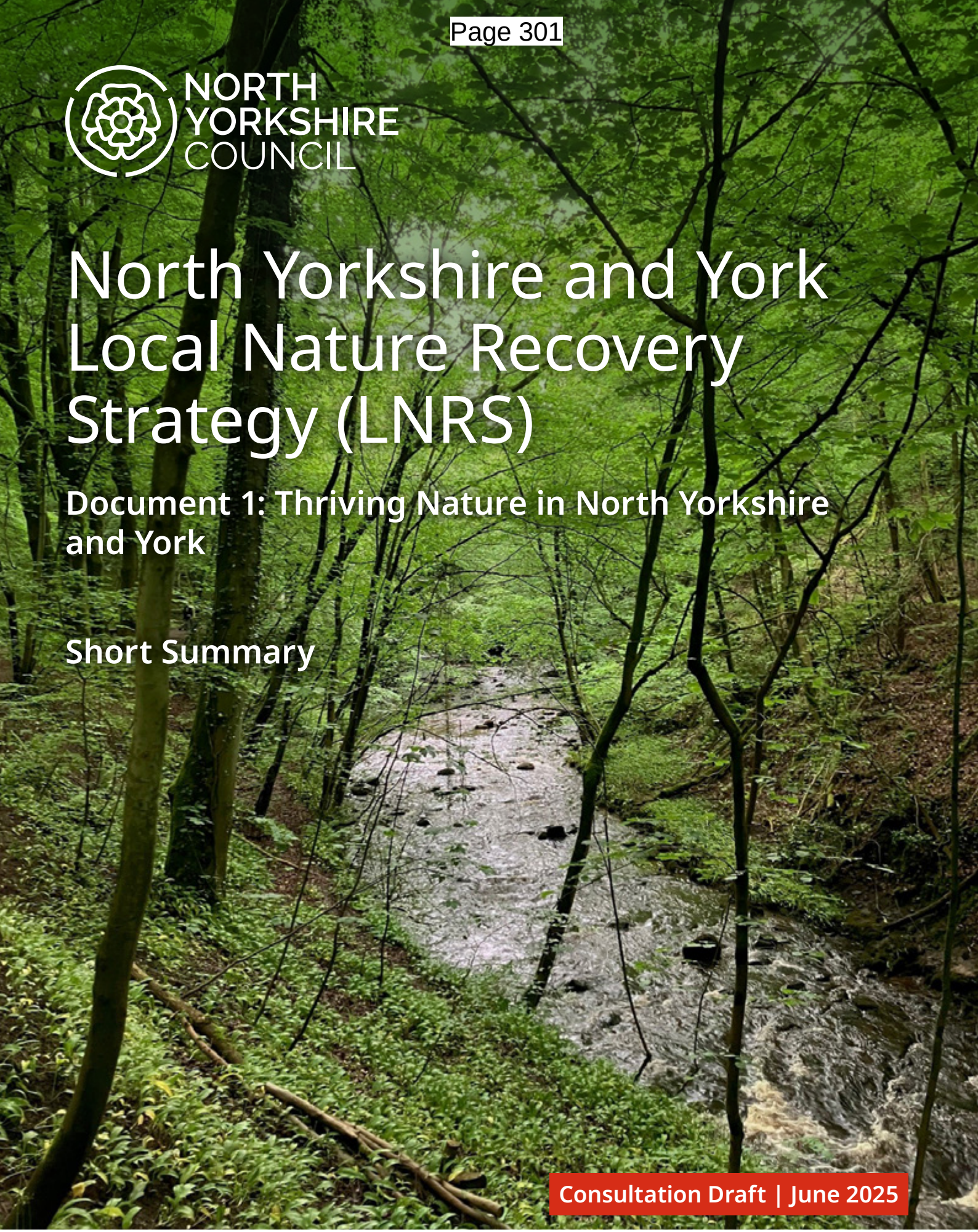
- Annex A - Pre-Publication Local Nature Recovery Strategy Short Summary (consultation version, June 2025)

NORTH YORKSHIRE COUNCIL

North Yorkshire and York Local Nature Recovery Strategy (LNRS)

Document 1: Thriving Nature in North Yorkshire and York

Short Summary



Consultation Draft | June 2025

YORK & NORTH YORKSHIRE COMBINED AUTHORITY

CITY OF YORK COUNCIL

North York Moors National Park

YORKSHIRE DALES National Park Authority

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Picture credit: Dependable Productions

What is a LNRS?

A Local Nature Recovery Strategy (LNRS) is a new type of plan to reverse the decline in nature, while bringing many other benefits to people.

We are required by law to prepare an LNRS for North Yorkshire and York and its main purpose is to restore existing natural areas and propose new ones to help our wildlife flourish.

Our LNRS must:

- Agree what is most important for nature's recovery
- Map the most valuable existing natural areas
- Map proposals for improving or creating natural areas along with other benefits

The strategy does not force landowners or land managers to make any changes or undertake any actions on the land that they own or manage, nor does it change any existing protections or restrictions. Instead, the strategy seeks to encourage working together for nature across our region.



Curlew

Picture credit: Paul Harris



Water Vole

Picture credit:Natural England - Paul Lacey

Why do we need a LNRS?

- In Yorkshire over 25% of species have declined in the last 30 years
- Our area contains over 800 species considered to be endangered or vulnerable to extinction, including adder, curlew, European eel, water vole and burnt orchid
- Only 15% of our Sites of Special Scientific Interest (SSSI) sites are in 'favourable' condition, with 71% assessed as 'unfavourable – recovering', 8.77% 'unfavourable – no change' and 4.54% 'unfavourable – declining'
- Less than 20% of North Yorkshire and York's rivers are classed as having good ecological status



Workshop with farmers, Selby Auction Mart

Who has been involved?

Preparation of the LNRS has been led by North Yorkshire Council with support from a wide range of organisations and stakeholders, including:

- Natural England
- Forestry Commission
- Environment Agency
- York and North Yorkshire Mayoral Combined Authority
- City of York Council
- North York Moors National Park Authority
- Yorkshire Dales National Park Authority
- Forest of Bowland, Howardian Hills and Nidderdale National Landscapes' teams
- Yorkshire Wildlife Trust
- White Rose Forest
- Dales to Vales River Network
- National Farmers Union (NFU)

During the development of the strategy, we have included the views and expertise of many interest groups and individuals across our geography. We have facilitated five webinars, three in-person briefings for councillors, 30 in-person workshops, 30 stakeholder one-to-one interviews, and engaged with 80 different organisations and over 1,500 individuals.

Vision and principles

Our vision for restoring nature is:

To work together to enhance, expand, restore and connect our region's habitats for thriving nature across North Yorkshire and York.

Our ambition is that by 2035 our area will be an example for abundant nature, and we will leave our natural environment in a better state for people and wildlife species, while supporting a prospering economy and addressing climate change.

Working with our stakeholders we have co-created 10 principles that underpin our vision. They are:



Picture credit: Simon Vine

Sowerby Sport Village, Thirsk



Picture credit: Charlie Fox, North York Moors National Park Authority

Monitoring river fly species to assess water quality

Principles: What we need to do:

1	**Restore nature's way of doing things, like recreating floodplains to manage flooding better**
2	**Produce food, fuel and timber in a nature friendly way**
3	**Connect people to nature by helping people become more aware of it, our responsibility to it and the health and wellbeing benefits it can provide**
4	**Manage our water sustainably for both people and wildlife**
5	**Enhance the character of our area**

Principles: How we can do it:

6	**Work across communities, businesses, public bodies and not-for-profit organisations to help nature to thrive**
7	**Put nature at the heart of political decision making**
8	**Attract funding and green finance into nature**
9	**Promote jobs, education, apprenticeships, and skills in delivering nature recovery**
10	**Monitor change by recording any changes in numbers of wildlife species, tree cover area and other habitats**



Picture credit: Colin Aldred

Long Preston Floodplain project, near Settle



Picture credit: White Rose Forest

White Rose Forest led community tree planting at Broughton Hall Sanctuary, near Skipton

Our priorities

Our priorities for nature recovery across North Yorkshire and York have been developed by working with a wide range of experts, community groups, farmers, landowners and others. Our priorities set out what we are seeking to do, and why we are seeking to do it.



Bat box building

Picture credit: Andy Steele

Priorities across North Yorkshire and York

We agreed with stakeholders several priorities that would apply across our whole geography. These are:

- Ensure the join up of habitats like woodlands and wetlands so wildlife species can move more easily
- Undertake actions to benefit key species (for example: Adder, Curlew and Water Vole)
- Control invasive species (for example Himalayan Balsam and Japanese Knotweed)
- Work with residents, communities and organisations for opportunities to get involved with nature recovery
- Improve methods for recording nature and share knowledge between organisations for improving nature

Habitat priorities

Alongside the above priorities, we have 39 nature recovery priorities, which are organised into the seven categories below:

- Farmland
- Upland
- Grassland
- Woodland
- Water and wetlands
- Urban
- Coast

Measures (actions)

Each priority has a number of measures, which are the practical 'on the ground' actions that would help to deliver the aims of the priority. In other words, how we could do nature recovery and where we could do it.

For example, in farmland areas, one of our priorities is to expand the hedgerow network. One of the measures (actions) to achieve this is to improve existing hedgerows by planting up gaps, carrying out hedge laying and planting trees within the hedgerow.



Planting up gaps of an existing hedgerow

Picture credit: Natural England, Peter Roworth



Rawcliffe Lake, York

Benefits from nature

Our society and economy depend upon a whole range of wider benefits from nature that help us meet our daily needs, as well as support our ability to manage the effects of climate change.

Examples of these wider benefits from nature include:[1]

- **Supporting pollination of our plants and crops**
- **Cooling and shading from trees and plants**
- **Lowering of noise levels through absorption by trees and plants**
- **Helping to regulate our climate**
- **Providing us with clean water**

As well as enhancing and creating habitat for nature, the priorities contained within the strategy will also make positive contributions to these wider benefits from nature that we all enjoy.

1 Icons supplied by Natural England



Insects accessing wildflowers also support pollination of our plants and crops

Picture credit: Natural England



Cooling and shading from trees at Derwenthorpe, York

Picture credit: Tris Terry

Focus species

There are many rare and threatened species in North Yorkshire and York, however the declines that we have seen in these species can be reversed by enhancing, creating and connecting habitats across our geography.

Working with experts we have drawn up a list of 83 focus species that would benefit from improvements to habitats and we plan to record and monitor any increase in the number of those species in our area, to help understand if our strategy is making a difference.

Our focus species list includes:

- **Adder**
- **Burnt Orchid**
- **Swift**
- **Hen Harrier**
- **Curlew**
- **White-clawed Crayfish**
- **Tansy Beetle**
- **Red Squirrel**



Swift

Picture credit: Whitfield Benson



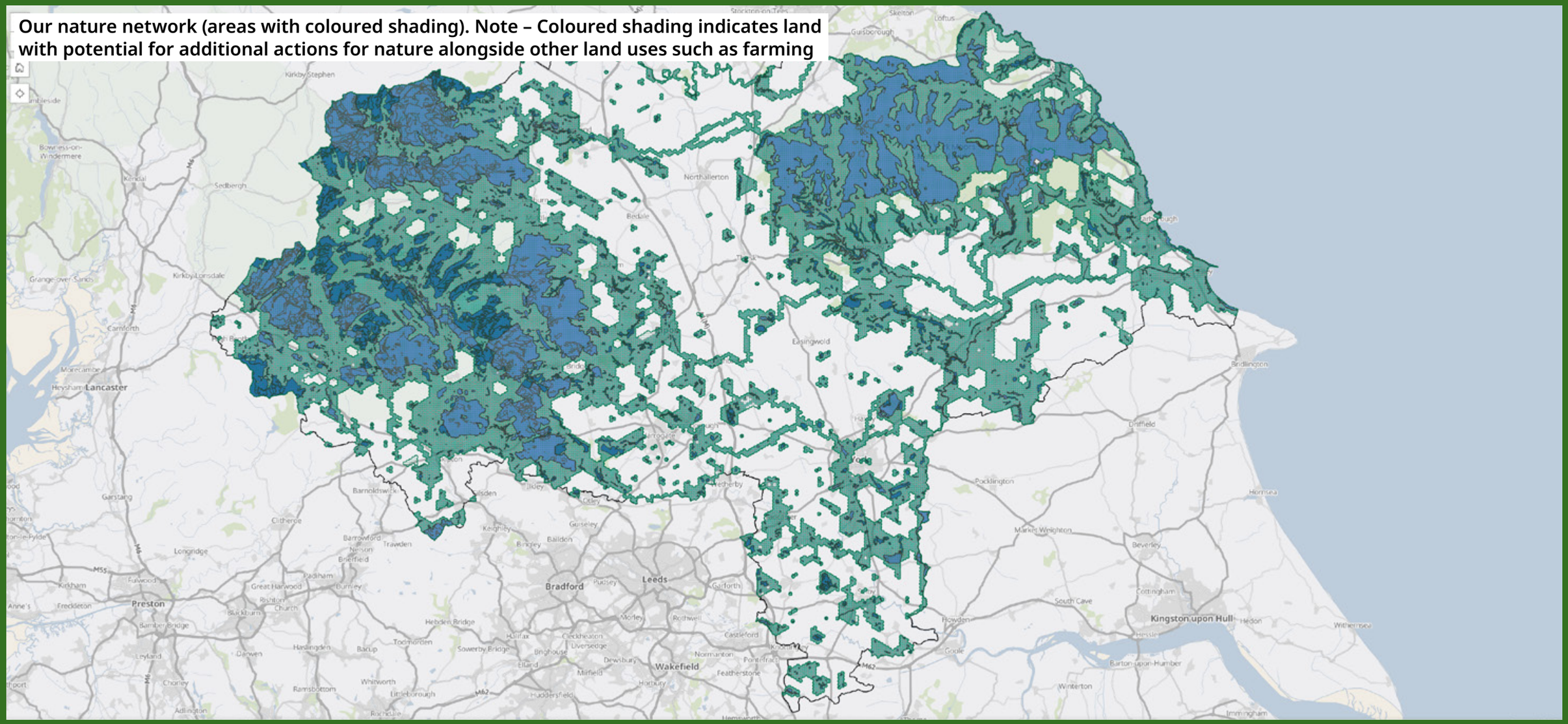
Red Squirrel

Picture credit: Gareth Atkinson

Our nature network - Local Habitat Map

Our nature network (Local Habitat Map) provides a vision to create a connected network of habitats across North Yorkshire and York. It will form part of the proposed national nature recovery network across England.

Our nature network (areas with coloured shading). Note – Coloured shading indicates land with potential for additional actions for nature alongside other land uses such as farming



Ways to help nature thrive – what you can do

Everyone in North Yorkshire and York can contribute to our vision 'to work together to enhance, expand, restore and connect our region's habitats for thriving nature across North Yorkshire and York'

Residents and community groups can help nature to thrive in their local area, while landowners, land managers, farmers and non-governmental organisations (NGOs) can work at a bigger scale to aid nature recovery, particularly by working in partnership.

Residents

Private gardens make up a significant proportion of our total land area and there are several measures within the strategy that can be undertaken in gardens to benefit nature, such as planting native trees, shrubs and wildflowers, reducing the frequency of lawn mowing, and creating small areas of water such as ponds and rainwater gardens. Action across a neighbourhood can also expand and connect natural habitats, supporting a wide variety of species.

Residents can use the strategy to:

- Inform the measures (actions) they can carry out in their gardens and local parks
- Join a citizen science group involved in recording and monitoring increases in the number of those species in our area
- Join a volunteer programme run by organisations such as Yorkshire Wildlife Trust (Team Wilder) across Yorkshire, St Nicks (Green Corridors) in York, and the Lower Ure Conservation Trust (LUCT) near Ripon

Landowners, land managers and farmers

Over 70% of our land area is farmed and we also have many large estates across our geography. Much of this land is managed for food, fuel or timber, but there is great potential to better integrate natural habitats alongside these productive uses, bringing down costs for farmers through reduced input costs , supporting nature and making our land more resilient to climate change.

Landowners, land managers and farmers can use the LNRS to:

- Understand how their land fits within the Local Habitat Map and the nature network
- Inform the measures (actions) they could carry out on their land
- Inform and support applications for funding and delivery of projects



Monitoring water quality

Picture credit: Charlie Fox



TadCrafters meadow creation

Picture credit: Andy Steele



Team Wilder Empowerment Day - Urban Tree Huggers

Picture credit: Jo Rawson, Yorkshire Wildlife Trust



Forestry Commission woodland advisor working with farmer

Picture credit: Forestry Commission

Find out more

We hope you found this short summary document informative. Please do consider exploring the Local Habitat Map for North Yorkshire and York and completing our online consultation survey by accessing the consultation page on our website.

www.northyorks.gov.uk/local-nature-recovery-strategy-consultation

Contact us

Online: **northyorks.gov.uk/contact-us**

By telephone: For further information call **0300 131 2131** and say **'nature recovery'** when prompted

North Yorkshire Council, County Hall, Northallerton, North Yorkshire, DL7 8AD

You can request this information in another language or format at **northyorks.gov.uk/accessibility**

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NORTH YORKSHIRE COUNCIL

North Yorkshire and York Local Nature Recovery Strategy (LNRS)

Document 2: Thriving Nature in North Yorkshire and York – Our Local Nature Recovery Strategy



Consultation Draft | June 2025

YORK & NORTH YORKSHIRE COMBINED AUTHORITY

CITY OF YORK COUNCIL

North York Moors National Park

YORKSHIRE DALES National Park Authority

LNRS Document Navigation

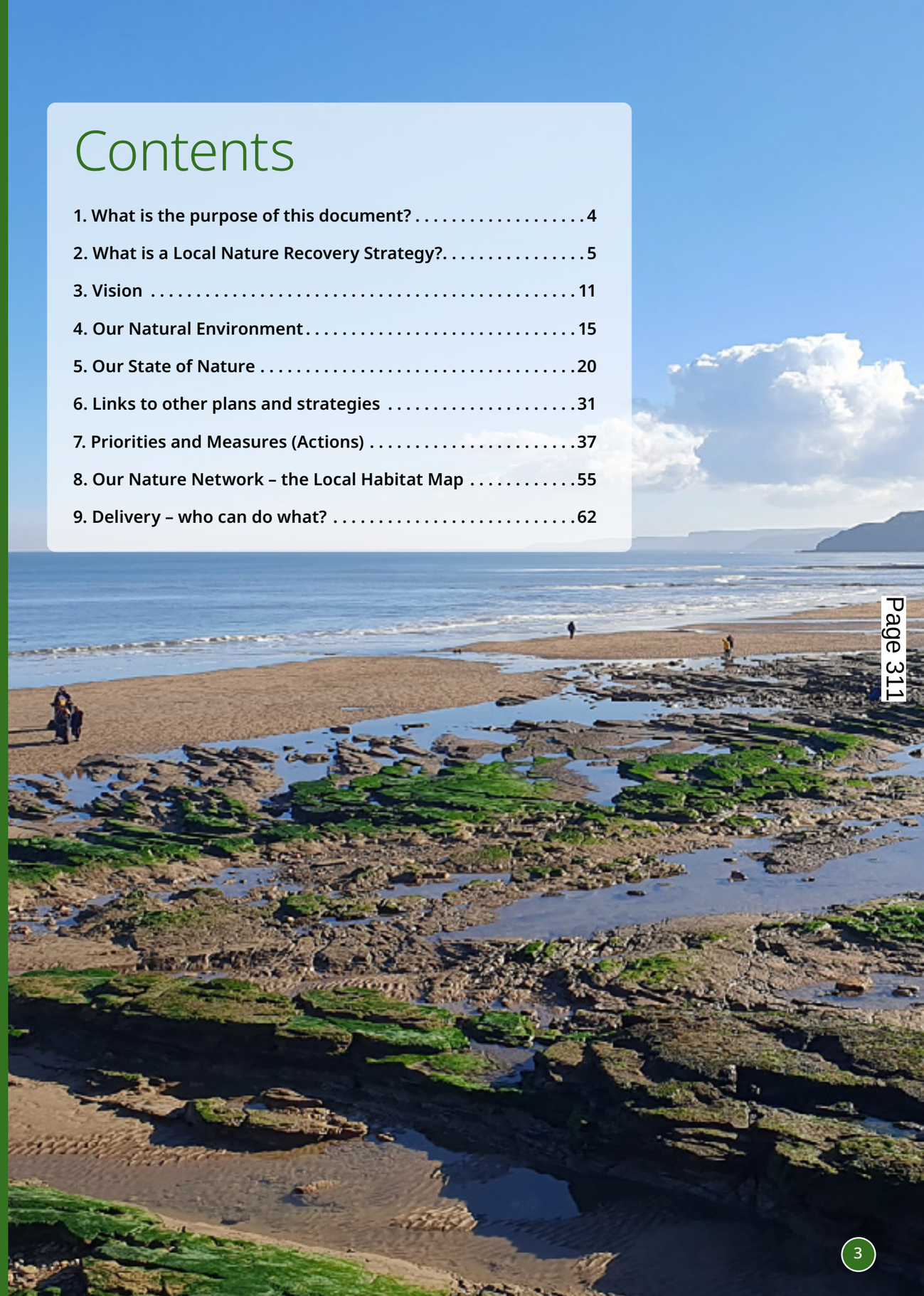
The North Yorkshire and York Local Nature Recovery Strategy (LNRS) is split into 5 separate parts to help users of the strategy easily find the information that is most relevant to them. The 5 parts are set out in the table below, with a brief description of each one. Please click on one of the other parts in the table to access it.

This is: **Document 2 Thriving Nature in North Yorkshire and York – Our Local Nature Recovery Strategy**

1	**Thriving Nature in North Yorkshire and York – Non-Technical Summary** Provides a non-technical summary of the North Yorkshire and York Local Nature Recovery Strategy
2	**Thriving Nature in North Yorkshire and York – Our Local Nature Recovery Strategy** Provides a detailed overview of the North Yorkshire and York Local Nature Recovery Strategy
3	**Statement of Biodiversity Priorities Part I – Description of Our Strategy Area** Provides a detailed description of the strategy area of the North Yorkshire and York Local Nature Recovery Strategy
4	**Statement of Biodiversity Priorities Part II – Priorities and Measures** Sets out the priorities and measures for the North Yorkshire and York Local Nature Recovery Strategy
5	**The Local Habitat Map** Online mapping platform providing the Local Habitat Map for the North Yorkshire and York Local Nature Recovery Strategy, including existing Areas of Particular Importance for Biodiversity (APIBs) and Areas that Could Become of Particular Importance for Biodiversity (ACBs)
Appendix 1	LNRS Prioritisation methodology and scoring criteria
Appendix 2	LNRS Species prioritisation methodology
Appendix 3	LNRS Mapping methodology and datasets
Appendix 4	LNRS Nature recovery opportunities longlist
Appendix 5	LNRS Priority species list
Appendix 6	LNRS online survey responses summary, February 2024

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1. What is the purpose of this document?

The intention of this document is to provide an overview of the scope of the LNRS, whilst also forming a signpost to, and summary of, more detailed information that can be found in the Description of Strategy Area (Document 3), Statement of Biodiversity Priorities (Document 4), the Local Habitat Map and the supporting appendices.



2. What is a Local Nature Recovery Strategy?

Local Nature Recovery Strategies (LNRS) are a new system of spatial strategies intended to drive nature recovery, along with associated environmental improvements. Their preparation is a statutory requirement under the Environment Act 2021 and their main purpose is to identify appropriate actions and suitable locations to enhance existing habitats, or create new habitats, where this is most likely to provide the greatest benefits for nature and the wider environment.

Each strategy must:

- Agree priorities for nature's recovery
- Map the most valuable existing areas for nature
- Map specific proposals for enhancing or creating habitat for nature, along with wider environmental goals

This document is the LNRS for North Yorkshire and York, which has been led by North Yorkshire Council following appointment by Defra as the responsible authority for its preparation, in collaboration with a wide range of regional stakeholders.

In due course, Defra will require the responsible authority to review and republish their strategy as part of an ongoing cycle which considers what has been achieved and proposes what further work is needed for nature to recover. It is expected that the first published LNRS will be reviewed within 5-10 years.

The strategy does not force landowners or land managers to make any changes or undertake any actions on the land that they own or manage . In addition, it does not confer any additional protections or change existing protections and restrictions. Instead, the strategy seeks to drive collaborative, coordinated action for nature by setting out the most beneficial priorities and measures (actions) to enhance and create habitat, and identify where these could be carried out to have the greatest positive impact.

What does the strategy contain?

- Vision and principles – with our stakeholders we have co-created a vision statement with 10 supporting principles
- A description of our natural environment
- The state of nature across North Yorkshire and York – where are we now?
- Links to other plans and strategies
- The priorities and measures (actions) for nature recovery that we have established with our stakeholders
- The nature network and Local Habitat Map – online map (spatial representation of the LNRS)
- How we go about delivery of the LNRS

How has it been prepared?

Preparation of the LNRS has been led by North Yorkshire Council (NYC), as the responsible authority, with work having commenced in September 2023. NYC has been supported by an advisory group (steering group) with representation from the Defra arm's length bodies (Natural England, Forestry Commission and the Environment Agency), the protected landscapes in North Yorkshire (two National Parks and three National Landscapes), City of York Council, Yorkshire Wildlife Trust, White Rose Forest, Dales to Vales River Network and the National Farmers Union (NFU). During the development of the strategy, NYC has also elicited the views and expertise of many wider stakeholders across our geography. We have facilitated five webinars, nine briefings to Council Members, 33 in-person workshops, 33 stakeholder one-to-one interviews and engaged with 90 organisations and over 1500 individuals.

Key statistics from engagement undertaken up to May 2025.

5
Webinars
260+ attendees

9
Member Briefings
75+ councillors

33
1–1 Calls

90+
Organisations

1
Online Survey
550 responses

33
Workshops
500+ attendees

1000+
Individuals (1600+ including surveys)



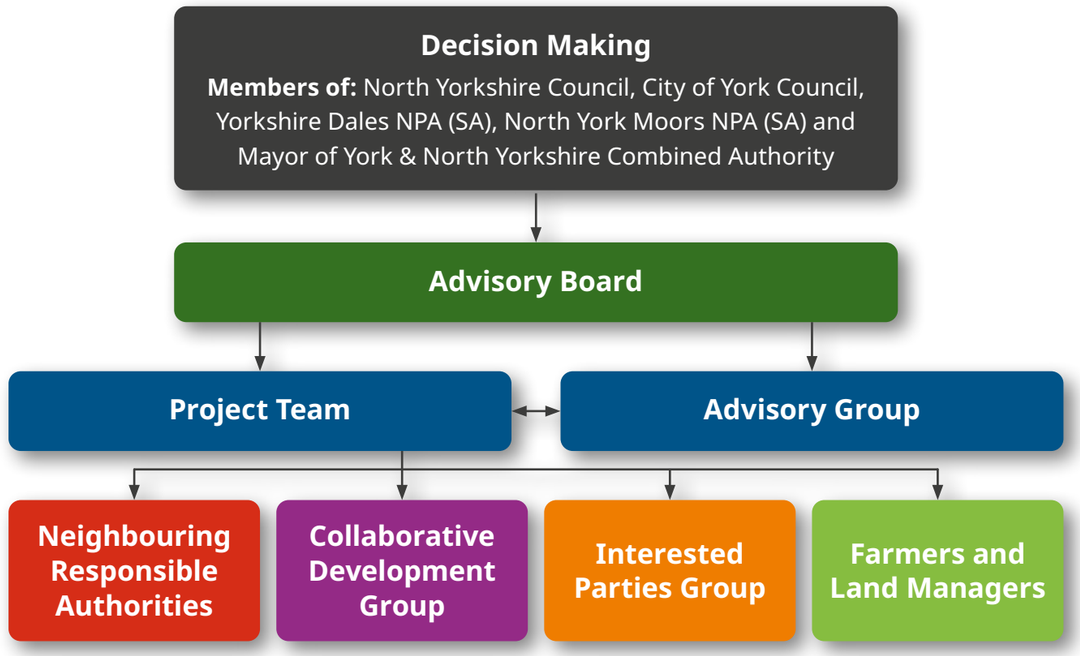
In-person workshop

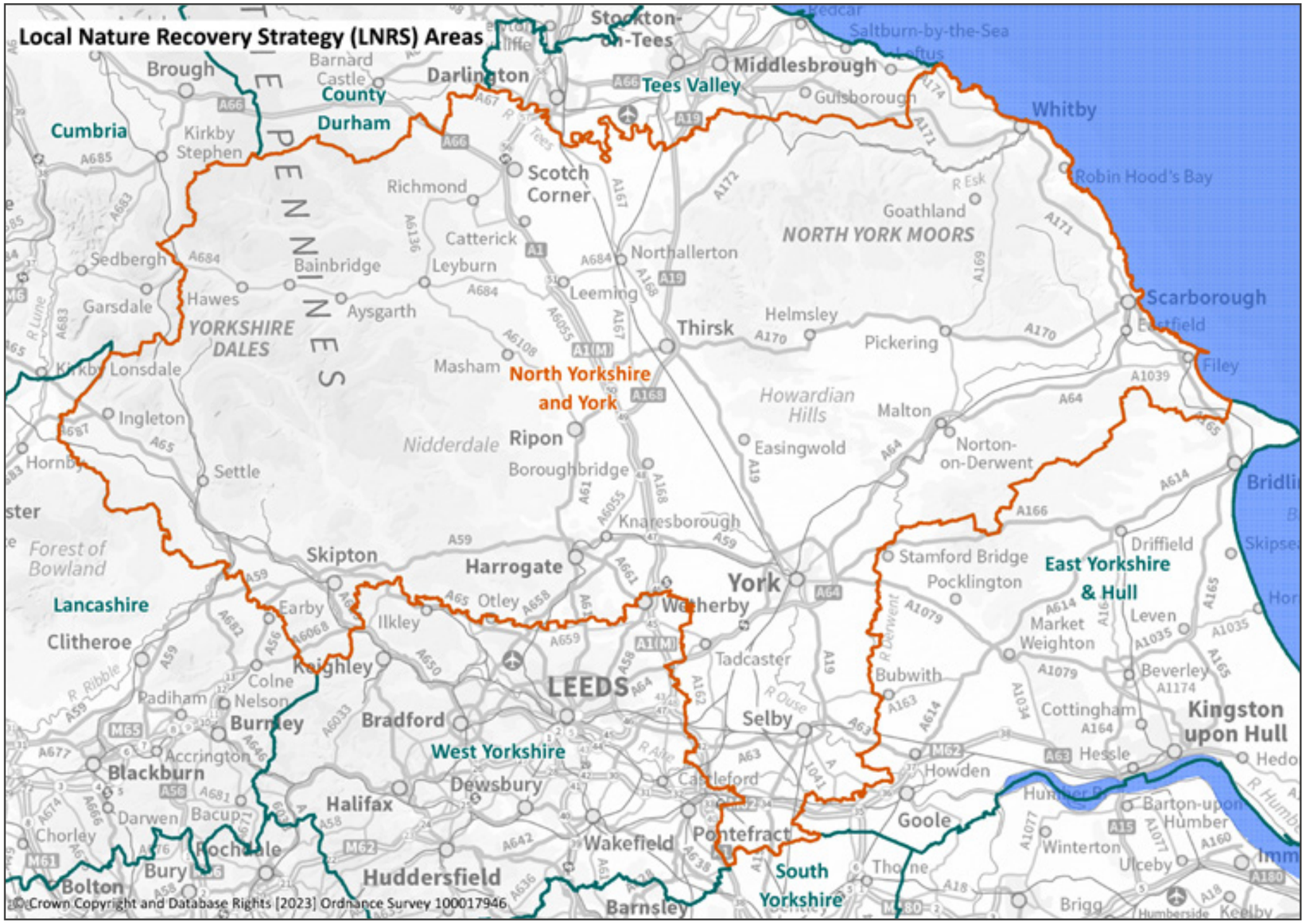
Who has been involved?

NYC developed a stakeholder engagement plan during summer 2023 to establish governance (working procedures and accountability), to raise awareness about LNRS, and determine which stakeholders to engage with. A working group from North Yorkshire Council and Natural England established a governance model for the LNRS (see diagram below), with the key groupings being:

- Lead Members from the responsible authority and supporting authorities – key decision makers
- Advisory Board – officers at director level, representing the responsible authority and supporting authorities (Natural England, City of York Council, Yorkshire Dales National Park Authority and North York Moors National Park Authority)
- Project Team – officers from NYC and the North Yorkshire and York Local Nature Partnership (LNP)
- Advisory Group – 18 advisory group members representing key stakeholder organisations
- Seven neighbouring LNRS responsible authorities (see plan overleaf)
- Two collaborative development groups – (i) habitat and species specialists (ii) experts from public health, climate change, natural capital, and economy
- Over 200 land managers and farmers
- Interested parties - local politicians, local authority senior officers, town and parish councils, environmental organisations, youth councils, our LNRS mailing list (over 400 contacts) and members of the public

Governance and stakeholder engagement





Who is the strategy for?

Everyone can take action for nature and play a part in local nature recovery. This strategy is for everyone across North Yorkshire and York, whether you are a landowner, farmer or local business owner, an environmental charity, developer or planner, a local resident, parks manager or community group.

How should it be used?

- **To encourage collaboration:** working across communities, businesses, public bodies and non-governmental organisations (NGOs) to help nature to thrive
- **To inform and evidence:** understand the local state of nature and the best actions we can all take to help nature recover, alongside other land use and development
- **To direct investment:** by setting out the best locations to focus action and resources to enhance habitat, including the delivery of environmental land management schemes (ELMs), biodiversity net gain (BNG) and local investment in natural capital (LINC).
- **To deliver wider benefits from nature:** Natural England's State of Natural Capital (SoNC)[1] report demonstrates how the stock of ecosystem assets underpins the provision of a suite of benefits from nature, which in turn contribute to the economy (see page 22)
- **To raise awareness:** encourage our citizens to appreciate the state of nature and to get involved in action on the ground
- **Monitor progress:** government will require us to review and republish our LNRS periodically, so we will need to monitor progress and map areas where action for nature recovery has been undertaken and those actions are having an impact



St Nicks launch of Wild York programme

Picture credit: Abbie Jennings



Yorkshire Wildlife Trust's Team Wilder empowerment day

Picture credit: Yorkshire Wildlife Trusts

1 State of Natural Capital Report for England – Natural England https://publications.naturalengland.org.uk/publication/6683489974616064

3. Vision

3. Vision

Our LNRS identifies locations to improve biodiversity and deliver wider benefits from nature, such as capturing carbon from the atmosphere, flood regulation, and providing greater access to nature-rich spaces where this is most needed for health and wellbeing.

Since embarking on the preparation of the LNRS we have worked collaboratively with a wide range of stakeholders including farmers, landowners, habitat experts, local politicians, town planners and residents to ask what nature means to them, how we can reverse its decline and what many wider benefits nature recovery can bring to both people and wildlife. Together we have established a vision 'strap line' and an ambition for the coming decade.

Vision

Our vision for restoring nature is:

To work together to enhance, expand, restore and connect our region's habitats for thriving nature across North Yorkshire and York.

Our ambition is that by 2035 our sub region will be an exemplar for abundant nature, and we will leave our natural environment in a better state for people and wildlife species, while supporting a prospering economy and addressing climate change.



Picture credit: Colin Aldred

Long Preston Floodplain project, near Settle

Principles: What we need to do

We have co-created 10 principles that will underpin our vision, statement of biodiversity priorities, and local habitat map. Principles 1 to 5 focus on what we need to do, with principles 6 to 10 focusing on how we can do it, they are:

1	**Restore natural processes – restoring nature's way of doing things, where people and wildlife are better able to thrive in a prospering economy, while addressing climate change**
2	**Produce food, fuel and timber in a nature friendly way**
3	**Connect people to nature – helping people become more aware of nature, our responsibility to it and the health and wellbeing benefits it can provide**
4	**Manage our water sustainably for both people and wildlife**
5	**Enhance our sense of place, with a thriving natural environment**

Principles 1-5 align closely with the natural benefits referred to in the State of Natural Capital Report for England and this is covered in more detail on page 22.

Principles: How we can do it

6	**Work across communities, businesses, public bodies and non-governmental organisations (NGOs) to help nature to thrive**
7	**Put nature at the heart of policy and decision-making**
8	**Attract funding and green finance into nature**
9	**Promote jobs, education, apprenticeships, and skills in delivering nature recovery**
10	**Monitor and evaluating change – recording uplifts to species, tree cover and habitats over time**

Principles 6-10 are considered in more detail in Section 9.0 Delivery – who can do what?



Picture credit: Simon Vine

Sowerby Sport Village, Thirsk



Picture credit: Forestry Commission

Woodland planting in an upland landscape



Picture credit: North York Moors National Park Authority

Monitoring river fly species to assess water quality



Decision making session in Council Chamber



4. Our Natural Environment

4. Our Natural Environment

Our Description of Strategy Area (Document 3) covers the natural environment in more detail, the text below provides a summary from that document.

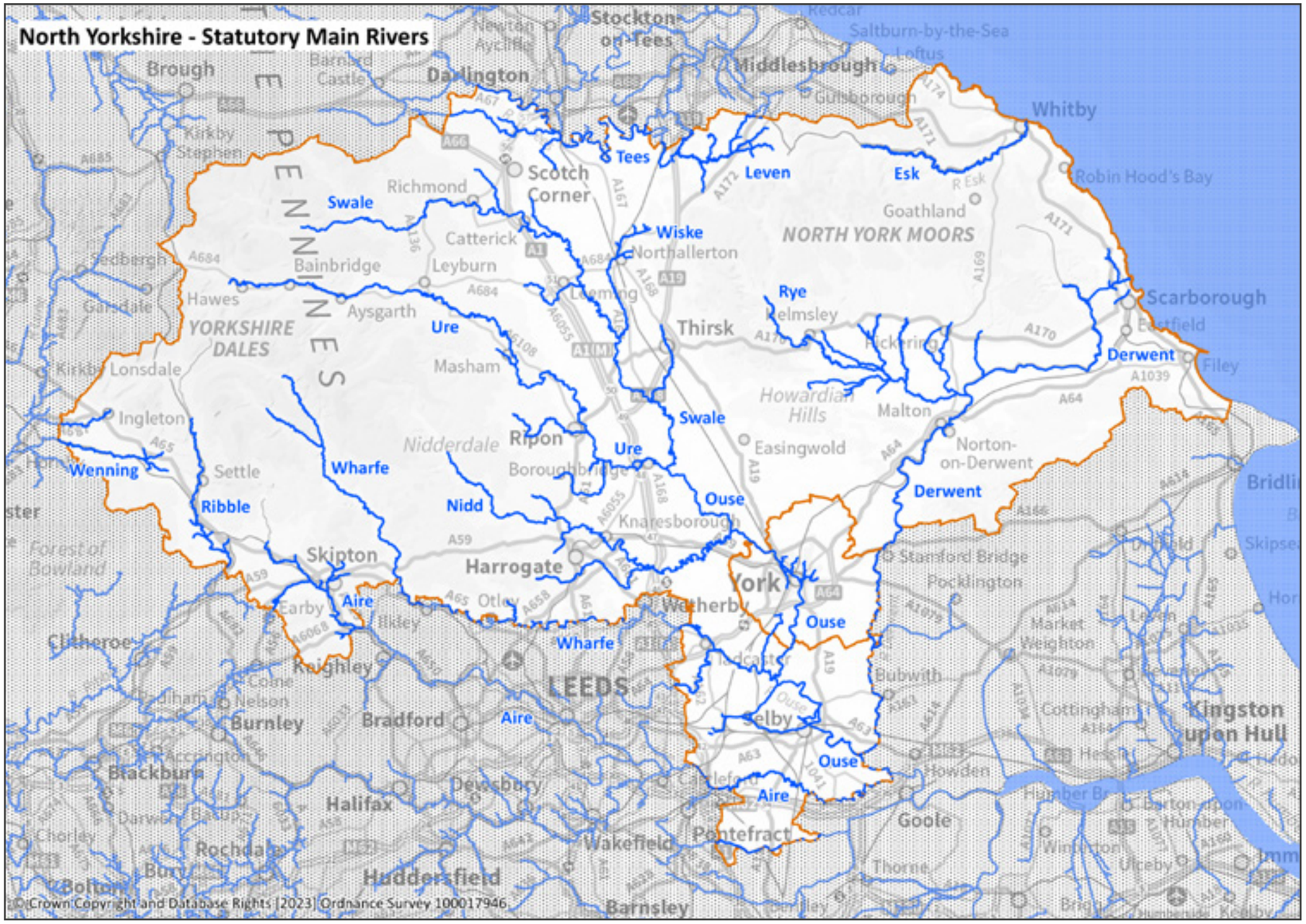
Our land area of over 850,000 hectares (8,500 square kilometres) covers a range of geologies including limestone, sandstone and ironstone. Long term interactions between land, climate, and hydrology have resulted in distinctive topography, with uplands characterised by the Yorkshire Dales, North York Moors and Yorkshire Wolds, and neighbouring lowlands including the Vale of Mowbray, Vale of York and Vale of Pickering.

North Yorkshire and York has an extensive river network (see plan overleaf), with the rivers Swale, Ure, Nidd and Ouse flowing in a south-easterly direction towards York and then on into the Humber estuary. Other rivers joining the Ouse downstream of York include the Aire, Wharfe and Derwent. In the north, the Tees and Esk form their own, separate river catchments, while in the west the river Ribble finds its source in the Dales before flowing into neighbouring Lancashire.

Our rivers support a diverse range of habitats, including floodplain meadows, with approximately 15% of the national floodplain meadow resource being found within the North Yorkshire and York area. The Lower Derwent Valley, south east of York, supports one of the best examples of traditionally managed species-rich floodplain meadow habitat in the UK and supports internationally important populations of wintering waterfowl.

North Yorkshire is noted for its upland landscapes, dominated by heather moorland and blanket bog that support rare species such as Hen Harrier, Merlin, and Bog Asphodel. The upland areas of the county contains 27% of England's blanket bog resource[2] and around 25% of the upland heathland resource; the North York Moors has the largest block of continuous heather moorland in England. The Yorkshire Dales National Park contains approximately half of all Britain's limestone pavement and contains a significant proportion of the national upland hay meadow habitat, which the area is also famous for.

2 Our peatlands - Yorkshire Peat Partnership www.yppartnership.org.uk/our-peatlands





Picture credit: Paul Harris

Lowland heathland is a rare habitat in England, and the York and Selby areas contain 2% of the country's resource, supporting rare species such as Pillwort, Slender Pond Snail, Adder and Nightjar.

Limestone habitats are especially rich in wildlife, and North Yorkshire is unique in having four different limestone types, each supporting unique habitats and species. These include the largest area of Carboniferous limestone in the Yorkshire Dales, the Permian Magnesian limestone running north to south through the centre of North Yorkshire, the Jurassic limestone on the southern edge of the North York Moors, and Britain's most northerly chalk outcrop (Cretaceous) in the Yorkshire Wolds. These support unique flora such as Lady's Slipper Orchid, Purple Milk-vetch and Perennial Flax. Almost half the plants of Conservation Concern in Yorkshire were linked with limestone and chalk[3]. The Yorkshire Dales contains more than 40% of England's upland calcareous grassland resource[4].

As a percentage of our total land area, woodland cover across North Yorkshire and York is 11.48% compared with the England average of 14.87%[5], nevertheless we have important areas of ancient and long-established woodlands across our geography. The North York Moors National Park has the highest density of Plantation on Ancient Woodland Sites (PAWS) in the North of England. North Yorkshire and York is known for its large number of country estates and associated parkland, including Fountains Abbey & Studley Royal, Duncombe Park, and Castle Howard, which support large numbers of veteran and ancient trees, an irreplaceable habitat.

The LNRS area encompasses the North Yorkshire coastline from Staithes to Filey, a highly distinctive heritage coast, with internationally recognised Jurassic and Cretaceous geology, and cliffs containing an array of fossils. Coastal grasslands support specialist invertebrates and plant species such as Bithynian Vetch and the hard cliffs provide an important nesting habitat for declining sea birds such as Kittiwake, whilst marine mammals such as Minke Whale and Bottlenose Dolphin can be seen out to sea.

3 State of Yorkshire's Nature - Yorkshire Wildlife Trust www.ywt.org.uk/StateofNature

4 Flagship Habitats in North Yorkshire (2019), M Hammond

5 National Forest Inventory (NFI) and Outside Woods (TOW) data, Forest Research

North Yorkshire and York hosts a range of rare and iconic species from birds such as the Curlew and Barn Owl, to the Tansy Beetle, also known as ‘the Jewel of York’, as one of only two places it is found in the UK. The North York Moors National Park is now home to the only significant breeding population of Turtle Dove in the north of the UK and our area is one of few places in the country left for endangered species such as Tassel Stonewort and Freshwater Pearl Mussel.



Adder

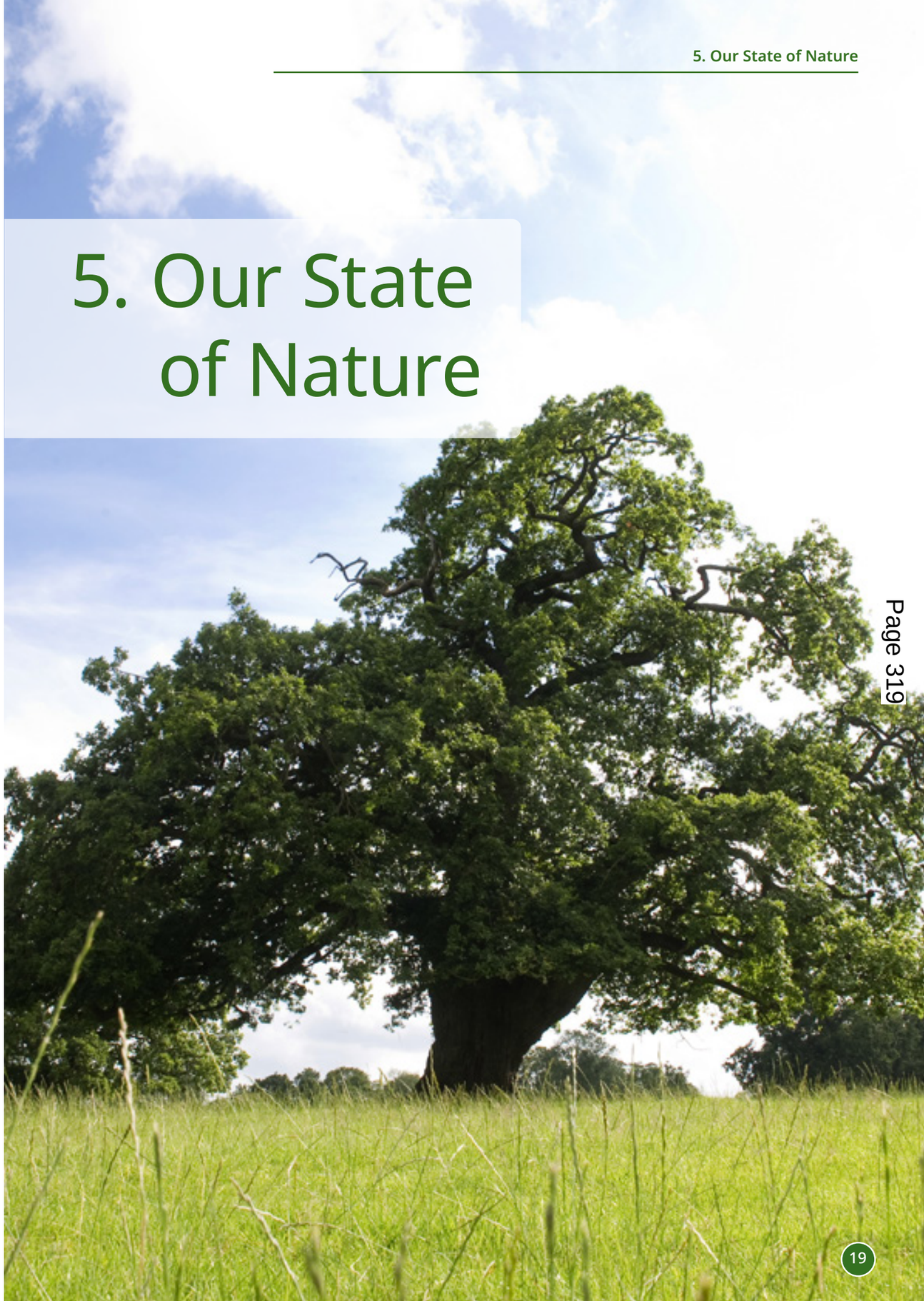
Picture credit: Will Askew



Kittiwake

Picture credit: Gareth Atkinson

5. Our State of Nature



5. Our State of Nature

Our Description of Strategy Area (Document 3) covers the state of nature in North Yorkshire and York in more detail and the text below provides selective information from that document.

Species

In Yorkshire over 25% of species have declined in the last 30 years[6] and this change can be seen in North Yorkshire and York by the dramatic decline of species such as Turtle Dove, White-Clawed Crayfish, Red Squirrel and Lady's Slipper Orchid. Our area contains over 8600 species considered to be endangered or vulnerable to extinction, including Adder, Curlew, European Eel, Water Vole and Burnt Orchid. Species that may be thought of as common such as the Common Toad, European Hedgehog or Swift are classed as priority species due to their dramatic declines in numbers in recent years.

Designated Sites

23% of the total area of North Yorkshire and York is internationally designated as either Special Protection Area (SPA), Special Areas for Conservation (SAC) or Ramsar. These range from the extensive upland heathland habitat in the North York Moors National Park, blanket bog habitat in the Yorkshire Dales National Park, and floodplain meadow in the lower River Derwent. 13.8% of our total area is designated as Sites of Special Scientific Interest (SSSI) including areas of floodplain meadow along the River Ribble near Settle and lowland heath in the York and Selby area. Alongside these are Local Wildlife Sites (LWS) covering 1.2% of our total area, Local Nature Reserves (0.04%) and National Nature Reserves (0.2%). Irreplaceable habitats found within North Yorkshire and York include ancient woodland, blanket bog, limestone pavement and lowland fen.

However, these designations do not ensure that this land is in good quality for nature, due to a wide range of pressures. For example, only 15% our SSSI sites are in 'favourable' condition, with 71% assessed as 'unfavourable – recovering', 8.77% 'unfavourable – no change' and 4.54% 'unfavourable – declining'.



Red Squirrel

Picture credit: Gareth Atkinson

6 State of Yorkshire's Nature - Yorkshire Wildlife Trust www.ywt.org.uk/StateofNature

Pressures

Pressures that have led to the decline in species and the condition of designated sites will continue to impact into the future if not addressed, some of these include:

Land use – urbanisation and agricultural intensification since World War II have historically led to the direct loss in habitat, as well as a reduction in the quality of remaining habitat. This has created a fragmented network of sites for nature that have reduced the ability of species to migrate and made them more at risk of localised extinctions.

In the UK, the many demands on our land is an ongoing issue, including the needs of agricultural production, employment and residential development, strategic infrastructure including renewable energy, nature recovery and leisure and recreation. In January 2025, Government launched the consultation on its Land Use Framework (LUF) applicable to England. North Yorkshire and York faces all of these competing demands across its geography and it will need tools like the LUF and the planning system to help manage competing demands on land effectively.

Water Pollution – less than 20% of North Yorkshire and York's waterbodies are classed as having good ecological status, highlighting the impact issues such as pollution are still having on these ecosystems. More work is required to reduce the input of unwanted chemicals and nutrients from sewage treatment and runoff from roads and agriculture into our watercourses, to support the recovery of our river wildlife.

Air Pollution - In England, the two main sources of atmospheric pollutants are nitrogen oxides and ammonia. Nitrogen oxides result from the burning of fossil fuels, in both power stations and motor vehicles, while ammonia and methane are mainly emitted from agriculture. Overall, 96% of the England's most sensitive wildlife habitats are affected by excessive nitrogen deposition[7].

Invasive species – There are estimated to be around 2,000 Invasive Non-Native Species (INNS) in the UK, with many being well established, such as the Grey Squirrel. Collectively, INNS are estimated to cost our national economy £1.84 billion a year and are a major threat to our nature. Some directly target our native wildlife (e.g. American Mink, Signal Crayfish), whilst others cause indirect harm, including undermining our riverbanks (Himalayan Balsam), damaging our property (Japanese Knotweed), or impacting on human health (Giant Hogweed). Control of INNS has been identified as one of our overarching priorities within the strategy (see priority OVR_P03).

Pests and diseases – These are prevalent throughout our natural world, with more entering our country through human activity and climate change. Warmer average temperatures and wetter environments could increase the presence of pests and disease even further. Ash dieback was accidentally introduced to England back in 2012 and is expected to kill up to 80% of ash trees across the UK[8], which will change the landscape and threaten many species which rely on ash.

7 We need to talk about Nitrogen - British Ecological Society www.britishecologicalsociety.org/need-talk-nitrogen

8 Ash Dieback (Hymenoscyphus fraxineus) - Woodland Trust www.woodlandtrust.org.uk/trees-woods-and-wildlife/tree-pests-and-diseases/key-tree-pests-and-diseases/ash-dieback

Habitats

Farmland

Overview

Farmland makes up over 70% of the land area of North Yorkshire and York and, with over 6,900 farms [9] across our LNRS area, farming plays a significant role in community life. Agriculture also has an essential role in managing our region's landscapes, flora and fauna, alongside its significant contribution to the local economy.

In broad terms, our flatter lowland areas and some parts of the coast tend to be occupied by larger arable and mixed farms, with our upland areas and foothills being occupied by smaller hill farms, typically focussed on livestock and mixed farming. Our engagement with farmers during 2024 suggests that across our geography there are pockets of land where landowners and farmers are taking action to help nature by including natural habitat alongside their farm business activity. This applies particularly in the protected landscapes, which have benefitted from the Farming in Protected Landscapes (FiPL) scheme, an initiative which provides advice and grants in respect of nature recovery and other objectives.

Elsewhere there is evidence that post-war agricultural intensification has resulted in field amalgamation through the removal of features such as hedgerows, trees, copses and ponds resulting in an environment with smaller and more fragmented areas of natural habitat, which is less able to support nature and wildlife.

Nature recovery in action – Birkdale Farm

Birkdale Farm in the Howardian Hills National Landscape is a 300-acre farm utilising regenerative agriculture principles to improve soil health and support biodiversity. The farm produces winter wheat with herbal leys as a 'break crop'. 150 breeding New Zealand Romney ewes support the management of various environmental options, improving the diversity of grassland and grazing wheat in February to reduce the risk of virus and therefore use of fungicide spray. No insecticides have been used on the farm for the past eight years. A mid-tier stewardship and Sustainable Farming Incentive (SFI) agreement supports rare arable plants, wildflowers, birds, invertebrates and newts whilst also protecting soil, water and hedgerows.

The farm has reduced its reliance on inputs (fertilisers and pesticides), extended the hedgerow network and implemented traditional management, incorporated flower-rich field margins and plots to support pollinators and predatory insects. 18 species of dragonfly and 10 species of bat have been recorded on the site, and rare moths, Great Crested Newt and arable plants such as Corn Buttercup and Field Pennycress have also been recorded through regular surveys.



Pollen and nectar mix, Birkdale Farm

Picture credit: Frances Standen

9 Defra (2021), Farm type and farm size, Structure of the agricultural industry in England and the UK at June



Hay meadow, Ashes Pasture

Picture credit: Becky Dennison, Yorkshire Wildlife Trust

Upland

Overview

Our upland landscapes are a stronghold for nationally and internationally important habitats, such as limestone pavement, upland heathland, blanket bog, upland hay meadows, calcareous grasslands, mires, flushes and other wetland features. These are home to a vast number of specialist species reliant upon these unique habitats. Our uplands are the source of multiple river systems in our area, and are thereby linked to opportunities to reduce water pollution and the impacts of flood events by storing more water upstream. Many of our upland habitats excel at storing carbon, essential to our ambitions to reduce carbon emissions and adapt to climate change.

However, these areas have also been subject to past policies that encouraged the drainage of upland habitats, resulting in de-wetting and drying out. Historically some of our upland habitats have been converted to grassland and some agricultural practices have resulted in overgrazing.

Nature recovery in action – Yorkshire Peat Partnership

Yorkshire Peat Partnership (YPP) is restoring peatlands at scale in the Yorkshire Dales and North York Moors National Parks and Nidderdale National Landscape. Their goal is to restore and conserve upland peat resources to ensure the long-term future of these unique and valuable habitats. To date YPP has been particularly active in peatland restoration in areas such as Swaledale, Wensleydale, Nidderdale and lower Wharfedale in the Yorkshire Dales, and Eskdale in the North York Moors. By the end of March 2024 YPP had delivered 46,952 ha of peat restoration work which is 50% of the estimated 94,220 ha peatland in their operational area[10].

YPP is monitoring plots throughout their operational area to better understand how their work is affecting the peatlands they are restoring.



Peatland restoration

Picture credit: Yorkshire Peat Partnership

10 Resources – Yorkshire Peat Partnership www.yppartnership.org.uk/resources

Grassland

Overview

Grasslands are important habitats for wildlife, both in their own right and through connecting and buffering other habitat types. Some of our grasslands are fantastically rich in wildflowers which make them vital homes and stepping stones for pollinators, whilst others are important feeding and nesting sites for species such as farmland birds and wading birds. Good populations of fungi, such as waxcaps, can highlight unimproved, low-nutrient grasslands, which are a rare and threatened habitat in England. However, these diverse grasslands tend to be found in small, fragmented sites lacking wider connectivity.

Mirroring trends across England over recent decades, our geography has lost a significant proportion of its species -rich grassland. There has been a tendency for diverse grassland to be converted to less diverse 'improved' grassland for grazing and silage and some associated field amalgamation has also occurred, with the loss of networks of hedgerow, hedgerow trees, copses and field margins.



Main Lake, Nosterfield Nature Reserve

Picture credit: Tris Terry

In other areas, species-poor grasslands have often been lost in favour of creating other habitat types, such as woodland, or for other land uses such as housing, renewable energy or more 'productive' farmland. It is important we recognise their inherent value to support and connect nature in decision-making.

Nature recovery in action – Nosterfield Nature Reserve

The main Nosterfield Nature Reserve is 150 acres of wet grassland and open water situated between the Rivers Ure and Swale in North Yorkshire and it is managed by the Lower Ure Conservation Trust (LUCT). The underlying magnesian limestone and its associated aquifer makes the location particularly distinctive. Sand and gravel were produced from a former quarry here until the late 1980s and it was designated a local nature reserve (LNR) in 2001. A dramatic rise and fall in the water levels, associated with the natural water table and rainfall, results in a huge range in water levels, typically 2.5 m per year, creating ideal conditions for many breeding waders, such as Curlew, Redshank and Avocet. LUCT also manages the west end of Nosterfield Quarry (100 acres), including reedbed (breeding Bittern and Marsh Harrier) and magnesian limestone grassland. In a survey carried out in 2018, more than 1,100 species were recorded in 24 hours, evidencing the growth in biodiversity in the nature reserve since its restoration.



Flasks Lake, Nosterfield Nature Reserve

Picture credit: Tris Terry

Woodland

Overview

North Yorkshire and York contains a variety of wooded habitats of different ages and types. Our ancient woodlands have persisted since the 1600s, and long-established woodlands since 1893. These may have had their tree cover and structures changed from the original tree species to conifer plantations (often after the Second World War), but still retain important woodland flora. Woodland cover is more prevalent in our eastern geography, particularly in the North York Moors and Howardian Hills, with two-thirds of woodland in the North York Moors National Park being managed as productive forestry.

Elsewhere woodlands tend to occur in isolated pockets, lacking wider connectivity. Across our total land area woodland cover is 11.5% compared with 8.5% coverage in Nidderdale National Landscape and 5% coverage of the Yorkshire Dales National Park.

Parkland is an important habitat for our area as it is not only important historically and culturally, but hosts important populations of veteran and ancient trees. Each of these historic trees acts as an ecosystem, with some species such as oak supporting as many as 2,300 species[11] including bats, birds, fungi, and invertebrates that can only survive on dead or dying wood. However, our veteran and ancient trees tend to be isolated and vulnerable to felling or toppling caused by high winds.

11 Oak trees and wildlife - Woodland Trust www.woodlandtrust.org.uk/trees-woods-and-wildlife/british-trees/oak-tree-wildlife

Nature recovery in action - Snaizeholme

Snaizeholme is a unique and complex habitat restoration and nature recovery project in the Yorkshire Dales National Park, south of Hawes, and is being led by the Woodland Trust. In the first phase there is a plan to plant almost 291 hectares (719 acres) with native tree saplings, creating one of the largest new native woodlands in England. It will join riverside pasture, wooded valley sides, peat bogs and limestone pavement to form a diverse mix of wildlife-rich habitats. The careful approach to planting will create groves, glades and open woodlands that gently transition into and connect with the other habitats, all delivered without the use of plastic tree guards or herbicides.

This phase has been funded by the White Rose Forest through its Trees for Climate funding programme. Trees for Climate, part of Defra's Nature for Climate fund, provides grants for woodland creation within all Community Forest areas in England.



Snaizeholme, Yorkshire Dales National Park

Picture credit: Woodland Trust



Tree planting at Snaizeholme

Picture credit: Woodland Trust

Water and wetlands

Overview

A series of major rivers have shaped North Yorkshire and York's landscape, with many having their source in the uplands of the Yorkshire Dales and North York Moors and flowing into the Humber Estuary or to the coast. Much of our lowlands were historically covered by fens, marshes, bogs, ponds, and wet grasslands. Millennia of human activity has altered the shape and flow of all our rivers and in many cases disconnected them from their floodplains, created wildlife barriers such as weirs, and drained huge areas of wetland. Drainage of wetlands has occurred particularly in our low-lying areas such as the Vale of Mowbray, Vale of York and Vale of Pickering and this has largely impacted negatively on our wildlife.

Our rivers face many pressures, including impacts from intensive land-use, modifications, invasive non-native species, water pollution, and climate change. Resulting habitat degradation and fragmentation threatens local wildlife both within our rivers and across the wider landscape. These pressures can be addressed at a whole catchment scale by considering not only the river channel itself, but the surrounding landscape with measures such as reducing water run-off from neighbouring fields and 'slow the flow' interventions such as tree and hedgerow planting.



Installed wooden weir allowing fish passage

Picture credit: North York Moors National Park Authority

Nature recovery in action – Ryevitalise

Ryevitalise is a National Lottery Heritage Fund landscape partnership scheme aiming to restore the western River Rye catchment focussing on conserving, enhancing and reconnecting habitats to the river system. Part of the work has involved engaging with landowners and farmers to encourage habitat improvements on the land they manage in the catchment. These stakeholders have received payments for works to habitats and these are underpinned by conservation agreements. Alongside the catchment restoration is a citizen science programme which has been supporting work on species and habitats including bats, ancient and veteran trees, aquatic invertebrates and juvenile fish. The Ryevitalise programme, running from 2019-2025, also aims to revitalise the Rye's natural and cultural heritage, reconnecting people to the river, the history and wildlife of the area, and supporting the restoration of the landscape. From April 2025 the programme will be entering a legacy phase, however payments forming part of conservation agreements will continue until 2031. The partnership has prepared a number of 'shovel ready' projects for legacy delivery when future funding pots become available.



Citizen science - riverfly monitoring to assist with water quality assessment

Picture credit: North York Moors National Park Authority



St Nicks providing a demonstration of the floating habitat installation in the River Ouse, York

Picture credit: Tim Johns

Urban

Overview

The city of York, along with our large towns such as Harrogate and Scarborough, and the smaller market towns spread across the county, have all been shaped by the landscapes they sit within and by many phases of development over time. Infrastructure such as buildings, roads and railways have created barriers for nature and contributed to the decline in many species over the decades.

Wildlife can be found in a variety of places in our settlements, within the remnants of semi-natural habitats such as woodlands, meadows and ponds, as well as human-created spaces such as parks, gardens, schools and business parks. Many of these spaces can be low in biodiversity due to intensive management and a limited number of tree, shrub and flower species, with many of these being non-native and less suitable for pollinators.

Nature recovery in action - Green Corridors York

York has a rich abundance of green spaces, and these green corridors act as vital green 'lungs' breathing life into the city. Connecting these are the city's two main rivers, their surrounding floodplains, disused railway lines, medieval strays and city wall embankments. The biodiversity of these crucial green 'lungs' and connecting corridors are declining due to human pressures, pollution and lack of resources affecting their management.

Green Corridors York[12], led by the environmental charity St Nicks, strives for "more, bigger, better and more joined up" green spaces by conserving nature whilst supporting neighbouring communities. The initiative, started in 2018, encourages collaboration between land managers, conservation groups and volunteers to improve land management, reduce pollution and challenge harmful developments. It is supporting the expansion of habitats and species such as floodplain meadow, Water Vole and Tansy Beetle.



Team from St Nicks carrying out maintenance in a watercourse

Picture credit: St Nicks

12 St Nicks - Green Corridors York
www.stnicks.org.uk/green-corridors-york



Picture credit: Yorkshire Marine Nature Partnership

North Yorkshire coast south of Scarborough

Coast

Overview

Yorkshire's coastal environment is diverse and unique. It is connected to both inland environments through coastal streams and estuaries, and to offshore environments via important tidal systems and currents. Human influences and associated pressures are felt across the coastline, with multiple industries being reliant on services provided by our marine ecosystems (such as fishing, offshore developments, mineral extraction and shipping), combined with a large coastal tourism sector centred around our seaside towns like Whitby, Scarborough and Filey.

These pressures can result in the displacement of species due to offshore developments and underwater noise, less prey available due to intensive fishing practices, toxins and litter resulting in poor water quality, and changes in tidal currents, temperatures and storm events due to climate change. The impacts of these pressures are most often reflected in the health and populations of charismatic species such as whales and seabirds.

North Yorkshire's coast is a mix of hard cliffs and soft coastal slopes made of calcareous clays. Beyond these slopes, the area is characterised by sheltered sandy bays which disappear into rocky shore and wave-cut platforms. The River Esk, culminating in the natural harbour formed by its mouth in Whitby, where it flows into the North Sea, provides an important migratory route for salmon and sea trout. Smaller coastal streams, such as Staithes Beck and Scalby Beck in Scarborough also provide key migratory routes for fish and discharge nutrients directly into coastal waters.

The extensive intertidal rocky shore communities are an important source of food for migratory and over-wintering birds, which feed on a variety of molluscs and coastal invertebrates. The rocky outcrops and platforms also provide valuable space for Grey and Common Seals to rest, breed and pup at various locations. In the subtidal area, large swathes of kelp habitat offer food and shelter for a wide variety of wildlife, including commercially important lobsters and edible crabs. This underwater forest also plays a key role in nutrient and carbon cycling.

Further offshore, Bottlenose Dolphins and Minke Whales follow the shoals of North Sea mackerel and herring, joining the resident populations of Harbour Porpoise and seals. Each spring, breeding seabirds return to the sheer cliffs scattered along North Yorkshire's coastline, attracted by the nutrient-rich seas.

Nature recovery in action – Concrete Coast

Yorkshire Marine Nature Partnership's Concrete Coast programme[13] is working to create new opportunities for intertidal species to thrive on our coast. By adapting man-made coastal structures (such as coastal defences and harbour walls) through appropriate habitat creation measures we will encourage coastal wildlife like limpets, mussels and shore crabs to return to the shorelines they once lived on.

Sections of Yorkshire's coastline remain in a natural state, however there are also extents of man-made infrastructure including sea defences to protect towns and businesses, and harbours and slipways to provide safe havens for the fishing fleets. In creating such infrastructure, we change the natural landscape of the coastline and reduce the amount of habitat available to wildlife.

Many intertidal habitats are shrinking in size or being lost altogether due to sea level rise. Natural coastal habitats are unable to retreat further inland because of the walls, barriers and structures we have built. This project explores how we can encourage wildlife to colonise artificial habitats fixed onto man-made infrastructure through simple and cost-effective methods, without changing the function or integrity of coastal structures. In the future, these methods could be used to support intertidal communities where habitat is being lost through the impacts of climate change.



Picture credit: Julian Blumenroeder

Groyne adapted to encourage marine wildlife



Mussel box installed on piling to encourage colonisation by intertidal species

13 Concrete Coast Project – Yorkshire Marine Nature Partnership - YMNP
https://yorkshiremarinenaturepartnership.org.uk/discover/research-and-active-projects/concrete-coast-project

6. Links to other plans and strategies



6. Links to other plans and strategies

Many organisations are already engaged in nature recovery activity in the North Yorkshire and York area and we have engaged with them and the associated documentation to ensure that the LNRS aligns with their work.

Nature North

Nature North is a cross sector, pan-regional partnership of businesses and agencies working for nature recovery across the North of England. The collaboration is led by Environment Agency; Natural England; National Landscapes in the North of England; the National Parks in the North of England; The National Trust; The Wildlife Trusts; RSPB England; The Rivers Trust; The Woodland Trust; The National Lottery Heritage Fund and Esmée Fairbairn Foundation. Nature North's 'Investing in Nature for the North, A Strategic Plan for a Nature Positive Regional Economy'[14], launched in February 2025, aims to scale up green investment across the region.



Launch of Nature North's Strategic Plan for a Nature Positive Regional Economy

River Basin Management Plans

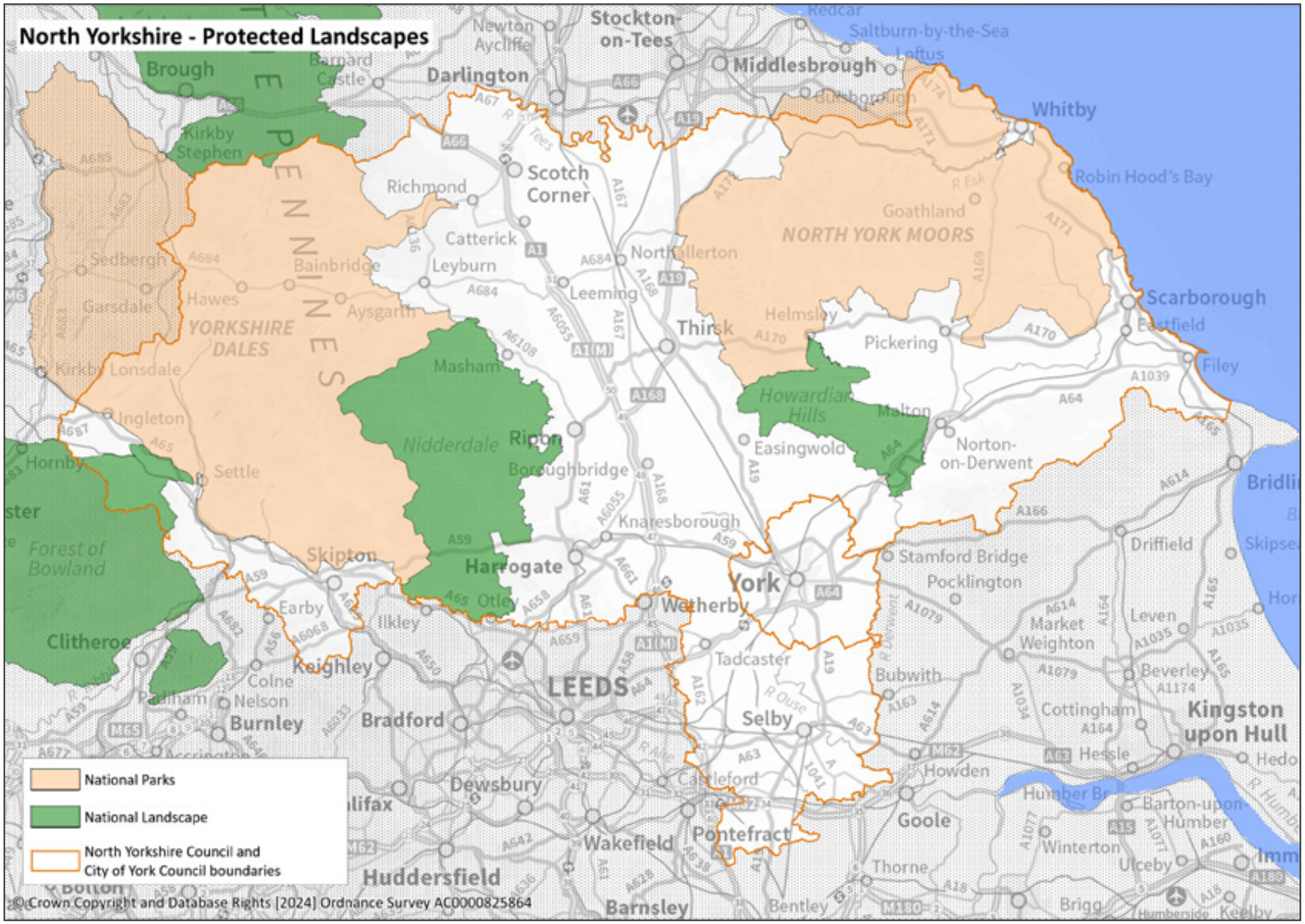
North Yorkshire and York's river network fall under three river basin districts - the Humber, Northumbria and the North West. The Humber River Basin District is the largest and covers the majority of the LNRS plan area. Within the Humber River Basin there are five management catchments: Derwent, Esk and Coast, Wharfe and Lower Ouse, SUNO (Swale, Ure Nidd and Upper Ouse), Aire and Calder in addition to the Tees (Northumbria), Lune and Ribble (North West). The Humber River Basin is the largest in England and drains approximately 20% of the total land area. The Catchment Based Approach is a policy framework that established catchment partnerships to work collaboratively across each of the River Management Catchment to help deliver water quality and River Basin Management Plan objectives whilst involving local communities in decision making.

Flood Risk Management Plans

These set out how flood risk management authorities and stakeholders will work together to manage flood risk in England. Land use and management is closely linked to flood risk management. Land drainage can speed up the rate at which water can get into rivers and land management can increase erosion. Natural flood management and working with natural processes play an increasingly important role in managing flood risk at catchment scale and often go hand in hand with benefits for ecology and water quality.

14 Strategy - Nature North www.naturenorth.org.uk/strategy

Protected landscapes



Nature Recovery Plans

Each of North Yorkshire's five protected landscapes, which cover approximately 50% of the county's footprint, has its own Nature Recovery Plan. These set out a vision for an enhanced natural environment and describe what action is needed, within a prescribed period. Like the LNRS, the Nature Recovery Plans are underpinned by the principle of ***'More, bigger, better and more joined-up wildlife habitats'*** and recognise that larger areas of semi-natural habitat are lacking a more natural diversity of structure. Nature Recovery Plans also recognise the importance of connections outside the respective protected landscape boundaries, as habitats and species do not recognise human-made boundaries.

State of Yorkshire's Nature

Yorkshire Wildlife Trust's (YWT) State of Yorkshire's Nature Report (2024) is based on new analyses of the distribution and abundance of Yorkshire's biodiversity. It recognises that Yorkshire is important for British biodiversity, but that the region's nature is under threat. YWT's goal is for a nature network extending across the region with a broad range of habitats. YWT considers that all areas of Yorkshire have a role to play in nature's recovery, including farmland, urban, protected landscapes and the coast and sea, but highlight that water and limestone are significant key habitats in the national context.



White Rose Forest led community tree planting at Broughton Hall Sanctuary, near Skipton

Picture credit: White Rose Forest

White Rose Forest

The White Rose Forest is the community forest for North and West Yorkshire, working in partnership with local authorities, landowners, businesses and communities to increase woodland across the region and improve our natural environment. The White Rose Forest Strategic Plan 2025-50 sets out the vision, aspirations and targets for tree and woodland establishment and management in North and West Yorkshire over the next 25 years.

York and North Yorkshire's Routemap to Carbon Negative

York and North Yorkshire's Routemap to Carbon Negative[15] sets out the region's ambitious plans to be net zero carbon by 2034 and carbon negative by 2040. The Routemap provides an ambitious pathway for local authorities, businesses, charities, academia and communities to come together to deliver carbon reduction at the necessary pace and scale to reach net zero by 2034, and net negative by 2040.

Climate Change Strategies

Our constituent local authorities (North Yorkshire Council and City of York Council) have recently adopted Climate Change Strategies arising from their declared climate emergencies. The three pillars of the strategy in North Yorkshire (2023 to 2030) sets out the plan to:

- reduce greenhouse gas emissions;
- prepare for the changing climate; and
- support nature to thrive

Underpinning the strategy is for the Council to work with partners to achieve the ambition to be a carbon negative region by 2040 and encourage residents, businesses and visitors to take climate responsible actions.

City of York Council announced a climate emergency in 2019 and set an ambition for York to be a net-zero carbon city by 2030.

15 Routemap to Carbon Negative > Mayoral Combined Authority https://yorknorthyorks-ca.gov.uk/project/routemap-to-carbon-negative/

Local Investment in Natural Capital

The Local Investment in Natural Capital (LINC) programme is a Defra and Environment Agency initiative designed to mobilise private investment to deliver nature recovery, climate adaptation and climate resilience across the region. North Yorkshire and York LINC was one of four pilots set up in 2023. It aims to unlock institutional investment into nature across our geography and is developing over 50 nature-led infrastructure schemes that will become investible. Initial investments into the pipeline are likely to be on a project-by-project basis matching those projects ready for investment to investors' mandates, returns horizons and risk appetite. Initial investments will aim to dovetail with other strategic programmes such as the LNRS.

Planning Practice Guidance

In February 2025, the Ministry of Housing, Communities and Local Government (MHCLG) published the planning practice guidance (PPG) providing guidance on the role of LNRSs in planning[16]. The guidance explains how local planning authorities (LPAs) should interpret their legal duty to "have regard" to LNRSs and how LNRSs should be used to help meet existing national planning policy on protecting and enhancing biodiversity.

Local Plan

North Yorkshire Council (NYC) started work on its Local Plan following its investiture in April 2023 and plans for its adoption within five years. We have worked closely with a group of NYC planning policy officers to keep them updated on the strategy. NYC will be preparing a green and blue infrastructure strategy (GBIS) as an evidence base for the Local Plan and we are establishing links with the officer team leading on the GBIS to create alignment with the LNRS.

City of York Council's (CYC) Local Plan was adopted in February 2025 and we have worked closely with the CYC Planning Policy team to ensure they have been engaged with the process of preparing the LNRS.

Alignment to other plans and strategies

We are confident that our LNRS aligns with other plans and strategies in our locality following our document and policy review and through ongoing engagement with representatives from the protected landscapes, Yorkshire Wildlife Trust, river catchment partnerships and local authorities. These representatives have been involved in key decisions during the development of the strategy, to ensure the outputs of their own plans and strategies inform the LNRS.

16 Natural environment - GOV.UK https://www.gov.uk/guidance/natural-environment#local-nature-recovery-strategies



7. Priorities and Measures (Actions)

7. Priorities and Measures (Actions)

Priorities and measures are covered extensively in the Statement of Biodiversity Priorities (Document 4). This Section provides selective information from that document, with the full list of measures (actions), benefits from nature and focus species set out in Document 4.

Working with a wide range of experts, community groups, farmers, landowners and others we have established a range of priorities to help nature recover, alongside benefits from nature. These priorities are considered the 'what' and the 'why' of nature recovery; what we are seeking to do, and why we are seeking to do it. With our regional stakeholders, we have co-created five high-level 'overarching' priorities which are relevant to all nature recovery activity (see page 24). Each priority delivers wider benefits from nature and we confirm what these are in Chapter 7 (see examples overleaf) These are supplemented by 39 priorities spread across our seven habitat categories:

- Farmland
- Water and wetlands
- Upland
- Urban
- Grassland
- Coast
- Woodland

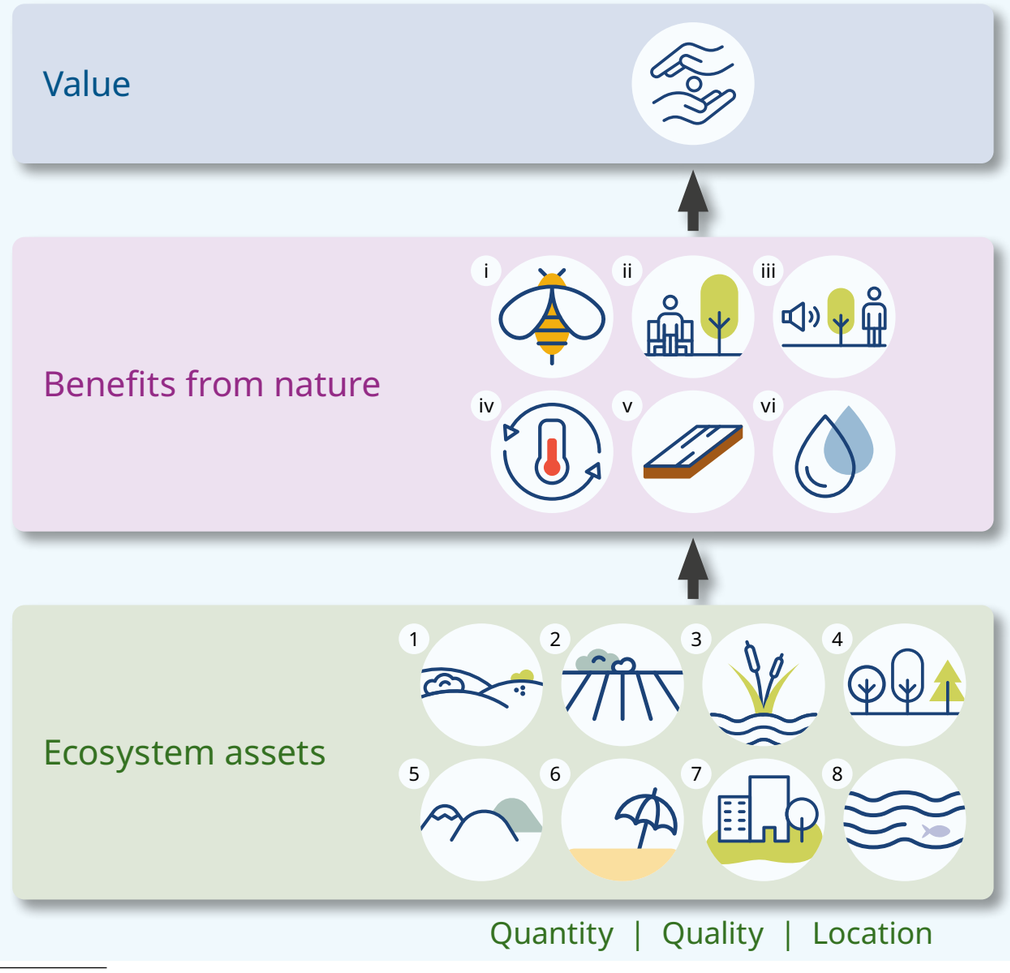
Measures (actions)

Each priority has a number of associated measures, which are the practical 'on the ground' actions that would help to deliver the aims of the priority. They can be considered as the 'how' and the 'where' of nature recovery; how we could do it, and where we could do it.

Benefits from nature

We have also stated which wider benefits from nature are relevant to each priority, using concepts from Natural England's State of Natural Capital (SONC) Report for England 2024. This makes the case that our economy and society depend on complex natural systems for our daily needs and our ability to regulate climate change. It refers to the natural capital logic chain where ecosystems are the natural capital assets that underpin the benefits on which society depends (see reference to natural capital logic chain below). How much we have (quantity), what condition it is in (quality) and where it is (location), determine the benefits the asset provides.

Benefits from nature[17] (examples)



17 State of Natural Capital (2024), Natural England



Picture credit: Yorkshire Wildlife Trust

Yorkshire Wildlife Trust's 'Team Wilder' public engagement

Overarching priorities

Through discussion with stakeholders, we decided that the strategy needed to include several high-level 'overarching' priorities, which are relevant across all habitat types. These priorities followed recurring themes that emerged during stakeholder workshops, such as enhancing habitat connectivity and controlling invasive non-native species (INNS) across our geography.

Key to graphic opposite:

Benefits from nature

(i) pollination (ii) urban cooling (iii) noise regulation (iv) climate regulation (v) timber & other wood products (vi) clean water

Ecosystem assets

(1) semi-natural grasslands (2) enclosed farmland (3) freshwaters & wetlands (4) woodlands (5) mountains, moorlands & heaths (6) coastal margins (7) urban (8) marine

Each overarching priority contains wider objectives that would help to support nature recovery across North Yorkshire and York.

- **Enhance the connectivity between areas of good-quality existing habitat through the creation of appropriate new habitat between existing sites, to improve connectivity for key species.**
- **Undertake actions to benefit key species, particularly those requiring specific interventions.**
- **Control and seek to eradicate invasive non-native species (INNS).**
- **Work collaboratively with all sectors to enhance coordinated regional action to benefit nature and seek to increase public knowledge, awareness and understanding of nature and its wider benefits.**
- **Enhance the ecological data and evidence base and share knowledge between all organisations and individuals undertaking actions to benefit nature.**

Habitat priorities

Farmland

Around 70% of North Yorkshire and York's land area is farmed. To achieve our ambition to better connect our important habitats and allow species to move freely, we must maximise opportunities to create additional connecting habitat such as hedgerows and trees, flower-rich field margins and ditches within our farmed landscapes. We can make small and big changes to the way our farms are managed which can make farm businesses more resilient to pests, diseases, drought and flood events, whilst also creating more space for nature to thrive in these working landscapes.

Our engagement with landowners and farmers indicated an appetite to work more closely with their neighbours, so that priorities and their associated measures (actions) can extend across land ownership boundaries and our wider geography. There are several farmer clusters in our geography that share ideas, best practice and implement measures on a landscape scale, across land ownership boundaries, with the opportunity to set up more of these in the future.

Priorities & example measures (actions)

Priority (short name)	Example Measure (action)
Enhance and expand arable field margins	Increase the floristic value of field margins under agri-environment schemes
Expand trees outside woodlands	Infield agroforestry on less sensitive pasture to benefit animal welfare, cultivated crops, carbon storage and connectivity for wildlife;
Promote high nature value farming practices	Promote precision farming and use of drones to reduce the use of artificial and chemical application;
Promote changes in grassland management	Encourage uptake of more diverse and sympathetic grazing practices such as rotation of stock and use of different livestock breed;
Expand the hedgerow network	Identify and map fragmented patches of woodland that would benefit from being connected by hedgerows;

Benefits from nature include:

- **Carbon storage**
- **Reduced chemical use**
- **Soil health**
- **Water quality**
- **Flood protection**
- **Cultivated crops**
- **Erosion control**
- **Pest and disease control**
- **Animal welfare**

Focus species include:

- **Harvest Mouse**
- **Turtle Dove**
- **Tree Sparrow**
- **Rare arable flowers**



Harvest Mouse

Picture credit: Natural England/Julian Dowse



Hedgerow establishing

Picture credit: Leanne Fox

Upland

The upland areas of the county contain 27% of England's blanket bog resource, which not only provides valuable wildlife habitat but also wider ecosystem services such as regulating water quality, mitigating flood risk and sequestering carbon. The ongoing enhancement of blanket bog is highlighted as a priority through enhancing the wetness of existing sites, and adjacent land, to prevent drying out. Related habitats include dry and wet heath which, depending on location, tend to sit at the margins of blanket bog. Priorities for dry and wet heath include restoring and creating new areas of upland dry heathland and enhancing and expanding wet heath adjacent to existing blanket bog. Stakeholders have also highlighted our region's limestone-related habitats as priorities and the need to expand species-rich connecting habitat between their existing core areas.

Priorities & example measures (actions)

Priority (short name)	Example Measure (action)
Management and connection of Limestone Pavement habitats	Identify and map Limestone Pavement coverage to understand its current state and potential location for calcareous grassland to be restored as a buffer
Enhance and restore upland calcareous grassland	Enhance lowland calcareous grassland through optimal grazing management (reduce stock numbers, alter stock type to include more cattle), and manage scrub to an appropriate percentage
Enhance upland hay meadows	Enhance and maintain existing upland hay meadows through traditional management e.g. cut and collect with aftermath grazing.
Enhance acid grassland	Enhance existing upland acid grassland through appropriate grazing, no mechanical operations in breeding season, and re-wetting or adding scrapes where required.
Enhance upland dry heath	Enhance and restore existing upland dry heathland by amending grassland grazing regimes and grazing species to encourage the development of heath,
Enhance wet heath	Enhance existing wet heath by amending grazing regime and type where required (e.g. reduction in sheep, increase in cattle) and introduce species (e.g. sphagnum and cotton grass) where required.
Enhance blanket bog	Use peat maps to identify former extent of peat resource and understand ability to restore active hydrological processes to identify areas where blanket bog has been lost, and where peat formation could be re-started.
Expand moorland fringe habitats	Create a suitable mix of habitats adjacent to existing sites via different mechanisms, e.g. natural regeneration, deer control, livestock exclusion, vegetation management to mitigate against wildfires.



Picture credit: Natural England/Neil Pike

Limestone pavement, Ingleborough National Nature Reserve

Benefits from nature include:

- **Access to nature**
- **Sense of place**
- **Carbon storage**
- **Climate regulation**
- **Pollination**
- **Soil health**
- **Plentiful water**
- **Water quality**
- **Flood protection**

Focus species include:

- **Adder**
- **Black Grouse**
- **Curlew**



Picture credit: Whitfield Benson

Black Grouse



Picture credit: Caroline Thorogood, Yorkshire Wildlife Trust

Magnesium limestone grassland, Sherburn Willows

Grassland

Over recent decades we have lost a significant proportion of our species rich grassland and stakeholders have prioritised the enhancement of our distinctive grassland habitats, including species-rich grassland, lowland calcareous grassland, acid grassland, and roadside verges. We are seeking to expand our areas of species-rich grassland through alternative management practices, and to enhance our lowland calcareous grassland with appropriate grazing and mowing regimes. Expanding acid grassland can be achieved by buffering our lowland heath sites using appropriate grazing and other management measures. Our large geography is served by an extensive road network and so we have also prioritised the enhancement of our roadside verges for improved biodiversity and better connectivity for species across North Yorkshire and York.

Priorities & example measures (actions)

Priority (short name)	Example measures (actions) include:
Enhance species-rich grassland	Implement alternative management practices to maximise biodiversity, including favourable cutting regimes
Enhance and connect strategically important grasslands	Enhance strategically important grassland sites by utilising existing funding schemes, thus increasing the diversity of structure and species.
Enhance lowland calcareous grassland	Enhance existing lowland calcareous grassland sites through appropriate grazing / mowing regimes and scrub management as required
Enhance and expand magnesian limestone grassland	Create species-rich grassland at suitable sites across the Magnesian Limestone. Use arable reversion methods, seeding/ green hay spreading, plug planting of specific key species
Expand acid grassland	Buffer lowland heath by managing adjacent grassland sites, using appropriate grazing and other management measures.
Restore and re-create lowland heath	Undertake creation/restoration of lowland heath utilising seed-rich brash, green hay and other material from appropriate local donor sites, and ongoing sensitive management.
Enhance road verges	Expand the cut and collect of verge arisings, learning from the 2024 North Yorkshire Highways pilot



Lowland Heath, Strensall Common

Picture credit: Tris Terry

Benefits from nature include:

- **Carbon storage**
- **Soil health**
- **Pollination**
- **Flood protection**

Focus species include:

- **Curlew**
- **Lapwing**
- **Short-eared Owl**
- **Tormentil Mining Bee**



Short-eared Owl

Picture credit: Gareth Atkinson

Woodland

In quantitative terms, woodland coverage is 11.5% of the land area of North Yorkshire and York, somewhat lower than the national figure of 14.9%, with the UK legally binding target being to achieve 16.5% coverage across England by 2050. During the delivery phase of the LNRS process, it is envisaged that shorter-term woodland coverage targets for North Yorkshire and York will be considered and our stakeholders have identified a range of priorities for our woodland habitats that are both quantitative and qualitative.

Veteran trees are identified as important habitats, both in their own right and to facilitate the movement of species, and we propose to both protect our existing resource and plant trees that will become the veterans of the future. We propose the enhancement and expansion of wood pasture, wood meadows and open mosaic habitats, as they provide good connecting habitats between existing woodland and grassland sites. Our ancient woodlands are rich in biodiversity, however they are geographically fragmented and negatively impacted by conifer plantations. We plan to enhance and better connect these isolated woodlands and to restructure existing conifer plantations, providing greater habitat diversity and improved species movement. We have set out to increase tree and woodland cover across North Yorkshire and York by enhancing all types of existing woodland and creating new species-diverse woodland, where appropriate, across the region.

Priorities & example measures (actions)

Priority (short name)	Example measure (action)
Protect and expand veteran tree resource	Protect existing veteran trees and newly-planted future veterans with suitable fenced enclosures to protect from livestock and other herbivores.
Enhance and expand wood pasture, wood meadows and open mosaic habitats	Create and expand wood pasture habitat as an appropriate buffer and connecting habitat between woodland and grassland sites.
Enhance and connect ancient woodland	Restructure existing conifer plantations to buffer and connect patches of ancient woodland to maximise biodiversity
Enhance, expand and connect new and existing woodland	Buffer, improve and protect existing woodland and create new woodland with resilient tree species

Benefits from nature include:

- **Access to nature**
- **Health and wellbeing**
- **Educational resource**
- **Sense of place**
- **Carbon storage**
- **Climate regulation**

Focus species include:

- **Red Squirrel**
- **Hawfinch**
- **Juniper**



Expanding existing woodland

Picture credit: White Rose Forest



Wood pasture

Picture credit: Robyn Guppy

Water and wetlands

Reinstating natural processes in our river catchments, by making more space for water, will not only increase the diversity of species and the size of their populations, but will also reduce the impacts of flood events in our settlements. Many wetland habitats are also excellent carbon sinks, helping to reduce our carbon emissions. Implementing nature-based solutions in our rivers and adjacent landscapes can also help to reduce water pollution, creating healthier rivers for both humans and wildlife.

Working with stakeholders, our priorities for water and wetland habitats include enhancing and expanding river habitats, by extending waterside vegetation beyond the riverbank. We are also seeking to restore natural river processes , which includes the reconnection of rivers to their floodplains by amending existing engineered barriers. Our region's ponds tend to be isolated, with limited marginal habitat, and so we plan to enhance and expand the pond network to support the resilience of our wetland species. Our geography hosts a significant proportion of the national resource of floodplain meadow habitat (15%) and we intend to restore our existing poor quality sites and expand meadow habitat onto neighbouring land, whilst accommodating the needs of agriculture. A further priority is to expand the amount of riparian woodland along our watercourses, at all elevations, providing better habitat connectivity across our region.



Picture credit: Adam Harland

Wet woodland in Askham Bog nature reserve

Priorities & example measures (actions)

Priority (short name)	Example Measure (action)
Enhance and expand river habitats	Implement in-channel mitigation measures for heavily-modified water bodies and improve in-channel habitat diversity
Restore natural river processes	Remove or realign artificial and engineered barriers and modifications where feasible to allow re-establishment of natural river processes
Expand and restore pond networks	Buffer existing ponds by increasing and improving the quality of marginal habitat and encourage creation/restoration of surrounding terrestrial habitat
Enhance, expand and connect fen habitats	Create fen habitat where feasible, e.g. by expanding fen species into neighbouring ditches,
Restore, enhance and expand existing flushes	Enlarge wetlands at known key areas for breeding and wintering bird populations
Restore floodplain meadows	Increase floodplain meadow habitat, where appropriate, by allowing flooding to take place on appropriate grassland sites
Expand riparian woodland	Create new riparian woodland (within a minimum of 15-20m of planting both sides of watercourse
Restore, enhance and expand wet woodland	Identify wet areas of land around existing wet woodland that has scope to become new habitat

Benefits from nature include:

- **Access to nature**
- **Health and wellbeing**
- **Educational resource**
- **Plentiful water**
- **Water quality**
- **Flood protection**

Focus species include:

- **Tansy Beetle**
- **Curlew**
- **Lapwing**
- **Water Vole**
- **Common Frog**



Water Vole

Picture credit: Natural England - Paul Lacey



Picture credit: Martin Hammond

Fen habitat, Lower Ure Conservation Trust



Picture credit: Lower Ure Conservation Trust

Lapwing

Urban

Across the built environment of North Yorkshire and York, there is scope to introduce more habitat for species to make homes alongside people. Implementing these kinds of changes, alongside enhancing and creating more green spaces in urban areas, will support human health and wellbeing, through improvements to air and water quality, cooling down our urban environments and helping to store water, to reduce the impacts of flood events.

We intend to incorporate more green infrastructure into our built environment by providing more habitat for nature, and plan to do this at a strategic level by working with our local authorities in their preparation of green and blue infrastructure strategies that will inform their Local Plans. On a more practical level, we will recommend that features for birds and bats are incorporated into both our new and existing buildings, and we intend to enhance and expand our existing nature-rich urban spaces, such as churchyards. Our areas of urban grassland tend to be intensively managed and we propose that maintenance



Picture credit: Tris Terry

Derwenthorpe, York

and mowing regimes are modified to improve the diversity of these habitats. In terms of our human resource, there is great potential for our citizens to engage in nature-friendly practices within private gardens, schools and other publicly accessible spaces. We intend to promote public action in this regard to achieve better connectivity for nature.

Priorities & example measures (actions)

Priority (short name)	Example Measure (action)
Incorporate nature into the built environment	Work with local planning authorities in the development of their Green and Blue Infrastructure Strategies
Enhance urban nature-rich spaces	Buffer and connect urban nature-rich spaces by identifying neighbouring land with partners to restore or create suitable habitat
Modify the management of urban grassland	Reduce the size of amenity grassland through changes to mowing regimes
Promote public action for better nature connectivity	Promote nature and climate change adaptive options for residential properties

Benefits from nature include:

- **Access to nature**
- **Health and wellbeing**
- **Educational resource**
- **Sense of place**
- **Carbon storage**
- **Climate regulation**
- **Pollination**
- **Plentiful water**
- **Water quality**
- **Flood protection**
- **Clean air**
- **Noise regulation**
- **Urban cooling Species**

supported include:

- **Common Toad**
- **Garden Tiger**
- **Hedgehog**
- **Swift**
- **Emerald Damselfly**
- **Bats**



Picture credit: Natural England, Allan Drewitt

Emerald Damselfly



Picture credit: Natural England, Allan Drewitt

Coast

Our rocky shores are home to a huge variety of wildlife and are an important way for people to learn about marine life. Many residents and visitors enjoy the diversity of our coastal habitats, but associated disturbance can put pressure on the wildlife that lives within these places. Sea birds, whose populations are rapidly declining, nest on the region's cliffs and within our coastal towns, where their presence can lead to conflict between humans and the bird life of the coast.

The coastal priorities devised with our stakeholders cover rocky shores, habitats for seabirds, and a unique area of saltmarsh along the North Yorkshire coast. In the earlier 'Our State of Nature' section, we highlighted the work of the Concrete Coast programme and we plan to continue to prioritise this work of adapting man-made coastal structures, with the necessary consents, to encourage coastal wildlife like limpets, mussels and shore crabs to return to the shorelines they once lived on. We propose the enhancement of habitats for our seabirds, both on our cliffs and in our urban areas, to help resolve pressures from human activity and the impacts of climate change. North Yorkshire has a very small area of existing saltmarsh near Whitby, which is unique to the coast between Middlesbrough and Spurn Point. We plan to enhance this existing habitat with appropriate management and establish the feasibility of further expanding the resource in the locality.

Priorities & example measures (actions)

Priority (short name)	Example Measure (action)
Enhance rocky shore habitat	Work with the Concrete Coast programme to install ecological enhancements on 'hard' infrastructure, where ecologically and structurally appropriate, to create new habitat.
Enhance habitats for seabirds	Create and enhance suitable habitat for seabirds on the North Yorkshire coast, both on our cliffs and in our urban settlements
Enhance and expand existing saltmarsh	Enhance existing saltmarsh through sympathetic management and identify opportunities to expand this resource.

Benefits from nature include:

- **Access to nature**
- **Health and wellbeing**
- **Educational resource**
- **Sense of place**
- **Carbon storage**
- **Climate regulation**

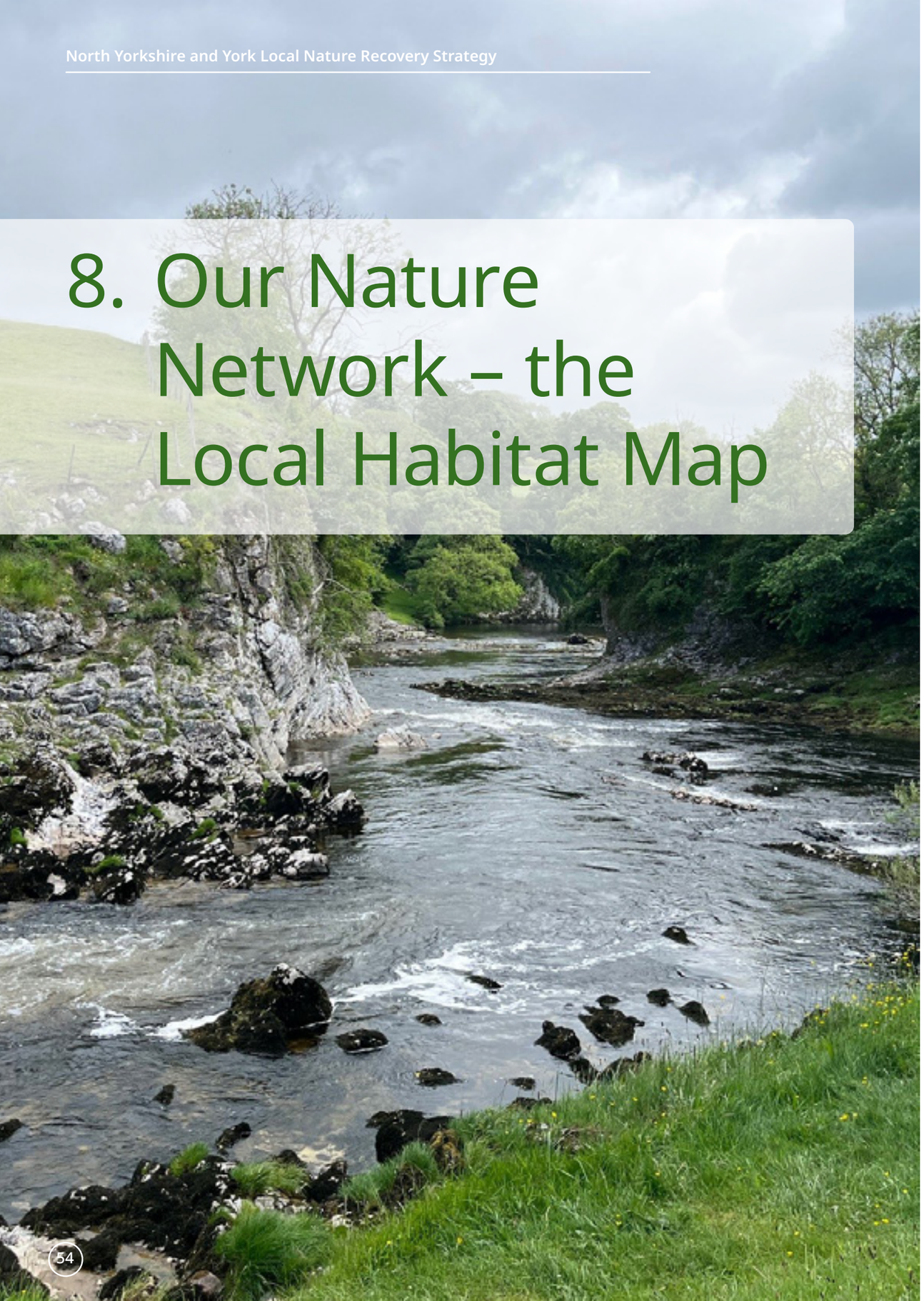
Species supported include:

- **Kittiwake**
- **Fulmar**
- **Adder**
- **Blue Mussel**



Fulmar

Picture credit: Gareth Atkinson



8. Our Nature Network – the Local Habitat Map

8. Our Nature Network – the Local Habitat Map

Spatial vision

Our nature network (Local Habitat Map) provides a spatial vision for this first iteration of the LNRS with the ambition to create a comprehensive and connected network across North Yorkshire and York. It will form a component of the national nature recovery network[18] across England.

The nature network is made up of existing core sites, priority habitat within our National Parks and potential nature recovery areas. We define each of these elements below and set out the principle of 'bigger, better, more, and more joined' up from Making Space for Nature[19] that underpins the nature network. This guiding principle is also reflected in our vision: ***'To work together to enhance, expand, restore and connect our region's habitats for thriving nature across North Yorkshire and York'***.

We also explain the use of hexagonal 'planning units' in the Local Habitat Map, and how our priorities and measures (actions), introduced in Section 7.0, relate to the nature network.

Core sites – Areas of Particular Importance for Biodiversity (APIBs)

In preparing the LNRS, we are required to identify and map all nationally-designated conservation sites (e.g. Sites of Special Scientific Interest (SSSI)), local nature reserves, Local Wildlife Sites and areas of irreplaceable habitat, which form the core of our nature network.

Priority habitat within our National Parks

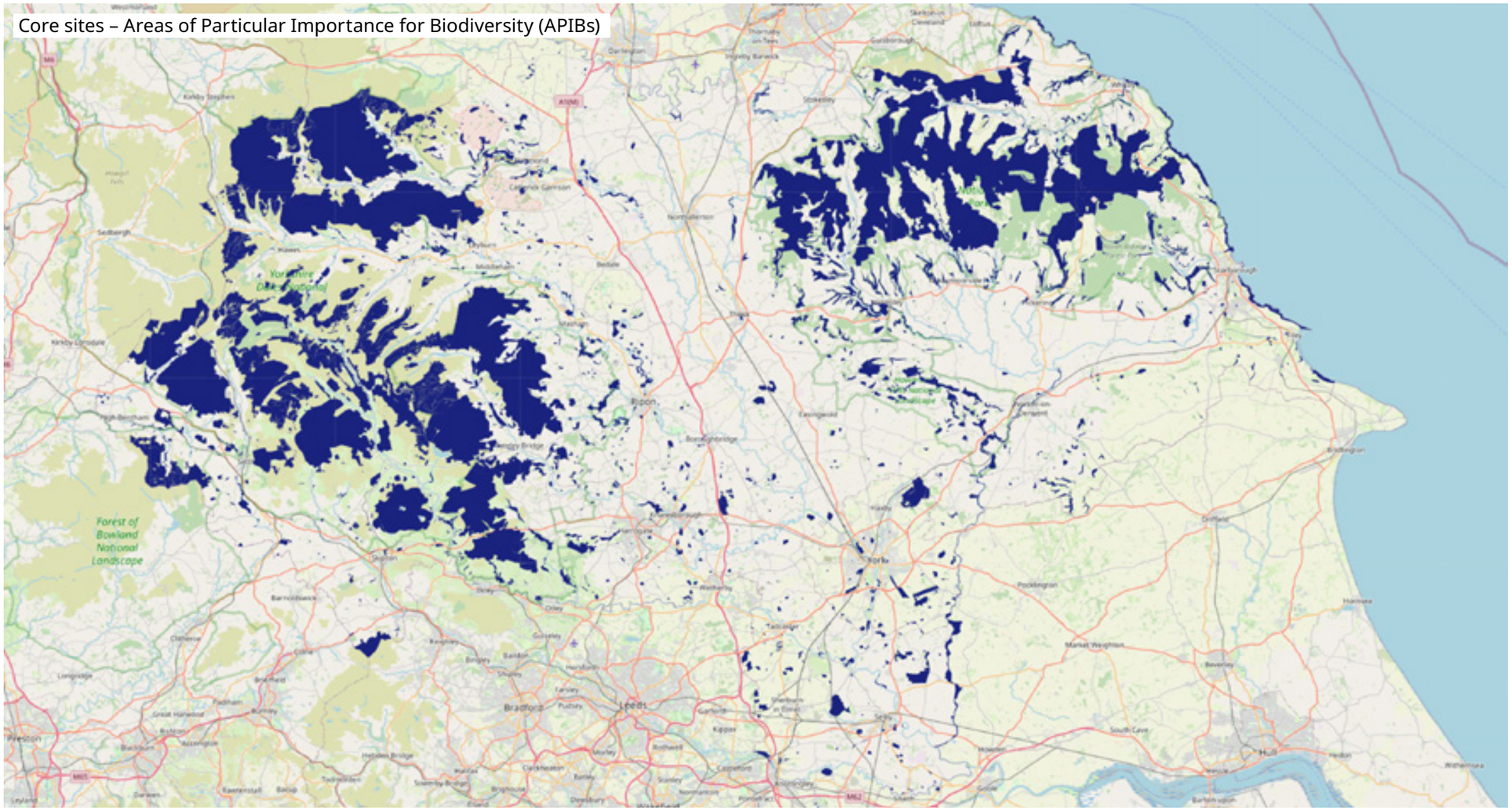
In developing our approach to mapping for the LNRS, stakeholders highlighted the importance of mapping areas of existing priority habitat within our National Parks to become part of the nature network, as there are no locally designated sites (e.g. Local Wildlife Sites) within their geography.

Nature recovery areas – Areas that Could Become of Particular Importance for Biodiversity (ACBs)

Additionally, we are required to map areas that could become of particular importance for biodiversity (ACBs). These are areas where the responsible authority and our local partners propose that nature recovery effort should be focused to achieve the greatest benefit for biodiversity and the wider environment.

18 The Nature Recovery Network - GOV.UK www.gov.uk/government/publications/nature-recovery-network

19 Making space for nature': a review of England's wildlife sites published today - GOV.UK www.gov.uk/government/news/making-space-for-nature-a-review-of-englands-wildlife-sites-published-today



Bigger, better, more, and more joined up

This is the guiding principle of our nature recovery network, to identify areas where it may be possible to increase the size of existing areas of core habitat (including core sites), improve their condition, and provide additional protection through buffering (offsetting by a certain distance from the perimeter of the existing habitat), create areas of new habitat, and create new linkages across our landscape. Each of these principles has been incorporated into our mapping process and the development of our nature network, as set out below.

Bigger

Working out from our existing core sites in nested concentric rings to identify opportunities to expand or buffer areas of existing habitats and create sympathetic habitats in close proximity to existing ones.

Better

The mapping process involved first identifying all core areas of existing habitat, where condition can potentially be improved through enhanced habitat management.

More

Alongside the existing core areas, the process then identified opportunity areas where additional areas of key habitat could be created.

More joined up

The process then looked for opportunities to link these clusters of existing and new habitat across the landscape with stepping-stones and corridors to increase their ecological functionality and allow for enhanced movement of species throughout our region.

For each of these elements, we have followed an evidence-based modelling process to create a bigger, better and more joined-up strategic nature network.

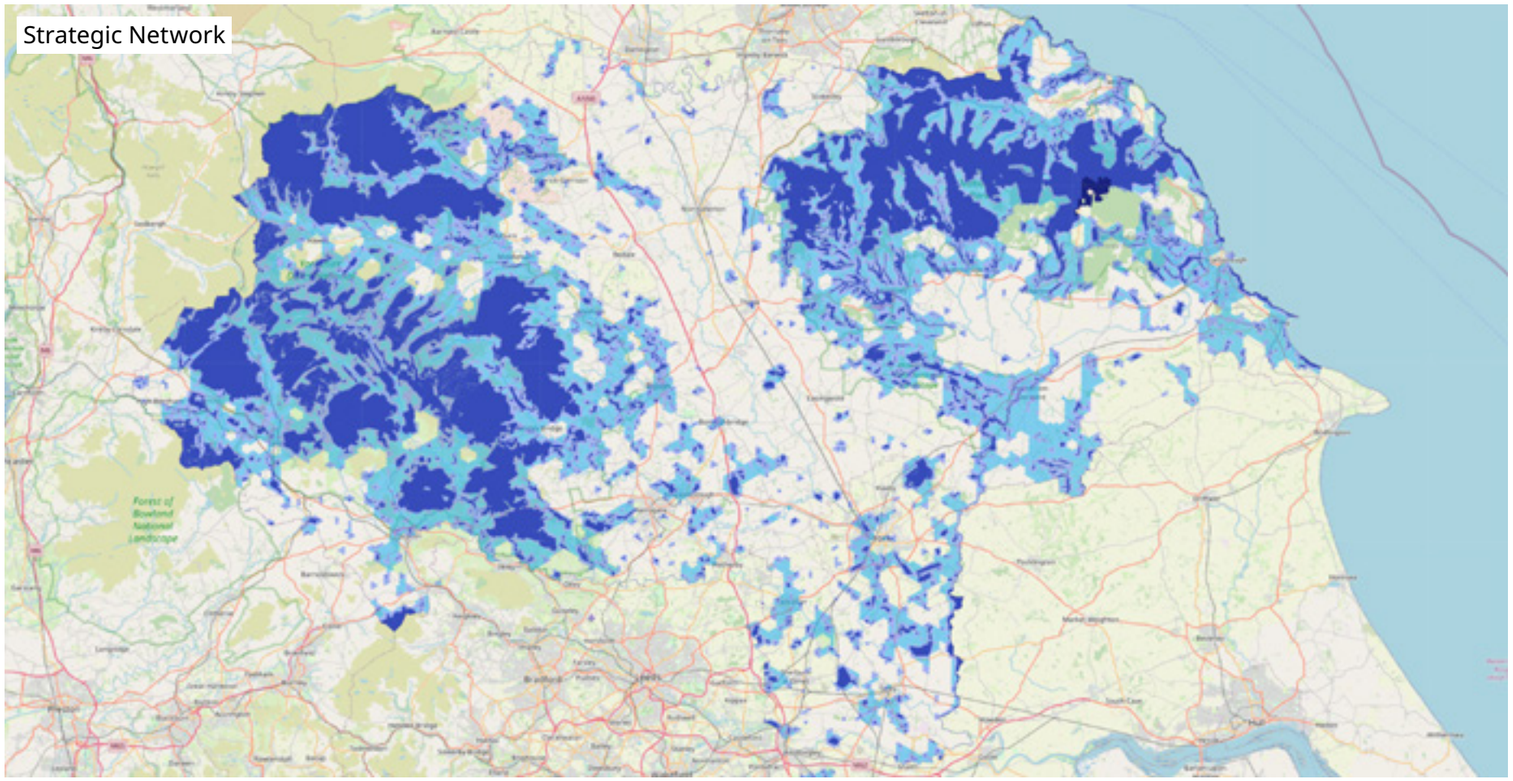
Creating a strategic network

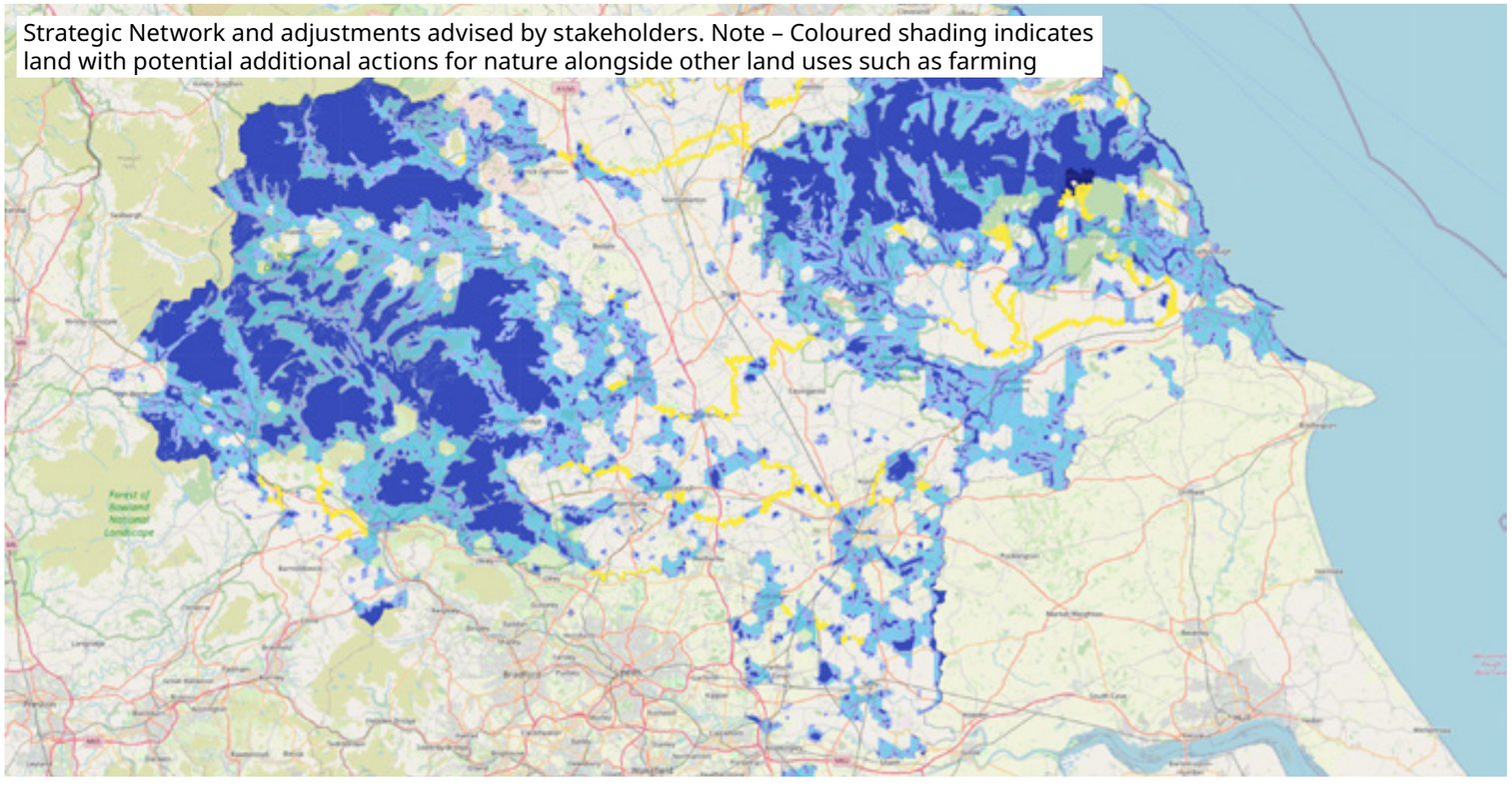
Underpinning this first iteration of the LNRS, is the need to identify an optimum nature network that can contribute to an overarching target across our geography. To identify an optimum network we employed the modelling software tool Marxan, which is based on the well-established methodology of Systematic Conservation Planning[20]. In summary, the procedural steps of the methodology were:

- Establish a regular grid of hexagonal 'planning units' across our geography, each with an area of 20 hectares (ha)[21]
- Programme the software to include all existing core sites as part of the network solution
- Set targets for each habitat and opportunity type such that the total area of the optimised network would cover approximately 55% of the total area of North Yorkshire and York
- Inform the software's selection of an optimised network with additional data relating to wider benefits from nature (the software is more likely to select planning units that align with wider benefits from nature)
- The software generates many network solutions by selecting individual planning units, and the optimum solution is chosen that best meets the target criteria with the most efficient network footprint
- The optimum network solution generated by the software is scrutinised by expert stakeholders and any necessary adjustments to the network are made

20 Systematic Conservation Planning - an overview | ScienceDirect Topics www.sciencedirect.com/topics/earth-and-planetary-sciences/systematic-conservation-planning

21 20ha equates to the approximate footprint of 28 football pitches





How do priorities and measures relate to the nature network (Local Habitat Map)?

Our priorities and measures are directly linked to the Local Habitat Map. The map layer titled ‘Areas that could become of particular importance for biodiversity (ACB)’ shows the strategic network that has been identified as the most beneficial places for habitat enhancements to be undertaken across North Yorkshire and York. Each hexagonal ‘planning unit’ has several measures associated with it, which are considered to be the most appropriate and beneficial measures that could be implemented in that location.

Clicking into a hexagonal ‘planning unit’ within the ACB layer will show the relevant measures that could be implemented along with the priorities that those measures are associated with.

Non-mapped measures

Measures can be undertaken anywhere in North Yorkshire and York (not just within the strategic nature network) and there are a large number of more generic, unmapped measures that are not location-specific (e.g. many of the farmland measures) which could be undertaken more widely across our geography.

9. Delivery – who can do what?

9. Delivery – who can do what?

Everyone in North Yorkshire and York can contribute to our vision 'to work together to enhance, expand, restore and connect our region's habitats for thriving nature across North Yorkshire and York'. In Section 3.0, we established five 'How we can do it' principles for the delivery of nature recovery:

1. Working across communities, businesses, public bodies and non-governmental organisations (NGOs) to help nature to thrive
2. Putting nature at the heart of policy and decision-making
3. Attracting funding and green finance into nature
4. Promoting jobs, education, apprenticeships, and skills in delivering nature recovery
5. Monitoring and evaluating change – recording uplifts to species, tree cover and habitats over time



Workshop with land managers & farmers, Selby Auction Mart

Working across communities, businesses, public bodies and non-governmental organisations (NGOs) to help nature to thrive

Residents and community groups can help nature to thrive in their local area, while landowners, land managers, farmers and non-governmental organisations (NGOs) can work at a more strategic scale to aid nature recovery, particularly by working in partnership.

Subject to funding from Defra, the expectation is that an LNRS delivery team will be set up by the responsible authority to support communities, businesses and organisations and help support their plans for nature.



Volunteers working at Nosterfield Nature Reserve with the Lower Ure Conservation Trust

Landowners, land managers and farmers

Why?

Over 70% of our land area is farmed and we also have a number of large estates across our geography. Much of this land is managed for food, fuel or timber, but there is great potential to better integrate natural habitats alongside these productive uses, bringing down costs for farmers through reduced input costs, supporting nature and making our land more resilient to climate change.

How?

Landowners, land managers and farmers can use the LNRS to:

- understand how their land fits within the Local Habitat Map and the strategic nature recovery network
- inform the measures (actions) they could carry out on their land
- inform and support applications for funding and delivery of projects

NGOs and partnerships

Why?

NGOs and partnerships such as Yorkshire Wildlife Trust, the Lower Ure Conservation Trust (LUCT) and the Dales to Vales River Network have established management plans and are already leading on nature recovery projects and are working with volunteers, landowners and farmers to take action and demonstrate the importance of partnership working for nature recovery. These organisations have been closely involved in the preparation of the LNRS.

How?

NGOs and partnerships can use the LNRS to:

- galvanise collaborative working with their partners
- inform the measures (actions) they can carry out on their land
- inform and support applications for funding and delivery of projects

Developers and planners

Why?

There are targets to build approximately 20,500 homes across North Yorkshire, and 4,100 homes in the City of York, over the next five years. Future growth and development in our area will depend upon, and benefit from, a healthy natural environment and there is great opportunity to fully embed nature into our plans for growth.

How?

Developers and planners can use the LNRS to:

- support the integration of nature into the planning and development process
- understand how development sites fit with the Local Habitat Map and the strategic nature recovery network
- inform the selection of on-site and off-site Biodiversity Net Gain (BNG) sites

Under the Environment Act 2021, local planning authorities and decision-makers must have regard to the LNRS in their policies, including those within their local plans. Taking account of the LNRS when considering proposed developments can help developers move more smoothly through the planning process.

Investors

Why?

Private sector investors are increasingly factoring environmental concerns into their investment decisions, including their dependency on natural capital or need to mitigate offsets for water or greenhouse gas emissions. The Local Investment in Natural Capital (LINC) programme is designed to mobilise private investment and to support landowners and farmers in the delivery of nature recovery, climate adaptation and climate resilience actions across our geography.

How?

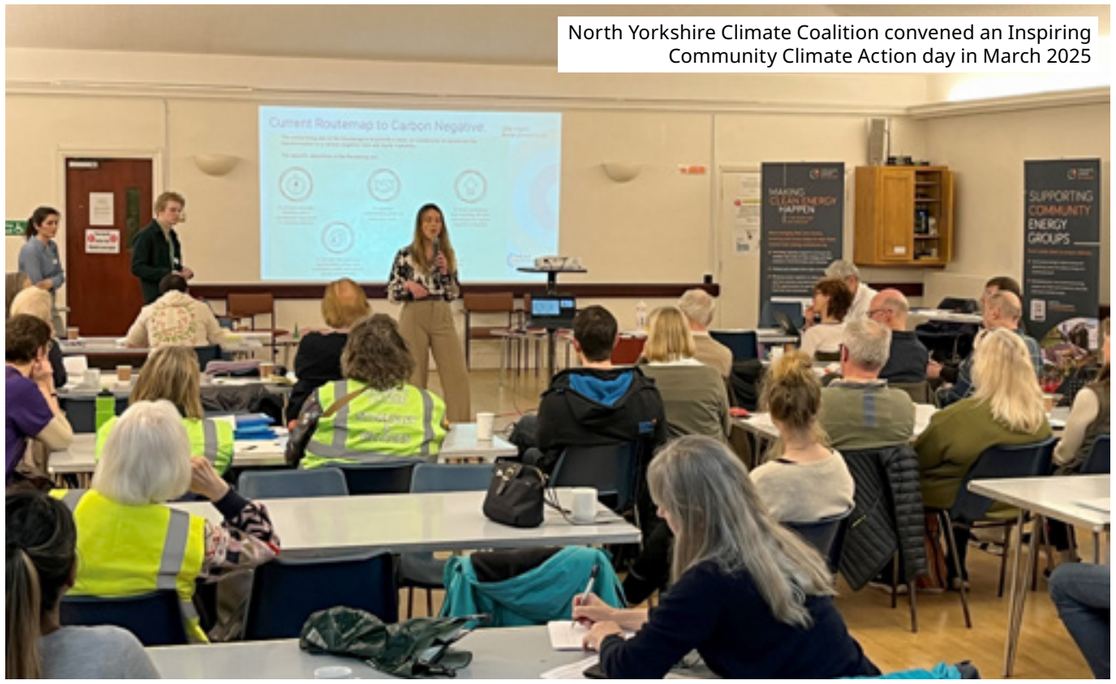
Investors can use the LINC programme and the LNRS to:

- connect with landowners and farmer clusters who are seeking the finance for nature-based solutions and nature-led infrastructure projects on the land they manage
- understand how these potential projects fit with the LNRS priorities, Local Habitat Map and the strategic nature recovery network



Derwenthorpe, York

Picture credit: Tris Terry



North Yorkshire Climate Coalition convened an Inspiring Community Climate Action day in March 2025

Town and Parish Councils and Community groups

Why?

Local organisations and coalitions, such as Holmedale Nature Network in Richmondshire, Kirkbymoorside Town Council and North Yorkshire Climate Coalition, are at the forefront of nature recovery and other causes such as action for climate change. They work to bring together groups of volunteers to survey their local area and draft management plans and schedule tasks and operations to benefit wildlife species and habitats. Those involved in these activities also benefit from their involvement through learning new skills and enhancing their health and wellbeing.

How?

Town and Parish Councils and Community groups can use the LNRS to:

- understand their local natural environment in the context of the Local Habitat Map and the strategic nature recovery network
- inform the measures (actions) they can carry out in their local community
- inform and support applications for funding and delivery of projects

Schools, nurseries and colleges

Why?

This is a significant opportunity to transform the way climate and natural environment education is taught in schools, nurseries, colleges and youth councils and to support young people to act and increase biodiversity across England. The National Education Nature Park programme[22] has been developed for this purpose and led by the Natural History Museum with the Royal Horticultural Society and partner organisations. The programme aims to embed nature-based learning in the curriculum, and encourage children and young people all over the country to take action to improve their site for people and wildlife. The programme involves a five-step process:

1. Getting to know your space
2. Identifying opportunities
3. Making decisions
4. Making change happen
5. Recording change

Barrowcliff School in Scarborough has a volunteer-led garden club which is incorporating nature into the site including corners of the playing field with an orchard, an area for compost and hedgerow planting along the site boundary.

During 2024 the school and garden club was in receipt of a National Education Nature Park grant which has funded some large timber planters sited in the playground with space for planting and seating and plans for a small pond. The monies have also covered the cost for wildflower planting along the margins of the playing field.

How?

Schools, nurseries and colleges can use the LNRS to:

- understand their local natural environment in the context of the Local Habitat Map, the strategic nature recovery network and biodiversity priorities
- inform the measures (actions) they can carry out on their school site
- inform and support applications for funding and delivery of projects



LNRS workshop with Skipton Youth Council

22 Education Nature Park www.educationnaturepark.org.uk



Picture credit: Yorkshire Wildlife Trust, Andy Steele

TadCrafters meadow creation project, Tadcaster

Residents

Why?

North Yorkshire and York has a population of over 800,000 and there is significant scope to harness volunteer activity for our gardens, parks and open public spaces. Private gardens can make up a significant proportion of our total land area[23] and there are measures (actions) within the strategy that can be undertaken in gardens to benefit nature, such as planting native trees, shrubs and wildflowers, reducing the frequency of lawn mowing, and creating small areas of water such as ponds and rainwater gardens. Collective action across a neighbourhood can expand and connect natural habitats, supporting a wide variety of species.

How?

Residents can use the strategy to:

- inform the measures (actions) they can carry out in parks and gardens
- understand how private gardens, parks and open spaces fit with the Local Habitat Map and the strategic nature recovery network
- join volunteer programmes run by organisations such as Yorkshire Wildlife Trust (Team Wilder), St Nicks (Green Corridors), and the Lower Ure Conservation Trust (LUCT)



Group of residents surveying plant and animal species

Picture credit: NEYEDC

23 Oldham Council; private gardens comprise 11.62% of total land area, Oldham's Green Infrastructure Strategy (2022)

Putting nature at the heart of policy and decision-making

Local politicians

Why?

Politicians have a great opportunity to offer leadership and they can do this by championing nature recovery with members of parliament (MPs), cabinet members, portfolio holders and fellow decision makers. They can also champion nature recovery in the wider policy context of climate change, planning and public health.

How?

Politicians can use the LNRS to:

- understand their local natural environment in the context of the LNRS priorities, Local Habitat Map and the strategic nature recovery network
- support Council funding of nature recovery projects (capital and revenue)
- Champion nature recovery within their local communities

Attracting funding and green finance into nature

Recently published natural capital investment plans[24] identify the relatively limited suite of financing strategies for nature recovery including: public sector grants, public sector service provision, private developer investment and community-level action. These are both narrow in scope and vulnerable to future changes to the financial and economic landscape. To address the shortcomings, natural capital investment plans consider a broader range of investment sources into nature and natural capital, including philanthropy, corporate and institutional investors.

Government has committed £5 billion to farming in the next two years (FY '25-'26 and '26-'27)[25] and there is opportunity to lever private sector funding alongside this. Locally, it is anticipated that the North Yorkshire and York Local Investment in Natural Capital (LINC) programme will help to mobilise private investment to deliver nature recovery, climate adaptation and climate resilience across the region. It will become one of the key delivery mechanisms of the LNRS.

24 Greater-Manchester-Natural-Capital-Investment-Plan-January-2019.pdf

25 Land Use Consultation - Defra - Citizen Space https://consult.defra.gov.uk/land-use-framework/land-use-consultation/

Promoting jobs, education, apprenticeships, and skills in delivering nature recovery

Nature North has highlighted how investment in nature recovery can play a key role in the generation of green jobs. Targeting disadvantaged urban communities and rural and coastal regions can result in job and skills generation in economically vulnerable areas. The expectation is that jobs can be created at both entry and graduate level. Skilled staff are required in the restoration and creation of habitats as well as in their maintenance, monitoring and management. Nature North references a study by RSPB and Cambridge Econometrics[26] that estimates that a significant number of temporary and long-term jobs would be established through initiatives such as woodland creation and peatland restoration.

More locally, the York and North Yorkshire Combined Authority is funding a series of initiatives to support our working population with specific pathways into green jobs. These include the York & North Yorkshire Careers Hub for young people, Skills Bootcamps, Adult Skills Fund and the Skills Innovation Fund[27]. Askham Bryan College is a land-based college with a campus on the western fringes of York. A significant proportion of the 1,500 students on the site are engaged in agriculture, horticulture, arboriculture, nature or conservation studies, meaning there is a pool of talent to take up green jobs in the region.

We have already highlighted the work of NGO's such as Yorkshire Wildlife Trust, St Nicks and the Lower Ure Conservation Trust, who facilitate apprenticeships and volunteering.

26 The economic costs & benefits of nature-based solutions_final report_FINAL_V3.docx www.camecon.com/wp-content/uploads/2021/03/The-economic-costs-benefits-of-nature-based-solutions_final-report_FINAL_V3.pdf

27 Skills in York and North Yorkshire https://yorknorthyorks-ca.gov.uk/what-we-do/skills

Through these initiatives, individuals enter into the nature recovery sector gaining knowledge, expertise and experience with the anticipation that they choose to stay in the nature sector for the duration of their career or remain supportive throughout it.



Young people at Nature North event



Askham Bryan College, York

Picture credit: Askham Bryan College



Yorkshire Wildlife Trust apprenticeships

Monitoring and evaluating change – recording uplifts to species, tree cover and habitats over time

Government has mandated that LNRS responsible authorities monitor changes in nature recovery that occur as a result of the published strategies. At the outset of the preparation of the LNRS for North Yorkshire and York the Advisory Group (steering group) highlighted the importance of making use of monitoring and reporting tools to verify the impact of changes taking place over time.

During December 2024 over 30 locally-based stakeholders contributed to a workshop considering 'What does LNRS delivery look like?' for our region. This included a section on monitoring and reporting requirements, with some of the key findings including:

- Attendees would value dedicated LNRS resource to help facilitate a central reporting system for all stakeholders involving both numerical and spatial (GIS) records
- The importance of setting up baseline monitoring to determine any changes as a result of nature recovery activity
- To devise a GIS reporting system for 'activity' with a traffic light reporting system (with coloured polygons related to a step-by-step process, moving sequentially through (i)-(iv): (i) idea (ii) started (iii) finished (iv) achieved intended goal
- The value of measuring outcomes as opposed to outputs (e.g. assessing key indicator species may be a better way forward rather than detailed monitoring)



Picture credit: Simon Pickles

Recording nature on site



Picture credit: NEYEDC

Devising a reporting system for mapping changes in natural species

Contact us

Online: **northyorks.gov.uk/contact-us**

By telephone: For further information call **0300 131 2131** and say **'nature recovery'** when prompted

North Yorkshire Council, County Hall, Northallerton, North Yorkshire, DL7 8AD

You can request this information in another language or format at **northyorks.gov.uk/accessibility**

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North Yorkshire and York Local Nature Recovery Strategy (LNRS)

Document 3: Statement of Biodiversity Priorities, Part I – Description of our Strategy Area

CONSULTATION DRAFT

June 2025

DRAFT

LNRS Document Navigation

The North Yorkshire and York Local Nature Recovery Strategy (LNRS) is split into 5 separate parts to help users of the strategy easily find the information that is most relevant to them. The 5 parts are set out in the table below, with a brief description of each one. Please click on one of the other parts in the table to access it. *(N.B. document links will be created in the final version)*

This document is: **3: Statement of Biodiversity Priorities Part I – Description of Our Strategy Area**

1	**Thriving Nature in North Yorkshire and York – Short Summary** Provides a non-technical summary of the North Yorkshire and York Local Nature Recovery Strategy
2	**Thriving Nature in North Yorkshire and York – Our Local Nature Recovery Strategy** Provides a detailed overview of the North Yorkshire and York Local Nature Recovery Strategy
3	**Statement of Biodiversity Priorities Part I – Description of Our Strategy Area** Provides a detailed description of the strategy area of the North Yorkshire and York Local Nature Recovery Strategy
4	**Statement of Biodiversity Priorities Part II – Priorities and Measures** Sets out the priorities and measures for the North Yorkshire and York Local Nature Recovery Strategy
5	**The Local Habitat Map** Online mapping platform providing the Local Habitat Map for the North Yorkshire and York Local Nature Recovery Strategy, including existing Areas of Particular Importance for Biodiversity (APIBs) and Areas that Could Become of Particular Importance for Biodiversity (ACBs)
Appendix 1	LNRS Prioritisation methodology and scoring criteria
Appendix 2	LNRS Species prioritisation methodology
Appendix 3	LNRS Mapping methodology and datasets
Appendix 4	LNRS Nature recovery opportunities longlist
Appendix 5	LNRS Priority species list
Appendix 6	LNRS online survey responses summary, February 2024

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Document Overview

The purpose of the strategy area description is to inform setting priorities for recovering or enhancing biodiversity and environmental improvement within the strategy area. Our strategy area description includes the following narrative:

Section A

- Overview – we provide a spatial portrait of our area and outline habitats and species of importance in the national context
- State of nature – we outline some of the declines in nature across North Yorkshire and York
- Pressures leading to decline – we set out some of the causes and likely future pressures leading to further decline in nature
- Wider environmental issues – we describe how creating new and existing habitats can help address matters such as improvements to the water environment and climate mitigation and adaptation
- Land use summary – we outline key statistics for our urban and natural environments, designated sites and waterbodies

Section B

- Sub area map – we introduce the map of our sub areas that represent distinctions between geology, hydrology and concentration of habitats across our study area
- Sub area descriptions – we include a summary description for each sub area and list key habitats, species and statements of environmental opportunities.

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Section A – The North Yorkshire and York LNRS strategy area

1. Overview

The North Yorkshire and York Local Nature Recovery Strategy (LNRS) land area is over 850,000 hectares covering a range of geologies including limestone, sandstone and ironstone. Long term interactions of land with climate and hydrology have resulted in distinctive topography, with uplands characterised by the Yorkshire Dales, North York Moors and Yorkshire Wolds, and neighbouring lowlands including the Vale of Mowbray, Vale of York and Vale of Pickering.

There is an extensive river network running through North Yorkshire and York, linking the uplands with the Humber Estuary and Yorkshire Coast. The rivers Swale, Ure, Nidd and Ouse flow in a south easterly direction towards York and then into the Humber estuary (see figure 1 on subsequent page). Other rivers joining the Ouse downstream of York include the Aire, Wharfe and Derwent. In the north, the Tees and Esk form separate river catchments, while in the west the Ribble finds its source in the Yorkshire Dales, before flowing into neighbouring Lancashire.

Approximately 15% of the national floodplain meadow resource occurs within the North Yorkshire and York strategy area. The Lower Derwent Valley supports one of the best examples of traditionally managed species-rich floodplain meadow habitat in the UK, and supports internationally important populations of wintering waterfowl.

North Yorkshire is noted for its upland landscapes, dominated by heather moorland and blanket bog that support rare species such as Hen Harrier, Merlin, and Bog Asphodel. The area has 27% of England's blanket bog resource[1], and around 25% of the upland heathland resource. The North York Moors has the largest block of continuous heather moorland in England. The Yorkshire Dales National Park contains approximately half of all Britain's limestone pavement and contains a significant proportion of the national upland hay meadow habitat, which the area is also famous for.

Lowland heathland is a rare habitat in England, and the York and Selby areas contain 2% of the country's total resource, supporting rare species such as Pillwort, Slender Pond Snail, Adder and Nightjar.

Limestone habitats are especially rich in wildlife, and North Yorkshire is unique in having four different limestone types, each supporting unique habitats and species. These vary from the largest area of Carboniferous limestone in the Yorkshire Dales, the Permian Magnesian limestone running north to south through the centre of North Yorkshire, the Jurassic limestone on the southern edge of the North York Moors, and Britain's most northerly chalk outcrop (Cretaceous) in the Yorkshire Wolds. These support unique flora such as Lady's Slipper Orchid, Purple Milk-vetch, and Perennial Flax. Almost half the plants of Conservation Concern in Yorkshire were linked with limestone and chalk[2]

[1] Our peatlands | Yorkshire Peat Partnership
[2] State of Yorkshire's Nature | Yorkshire Wildlife Trust

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The Yorkshire Dales contains more than 40% of England's upland calcareous grassland resource[3].

Woodland cover is slightly below the average for England, but we have important areas of ancient and long-established woodlands across our geography. The North York Moors National Park has the highest density of Plantation on Ancient Woodland Sites (PAWS) in the North of England. North Yorkshire and York is known for its large number of country estates and associated parkland, including Fountains Abbey & Studley Royal, Duncombe Park, and Castle Howard, which support large numbers of veteran and ancient trees, an irreplaceable habitat.

The LNRS area encompasses the North Yorkshire coastline from Staithes to Filey Bay, a highly distinctive heritage coast, with internationally recognised Jurassic and Cretaceous geology, and cliffs containing an array of fossils. Coastal grasslands support specialist invertebrates and plant species such as Bithynian Vetch, the hard cliffs are important nesting habitat for declining sea birds such as Kittiwake, and marine mammals such as Minke Whale and Bottlenose Dolphin can be seen out to sea.

North Yorkshire and York hosts a range of rare and iconic species from birds such as the Curlew and Barn Owl, to the Tansy Beetle, 'the Jewel of York', one of only two places it is found in the UK. The North York Moors National Park is now home to the only significant breeding population of Turtle Dove in the north of the UK. Our area is one of few places in the country left for endangered species such as Tassel Stonewort and Freshwater Pearl Mussel. The moth Dark Bordered Beauty has its only England site at Strensall Common, near York. Many of these rare and vulnerable species occur outside of our protected areas.

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[3] M Hammond (2019), Flagship Habitats in North Yorkshire

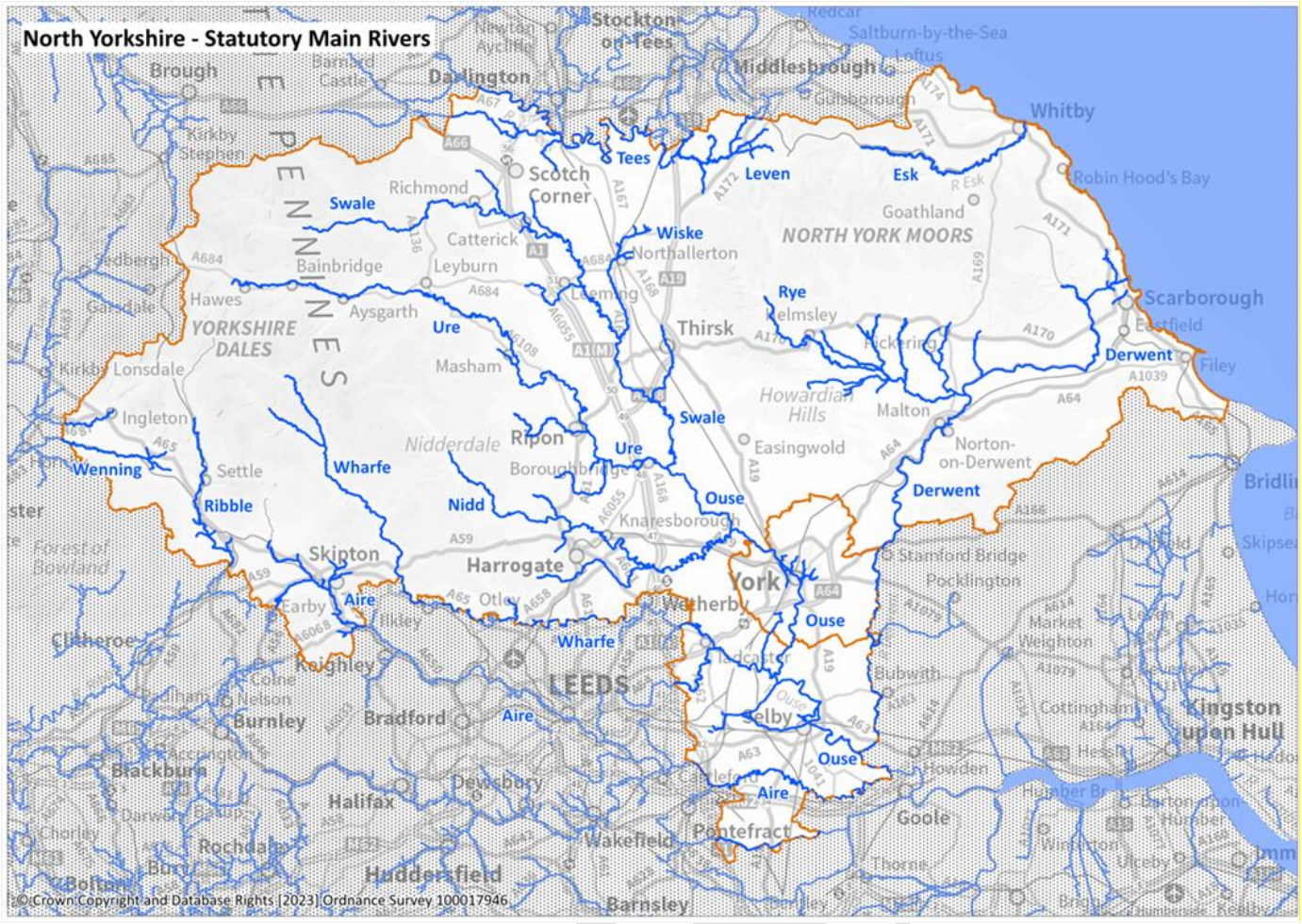


Figure 1 – Statutory Main Rivers

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2. The State of Nature in North Yorkshire and York

Our landscapes have been shaped by humans for thousands of years, starting with neolithic farmers, carrying on through Roman settlers and beyond. Literary and archaeological research has highlighted that North Yorkshire and York was historically more wooded than today, but it was likely never heavily wooded (approximately 12% at the time of the Domesday Book in 1086 (Oliver Rackham, Trees and Woodland in the British Landscape, 1976)). Our current woodland cover is almost 9%.

Our historic lowlands were a great mosaic of wetlands, fenlands, and raised bogs. Work began in earnest by the Romans and continued from the 14th Century onwards to make the land more habitable and productive for food, dramatically changing our landscapes. Drainage activity over hundreds of years has led to the loss of 90% of our wetlands, and changes to our rivers natural processes. On the River Ouse corridor, there were around 1200 ha of floodplain meadow at the time of the Enclosures, but only 9% survives, with 91% having been lost[4].

Large areas of common meadow and moor remained by the time of the Parliamentary Enclosures (between 1750 to 1850). For example, the Swale and Ure Washlands in our area's central lowlands had approximately 1300 ha of Ings (floodplain meadows enclosed by Parliament during this period[5]). This exceeds the entire surviving resource of Great Burnet meadow (the grassland plant community characteristic of traditionally-managed Ings) in England and Wales. Other changes in agricultural practices and increased demands on land for human activity has resulted in a 97% loss of our wildflower-rich grasslands.

The UK is one of the most nature-depleted countries on Earth (State of Nature 2023). Our dramatic land use changes over the last hundred years, combined with other factors, both human (such as pollution) and climate-related, has resulted in species abundance declining by around a third since 1970. In Yorkshire over 25% of species have declined in the last 30 years (State of Yorkshire Nature YWT). These can be seen in North Yorkshire and York by the dramatic decline of species such as Turtle Dove, White-Clawed Crayfish, Red Squirrel, and Lady's Slipper Orchid. Our area contains over 600 species considered to be endangered or vulnerable to extinction, including Tansy Beetle, Hen Harrier, Curlew, European Eel, Water Vole, and Burnt Orchid. Species that may be thought of as common such as the Common Toad, European Hedgehog or Swift are classed as priority species due to their dramatic declines in numbers.

Pressures that led to the decline in nature, and will continue to impact into the future if not addressed, include:

Habitat loss and fragmentation – urbanisation and agricultural intensification since the Second World War have historically led to the direct loss in habitat as well as a reduction in the quality of remaining habitat. Rivers and their riparian habitats have been heavily modified for flood risk and land drainage reasons and many structure and weirs present a barrier to fish migration. These

[4] M Hammond (2017), *Deep meadows and transparent floods: the story of the Ouse Ings*, Carstairs Countryside Trust & Floodplain Meadows Partnership

[5] History — The Lower Ure Conservation Trust

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changes over time have created a fragmented network of sites for nature that have reduced the ability of species to migrate and made them more at risk of localised extinctions.

This fragmentation increases the potential for recreational disturbance, the negative impact of leisure activities on wildlife and their habitats. This can include changes in animal behaviour, habitat damage, and even physical harm or death of wildlife. Activities like walking, dogs walking off-leash, photography and drone flying can all contribute to recreational disturbance.

Water Pollution – Since the Industrial Revolution our waterways have been impacted by the chemical and biological waste products of commercial and residential activities. Agriculture and rural land management activities also continue to have an impact upon water quality. Pollution can occur from direct discharges into the river (such as via a pipe), from diffuse sources (such as through ground or via multiple sources) or from the release of sediment into the water. However, the return of iconic species like Atlantic Salmon to some of Yorkshire's rivers, in many cases for the first time in 200 years, demonstrates the positive efforts to clean these rivers. However, less than 20% of our waterbodies in North Yorkshire and York are classed as good ecological status, highlighting the impact issues such as pollution are still having on these ecosystems. More work is required to reduce the input of unwanted chemicals and nutrients from sewage treatment and run off from roads and agriculture into our watercourses, to support the recovery of our river wildlife.

Air Pollution – In England, the two main sources of atmospheric nitrogen pollutants are nitrogen oxides and ammonia. Nitrogen oxides result from the burning of fossil fuels, in both power stations and motor vehicles, while ammonia is mainly emitted from agriculture. Overall, 96% of the England's most sensitive wildlife habitats are affected by excessive nitrogen deposition.[6]

There is clear evidence for the negative impact on our ecosystems, including species loss, changes in soil chemistry and habitat degradation, due to eutrophication (excessive nutrient enrichment, leading to biodiversity loss), acidification or direct damage through toxicity. When excessive nutrients enter the soil, slower growing species adapted to low-nutrient conditions tend to decline, resulting in reduced species richness. These habitat changes may have an impact on other groups, such as insects and birds.

Nitrogen deposition is a complex problem and requires a coordinated response across several policy areas. Integrated approaches are needed across areas such as agriculture, transport, energy, climate change, water quality and public health, to drive emissions reductions.

Invasive species – There are estimated to be around 2000 Invasive Non-Native Species (INNS) in Britain. Many are well established, such as the Grey Squirrel, but 10 new ones are establishing each year[7]. INNS are estimated to cost the UK economy £1.84 billion a year and are a major threat to our nature. Some directly target our native wildlife (e.g. American Mink, Signal Crayfish), whilst others cause indirect harm whilst undermining our riverbanks (Himalayan Balsam), damaging our property (Japanese Knotweed), or impacting on human health (Giant Hogweed).

[6] We need to talk about Nitrogen - British Ecological Society
[7] Non-native species » NNSS

When planning work to restore habitats or encouraging more recreational and educational activities in the outdoors, we must ensure that we do not create new paths for INNS to spread further through our landscapes.

Pests and diseases – These are prevalent throughout out natural world, with more coming into our country through human activity and climate change. Warmer average temperatures and wetter environments could increase the presence of pests and disease even further. Ash dieback was accidentally introduced to England back in 2012 and is expected to kill up to 80% of ash trees across the UK[8]. It will change the landscape and threaten many species which rely on ash. Other species such as *Phytophthora ramorum* cause extensive damage and death to more than 150 plant species, including some forest species such as Larch that is extensive in North Yorkshire and York.

Climate change – The UK is predicted to experience warmer, wetter winters and hotter, drier summers. The impacts we are already experiencing with our changing climate are impacting the species around us as well. Flooding during breeding seasons can lead to nests and habitats being washed out, while droughts can prevent access to essential water and food sources. Changes in temperature can cause flowering periods to fall out of synch with emerging pollinating insects, leading to a lack of food at essential life stages. Changes in temperature will force animals to either survive in poor living conditions or migrate, which can be extremely challenging if the habitat they rely on is highly fragmented. Expansion of our urban spaces and corridors can mean that these precious stepping stones for their survival are lost. Upland and lowland peat habitat that have been drained to create productive farmland are at risk of drying out, releasing carbon instead of storing it.

Land use change - In England there are many demands being made on land including the needs of agricultural production (food and non-food), employment and residential development, strategic infrastructure including renewable energy, protected landscapes, nature recovery and leisure and recreation. To assist better management of these demands, it is understood that Government will publish the consultation on its Land Use Framework (LUF) during 2025. North Yorkshire and York faces all these competing demands across its geography and it will need tools like the LUF and the planning system to help manage competing demands on land effectively.

More specifically, in the City of York, the average annual net provision is 822 dwellings, with 13,152 new homes proposed across the Local Plan period 2017-2032/33. In North Yorkshire the new ‘standard method’ from the National Planning Policy Framework (December 2024) indicates the need for 4077 dwellings per year across the geography including the two national parks.

[8] Ash Dieback (Hymenoscyphus fraxineus) - Woodland Trust

3. Benefits from nature

Healthy biodiversity and fully functioning ecosystems are essential for food production and fighting pests and diseases, supporting pollinators and the production of crops, fruit and fish.

Creating new habitats and enhancing existing habitats to create a larger network for nature will help humans mitigate and adapt to climate change, since all habitats can store carbon whilst also supporting biodiversity at a landscape scale. The measures included in the LNRS will help nature recover and create a network that could be more resilient to future climates for us as well as the species around us.

Creation, restoration, or enhancement of the range of habitats present in North Yorkshire and York, both in our rural and urban environments, will help store water and slow its flow, reducing the impacts of flood events and drought conditions. Clean rivers result in reduced costs of water with most of Yorkshire's drinking water coming from river and reservoirs. Creating more roughness in the landscape through hedgerows and field margins, woody areas, wetlands, and rough grasslands can help prevent soil to run off our fields, preventing the loss of valuable assets for food production. These activities will also help prevent sediment and run off from our roads entering our waterways, improving their quality at a lower cost than by mechanical means.

Increasing tree cover, particularly in urban spaces, can help cool down our streets and houses as temperatures increase, as well as help clean our air.

Our area's nature is integral to our local tourism offer. Investing in its condition and increasing its abundance will support this vital element of North Yorkshire and York's economy.

Many of our habitats have been lost or become degraded because we no longer value them as assets. The reduced demand for hay from our meadows, rushes and reeds from our wetlands, or timber products from our woodlands has been a key factor in the change in these habitats to become less wildlife rich. We must find new markets for the products associated with habitat management, such as feedstocks for anaerobic digestion and biomass to help grow our local green energy markets.

All the above work cannot take place unless we increase the workforce in our area to support these ambitions around nature recovery. This will unlock opportunities for businesses to be created and expand and unlock further education opportunities in our area.

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4. Land Use Summary for North Yorkshire and York

In terms of land use today, over 70%[9] of North Yorkshire and York is under agricultural use, including the rearing of livestock, arable and mixed farming. Other land uses include forestry, semi-natural habitat or greenspace associated with urban areas or development. There is very low urban coverage at 5.8% of the total area. More comprehensive figures on land use, nature conservation designation and water quality are included in the tables below.

Approximately 50% of North Yorkshire is protected landscape, designated either as National Park (the Yorkshire Dales and the North York Moors) or National Landscape (Forest of Bowland, Nidderdale and the Howardian Hills). The natural environment has strong links with North Yorkshire and York's economy, with agriculture and tourism being specialisms of the region.

The figures in the tables below were provided by the North and East Ecological Data Centre (NEYEDC), Forestry Commission, Environment Agency, and Natural England.

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[9] Please note that in the table the "Agriculture" section is given a total percentage of 57.2%. The additional 13% comes from habitats such as heathland and semi-natural grassland, which can also be classed as agricultural land because they are grazed for livestock or have hay crops taken from them.

Table 1 – Land use in North Yorkshire and York

Land Type	Area (Hectares)	Percentage of Total LNRS Area (%)
Urban	**49,720**	**5.8**
Allotments, community gardens, private gardens, golf courses, amenity grassland, road islands and verges	20,608	2.4
Building, roads, other built structures	29,111	3.4
Agriculture	**488,079**	**57.2**
Arable	286,210	33.5
Improved Grassland	196,066	23.0
Other Agricultural Land	5,803	0.6
Semi-natural Habitat	**299,952**	**35.2**
Woodland (including orchards)	74,131	8.7
Scrub, Scattered Trees	2,785	0.3
Parkland	3,978	0.5
Semi-natural Grassland	71,396	8.4
Bog	54,892	6.4
Heathland	82,040	9.6
Limestone Pavement	716	0.1
Wetlands	9,089	1.1
Intertidal sediment, mudflats, shingle	985	0.1
Other land types	**15,393**	**1.8**
Inland rocks, scree, boulders	1,332	0.16
Coastal Rocks	882	0.1
Miscellaneous habitats	13,118	1.54
TOTAL	**853,144**	**100**

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5. Areas of Particular Importance for Biodiversity

The designations below make up the core of the nature recovery network, referred to as 'Areas of Particular Importance for Biodiversity (APIB)'. These encompass international, national, and locally designated sites, and areas of irreplaceable habitat see tables below.

N.B. sites can be covered by both national and international designations.

These can be seen on the LNRS Local Habitat Map. For more information about these sites, please visit MAGIC

Table 2 – Areas of Particular Importance for Biodiversity (APIB) in North Yorkshire and York

Type	Area (Hectares)	Percentage of total LNRS area (%)
European Designated Sites (SPA, SAC, Ramsar)	197,837	23
Sites of Special Scientific Interest	118,002	13.8
National Nature Reserves	1970	0.2
Marine Conservation Zones	6113	n/a
Local Wildlife Sites	10,617	1.2
Local Nature Reserves	303	0.04
Irreplaceable Habitats:		
Ancient woodland	14,553	1.7
Blanket bog	54,737	6.4
Limestone pavements	716	0.1
Lowland fens	1998	0.2

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Condition of our designated sites, waterbodies and woodland

Table 3 – Condition of existing sites in North Yorkshire and York

Sites of Special Scientific Interest (SSSI) n.b. the total area of SSSI below is slightly higher than in the previous table because some SSSI units continue out of the North Yorkshire and York LNRS area.					
Condition			**Area (Ha)**		**Percentage**
Favourable			18,076.97		15.07
Unfavourable – Recovering			85,844		71.58
Unfavourable – No change			10,521.09		8.77
Unfavourable – Declining			5,444.72		4.54
Partially Destroyed			33.85		0.03
Destroyed			2.21		0.00
Not Recorded			9.93		0.01
TOTAL			**119,932.77**		**100**
Woodland					
Category					**Percentage**
Woodland managed by Forestry England					25.8%
Woodland under other management					41.6%
Woodland not in management					32.6%
Waterbodies - Water Framework Directive Status Classification (2022)					
Condition	**Rivers and Canals**	**Lakes**	**Transitional/ Coastal**	**Total**	**Percentage of total number of waterbodies**
High	-	-	-	0	0
Good	65	2		67	19.6
Moderate	180	7	2	189	55.2
Poor	43	-	-	43	12.6
Bad	13	-	-	13	3.8
Not assessed	16	14	-	30	8.8
TOTAL	**317**	**23**	**2**	**342**	**100**

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Section B – Sub-area descriptions

North Yorkshire and York LNRS Area – Sub Area Map

The map arranges the LNRS area into sub areas that represent distinctions between geology, hydrology, and the concentration of habitats. The boundaries are based on Natural England's National Character Areas (NCAs) and the equivalent NCA map for the LNRS Strategy Area is provided in Appendix 1.

For more information about National Character Areas, visit [Natural England - National Character Area Profiles - National Character Area Profiles]

On subsequent pages of this document, each sub area is provided with an overarching physical description, followed by information on its key habitats and species, concluding with statements of environmental opportunity. The following section on urban environments covers the city of York and the larger settlements and market towns of North Yorkshire.

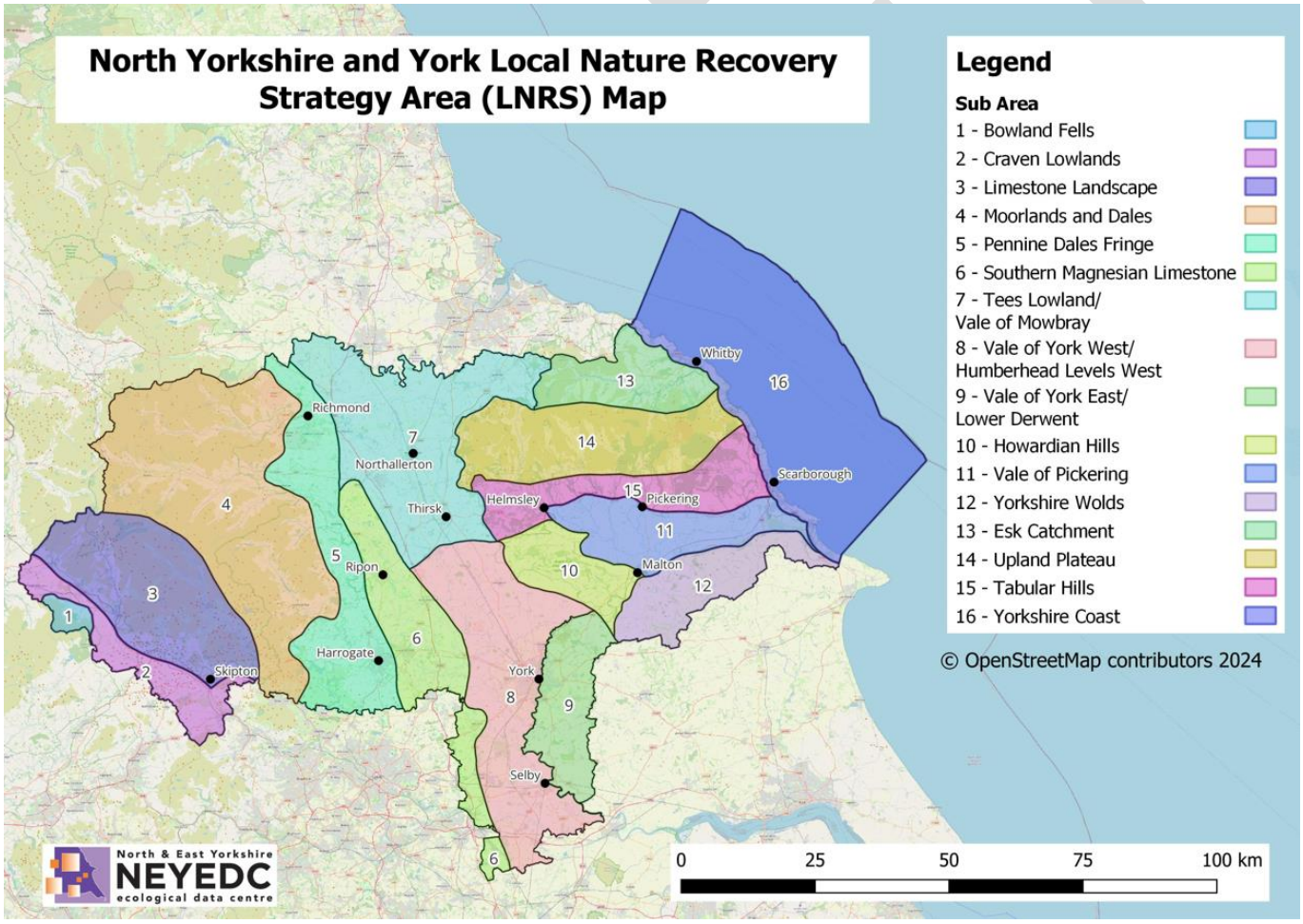


Figure 2 - North Yorkshire and York LNRS Sub Area Map

Urban environments

The city of York, our large towns such as Harrogate and Scarborough, and the smaller market towns spread across the county, have all been shaped by the landscapes they sit within and by many phases of development over time. As a result, the nature that uses these urban spaces can vary across North Yorkshire and York. Infrastructure such as buildings, roads and railways have created barriers for nature and contributed to the decline in many species over the decades.

However, our urban buildings and infrastructure can provide greater support for certain groups of species and habitats that are able to thrive in these environments. Urban greenspace and accessible wildlife habitats have an important role in increasing the quality of life of residents, and this is the area where local people can directly help nature's recovery. Wildlife in towns and villages is not necessarily isolated and many species can move through habitat corridors and into the wider countryside, using routes such as road verges, hedgerows, private gardens and waterways.

Urban features such as river and rail corridors, office and factory grounds, brownfield sites, churchyards and private gardens provide special opportunities for many species and can support flower and invertebrate-rich grasslands. Examples include St Nicks nature reserve in York, a former landfill site. In churchyards, walls and gravestones can support rich lichen and fern floras.

Although often referred to as 'green deserts' playing fields and other amenity grassland can provide foraging areas for some birds of conservation concern, including Song Thrush, Fieldfare, redwing and starling. Some bird species of conservation concern are found in urban settlements, including Bullfinch, House and Tree Sparrows, Spotted Flycatcher and Kittiwakes, where ecological conditions are suitable, although there has been much decline in recent years. Bumblebees and other pollinators are often attracted to gardens and green spaces, and garden ponds are known to support newts, frogs, toads and dragonflies.

Our buildings can support bats, Swallows, House Martins and Swifts. Hedgehogs are common visitors to gardens and other urban green spaces, and our rivers provide corridors for larger mammals such as otter. The presence of ponds, species-rich grasslands, trees, woodlands, hedgerows, shrubs and healthy waterways all increase opportunities for wildlife around us. Innovative design of our built environment, such as Sustainable Drainage Schemes (SuDS), green roofs and walls, swift bricks and other nest boxes, open up opportunities for nature at all heights and scales.

Key habitats – species-rich grasslands, woodland, hedgerow, ponds, rivers, brownfield sites which can include grassland, scrub and wetland.

Key Species – bats, Hedgehog, Otter, Swift, House Martin, Redwing, Fieldfare, Starling, Tree and House Sparrows, Kittiwake, Common Frog, Common Toad, Great Crested Newt, White-letter Hairstreak, Large Tortoiseshell, Cornflower, Ragged Robin.

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Statements of Environmental Opportunities

- Ensure that there is a well-connected network of high-quality green/blue infrastructure through our urban settlements which will enable people to understand and enjoy the natural environment, as well as providing a range of other benefits including biodiversity enhancement, food provision and flood risk mitigation.
- Protect and enhance the waterways of our cities, towns and villages to reduce flood risk, improve water quality and conserve the valuable contribution they make towards sense of place, biodiversity, recreation and sense of history.
- Promote the inclusion and retrofitting of sustainable drainage schemes in developments to increase water storage and filtration and provide more space for nature.
- Explore opportunities to amend management of our existing urban greenspaces to incorporate more space for nature, including species-rich grassy areas, species-rich hedgerows, trees and pollinator-friendly shrubs.
- Encourage homeowners, housing authorities and local councils to adopt wildlife-friendly practises in gardens and community greenspaces, including reduced mowing, nestbox installation, prevention of chemical use, hedgehog gap installation, tree and shrub planting, to create more spaces for nature in urban settlements.

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1. Bowland Fells

A distinctive upland block with steep escarpments, upland pasture and expansive open moorland. Area is dominated by blanket bog, upland heathland, and flushes, fen and swamp. Steep sided woodland valleys also an important feature.

Key habitats – blanket bog, upland heathland, upland flushes, fen and swamp, woodland, scrub.

Key species – Hen Harrier, Merlin, Lesser Black-backed Gull, Ring Ouzel, wading birds.

Statements of Environmental Opportunities

- Safeguard, manage and enhance the large areas of open, expansive blanket bog and wet-heath habitats and the important species they support, to ensure a strong network of habitats as well as for the benefits this brings to climate regulation, water quality and availability.
- Manage and enhance the landscape character and biodiversity of the moorland fringes, with their mosaic of pastures and meadows and their strong field patterns defined by drystone walls and hedgerow, to improve ecological networks and strengthen landscape character.
- Manage and enhance the watercourses and catchments for nature conservation, public enjoyment, recreation, water supply and flood management.
- Increase the significance of trees and woodland and manage existing tree cover to provide a range of benefits, including helping to assimilate new infrastructure, restore lost habitats and landscape features, store carbon, reduce soil erosion, enhance water quality and provide timber, fuel and recreational opportunities.
- Manage the development of and support sustainable tourism to minimise its impact on the cultural heritage, landscape character and tranquillity of the area, and increase opportunities for visitor engagement, enjoyment and understanding of the natural environment.
- Promote sustainable farming practices that enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality, reduce soil erosion, improve water quality and deliver benefits for biodiversity, carbon storage, natural flood management and climate regulation.
- Educate and take action against wildlife crime to ensure an end to persecution and a sustainable future for birds of prey such as hen harrier.

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2. Craven Lowlands

These are transitional landscapes between the uplands areas of Bowland, Southern Pennines and Yorkshire Dales. The Ribble, Lune and Aire rivers and their floodplains are important component to the area and its farmed landscape, with associated woodland and species-rich grassland valleys. Some mire, blanket bog and heathland habitats are present, as well as upland grassland habitats. Parkland habitats are scattered across the area. The farmed landscape's irregular field patterns are defined by hedgerows and hedgerow trees.

Key habitats – upland heathland, blanket bog, mires, upland hay meadow, upland calcareous grassland, river, deciduous woodland, scrub, lowland meadow, lowland fen, parkland,

Key species – Curlew, Lapwing, Snipe, Redshank, Atlantic Salmon, Brown Trout, European Eel, farmland birds (e.g. Barn Owl, Skylark, Yellow Wagtail).

Statements of Environmental Opportunities

- Manage and enhance the landscape character and biodiversity of the farmed environment, with its mosaic of pastures and meadows, and strong field patterns defined by drystone walls and hedgerows, to improve ecological networks.
- Restore, buffer and expand the area's important habitats, including blanket bog, wet heath, waterbodies and woodland, to provide benefits for climate change, flood regulation, soil quality and erosion, and water quality.
- Work to ensure that riparian and wetland habitats are well managed and well connected to the high density of waterbodies. Enhance the network (including in-river habitat for migratory fish) to further increase biodiversity, improve its ability to buffer pollution, increase flood mitigation and improve water quality.
- Increase the resilience and significance of woodland, wood pasture and parkland, and manage and expand existing tree cover to provide a range of benefits, including helping to assimilate new infrastructure; reconnecting fragmented habitats and landscape features; storing carbon; and providing fuel, wood products, shelter and recreational opportunities.
- Increase the enjoyment and understanding of the landscape and to experience a sense of escapism and inspiration, while also conserving the qualities of the landscape and its valuable historic and wildlife features.
- Promote sustainable farming practices that enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality, reduce soil erosion, improve water quality and deliver benefits for biodiversity, carbon storage, natural flood management and climate regulation.

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3. Limestone Landscape

This south-west area is considered outstanding for its ‘karst’ (limestone) landforms, cave systems and exposures of Carboniferous rocks, and supporting important habitats such as limestone pavements, tarns (including two extremely rare upland marl lakes), and calcareous grasslands. The extensive cave systems beneath the Dales provide important hibernation sites for moths and bats. The fells have significant amounts of blanket bog, upland heathland, upland flushes and lowland raised bog. Drystone walls are more common boundary features. Several major rivers start here, including the Ribble, Wharfe, Aire, and Lune. Woodland is in low levels across the area, with some important ancient woodlands and planted woodlands that support species such as red squirrel. Farming is mainly livestock, grazed at high intensity and with some adjacent areas of intensive grass production to support it.

Key habitats – limestone caves, limestone pavements, upland tarns, upland calcareous flushes and seepages, upland and lowland calcareous grasslands, upland hay meadows, blanket bog, upland heathland, upland flushes, lowland raised bog, rivers, woodland (including upland ash woodland), scrub.

Key species – Red squirrel, Curlew, Golden Plover, Merlin, Hen Harrier, Black Grouse, Ring Ouzel, White-clawed Crayfish, Northern Brown Argus, Bird’s-eye Primrose, Teesdale Violet, Lady’s Slipper Orchid, Yorkshire Feather-moss, Nowell’s Limestone Moss, Tissue moth, bat species.

Statements of Environmental Opportunity

- Protect and expand the network of semi-natural habitats that create the distinctive pastoral character of the dales (including important upland hay meadows and wetlands along the numerous watercourses) to enhance water quality, strengthen connectivity, support rare species and allow for adaptation to climate change.
- Protect, enhance and restore the open moorland and blanket bogs to conserve their internationally important habitats and species, strong sense of place, history and remoteness, and peat soils, with their ability to sequester and store carbon and contribute to water quality.
- Protect, enhance and expand existing native woodland in this largely unwooded landscape to improve habitat connectivity, benefit wildlife, improve water quality, reduce flooding and soil erosion, sequester carbon and provide wood fuel.
- Protect, enhance and expand the area’s many major rivers’ in-river and riparian habitats, and wetlands to reduce flood risk, improve water quality and conserve the valuable contribution they make towards sense of place, biodiversity, recreation and sense of history.
- Promote sustainable farming practices that enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality,

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reduce soil erosion, improve water quality and deliver benefits for biodiversity, carbon storage, natural flood management and climate regulation.

- Educate and take action against wildlife crime to ensure an end to persecution and a sustainable future for birds of prey such as hen harrier.
- Promote responsible recreation and use of the limestone features in this landscape, such as limestone pavements and caves, to maintain and enhance them for the wildlife they support.

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4. Moorlands and Dales

Northern gritstone dales and moorland are found on predominately acidic soils, with deeper soils of the western fringe area, containing wide and deep, often u-shaped river valleys. Drystone walls are more common boundary features. Several major rivers start here, including the Swale, Ure and Nidd. Farming is mainly livestock, either on the grasslands of the Dales or on the moorland heather habitats. Grouse shooting is a major land use for this area. Calaminarian grassland linked to past industrial processes is present in the area, a rare habitat in England supporting specialist plants, bryophytes and lichens. Woodland is in low levels across the area, with some important ancient woodlands and conifer plantations that support species such as red squirrel. The landscape contains a series of reservoirs (e.g. Angram/Scar, Grimwith, Leighton/Roundhill and Gouthwaite) supplying water to Yorkshire residents, some of which are designated as SSSIs.

Key habitats – upland heathland, blanket bog, upland flushes, upland hay meadows, rivers, woodland, scrub, lowland dry acid grassland, purple moor grass and rush pasture, upland hay meadow, upland acid grassland and rough pasture, lowland hay meadow, lowland fens, calaminarian grassland, lowland raised bog, limestone caves, reservoirs and ponds.

Key species – Red Squirrel, Hazel Dormouse, Curlew, Golden Plover, Merlin, Hen Harrier, Black Grouse, Short-eared Owl, White-clawed Crayfish, Adder, Slow Worm, Common Lizard, Pearl-bordered Fritillary, Duke of Burgundy butterfly, Malham Sedge Caddisfly, Burnt Orchid

Statements of Environmental Opportunity

- Protect, enhance and restore the open moorland and blanket bogs to conserve their internationally important habitats and species, strong sense of place, history and remoteness, and peat soils, with their ability to sequester and store carbon and contribute to water quality.
- Protect and expand the network of semi-natural habitats (including important upland hay meadows and wetlands along the numerous watercourses) to enhance water quality, strengthen connectivity, support rare species and allow for adaptation to climate change.
- Protect, enhance and extend, as appropriate, existing native woodland in this largely unwooded landscape in order to improve habitat connectivity, benefit wildlife, improve water quality, reduce flooding and soil erosion, sequester carbon and provide wood fuel.
- Protect, enhance and expand the area’s many major rivers’ in-river and riparian habitats, and wetlands to reduce flood risk, improve water quality and conserve the valuable contribution they make towards sense of place, biodiversity, recreation and sense of history.
- Promote sustainable farming practices that enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality,

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reduce soil erosion, improve water quality and deliver benefits for biodiversity, carbon storage, natural flood management and climate regulation.

- Educate and take action against wildlife crime to ensure an end to persecution and a sustainable future for birds of prey such as hen harrier.
- Expand the range of habitats present along the moorland fringe, including woodland, scrub and rough grassland, to reduce fire risk, improve habitat connectivity and benefit wildlife.

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5. Pennine Dales Fringe

A transitional landscape between upland and lowland with a varied topography of exposed upland moorland fringes and plateaux dropping to lower foothills, separated by major river valleys and incised by numerous minor tributary valleys. The landscape holds several reservoirs (Thruscross, Swinsty/Fewston, Lindley Wood) that are an important source of water for Yorkshire residents. Drystone walls are common in the west while hedges, often thick and tall with frequent hedgerow trees, are more prevalent at lower elevations in the east. Broad valleys, widening to the east, with their more fertile soils support arable crops, while steeper, higher land in the west supports predominantly livestock farming. It is a well woodland landscape (many ancient in origin), as well as a high number of historic houses with associated parkland and veteran trees. Moorland edge mosaic habitats are important for species such as black grouse and ring ouzel.

Key habitats – rough grassland, upland heathland, lowland fen, lowland meadows, rivers, coastal and floodplain grazing marsh, wood pasture and parkland, woodland (including upland ash wood and wet woodland), scrub.

Key species – Curlew, lapwing, hen harrier, willow tit, Atlantic salmon, brown trout, European eel, river lamprey, otter, water vole, white-clawed crayfish, bat species, adder, slow worm and common lizard

Statements of Environmental Opportunity

- Protect and connect native broadleaved woodland, parkland and veteran trees to maximise their value for wildlife, flood risk alleviation, water quality, climate regulation, recreation, sense of place and sense of history.
- Protect and enhance the area's many major rivers' in-river and riparian habitats, and wetlands to reduce flood risk, improve water quality and conserve the valuable contribution they make towards sense of place, biodiversity, recreation, and sense of history.
- Expand the range of habitats present along the moorland fringe, including woodland, scrub, and rough grassland, to reduce fire risk, improve habitat connectivity and benefit wildlife.
- Promote sustainable farming practices that enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality, reduce soil erosion, improve water quality and deliver benefits for biodiversity, carbon storage, natural flood management and climate regulation.
- Educate and take action against wildlife crime to ensure an end to persecution and a sustainable future for birds of prey such as hen harrier.

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6. Southern Magnesian Limestone

The landscape is a low rolling ridge running north-south, cut by river valleys running west to east, notably the Ure, Nidd, and Wharfe. The limestone geology has influenced many aspects of the landscape, from use of its limestone resource as a local building material to the specialised limestone grasslands associated with limestone areas. Fragments of woodland, species-rich grasslands (including on road verges), and fen are scattered throughout the landscape, as well as several historic parkland sites.

Key Habitats – lowland calcareous grassland, lowland meadow, deciduous woodland (including upland mixed ash wood), wood pasture & parkland, wetlands (e.g. lowland fen), rivers, hedgerows

Key Species – Thistle Broomrape, Cylindrical Whorl Snail, Small Amber Snail, Bittern, farmland birds, wading birds.

Statement of Environment Opportunities

- Protect the underlying geology and range of historic landscape features, including the extensive Palaeolithic, Neolithic and bronze-age monuments, as part of the wider landscape and the evidence and time-depth of the area's historic evolution. Increase opportunities to improve access to, understanding of and enjoyment of historic features within the landscape, as well as their links to biodiversity and underpinning geodiversity.
- Protect, enhance and expand the area's many major rivers' in-river and riparian habitats, and wetlands to reduce flood risk, improve water quality and conserve the valuable contribution they make towards sense of place, biodiversity, recreation and sense of history.
- Protect and manage existing semi-natural habitats, including grasslands, wetlands, woodlands, parklands and veteran trees; and increase the area of semi-natural habitats, restore and create new areas, and create networks and links between habitats, to make their ecology more resilient and to afford increased movement of species.
- Protect the overall rural landscape and maintain its highly tranquil quality, managing the arable landscape to ensure the continued production of quality crops while also enhancing landscape features such as field boundaries and improving biodiversity, soil quality, reduction of soil erosion, water quality and flood risk management.
- Promote the successful incorporation of any future major land use changes, directing them where they can enhance the existing landscape and seeking optimum design to obtain the greatest net benefits, such as to minimise visual impact on the wider landscape, incorporating green infrastructure and creating new access to enhance recreational opportunity for people to experience wildlife.

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7. Tees Lowlands / Vale of Mowbray

The Tees Lowlands is a broad, open plain dominated by the meandering lower reaches of the River Tees and its tributary the Leven, with wide views to distant hills. It is largely agricultural in character, with fragmented woodland cover, and remnants of wet grasslands.

The Vale of Mowbray is a low-lying vale characterised by undulating floodplains associated with the rivers Swale, Wiske and Cod Beck. This is a farmed landscape, with a mix of arable and livestock, with limited woodland cover scattered across the area, along with hedgerows and hedge trees throughout and historic parks and gardens. Fragments of high quality wet grassland and wetlands are still present. There are major transport corridors with a series of market towns running down it. The area includes important historic features e.g. Roman settlements.

Key habitats – Rivers, Arable field margins, improved grassland, deciduous woodland, hedgerows, remnants of lowland meadow, wet grassland, fen, floodplain grazing marsh, ponds.

Key species – River Lamprey, European Eel, Atlantic Salmon, Sea/Brown Trout, Water Vole, farmland birds, Brown Hare.

Statements of Environmental Opportunity

- Promote sustainable farming practices that enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality, reduce soil erosion, improve water quality, and deliver benefits for biodiversity, carbon storage, natural flood management and climate regulation.
- Ensure that there is a well-connected network of high-quality green infrastructure throughout the Tees Lowlands and Vale of Mowbray which will enable people to understand and enjoy the natural environment, as well as providing a range of other benefits including biodiversity enhancement, food provision and flood risk mitigation.
- Protect and enhance the water resources of the area, in particular the aquifer and rivers, by supporting sustainable management of the farmed landscape, retaining important levels of food provision while protecting soils and water quality, and establishing networks of habitats including restoration of wetland habitats in the floodplain.
- Manage and extend the presently limited native woodland cover throughout the area to develop woodland habitat networks, and restore and expand the existing hedgerow network, to enhance sense of place, and assist in managing erosion, peak flow events and carbon storage.

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8. Vale of York West / Humberhead Levels West

The western half of the Vale of York is low lying, farmland dominated landscape, heavily influenced by rivers, with pockets of wetlands, floodplain meadows and woodland. The City of York lies in the heart of this landscape, with the river corridor and fragments of good-quality floodplain meadow, and fen present at Askham Bog. The area contains the entire UK population of Tansy Beetle apart from 2 sites in East Anglia.

The western half of the Humberhead Levels is also flat low lying and largely agricultural landscape. The whole area characterised by long views and big open skies. There are strong links to the rivers Aire and Went crossing the landscape, with remnant wetlands and floodplain. Clay sand and gravel deposits have led to series of quarries in the area. There is the presence of industry at several power stations. Peat soils may be present, but likely to be further south. There is limited woodland and hedgerow cover, but Bishop Wood a key ancient woodland site.

Key habitats – arable and pasture, hedgerows, canals and ditches, rivers, floodplain grazing marsh (including Great Burnet floodplain meadows), wetlands (including fen and ponds), lowland meadows, deciduous woodland, wood pasture and parkland linked to estates along the area.

Key species –Tansy Beetle, Depressed River Mussel, Water Vole, River Lamprey, European Eel, Altlantic Salmon, Sea/Brown Trout, Pillwort. farmland birds, wading birds.

Statements of Environmental Opportunity

- Identify opportunities within the existing agricultural systems to enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality and reduce soil erosion and deliver benefits for biodiversity, carbon storage and climate regulation.
- Manage and enhance the network of rivers and important wetland habitats within the area, increasing the landscape's ability to manage flood and drought risk naturally and sustainably, and provide other ecosystem services while recognising the needs of individual species and habitats and increasing the resilience of wildlife to climate change.
- Increase the network of species-rich meadows, pastures, flower-rich field margins and hedgerows, ensuring that they and the wider farmed environment are managed to reduce rates of diffuse pollution and improve water quality.
- Protect the open and expansive character of the landscape, its cultural features and sense of remoteness, by ensuring that new development is sensitively located, accommodates green infrastructure, retains long views, and makes a positive contribution to biodiversity.

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9. Vale of York East / Lower Derwent Valley

Low lying, farmland dominated landscape, heavily influenced by rivers, with pockets of wetlands and internationally important floodplain “ings” meadows. A string of “commons” containing remnant heathland habitats are dotted along the valleys. High concentration of internationally and nationally important National Nature Reserves. Woodland cover is low in this area.

Key habitats – lowland hay meadow, floodplain grazing marsh (including Great Burnet floodplain meadows), arable, hedgerows, rivers, lowland heathland, lowland dry acid grassland, ponds.

Key species – wildfowl and wading birds (Wigeon, Teal, Ruff, Whimbrel, Common and Green Sandpiper, Oystercatcher, Spotted Crake), farmland birds, Water Vole, Otter, Dark Bordered Beauty, Tormentil Mining Bee, Scarce Dusky Yellowstreak mayfly, *Dolichopus migrans* (a fly), Tansy Beetle, Greater Water Parsnip, Pillwort, River Lamprey, European eel, Atlantic salmon, brown trout.

Statements of Environmental Opportunity

- Promote sustainable farming practices that enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality, reduce soil erosion, improve water quality and deliver benefits for biodiversity, carbon storage, natural flood management and climate regulation.
- Manage and enhance the network of in-river and riparian habitats, and important wetland habitats within the Vale, increasing the landscape’s ability to manage flood and drought risk and provide other ecosystem services while recognising the needs of individual species and habitats and increasing the resilience of wildlife to climate change naturally and sustainably.
- Increase the network of species-rich meadows, pastures, flower-rich field margins and hedgerows, ensuring that they and the wider farmed environment are managed to reduce rates of diffuse pollution and improve water quality.
- Extend and enhance lowland heathland sites on areas of sandy soil for the benefit of biodiversity, as well as enhancing the sense of place. Create and keep open sandy areas and banks on lowland heath (through disturbance by cattle and large herbivores) to provide habitat for their associated unique flora and fauna, which have been lost.

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10. Howardian Hills

A clearly defined belt of irregular, rounded ridges of Lower, Middle and Upper Jurassic rocks with intervening sheltered valleys, a diverse landscape of woodlands, historic buildings, designed parkland (notably Castle Howard), and rolling arable land on ridges and open plateaux. The area has a relatively high proportion of woodland, often within historic designed parkland associated with large country houses, as well as native woods and conifer plantations. It has a highly fragmented network of important grassland and wetland sites (including road verges), supporting rare species such as knapweed broomrape.

Key habitats – rivers, floodplain grazing marsh, fens, reedbed, deciduous woodland (including ash woodland, upland oak woodland and alder woodland), wood pasture and parkland, hedgerows, Species-rich grassland.

Key species –wading birds, farmland birds, bat species, Brown Hare, Water Vole, Otter, White-clawed Crayfish, Irish Major soldierfly, Scarce Dusky Yellowstreak mayfly, Baneberry, Knapweed Broomrape, rare arable flowers.

Statements of Environmental Opportunity

- Manage the wooded character of the sub area and its important historic parklands to optimise carbon storage, water quality and regulation of peak flow events, and to strengthen habitat networks, enhancing the sense of place and history.
- Support sustainable management of the agricultural landscape to retain important rates of food provision, while enhancing the network of semi-natural habitats within pastoral and arable landscapes, protecting the wildlife and water quality of the River Derwent, optimising carbon storage, soil quality and regulation of peak flow events, and strengthening the sense of place.
- Promote sustainable farming practices that enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality, reduce soil erosion, improve water quality and deliver benefits for biodiversity, carbon storage, natural flood management and climate regulation.
- Protect the geological and historic landscape features that are characteristic of the area, including its distinct landform, prehistoric earthworks, medieval monasteries, grand houses with designed parkland, and settlement pattern. Manage these features to provide diverse public benefits, enhancing the sense of place and history, and protecting natural resources.
- Promote enhanced access to and enjoyment of the Howardian Hills in ways that will maintain and enhance the area's special qualities and character, and its tranquillity, and that will support the essential underpinning ecosystem services, the quality of soils and water, and carbon storage.

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11. Vale of Pickering

A low-lying basin of flat or gently undulating topography the landscape contains rivers and wetlands which have been artificially drained and heavily modified for productive farming. The east end is peat influenced, containing internationally important archaeology of Star Carr, as evidence of human habitation around former Lake Pickering. Sparse woodland and tree cover. Dominated by major rivers, the Rye in the west and the Derwent in the east and middle.

Key habitats – rivers, drains and ditches, floodplain grazing marsh, fens, reedbed, hedgerows and hedge trees, wet woodland

Key species – Wildfowl and wading birds (e.g. Lapwing, Curlew, Redshank, Oystercatcher), Willow Tit, Water Violet, River Lamprey, Otter, Water Vole, Scarce Dusky Yellowstreak mayfly.

Statements of Environmental Opportunity

- Enhance the network of in-river and riparian habitats, and wetlands in the Vale to provide public benefits in improved flood mitigation and improved water quality, and to reduce habitat fragmentation and increase the resilience of habitats and species to environmental change.
- Protect and enhance the historic landscape and geodiversity of the Vale, promoting greater understanding of this to inform current and future decisions on how the landscape is used.
- Promote sustainable farming practices that enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality, reduce soil erosion, improve water quality and deliver benefits for biodiversity, carbon storage, natural flood management and climate regulation.
- Ensure that developments are successfully integrated into the landscape, making a contribution to biodiversity and habitat networks, and that they do not compromise the sense of tranquillity and openness of the rural landscape, or delivery of other important ecosystem services, including mitigating and adapting to climate change.

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12. Yorkshire Wolds

Chalk-influenced open downland landscape and network of dry valleys, dominated by arable and pastureland. Chalk reaches its northern limit in Britain here at Muston. Chalk grasslands are important homes for wildlife, and grade into neutral grasslands where leaching has reduced the lime in the soil. Woodlands and hedges, although present, tend to be relatively recent in origin and of limited wildlife interest. Wetlands are very limited but where they do occur, can be of great interest. Usually these are as flushes and springs at the foot of the scarp slope along the edge of the Vale of Pickering. Ponds, and particularly dewponds, are few in number but can be of interest, particularly for beetles and other invertebrates.

Key habitats – chalk rivers, lowland calcareous grasslands (including road verges), deciduous woodland, dew ponds, arable field margins, hedgerows, scrub.

Key species – farmland birds (Corn bunting, Skylark, Yellowhammer, Turtle Dove), Barn Owl, Lapwing, Brown Hare, Tassel Stonewort, Dropwort, Carline Thistle, Northern Brown Argus, Marbled White.

Statements of Environmental Opportunity

- Enhance, extend and manage the unique assemblage of chalk-based habitats (lowland chalk grasslands, streams) and broadleaved woodland, while protecting the provision and quality of water.
- Improve opportunities to enhance people's enjoyment of the area while protecting high levels of tranquillity by conserving extensive views and intimate, steep-sided valleys which contribute to sense of place, and by protecting and promoting the extensive historic evidence of past human settlement, landscape change and designed landscapes.
- Promote sustainable farming practices that enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality, reduce soil erosion, improve water quality and deliver benefits for biodiversity, carbon storage, natural flood management and climate regulation.

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13. Esk catchment

This landscape incorporates the river Esk and associated habitat flowing down into Whitby. This is a wider valley, with an upland landscape of walled and hedged pastures alongside moorland, with patches of conifer and broadleaf woodland along its lower reaches. An important catchment for euryhaline migratory fish species, such as Sea/Brown Trout and Atlantic Salmon, and the associated critically endangered Freshwater Pearl Mussel.

Key habitats – upland heathland, blanket bog, lowland dry acid grassland, river, deciduous woodland, scrub, species-rich grassland.

Key species – Merlin, Ring Ouzel, Golden Plover, Curlew, Freshwater Pearl Mussel, Atlantic Salmon, Sea/Brown Trout, Petty Whin.

Statements of Environmental Opportunity

- Protect and positively manage the large areas of open, expansive moorland for the internationally important habitats and species that they support, for the sense of wildness and strong character of the areas, for their ability to sequester carbon, and for the benefits that well managed moorland brings for water quality and flood control.
- Seek opportunities to restore lowland fens, reedbeds, flood plain grazing marsh, flushes, in-river and riparian habitat to enhance biodiversity and contribute to regulating flood flows, enhancing water quality, aquifer recharge, carbon sequestration and storage, leading to benefits being experienced within the sub-area.
- Positively manage woodlands, trees, wood pasture and historic parklands for their contribution to the characteristic landscapes of the area, their priority habitats and the species that they support, as well as their potential for carbon storage, regulation of peak flood flows and provision of renewable materials.
- Promote sustainable farming practices that enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality, reduce soil erosion, improve water quality and deliver benefits for biodiversity, carbon storage, natural flood management and climate regulation.
- Remove barriers to fish migration and reduce sources of water pollution into the River Esk, to support the return of species into the river.

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14. Upland Plateau

Extensive areas of open moorland, dissected by a series of dales, some broad and sweeping, others narrow, steep sided and wooded. The beck valleys that feed into the Esk, Rye and Derwent contain corridors of species-rich grassland, wetland, mature and veteran landscape trees and woodland habitats amongst the farmed landscapes.

Key habitats – upland heathland, blanket bog, purple moor grass rush pasture, lowland dry acid grassland, species-rich grasslands, deciduous woodland, scrub, acid and calcareous flushes, river.

Key species – Merlin, Ring Ouzel, Golden Plover, Curlew, Wild Daffodil, Large Heath butterfly, Bilberry Bumblebee, Tormentil Mining Bee, Geyer's Whorl Snail, *Anabolia brevipennis* (a caddisfly), Water Vole.

Statements of Environmental Opportunity

- Protect and positively manage the large areas of open, expansive moorland for the internationally important habitats and species that they support, for the sense of wildness and strong character of the areas, for their ability to sequester carbon, and for the benefits that well managed moorland brings for water quality and flood control.
- Seek opportunities to restore lowland fens, reedbeds, floodplain grazing marsh, flushes and riparian habitat to enhance biodiversity and contribute to regulating flood flows, enhancing water quality, aquifer recharge, carbon sequestration and storage, leading to benefits being experienced within the sub area and beyond to downstream sub areas.
- Positively manage woodlands, trees, wood pasture and historic parklands for their contribution to the characteristic landscapes of the area, their priority habitats and the species that they support, as well as their potential for carbon storage, regulation of peak flood flows and provision of renewable materials.
- Promote sustainable farming practices that enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality, reduce soil erosion, improve water quality and deliver benefits for biodiversity, carbon storage, natural flood management and climate regulation.

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15. Tabular Hills/Southern Fringe

Arable and pasture fields are more present, with remnants of species-rich calcareous grasslands, and wetlands. Strong woodland presence the tabular hills, including substantial conifer and mixed plantations. Important parkland sites such as Duncombe Park with notable veteran tree assemblages. Arable Farmland and historic quarries contain rare arable flower species. The Ryedale Windypits are archaeologically significant natural underground features, used as an amenity for cavers and potholers, and are also nationally important swarming and roosting sites for seven species of bats.

Key habitats – deciduous woodland, conifer plantations, wood pasture, parkland and veteran trees, lowland meadow, lowland calcareous grassland, rivers, hedgerows, scrub.

Key species – Duke of Burgundy butterfly, Pearl-bordered Fritillary, Green Barred Colonel soldierfly, Irish Major soldierfly, Geyer's Whorl Snail, 6-spotted Longhorn Beetle, Norfolk Hawker, Turtle Dove, Goshawk, Nightjar, Beaver, Pine Marten, rare arable flowers, Dropwort, Whiskered Bat, Daubenton's Bat, Natterer's Bat, Brown Long-eared Bat.

Statements of Environmental Opportunity

- Seek opportunities to restore lowland fens, reedbeds, flood plain grazing marsh, flushes and riparian habitat to enhance biodiversity and contribute to regulating flood flows, enhancing water quality, aquifer recharge, carbon sequestration and storage, leading to benefits being experienced within the NCA and beyond to NCAs downstream.
- Positively manage woodlands, trees, wood pasture and historic parklands for their contribution to the characteristic landscapes of the area, their priority habitats and the species that they support, as well as their potential for carbon storage, regulation of peak flood flows and provision of renewable materials.
- Protect and promote sustainable management of species-rich grasslands, former quarries and other rich floral habitats, enhancing their biodiversity and pollination values.
- Promote sustainable farming practices that enhance landscape character and create a functioning ecological network to safeguard future food provision, retain soil quality, reduce soil erosion, improve water quality and deliver benefits for biodiversity, carbon storage, natural flood management and climate regulation.

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16. North Yorkshire Coast

The coast is a mix of hard cliffs that support breeding seabirds and soft coastal slopes made of calcareous clays, with the variety of exposures and slip features enabling a complex mosaic of habitat types with a strong maritime influence. The lack of interference on the slope itself has enabled species associated with old, unimproved habitats to survive. Grasslands range from acid, almost heath conditions to neutral or calcareous. These grasslands grade into dense scrub and woodland. In places there are ponds, flushes and wetlands established on slip back slopes and these too are diverse. Of particular interest are the numerous slip planes that provide bare clay for a number of rare and unusual invertebrates. There are extensive stretches of sand and rocky shores. In the Esk estuary saltmarsh and brackish wet meadows are present in small amounts.

The marine area is equally diverse with large swathes of kelp forest in the inshore area providing habitat and food for a wide variety of wildlife. Further offshore, cobble and boulder fields are interspersed with sandy sediments, creating important habitat for commercial fish species. Migratory fish, including salmon and sea trout, travel northwards along the coast and to inland breeding locations via the Esk Estuary, Staithes Beck and other coastal streams. Dolphins and minke whales follow the shoals of North Sea mackerel and herring swimming south from the Arctic, joining the resident populations of porpoise and seals. Internationally important populations of Kittiwakes, Puffins and Razorbills arrive to breed each summer, whilst wading and diving birds spend winter along the shoreline.

N.b. The accompanying map shows the Yorkshire Coast sub-area (16) extending 12 nautical miles from the shoreline which reflects the coastal and marine environment being considered by the Yorkshire Marine Nature Partnership to inform the Local Nature Recovery Strategy. The LNRS will focus its priorities and measures on species and habitats out to mean low water. Nature recovery work further out to sea will be led by the Yorkshire Marine Nature Partnership.

Key habitats – species-rich grasslands (calcareous, acid and neutral), scrub, kelp forest, coastal cliff slope mosaics, rocky shore mosaic of subtidal sediment habitats from sand and gravel to mud.

Key species - whales (Minke, with occasional other species like Humpback), Harbour Porpoise, Bottlenose Dolphin, White-beaked Dolphin, Grey seal, Kittiwake, Fulmar, auks (Razorbill, Guillemot, Puffin), Atlantic Salmon, Sea/Brown trout, Kidney Vetch, Thrift, Sea Lavender, red and brown seaweeds, Blue Mussel.

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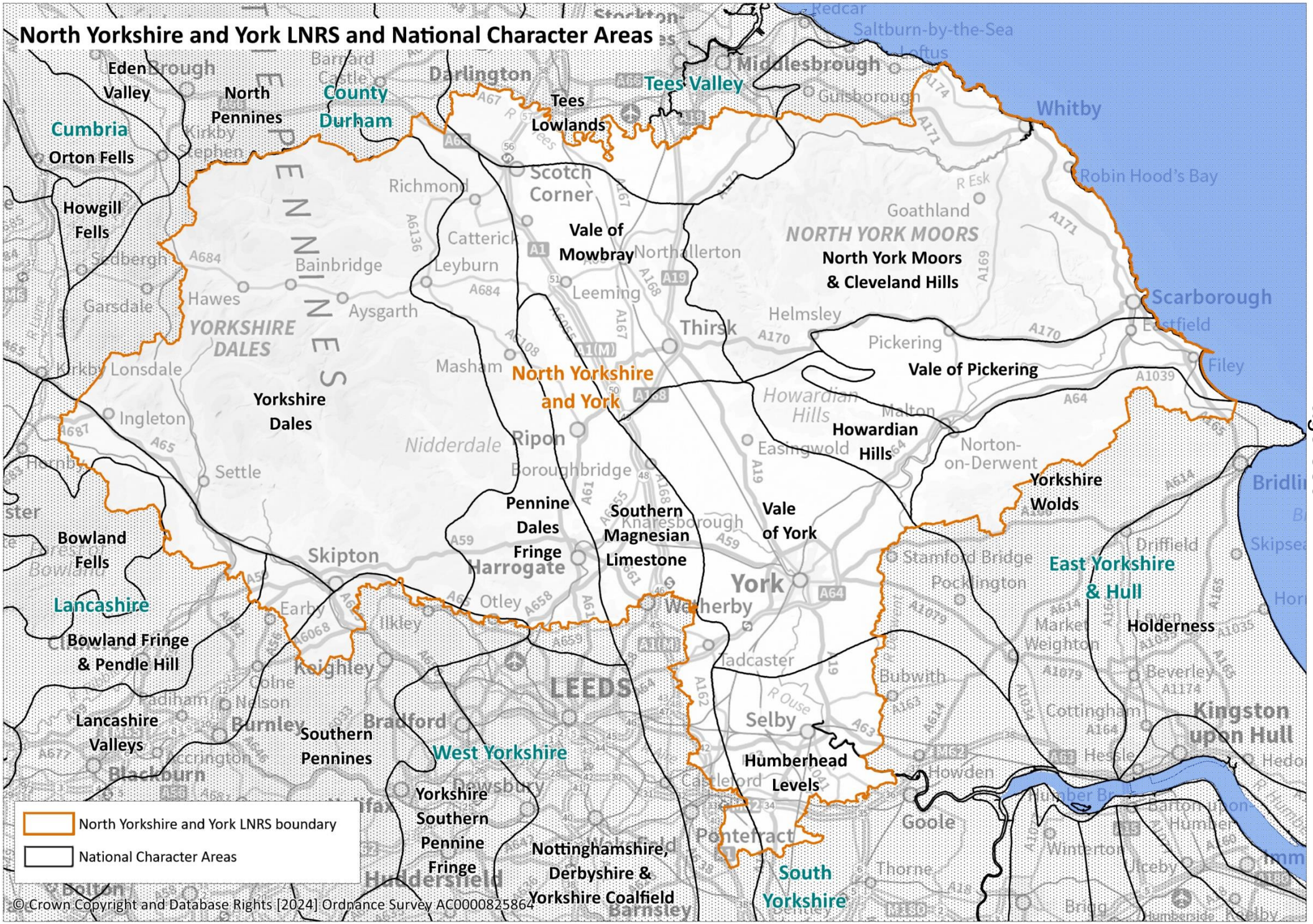
Statement of Environmental Opportunities

- Manage the coastal marine protected areas for the benefit of wildlife.
- Allow essential coastal processes to occur, including erosion of the soft clay cliffs, while respecting policies that reduce erosion and flood risk in relation to key coastal settlements.
- Improve intertidal biodiversity, such as adding ecological enhancements to 'hard' infrastructure.
- Increase our understanding of the coastal and marine ecosystem to better determine nature recovery, long term trends and ecosystem service opportunities (e.g. kelp mapping, sediment surveys, cetacean surveys, rocky shore ecology surveys).
- Explore opportunities to work with recreational sea users to capture data and promote sustainable behaviours (e.g. recreational angling sector, watercraft users through development of codes of conduct for example).
- Explore the connectivity between the sea and in-land habitats via coastal streams.
- Enhance people’s understanding and enjoyment of the geodiversity, historic sites, seaside character and remoteness that contribute to the varied sense of place and valuable recreational assets that the area provides.

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Appendix 1: National Character Areas (NCA) map

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North Yorkshire and York Local Nature Recovery Strategy (LNRS)

Document 4: Statement of Biodiversity Priorities, Part II – Priorities and Measures

CONSULTATION DRAFT

June 2025

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LNRS Document Navigation

The North Yorkshire and York Local Nature Recovery Strategy (LNRS) is split into 5 separate parts to help users of the strategy easily find the information that is most relevant to them. The 5 parts are set out in the table below, with a brief description of each one. Please click on one of the other parts in the table to access it. *(N.B. document links will be created in the final version)*

This document is: **4: Statement of Biodiversity Priorities Part II – Priorities and Measures**

1	**Thriving Nature in North Yorkshire and York – Short Summary** Provides a non-technical summary of the North Yorkshire and York Local Nature Recovery Strategy
2	**Thriving Nature in North Yorkshire and York – Our Local Nature Recovery Strategy** Provides a detailed overview of the North Yorkshire and York Local Nature Recovery Strategy
3	**Statement of Biodiversity Priorities Part I – Description of Our Strategy Area** Provides a detailed description of the strategy area of the North Yorkshire and York Local Nature Recovery Strategy
4	**Statement of Biodiversity Priorities Part II – Priorities and Measures** Sets out the priorities and measures for the North Yorkshire and York Local Nature Recovery Strategy
5	**The Local Habitat Map** Online mapping platform providing the Local Habitat Map for the North Yorkshire and York Local Nature Recovery Strategy, including existing Areas of Particular Importance for Biodiversity (APIBs) and Areas that Could Become of Particular Importance for Biodiversity (ACBs)
Appendix 1	LNRS Prioritisation methodology and scoring criteria
Appendix 2	LNRS Species prioritisation methodology
Appendix 3	LNRS Mapping methodology and datasets
Appendix 4	LNRS Nature recovery opportunities longlist
Appendix 5	LNRS Priority species list
Appendix 6	LNRS online survey responses summary, February 2024

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Document overview

This document provides the priorities and measures (actions), along with the focus species, for the North Yorkshire and York Local Nature Recovery Strategy (LNRS). The document is separated into three sections, as set out below:

Section A provides an overview of the strategy's priorities and measures (actions), including how they relate to the other LNRS documents and the Local Habitat Map, how they contribute to wider benefits from nature and National Environmental Objectives (NEOs), how the list of priorities and measures was made, and how the document can be used by different audiences.

Section B provides the tables of priorities and measures (actions) for the LNRS, beginning with the overarching priorities, which are relevant across all habitat types, followed by the individual habitat priorities. The habitat priorities are separated into seven habitat themes of farmland, upland, grassland, woodland, water and wetlands, urban, and coastal. Each priority has a number of associated measures (actions), which are detailed in the tables, along with the wider benefits from nature and focus species that are relevant to the priority.

Section C provides an overview of the way in which species have been considered and factored into the strategy, including LNRS priority species and LNRS focus species and how these relate to the strategy's priorities and measures.

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Section A – Overview of Priorities and Measures

1. Introduction

This section of the Statement of Biodiversity Priorities sets out the priorities and measures (actions) for the Local Nature Recovery Strategy (LNRS) for North Yorkshire and York. The priorities and measures form the core of the strategy and have been developed in collaboration with a wide range of regional experts, organisations, community groups, landowners and other stakeholders.

2. What are priorities and measures?

This strategy identifies a range of objectives that, if implemented, would result in positive benefits for nature and biodiversity, as well as making a positive contribution to other wider benefits from nature. The strategy's objectives are divided into 'priorities' and 'measures' and these are presented in the tables in section B of this document.

The priorities are the end results that the strategy is seeking to achieve. They can be considered as the 'what' and the 'why' of nature recovery; what we are seeking to do, and why we are seeking to do it. Working with regional stakeholders, we have identified a total of 44 nature recovery priorities. These are separated into 5 overarching priorities, which are considered relevant to all nature recovery activity, followed by 39 habitat priorities, which are separated into the following habitat categories:

- Farmland
- Upland
- Grassland
- Woodland
- Water and wetlands
- Urban
- Coast

Each priority has a number of associated measures. These are the practical 'on the ground' actions that, if taken, would help to deliver the aims of the priority. They can be considered as the 'how' and the 'where' of nature recovery; how we could do it, and where we could do it.

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3. How do priorities and measures relate to other LNRS documents and maps?

How do priorities and measures relate to the Description of the Strategy Area?

Enhancing, restoring and creating the habitats listed in the priorities and measures will strengthen the networks of key habitats listed in the sub areas of the description of the Strategy Area. Delivery of the priorities and measures will therefore help achieve the Statements of Environmental Opportunity within each sub area.

The statistics within the introduction of the Description of the Strategy Area show that currently many of the habitats that are important for nature recovery in North Yorkshire and York are low in quantity. For example, only 1% of our area contains wetland habitats such as fen, and our species-rich grasslands cover less than 10% of our area. Much of our existing semi-natural habitats are also in poor condition, limiting the range of species able to live within them. Achieving the priorities and measures will lead to more habitat across North Yorkshire and York that is in better condition to support the hundreds of species that are in decline or at risk of extinction.

How do priorities and measures relate to the Local Habitat Map?

Our priorities and measures are directly linked to the Local Habitat Map. The map layer titled ‘Mapped Measures’ identifies the most beneficial places for habitat enhancements to be undertaken across North Yorkshire and York. The ‘Mapped Measures’ layer is configured as a series of hexagonal ‘planning units’ with several measures associated with each hexagon which are considered to be the most appropriate and beneficial measures that could be implemented in that location. Clicking into a hexagonal ‘planning unit’ will show the relevant measures that could be implemented, along with the priorities that those measures are associated with.

Potential to deliver a specific measure may only apply to a smaller area within the hexagon and would not necessarily be deliverable throughout the entire hexagon. This will depend upon the actual conditions on the ground.

Priorities and measures identified within the Local Habitat Map are the same as those listed in the tables in Section B of this document. All priorities and measures have a unique identification code, which can be used to easily identify them in both the Local Habitat Map and the tables in Section B.

Each measure has been assigned a priority level, with level 1 having the highest priority, level 2 having a moderate priority, and level 3 having a lower priority. It is not the intention to say that some measures are ‘low priority’, but to provide a relative level of priority across the mapped measures. The general principle is that where a measure has more ‘niche’ requirements (and therefore can only be done in a small number of places) it has been assigned a higher priority

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level (e.g. Level 1). For measures that have fewer constraints (and therefore can be done in a much wider number of places), these have been assigned a lower priority level (e.g. Level 3).

The priority levels should be used as a general guide as to which measures should be prioritised in a particular location. Generally, a Level 1 measure should be prioritised over a Level 2 or Level 3 measure, and a Level 2 measure should be prioritised over a Level 3 measure, subject to the site conditions being suitable to deliver the higher priority measure.

Are all measures mapped onto the Local Habitat Map?

No. Only those measures identified as ‘Mapped’ in the tables are mapped to specific locations in the Local Habitat Map. These measures have the potential to be particularly beneficial for nature recovery if they are undertaken in particular locations. In addition to the mapped measures, there are a large number of unmapped measures (identified in the tables as ‘Unmapped’) which do not appear on the Local Habitat Map. These measures may be equally beneficial for nature recovery, but they are not location-specific and could be undertaken more widely across the whole of North Yorkshire and York. All ‘enabling activity’ measures are unmapped, as they do not result in direct action for habitat enhancement, but would help to enable this by supporting the ‘direct action’ measures. They may be undertaken in locations where ‘direct action’ measures are being implemented, but this would be driven by the direct action measure itself.

When identifying appropriate measures that could be undertaken in a particular location, where no mapped measures have been identified for a given location on the Local Habitat Map, carrying out one or more of the unmapped measures would still result in positive enhancements to nature and biodiversity.

The Local Habitat Map and Biodiversity Net Gain (BNG)

The LNRS Local Habitat Map has a direct linkage with Biodiversity Net Gain (BNG) in supporting a strategic approach to off-site BNG delivery. BNG is designed to ensure that development has a measurably positive impact (or ‘net gain’) on biodiversity, when compared to what was on a site before the development took place. It has been mandatory since February 2024 under the Town and Country Planning Act 1990, with developments being required to deliver a minimum 10% net gain in biodiversity when compared with the pre-development level.

The LNRS Local Habitat Map plays a role in BNG by determining the ‘strategic significance’ multiplier within the biodiversity metric. Sites identified as falling within the ‘Mapped Measures’ layer in the Local Habitat Map carry a 15% strategic significance uplift in post-development BNG calculations. For the 15% uplift to apply, the habitat intervention being proposed under BNG must be consistent with the measure that is proposed for that location in the Local Habitat Map.

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4. How do priorities and measures relate to the LNRS public survey?

As part of the development of the LNRS, an online public survey was undertaken between November 2023 and February 2024. The objective of the survey was to raise awareness about nature recovery, understand the views of individuals throughout North Yorkshire and York regarding nature and its enhancement, and signpost respondents towards local volunteering opportunities in nature. Responses to the online survey have helped to inform the development of the strategy and its outputs. The online survey covered the following topics:

- Why people care about nature;
- Which habitats and landscapes people feel are most important for nature recovery;
- Which groups of wildlife species people feel are most important when it comes to nature recovery;
- What examples people have seen of people working together to restore and protect nature or the natural environment in North Yorkshire and York;
- How concerned people are about nature in North Yorkshire and York;
- Which factors (e.g. climate change, water quality) are giving people the greatest concerns about nature decline.

From the survey responses, the three habitat types considered by respondents to be of greatest importance for nature recovery across North Yorkshire and York were rivers, lakes and streams; woodlands and forests; and wetlands. These relate closely to the habitat categories used in the LNRS, as detailed below, and the strategy has several priorities and measures directly linked to the enhancement of each of these habitat types.

Additionally, other specific habitats were mentioned by respondents in ‘free text’ responses. These were ranked in terms of the number of times each was mentioned, with the most mentioned being (in descending order):

- Hedgerows
- Farmland and agricultural land
- Roadside verges
- Parks and gardens
- Brownfield sites
- Peatlands

The strategy contains priorities and associated measures that relate to each of the above habitats, for example priority **FRM_P05** ‘Expand the hedgerow network’ relating to hedgerows and priority **GRA_P07** ‘Enhance road verges’ relating to roadside verges. There are a number of priorities and associated measures linked to the enhancement of farmland and agricultural land, which are listed under habitat category ‘Farmland (FRM)’.

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The responses to the public survey around species were evenly spread between which groups of species were felt to be important in relation to nature recovery, with no group standing out strongly. Written responses had a strong skew (28%) towards messages that all species were important and local nature recovery should be holistic and value the interconnectedness of habitats and the species reliant upon them. Plants and fungi were strongly felt to be important as underpinning a wide range of other species (mentioned by 34% of respondents). The LNRS has worked to incorporate these aspirations into the priorities and measures, so that rare habitats and interconnecting farmland and urban spaces are included to maximise the potential spaces available for as many species as possible across our landscapes.

Many respondents highlighted the importance of soil organisms, such as earthworms, and soil health. A number of measures within our farmland, grassland and water and wetland priorities directly work to support this; where not specified within a measure, soil health is also highlighted as an additional benefit that delivery of the priority will achieve.

Very few species were mentioned by name, and in almost all cases these are recognised as LNRS focus species, (e.g. Curlew, Hen Harrier, Tansy Beetle, Hedgehog, bat species) while others such as Pine Marten and Beaver are recognised as priority species.

For further information about the LNRS online public survey and responses received, please see Appendix 6.

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5. Do priorities and measures contribute to wider benefits from nature?

Although the focus of the strategy's priorities and measures is on enhancing nature and biodiversity through habitat improvement, they would also make positive contributions to wider benefits from nature such as pollination, flood protection and climate regulation. Each of the 39 habitat priorities (and its associated measures) can positively contribute to particular benefits from nature. These are identified under 'benefits' for each priority in the tables of priorities and measures below.

When referring to wider benefits from nature, the strategy aims where possible to use the terminology from the State of Natural Capital (SONC) Report for England 2024, produced by Natural England. It is hoped that this will provide the clearest linkages between the strategy's priorities and the wider benefits they can help to deliver, as well as connections into other areas of policy. As the strategy is biodiversity-led, the benefit of 'thriving plants and wildlife' is considered to be an inherent benefit of all of the priorities, so this has not been identified separately.

The full range of benefits from nature that the strategy's priorities and measures can contribute to are listed below. Some of the listed benefits are in addition to those identified in the State of Natural Capital report. These additional benefits are considered by regional stakeholders to be important to include in the strategy, alongside the benefits from nature identified in the State of Natural Capital Report.

Benefits from nature that LNRS priorities, and associated measures, can contribute towards:

1. Access to nature*[1]
2. Health and wellbeing*[1]
3. Educational resource*[1]
4. Sense of place*[1]
5. Carbon storage*[1]
6. Climate regulation
7. Reduced chemical use*[1]
8. Pollination
9. Soil health*[1]
10. Reduced fire risk*[1]
11. Plentiful water
12. Water quality*[1]
13. Water cooling/shading*[1]
14. Flood protection
15. Animal welfare*[1]
16. Timber and other wood products
17. Produce from the sea*[2]
18. Plant based energy
19. Aquaculture*[2]
20. Cultivated crops
21. Reared animals and outputs
22. Clean air
23. Noise regulation
24. Urban cooling
25. Erosion control
26. Pest and disease control
27. Cultural benefits*[3]

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*[1] *additional LNRS benefit from nature, not from the Natural England State of Natural Capital report*

*[2] *the benefits from nature of 'produce from the sea' and 'aquaculture' are not identified as benefits for any of the shortlisted LNRS priorities. It is not considered that any LNRS priorities would make a significant contribution to these particular benefits*

*[3] *'cultural benefits' incorporates aspects of access to nature, health and wellbeing, educational resource, and sense of place. As these benefits have been identified separately for the LNRS priorities, the term 'cultural benefits' is not used*

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6. Contribution to National Environmental Objectives (NEOs)

In 2018, the government's 25 Year Environment Plan (25YEP) established a series of goals and targets for improving the environment within a generation (by the end of 2042) and leaving it in a better state than we found it. These goals and targets are separated into the categories below:

- Clean air
- Clean and plentiful water
- Thriving plants and wildlife
- Reducing the risks of harm from environmental hazards
- Using resources from nature more sustainably and efficiently
- Enhancing beauty, heritage and engagement with the natural environment
- Mitigating and adapting to climate change
- Minimising waste
- Managing exposure to chemicals
- Enhancing biosecurity

Under the Environment Act 2021, Government is committed to reviewing the 25YEP every five years. The Environmental Improvement Plan (EIP) 2023 is the first revision of the 25YEP, which sets out the specific targets and commitments made under each of the above categories. The apex goal of the EIP is improving nature, resulting in thriving plants and wildlife, with all its other goals helping to achieve this. Whilst improving nature is the primary objective of the LNRS, and so is the focus of the priorities and measures, many of them will also contribute to the other, wider targets of the EIP.

Some of the long-term targets of the EIP that are most relevant to the LNRS include:

- Halt the decline in species abundance by 2030, and then increase abundance by at least 10% to exceed 2022 levels by 2042.
- By the end of 2042, restore or create in excess of 500,000 hectares of a range of wildlife-rich habitats outside protected sites, compared to 2022 levels.
- Increase tree canopy and woodland cover to 16.5% of total land area by 2050.
- Reduce nitrogen, phosphorus and sediment pollution from agriculture into the water environment by 40% by 31 December 2038, compared to a 2018 baseline.

The EIP targets are referred to collectively as the National Environmental Objectives (NEOs). Implementation of the priorities and measures of the LNRS will help achieve these targets.

The potential contribution that an individual priority could make to one or more of the NEOs was considered as one of the scoring criteria in the LNRS prioritisation process, with priorities that stakeholders felt would make a positive contribution to NEOs being given higher scores against this criterion. See Appendix 1 for further detail on the prioritisation process and selection of the shortlisted priorities.

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7. Who is the document for?

This document is for everyone across North Yorkshire and York. Everyone can take action for nature and play a part in local nature recovery, working collaboratively towards our vision:

> ***To work together to enhance, expand, restore and connect our region's habitats for thriving nature across North Yorkshire and York.***

From policymakers and decision-takers to conservation and nature organisations, farmers, landowners, community groups and the general public, the strategy is intended to provide a collaborative focus that we can collectively work towards to enhance our region's nature, and the wider benefits from nature, that we all enjoy.

Whilst the strategy is nature-focused and biodiversity-led, this document can also be used by wider stakeholders working in other related sectors, such as flood protection, climate regulation, and public health and wellbeing. As outlined in Section 5 above, each priority lists the wider benefits from nature that it would positively contribute to. This information can be used by wider stakeholders to identify relevant priorities, and their associated measures, relevant to their areas of work.

When considering the strategy's priorities and associated measures (actions), users should refer to this document alongside the Local Habitat Map. Measures are noted in the tables in Section B as being either 'mapped' or 'unmapped'. Mapped measures also appear on the Local Habitat Map, as undertaking these measures in particular locations would be especially beneficial. Unmapped measures are those that would have a similar benefit if undertaken in a wider range of locations and are therefore not location specific. When considering which measures could be undertaken in a particular area or location, users of the strategy should refer to both the mapped and unmapped measures.

Landowners, land managers and farmers

Landowners, land manager and farmers can use this document to:

- inform the measures (actions) they could carry out on their land
- inform and support applications for funding and delivery of projects

The sections relating to Farmland (FRM) and Grassland (GRA) priorities in Section B will be of particular relevance, but there will also be priorities and measures from other habitat sections that could be delivered within some areas of our farmed landscape.

NGOs and partnerships

Non-governmental organisations (NGOs) and partnerships can use this document to:

- inform the measures (actions) they could carry out on their land, or land owned by project partners

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- inform and support applications for funding and delivery of projects

Developers and planners

Developers and planners can use this document to:

- support the integration of nature into the planning and development process
- inform the measures (actions) being undertaken as part of on-site and off-site habitat creation through Biodiversity Net Gain (BNG)

Business

Businesses can use this document to:

- help identify opportunities for investment into natural capital in North Yorkshire and York
- inform the measures (actions) they could carry out on their land and buildings

Town and Parish Councils and Community groups

Town and parish councils and community groups can use this document to:

- inform the measures (actions) they could carry out in their local community
- inform and support applications for funding and delivery of projects

Schools

Schools can use this document to:

- help identify opportunities for learning and education related to nature recovery and enhancement of biodiversity
- inform the measures (actions) they could carry out on their land and buildings

‘Educational resource’ is identified as one of the wider benefits from nature that the strategy’s priorities can contribute to (see Section 5 above). Priorities that have ‘educational resource’ identified as a benefit may be particularly relevant to nature-related learning.

Residents

Residents of North Yorkshire and York can use this document to:

- inform the measures (actions) they could carry out in and around their homes and private gardens

The section relating to Urban (URB) priorities in Section B will be of particular relevance, but there may also be measures from other habitat sections that could be delivered within some privately-owned properties and gardens.

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8. How was the list made?

The final list of priorities and associated measures is the outcome of collaboration with a wide range of stakeholders from across our region, including organisations involved in nature recovery, organisations representing farmers and landowners, regional experts, local community and 'friends of' groups, representatives from our National Parks and National Landscapes, utility companies, rivers trusts, and many others.

Stakeholders were asked to put forward their suggestions for potential opportunities for nature recovery (which would later become priorities) at a series of habitat-themed workshops during early summer 2024. Attendees were asked to suggest both opportunities and the potential measures that could help to deliver those opportunities, so that the measures would be closely linked to a given opportunity. Wider stakeholders and other interested parties not in attendance at the workshops could submit opportunities and associated measures via email. This process produced a longlist of over 100 nature recovery opportunities for our region. See Appendix 4 for the longlisted opportunities that were not included on the final shortlist.

A prioritisation panel was convened during May 2024, made up of representatives from 12 key stakeholder organisations, including the four LNRS Supporting Authorities (Natural England, City of York Council, North York Moors National Park Authority, and Yorkshire Dales National Park Authority). Panel members scored each of the 107 longlisted nature recovery opportunities against 12 scoring criteria (7 ecological criteria and 5 criteria relating to wider benefits from nature). The longlist of opportunities was then ranked according to the scores given by the panel members, and the top 25 highest-scoring opportunities were selected as the foundation of the shortlisted priorities. The project team, in consultation with key stakeholders, then selected a further 15 opportunities from the longlist to provide broader representation of the themes and habitats that had been identified during the longlisting process, and these were added to the shortlisted priorities, giving a total of 40 habitat priorities.

The resulting shortlist of nature recovery priorities was presented to regional stakeholders at a further workshop in June 2024, with stakeholder representatives being asked to provide their comments and feedback on the initial shortlist. One of the outcomes of this workshop was the suggested addition of the 5 overarching priorities, which were seen by stakeholders to be key, cross-cutting themes with a range of objectives that should be considered in all nature recovery activity.

Following this workshop, the shortlist of priorities and measures went through several further rounds of refinement with regional stakeholders, resulting in the 44 priorities presented in the tables below (5 overarching priorities and 39 habitat priorities). See Appendix 1 for further detail on the prioritisation process and selection of the shortlisted priorities.

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9. How do I navigate the document?

The priorities and measures are divided into 8 sections, with a table of the relevant priorities and measures in each section. The sections are set out in the following order. Each section has a three-letter code, which also prefixes the priorities and measures in that section (noted in brackets below):

1. Overarching priorities (OVR)
2. Farmland priorities (FRM)
3. Upland priorities (UPL)
4. Grassland priorities (GRA)
5. Woodland priorities (WLD)
6. Water and wetlands priorities (WET)
7. Urban priorities (URB)
8. Coastal priorities (CST)

Each priority has a unique priority code (e.g. FRM_P01), a summary name (e.g. Enhance and expand arable field margins), and a priority statement. Each measure has a unique measure code (e.g. FRM_M01.1) and a measure statement. It is intended that the priority and measure codes will make it easier for strategy users to refer to a particular priority or measure.

Each measure is also identified in the tables in Section B as either being a ‘direct action’ measure, or an ‘enabling activity’ measure, as well as being either a ‘mapped’ or ‘unmapped’ measure.

Direct action and enabling activity measures:

Most of the identified measures are direct actions to benefit nature through enhancing existing habitats or creating new habitats. These are identified in the tables as ‘direct action’ measures. There are a smaller number of measures that would help more broadly to enable and support these direct actions to take place, for example through providing case studies or identifying and mapping areas of existing habitat, but would not in themselves result in habitat enhancements. These are identified in the tables as ‘enabling activity’ measures.

Mapped and unmapped measures:

Some of the identified measures could be carried out widely across the geography of North Yorkshire and York and are not location-specific, or we do not have sufficient data to be able to link them to a specific location. These are identified as ‘unmapped’ measures. Other measures are considered to have the potential greatest benefits for nature if they were to be carried out in more specific locations across our region. These are identified as ‘mapped’ measures and appear on the Local Habitat Map mapping platform, which can be accessed via this link.

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Links between priorities and measures:

All measures are directly linked to a priority and the codes are designed to reflect this. For example, measure UPL_M**06**.2 relates to priority UPL_P**06** ('UPL' denotes this is an upland priority and measure, 'P' denotes a priority, and 'M' denotes a measure). Measure URB_M**04**.4 relates to priority URB_P**04** ('URB' denotes that this is an urban priority and measure).

There are several measures that are closely linked to another priority or measure. Where a measure is also relevant to be considered alongside another priority or measure, these linkages have been identified in the tables with the wording 'Also see related priority/measure XX'.

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Section B – Priorities and Measures for the North Yorkshire and York LNRS

Overarching Priorities (OVR)

Through discussion with stakeholders, it was decided that the strategy needed to include several high level 'overarching' priorities, which are relevant for consideration across all habitat types. The overarching priorities were developed from key themes that emerged during stakeholder workshops, such as enhancing habitat connectivity and controlling invasive non-native species (INNS) across our geography.

The overarching priorities differ from the habitat priorities in that they do not include associated measures, as they do not relate to specific habitat interventions. Instead, each overarching priority contains wider objectives that would help to support nature recovery across our region and would therefore contribute to achieving the priority.

Priorities:

- Enhance the connectivity between areas of good-quality existing habitat across North Yorkshire and York through the creation of appropriate new habitat between existing sites, to improve connectivity for key species.
- Undertake actions to benefit key species within North Yorkshire and York, particularly those requiring specific interventions.
- Control and seek to eradicate invasive non-native species (INNS) throughout North Yorkshire and York.
- Work collaboratively with all sectors across North Yorkshire and York to enhance coordinated regional action to benefit nature and seek to increase public knowledge, awareness and understanding of nature and its wider benefits.
- Enhance the ecological data and evidence base across North Yorkshire and York and share knowledge between all organisations and individuals undertaking actions to benefit nature.

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Priority:	
OVR_P01	**Enhance habitat connectivity** Enhance the connectivity for key species between areas of good-quality existing habitat across North Yorkshire and York through the creation of appropriate new habitat.
Objectives:	
1	Identify areas of good-quality existing habitat that would benefit from being connected.
2	Enhance the connecting sites between areas of existing good-quality habitat to provide greater connectivity between them.
3	Create new areas of habitat to act as stepping stones between areas of existing good-quality habitat to provide greater connectivity between them.
4	Use existing road, rail, river and footpath corridors (including national trails) as opportunities to increase habitat connectivity and better connect urban and rural areas.
Priority:	
OVR_P02	**Undertake actions to benefit key species** Undertake actions to benefit key species within North Yorkshire and York, particularly those requiring specific interventions.
Objectives:	
1	Introduce species into areas of suitable habitat, where appropriate, and implement bespoke management for them to establish.
2	Support the propagation of relevant plant species, particularly those that are rare or have poor dispersal capabilities, through growing seeds and plug plants.
3	Undertake actions to support migratory species such as fish.
Priority:	
OVR_P03	**Control invasive non-native species** Control and seek to eradicate invasive non-native species (INNS) throughout North Yorkshire and York.
Objectives:	
1	Implement a coordinated approach to the control of INNS across North Yorkshire and York, including the development of a regional biosecurity plan.
2	Work with regional partners, organisations, and projects to improve INNS monitoring and reporting across North Yorkshire and York.
3	Implement measures to mitigate the spread of INNS when undertaking any works (e.g. the removal of barriers from watercourses).

Priority:	
OVR_P04	**Enhance nature-related engagement, outreach and collaboration** Work collaboratively with all sectors across North Yorkshire and York to enhance coordinated regional action to benefit nature and seek to increase public knowledge, awareness and understanding of nature and its wider benefits.
Objectives:	
1	Promote collaborative partnership working between regional partners, organisations and other stakeholders to enhance coordinated, strategic action for nature.
2	Work with statutory bodies (e.g. Internal Drainage Boards), local authorities, including the Mayoral Combined Authority, and other agencies to increase collaborative action that will benefit nature, and seek to incorporate nature into other regional plans and policies.
3	Work with the land management and farming sector through engagement and outreach to increase collaborative action that will benefit nature.
4	Engage and collaborate with communities and local groups, including through Parish Councils, to encourage local initiatives and other local actions that will benefit nature.
5	Increase public knowledge, awareness and understanding of nature and its wider benefits and suggest actions that individuals can take to benefit nature, including volunteering or becoming a member of (or donating to) a nature conservation organisation.
Priority:	
OVR_P05	**Enhance the data and evidence base and share knowledge** Enhance the ecological data and evidence base across North Yorkshire and York and share knowledge between all organisations and individuals undertaking actions to benefit nature.
Objectives:	
1	Identify and map important areas of existing habitat to understand its current distribution and help target efforts to enhance, expand, restore and connect it.
2	Use historic mapping, records and traditional knowledge to inform evidence gaps and identify former areas of habitat that could be recreated or restored.
3	Share knowledge and case studies of existing good practice and projects that have achieved successful nature enhancement outcomes.
4	Ensure that actions intended to benefit nature are evidence-based and scientifically proven (e.g. based on the Oxford Conservation Evidence database).
5	Undertake monitoring, maintain records and provide reporting where actions to benefit nature have been implemented, to understand their outcomes and effectiveness and help build a regional evidence base.

Habitat Priorities

Farmland (FRM)

Farmland makes up over 70% of North Yorkshire and Yorks's land area. To achieve our ambition to better connect our important habitats and allow species to migrate, we must maximise opportunities to create spaces for nature across our farmed landscapes. Habitats such as hedgerows and trees, flower-rich field margins and ditches already make farmland important places for nature. However, there are many opportunities to make small and big changes to the way our farms are managed, that can make the farm businesses more resilient to pests, diseases, drought and flood events, whilst also creating more space for nature to thrive in these working landscapes.

Priorities:

- Enhance and expand the floristic value of arable field margins to increase total biodiversity, reduce the need for inputs and support pollinator and farmland bird populations.
- Expand the use of trees outside woodlands (e.g. agroforestry), to increase connectivity in the farmed environment and support farm productivity.
- Promote farming practices that create greater business resilience and improvements for biodiversity.
- Promote changes in land use practices, including increasing the diversity of grass sward and improving soil health, to increase the resilience of farmland for livestock and wildlife.
- Enhance existing hedgerow structure and diversity through encouragement of traditional management practices and hedgerow tree establishment. Expand the network of hedgerows as wildlife corridors and connecting other habitats.

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Priority:				
FRM_P01	**Enhance and expand arable field margins**			
	Enhance and expand the floristic value of arable field margins to increase total biodiversity, reduce the need for inputs and support pollinator and farmland bird populations.			
Benefits:	• Carbon storage • Climate regulation • Reduced chemical use	• Pollination • Soil health • Water quality	• Cultivated crops • Pest and disease control	
Focus species:	• Arable Flowers • Harvest Mouse	• Turtle Dove • Tree Sparrow	• Necklace Ground Beetle • Latticed Heath	
Measures (Actions):				
FRM_M01.1	Expand field margins, including promoting the rationalising of field margins ('squaring-up') of existing arable fields.	Direct action	Unmapped	
FRM_M01.2	Increase the floristic value of field margins through promotion of relevant options under current Environmental Land Management schemes (ELMs) e.g. Sustainable Farming Incentive (SFI).	Direct action	Unmapped	
FRM_M01.3	Identify the species associated with specific land-management types (e.g. Bryophytes associated with winter stubble).	Enabling activity	Unmapped	
Priority:				
FRM_P02	**Expand trees outside woodlands**			
	Expand the use of trees outside woodlands (e.g. agroforestry), to increase connectivity in the farmed environment and support farm productivity.			
Benefits:	• Sense of place • Carbon storage • Climate regulation	• Pollination • Soil health • Animal welfare	• Cultivated crops • Erosion control	
Focus species:	• Tree Sparrow • Bats	• Grey Partridge	• Turtle Dove	
Measures (Actions):				
FRM_M02.1	Increase tree and scrub cover by identifying existing less sensitive pasture that would be suitable for infield agroforestry. Farm conservation advisors to promote the associated Environmental Land Management schemes (ELMs) / Sustainable Farming Incentive (SFI) options that would benefit connectivity in the farmed environment, and create food sources for beneficial species (e.g. foraging bats, pollinators, farmland birds).	Direct action	Unmapped	

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FRM_M02.2	Promote the benefit of Trees Outside Woodlands, including futureproofing for loss of mature trees e.g. through Ash dieback. Raise awareness with land managers through workshops and site visits of the opportunities and benefits of agroforestry where closed canopy woodland tree-planting is not required or desired.	Enabling activity	Unmapped	Also see related priority **WLD_P01**

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Priority:			
FRM_P03	**Promote high nature value farming practices** Promote farming practices that create greater business resilience and improvements for biodiversity.		
Benefits:	• Educational resource • Reduced chemical use • Pollination	• Soil health • Water quality • Pest and disease control	
Focus species:	• Swift • Bats	• Grey Partridge • Harvest Mouse	• Necklace Ground Beetle • Latticed Heath

Measures (Actions):				
FRM_M03.1	Promote established and innovative farming techniques, (e.g. precision farming, drones) to farmers, non-governmental organisations (NGOs) and non-governmental advisors, along with machinery-sharing schemes to enable smaller farmers to be able to adopt some innovative farming techniques.	Enabling activity	Unmapped	
FRM_M03.2	Reduce or remove the use of artificial fertilisers and chemical application through alternative farming techniques. Promote farming practices that create greater resilience and improvements for biodiversity, including natural pest predators, such as bats, owls, swallows.	Direct action	Unmapped	
FRM_M03.3	Support land management collaboration with appropriate guidance to facilitate the targeting of interventions to the most appropriate locations. Work with farm advisory services to support existing and encourage new farmer cluster groups. Respond to Environmental Land Management schemes (ELMs) options for species-rich grassland through training/advice/support.	Enabling activity	Unmapped	
FRM_M03.4	Provide case studies of existing good-practice and complementary options (e.g. Environmental Land Management schemes (ELMs)) such as ditch management for wildlife and water quality.	Enabling activity	Unmapped	
FRM_M03.5	Raise awareness of the Natural Capital benefits of these measures e.g. business resilience, including farm visits & access to nature; sustainable tourism.	Enabling activity	Unmapped	
FRM_M03.6	Improve soil health through sharing knowledge and best practice. Promote baseline soil health measurements (e.g. earthworm monitoring) and regular monitoring to measure change. Encourage take-up of relevant funding option(s).	Direct action	Unmapped	

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Priority:			
FRM_P04	**Promote changes in grassland management** Promote changes in land use practices, including increasing the diversity of grass sward and improving soil health, to increase the resilience of farmland for livestock and wildlife.		
Benefits:	• Carbon storage • Climate regulation • Reduced chemical use • Pollination	• Soil health • Plentiful water • Water quality • Flood protection	• Animal welfare • Reared animals and outputs
Focus species:	• Short-eared Owl • Yellow Wagtail	• Harvest Mouse	• Necklace Ground Beetle

Measures (Actions):				
FRM_M04.1	Raise awareness of alternative land management approaches with land managers that will lead to improvements in biodiversity, livestock health and efficiencies (quicker throughputs), reduction in chemical reliance, improve water-retention properties of land to store carbon. Make use of case studies and good communication between stakeholders and advisors.	Enabling activity	Unmapped	
FRM_M04.2	Encourage uptake of more diverse and sympathetic grazing practices e.g. rotation of stock, new technologies, different livestock breeds (smaller, native, hardy).	Direct action	Unmapped	
FRM_M04.3	Improve soil health through sharing knowledge and best practice. Promote baseline soil health measurements (e.g. earthworm monitoring) and regular monitoring to measure change. Encourage take-up of relevant funding option(s).	Direct action	Unmapped	
FRM_M04.4	Increase sward diversity which will give a range of rooting depths and will then require different stock at different times of the year.	Direct action	Unmapped	
FRM_M04.5	Reduce soil compaction to improve soil structure and increase water infiltration by ensuring the right machinery types are chosen and used appropriately, and by ensuring appropriate stocking rates.	Direct action	Unmapped	

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Priority:			
FRM_P05	**Expand the hedgerow network** Enhance existing hedgerow structure and diversity through encouragement of traditional management practices and hedgerow tree establishment. Expand the network of hedgerows as wildlife corridors and connecting other habitats.		
Benefits:	• Access to nature • Health and wellbeing • Educational resource	• Sense of place • Carbon storage • Climate regulation	• Pollination • Animal welfare • Erosion control
Focus species:	• Hedgehog • Harvest Mouse	• Short-eared Owl • Tree Sparrow	• Necklace Ground Beetle • Bats

Measures (Actions):				
FRM_M05.1	Identify and map fragmented patches of woodland that would benefit from being connected with hedgerows to ensure diversity and ease movement of species, e.g. birds, mammals, pollinators.	Enabling activity	Unmapped	Also see related measure **WLD_M02.1**
FRM_M05.2	Enhance and restore existing hedgerows by planting up gaps with a diversity of native species, carrying out hedge laying and responsible coppicing where required, and tree establishment within hedgerows.	Direct action	Unmapped	
FRM_M05.3	Promote the variety of age and height structures of hedgerow networks by transitioning from annual to sequential hedgerow cutting (e.g. every 2-3 years).	Direct action	Unmapped	
FRM_M05.4	Manage tree-health issues in hedgerows (e.g. Ash), including managing at-risk trees to retain wildlife benefits e.g. monolith and ecopole creation.	Direct action	Unmapped	
FRM_M05.5	Create buffers alongside hedgerows that exceed 2m width, where possible. Maximise diversity of these by including woodland flora and ancient woodland indicator species (via seeding and/or plug plants of local provenance).	Direct action	Unmapped	
FRM_M05.6	Plant new hedgerows with a mix of native shrub and tree species. Increase awareness and uptake of existing hedgerow creation schemes.	Direct action	Unmapped	

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Upland (UPL)

Our farmed upland landscapes are a stronghold for nationally and internationally important habitats, such as limestone pavement, upland heathland, blanket bog, upland hay meadows, calcareous grasslands, mires, flushes and other wetland features. These are home to a vast number of specialist species reliant upon these unique habitats. Our uplands provide the source of multiple rivers in our area, thereby linked to opportunities to reduce water pollution, and reduce the impacts of flood events by storing more water upstream. Many of the habitats excel at storing carbon, essential to our ambitions to reduce carbon emissions, and adapt to climate change.

Priorities:

- Identify ideal management for different types of Limestone Pavement and associated habitats, to promote a diversity of the habitat and management approaches. Expand species-rich connecting habitat (species-rich upland calcareous grassland or scrub) between isolated parcels of Limestone Pavement to connect this fragmented habitat.
- Enhance the species richness of existing upland calcareous grassland sites and adjacent land. Increase the quality of calcareous grassland sites between these species-rich sites, to provide connectivity for upland specialist species.
- Enhance the species richness of existing upland hay meadow sites and adjacent land. Restore and create species-rich grasslands between these fragmented sites to provide connectivity for specialist species.
- Enhance the wetness and diversity of sward structure of upland acid grassland sites to increase connectivity for wading birds.
- Enhance the diversity, height and structure of existing upland dry heathland sites. Restore and create new upland dry heathland using existing poor acid grassland and increased scrub to provide greater connectivity for specialist species.
- Enhance and expand wet heath adjacent to existing blanket bog to prevent drying out. Where appropriate rewet dry heath sites to reverse the decline of this increasingly rare habitat.
- Enhance the wetness and diversity of existing blanket bog sites and adjacent land to prevent drying out. Identify areas of deep peat and historic bog habitat and work with landowners to restore these to functioning peatland habitats.
- Expand the range of habitats present along the moorland fringe, including woodland, scrub and rough grassland, to reduce fire risk and increase numbers of key species.

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Priority:

UPL_P01 Management and connection of limestone pavement habitats

Identify ideal management for different types of Limestone Pavement and associated habitats, to promote a diversity of the habitat and management approaches. Expand species-rich connecting habitat (species-rich upland calcareous grassland or scrub) between isolated parcels of Limestone Pavement to connect this fragmented habitat.

Benefits:
- Access to nature
- Health and wellbeing
- Educational resource
- Sense of place
- Pollination
- Soil health

Focus species:
- Geyer's Whorl Snail
- Frog Orchid
- Burnet Companion
- Juniper
- Necklace Ground Beetle
- Dropwort

Measures (Actions):

UPL_M01.1	Identify and map Limestone Pavement coverage (and associated scree and scar rocky habitats where relevant) to understand its current state and potential location for calcareous grassland to be restored as a buffer, building on Lancaster University's re-survey of the UK's limestone pavement resource.	Enabling activity	Unmapped	
UPL_M01.2	Reduce grazing to create a diversity of Limestone Pavement habitats, including limestone grassland, limestone outcrops, base-rich flushes, and scrub.	Direct action	Mapped	
UPL_M01.3	Modify the management of the connecting sites (e.g. limestone grassland, limestone outcrops, base-rich flushes, scrub), introduce locally collected seeds appropriate to Limestone Pavement habitats.	Direct action	Mapped	

Priority:

UPL_P02 Enhance and restore upland calcareous grassland

Enhance the species richness of existing upland calcareous grassland sites and adjacent land. Increase the quality of calcareous grassland sites between these species-rich sites, to provide connectivity for upland specialist species.

Benefits:
- Carbon storage
- Climate regulation
- Pollination
- Soil health
- Reared animals and outputs

Focus species:
- Burnet Companion
- Northern Brown Argus
- Dropwort
- Field Gentian
- Birds-eye Primrose
- Waxcap fungi

Measures (Actions):

UPL_M02.1	Identify appropriate shallow soil grassland sites where an increase in plant species diversity can be achieved through changing grazing regimes. This will lead to an increase in pollinators. Undertake surveys to identify the extent of carbon stored by grassland fungi and the area they cover. Research if and how this soil ecosystem can be restored.	Enabling activity	Unmapped	

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UPL_M02.2	Develop and support the propagation of calcareous plant species, particularly those that are rare or with poor dispersal capabilities, to augment creation and restoration sites (growing of seeds and planting out plugs).	Enabling	Unmapped	
UPL_M02.3	Enhance upland calcareous grassland through optimal grazing management (reduce stock numbers, alter stock type to include more cattle), and manage scrub to an appropriate percentage.	Direct action	Mapped	
UPL_M02.4	Revert improved calcareous grassland sites back to semi-improved calcareous grassland to increase the connectivity between sites of unimproved calcareous grassland. Undertake soil surveys to establish the local requirements. Modify inputs to try and return the soil to the calcareous state.	Direct action	Mapped	
Priority: **UPL_P03**	**Enhance upland hay meadows** Enhance the species richness of existing upland hay meadow sites and adjacent land. Restore and create species-rich grasslands between these fragmented sites to provide connectivity for specialist species.			
Benefits:	• Access to nature • Health and wellbeing • Sense of place • Pollination • Plentiful water			
Focus species:	• Devil's-bit Scabious • Petty Whin • Necklace Ground Beetle			
Measures (Actions):				
UPL_M03.1	Enhance and maintain existing upland hay meadows through traditional management e.g. cut and collect with aftermath grazing. Increase the wetness of sites, where appropriate, by improving the management and blocking drains, to improve their condition and provide more appropriate conditions for specialist species.	Direct action	Mapped	
UPL_M03.2	Increase grassland diversity in neighbouring fields to buffer known upland hay meadow sites, including conversion of pasture and the use of green hay from local donor sites, leading to an increase in invertebrates and birds, specifically Twite.	Direct action	Mapped	Also see related measures **UPL_M03.4** **WET_M06.3**
UPL_M03.3	Increase the diversity of nearby neutral grasslands (including former hay meadows) to expand this habitat and act as stepping stones between upland hay meadow sites, via green hay spreading and introducing plug plants. Use appropriate seed mix where green hay is limited. Implement appropriate management.	Direct action	Mapped	Also see related measures **UPL_M03.4** **WET_M06.3**
UPL_M03.4	Undertake mapping of green hay donor and receptor sites and locations identified where material is to be grown on to produce plug plants and seed at scale.	Enabling activity	Unmapped	Also see related measure **WET_M06.3**

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Priority:				
UPL_P04	**Enhance acid grassland**			
	Enhance the wetness and diversity of sward structure of upland acid grassland sites to increase connectivity for wading birds.			
Benefits:	• Pollination • Soil health	• Plentiful water • Reared animals and outputs		
Focus species:	• Tormentil Mining Bee	• Black Grouse	• Waxcap fungi	
Measures (Actions):				
UPL_M04.1	Carry out surveys to identify upland acid grassland locations and understand where this habitat is more appropriate than upland dry heath creation/ restoration.		Enabling activity	Unmapped	Also see related priority **UPL_P05**
UPL_M04.2	Enhance existing upland acid grassland through appropriate grazing, no mechanical operations in breeding season, and re-wetting or adding scrapes where required.		Direct action	Mapped	
Priority:				
UPL_P05	**Enhance upland dry heath**			
	Enhance the diversity, height and structure of existing upland dry heathland sites. Restore and create new upland dry heathland using existing poor acid grassland and increased scrub to provide greater connectivity for specialist species.			
Benefits:	• Access to nature • Health and wellbeing • Climate regulation	• Pollination • Soil health • Reduced fire risk	• Erosion control	
Focus species:	• Petty Whin • Merlin • Ring Ouzel	• Hen Harrier • Adder	• Small Yellow Underwing • Round-leaved Sundew	
Measures (Actions):				
UPL_M05.1	Engage with local landowners, farmers, Yorkshire Peat Partnership and Protected Landscape teams to identify best possible actions to improve the health of our heather/peat moorlands, increasing native moorland species, supporting climate change adaptation, and increasing opportunities for people to engage with moorlands.		Enabling activity	Unmapped	
UPL_M05.2	Enhance and restore existing upland dry heathland by amending grassland grazing regimes and grazing species to encourage the development of heath, where this will not impact negatively on the upland acid grassland network. Introduce species where necessary.		Direct action	Mapped	Also see related priority **UPL_P04**

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UPL_M05.3	Undertake appropriate burning or cutting regimes once heath develops, with predator control where appropriate to support the success of ground-nesting birds. Implement wildfire management plans once heath is suitably developed, including the creation of firebreaks.	Direct action	Mapped	
UPL_M05.4	Carry out scrub management as heath develops to maintain a level of scrub that provides connectivity between patches of heath to benefit key bird species e.g. Merlin, Ring Ouzel, Black Grouse.	Direct action	Mapped	
UPL_M05.5	Collect seeds/cuttings of Petty Whin from plants on the North York Moors and grow on to support the recovery of this species.	Direct action	Mapped	
UPL_M05.6	Create upland dry heathland on species-poor acid grassland where appropriate, by reducing grazing pressure and reseeding to increase heather component.	Direct action	Mapped	Also see related priority **UPL_P04**
Priority:				
UPL_P06	**Enhance wet heath** Enhance and expand wet heath adjacent to existing blanket bog to prevent drying out. Where appropriate rewet dry heath sites to reverse the decline of this increasingly rare habitat.			
Benefits:	• Carbon storage • Climate regulation • Reduced fire risk • Plentiful water • Water quality • Flood protection			
Focus species:	• Adder • Small Yellow Underwing • Black Grouse • Bilberry Bumblebee			
Measures (Actions):				
UPL_M06.1	Identify opportunities for buffering along recreation routes through blanket bog.	Enabling activity	Unmapped	
UPL_M06.2	Explore with historic environment teams opportunities to restore former and current peat cutting sites.	Enabling activity	Unmapped	Also see related measure **UPL_M07.2**
UPL_M06.3	Enhance existing wet heath by amending grazing regime and type where required (e.g. reduction in sheep, increase in cattle) and introduce species (e.g. sphagnum and cottongrass) where required.	Direct action	Mapped	
UPL_M06.4	Carry out grip and gully blocking to increase wetness where this will not impact negatively on the maintenance of important dry heath sites, this will also help to reduce fire risk. Amend the grazing regime and grazing species, and introduce species (e.g. sphagnum and cotton grass plug plants) better suited to wet habitat. Avoid burning as this increases the drying out of sites.	Direct action	Mapped	Also see related priority **UPL_P05**

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Priority:			
UPL_P07	**Enhance blanket bog** Enhance the wetness and diversity of existing blanket bog sites and adjacent land to prevent drying out. Identify areas of deep peat and historic bog habitat and work with landowners to restore these to functioning peatland habitats.		
Benefits:	• Carbon storage • Climate regulation • Reduced fire risk	• Plentiful water • Water quality • Flood protection	
Focus species:	• Bilberry Bumblebee	• Adder	• Round-leaved Sundew

Measures (Actions):				
UPL_M07.1	Identify areas of shallow peat that can be expanded, or peat formation re-started.	Enabling activity	Unmapped	
UPL_M07.2	Use peat maps to identify former extent of peat resource and understand ability to restore active hydrological processes to identify areas where blanket bog has been lost, and where peat formation could be re-started. Explore with historic environment teams opportunities to restore former and current peat cutting sites through re-wetting and sphagnum inoculation.	Enabling activity	Unmapped	Also see related measure **UPL_M06.2**
UPL_M07.3	Buffer, improve, and better connect all blanket bog and prioritise restoration of peat on open habitats in North Yorkshire and York. Use hydrological mapping systems to better understand how blanket bogs are connected and interact, and implement measures to rewet and enhance degraded blanket bogs, e.g. grip and gully blocking. This will also help to reduce fire risk.	Direct action	Mapped	
UPL_M07.4	Amend the grazing regime and grazing species as required, and introduce species (e.g. sphagnum and cottongrass plug plants) better suited to wet habitat. Avoid burning as this increases the drying out of sites.	Direct action	Mapped	
UPL_M07.5	Explore creation of a North Yorkshire based plant nursery specialising in growing of sphagnum plug plants and other specialist upland plant species (current stock comes from Loughborough).	Enabling activity	Unmapped	
UPL_M07.6	Enlarge areas of blanket bog by removal of trees on peat in carefully targeted and highly restorable locations supported by the: "Decision Support Framework for Peatland Protection". Identify areas with landowners that are suitable and feasible for peatland restoration or wooded peatland mosaics. These areas will be functionally connected to existing peatland bodies that haven't been heavily modified by land use operations. The characteristics of these areas can be seen on the Forest to Bog tool.	Direct action	Unmapped	

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Priority:			
UPL_P08	**Expand moorland fringe habitats** Expand the range of habitats present along the moorland fringe, including woodland, scrub and rough grassland, to reduce fire risk and increase numbers of key species.		
Benefits:	• Carbon storage • Climate regulation	• Reduced fire risk	
Focus species:	• Black Grouse • Ring Ouzel • Red Squirrel	• Hawfinch • Latticed Heath	• Curlew • Bilberry Bumblebee

Measures (Actions):				
UPL_M08.1	Use aerial imagery to identify areas where existing sites could be connected.	Enabling activity	Unmapped	
UPL_M08.2	Create a suitable mix of habitats adjacent to existing sites via different mechanisms, e.g. natural regeneration, deer control, livestock exclusion, vegetation management to mitigate against wildfires.	Direct action	Mapped	
UPL_M08.3	Increase habitat for breeding waders, including rough pasture, by promoting suitable agri-environment options, working with local communities, continued monitoring, "right tree, right place" approach (replace coniferous plantation with native species rich), and predator control where appropriate.	Direct action	Unmapped	
UPL_M08.4	Increase tree and woodland cover in areas of moorland edge that will not compromise the presence of existing priority species (e.g. Black Grouse, Ring Ouzel, breeding waders, Hazel Dormouse, Red Squirrel, Butterflies).	Direct action	Unmapped	Also see related priority **WLD_P04**
UPL_M08.5	Create new, buffer and connect existing woodland with appropriate species specifications, encouraging natural regeneration where possible.	Direct action	Mapped	Also see related priority **WLD_P04**

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Grassland (GRA)

Grasslands are important habitats for wildlife, in their own right and also as connecting and buffering land for other habitat types. Some of our grasslands and fantastically rich in wildflowers that make them vital homes and stepping stones for pollinators, whilst others are important feeding and nesting sites for species such as farmland birds and wading birds. Good populations of fungi such as waxcaps can highlight unimproved, low-nutrient grasslands, a rare and threatened habitat in England. Road verges can also often be remnant unimproved grasslands and act as important corridors for species to move across our landscapes.

Lowland calcareous grasslands are found spread across our area and can often be very species-rich. Our acid grasslands tend to support a lower number of specialist species, but can also help buffer and connect our remnant lowland heathland sites.

Species-poor grasslands have often been lost in place of creating other habitat types, such as woodland, or for other land uses such as housing, renewable energy or more productive farmland. It is important we recognise their inherent value to support and connect nature in decision making. We can protect, enhance and expand the semi-natural grassland resource by linking their management to human interests, such as providing feedstocks for local green energy, supporting pollinators, or supporting regenerative farming practices.

Priorities:

- Expand or buffer existing species-rich grassland sites through changes to management regimes.
- Enhance and connect strategically important grasslands, to provide benefits for a range of bird species and pollinators.
- Enhance the species richness of existing lowland calcareous grassland sites and adjacent land. Increase the quality of calcareous grassland sites between these species-rich sites, to provide connectivity for specialist species.
- Enhance the species richness of existing magnesian limestone grassland sites and adjacent land. Increase the quality of magnesian limestone grassland sites between these species-rich sites, to provide connectivity for specialist species.
- Expand acid grassland to buffer existing lowland heath sites.
- Restore degraded lowland heathland sites and re-create this habitat at suitable locations.
- Enhance species-richness of road verges through better management to increase their biodiversity.

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Priority:				
GRA_P01	**Enhance species-rich grassland** Expand or buffer existing species-rich grassland sites through changes to management regimes.			
Benefits:	• Carbon storage • Pollination	• Soil health • Flood protection		
Focus species:	• Waxcap fungi • Adder's-tongue Fern	• Short-eared owl	• Devil's-bit Scabious	
Measures (Actions):				
GRA_M01.1	Use historic mapping (e.g. tithe maps) and species records (e.g. waxcaps) to identify historic species-rich grasslands and focus specific versus general habitat management/development efforts. Identify sites where species-rich grassland could be created and ways to achieve this (e.g. purchase via local councils, Biodiversity Net Gain (BNG) offsetting process, York and North Yorkshire Local Investment in Natural Capital (LINC) programme).	Enabling activity	Unmapped	
GRA_M01.2	Implement alternative management practices to maximise biodiversity e.g. work with land managers and local authority teams to explore cutting regimes, pesticide and herbicide use, and mapping of 'no mow' areas.	Direct action	Unmapped	Also see related priorities **GRA_P07** **URB_P03**
Priority:				
GRA_P02	**Enhance and connect strategically important grasslands** Enhance and connect strategically important grasslands, to provide benefits for a range of bird species and pollinators.			
Benefits:	• Carbon storage • Pollination	• Soil health • Flood protection		
Focus species:	• Water Shrew • Burnet Companion	• Curlew • Lapwing	• Tormentil Mining Bee • Devil's-bit Scabious	
Measures (Actions):				
GRA_M02.1	Identify sites that provide opportunities to enhance and connect strategically important grasslands, particularly where species have connectivity challenges e.g. curlew & other waders & pollinators.	Enabling activity	Unmapped	
GRA_M02.2	Make use of the Strategically Significant Networks mapping produced by the North and East Yorkshire Ecological Data Centre (NEYEDC) to help inform the connection of existing habitats.	Enabling activity	Unmapped	
GRA_M02.3	Enhance strategically important grassland sites by utilising existing funding schemes, thus increasing the diversity of structure and species.	Direct action	Mapped	

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GRA_M02.4	Create new and expand existing rush pasture on upland fringes and lowland floodplains to increase abundances of wading birds and specialist plant species. Re-wet adjacent areas by removal/blocking of drains and addition of scrapes.	Direct action	Unmapped	

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Priority:				
GRA_P03	**Enhance lowland calcareous grassland**			
	Enhance the species richness of existing lowland calcareous grassland sites and adjacent land. Increase the quality of calcareous grassland sites between these species-rich sites, to provide connectivity for specialist species.			
Benefits:	• Carbon storage • Pollination • Soil health			
Focus species:	• Geyer's Whorl Snail • Northern Brown Argus • Burnet Companion • Burnt Orchid • Thistle Broomrape • Frog Orchid			
Measures (Actions):				
GRA_M03.1	Identify the location of existing lowland calcareous grassland sites, and opportunities to expand and restore neighbouring sites, to support pollinator populations.	Enabling activity	Unmapped	
GRA_M03.2	Enhance existing lowland calcareous grassland sites through appropriate grazing / mowing regimes and scrub management as required e.g. where it can be shown this would benefit key species (such as Duke of Burgundy and Northern Brown Argus butterflies).	Direct action	Mapped	
GRA_M03.3	Create lowland calcareous grassland at suitable sites through green hay spreading / reseeding and suitable ongoing management.	Direct action	Mapped	Also see related measures **UPL_M03.4** **WET_M06.3**
GRA_M03.4	Develop and support the propagation of calcareous plant species, particularly those that are rare or with poor dispersal capabilities, to augment creation and restoration sites (growing of seeds and planting out plugs).	Direct action	Unmapped	
Priority:				
GRA_P04	**Enhance and expand magnesian limestone grassland**			
	Enhance the species richness of existing magnesian limestone grassland sites and adjacent land. Increase the quality of magnesian limestone grassland sites between these species-rich sites, to provide connectivity for specialist species.			
Benefits:	• Carbon storage • Pollination • Soil health			
Focus species:	• Harvest Mouse • Adder • Waxcap fungi • Burnt Orchid • Thistle Broomrape • Frog Orchid			
Measures (Actions):				
GRA_M04.1	Identify key connecting road verges on Magnesian Limestone and modify the management to increase floristic diversity (e.g. remove arisings).	Direct action	Unmapped	Also see related priority **GRA_P07**

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GRA_M04.2	Manage the existing species-rich Magnesian Limestone grassland resource through sympathetic management. Increase grassland diversity on adjacent land with green hay from local donor sites, supporting pollinator populations.	Direct action	Mapped	Also see related measures **UPL_M03.4** **WET_M06.3**
GRA_M04.3	Create species-rich grassland at suitable sites across the Magnesian Limestone. Use arable reversion methods, seeding/green hay spreading, plug planting of specific key species e.g. pasque flower.	Direct action	Mapped	Also see related measures **UPL_M03.4** **WET_M06.3**
Priority: **GRA_P05** **Expand acid grassland** Expand acid grassland to buffer existing lowland heath sites.				
Benefits:	• Carbon storage • Pollination • Soil health			
Focus species:	• Waxcap fungi • Field Gentian • Heath Rivulet • Heath Dog-violet • Tormentil Mining Bee			
Measures (Actions):				
GRA_M05.1	Buffer lowland heath by managing adjacent grassland sites, using appropriate grazing and other management measures.	Direct action	Mapped	
GRA_M05.2	Create acid grassland at suitable sites. Use arable reversion methods, seeding/green hay spreading, plug planting of specific key species.	Direct action	Mapped	Also see related measures **UPL_M03.4** **WET_M06.3**
Priority: **GRA_P06** **Restore and re-create lowland heath** Restore degraded lowland heathland sites and re-create this habitat at suitable locations.				
Benefits:	• Pollination • Soil health			
Focus species:	• Adder • Heath Rivulet • Latticed Heath • Tormentil Mining Bee			
Measures (Actions):				
GRA_M06.1	Identify historic and potential lowland heath sites to enable the targeting of restoration/creation. Identify existing fragments of lowland heath to identify opportunities to reconnect existing sites.	Enabling activity	Unmapped	
GRA_M06.2	Undertake creation/restoration of lowland heath utilising seed-rich brash, green hay and other material from appropriate local donor sites, and ongoing sensitive management.	Direct action	Mapped	Also see related measures **UPL_M03.4** **WET_M06.3**

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GRA_M06.3	Create and keep open sandy areas and banks on lowland heath (through disturbance by cattle and large herbivores) to provide habitat for their associated unique flora and fauna, which have been lost. Remove topsoil on pre-existing banks or create ponds and use the spoil to create sandy banks. Regular removal of vegetation is needed to keep these areas open.	Direct action	Mapped	Also see related priority **WET_P03**

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Priority:			
GRA_P07	**Enhance road verges** Enhance species-richness of road verges through better management to increase their biodiversity.		
Benefits:	• Access to nature • Health and wellbeing • Educational resource	• Carbon storage • Reduced chemical use • Pollination	• Soil health • Flood protection
Focus species:	• Harvest Mouse • Waxcap fungi	• Field Gentian •	• Devil's-bit Scabious

Measures (Actions):				
GRA_M07.1	Review North Yorkshire Council and City of York Council policies around verge management (including within settlements) to improve management for biodiversity, including purchase of necessary equipment where required e.g. cut and collect machinery.	Enabling activity	Unmapped	
GRA_M07.2	Expand the cut and collect of verge arisings, learning from the 2024 North Yorkshire Highways pilot, including anaerobic digestion where appropriate.	Direct action	Unmapped	
GRA_M07.3	Encourage Parish Councils and local land managers to adopt nature-friendly cutting regimes.	Enabling activity	Unmapped	
GRA_M07.4	Encourage local groups to monitor local verges.	Enabling activity	Unmapped	
GRA_M07.5	Establish a strategic approach with co-operation between local authorities, drainage authorities and adjoining landowners to prevent drainage ditches being cleared onto common land or roadside verges (this creates problems of nettles and rank grasses, undoing the benefits of cut vegetation removal).	Enabling activity	Unmapped	

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Woodland (WLD)

Our area contains a variety of wooded habitats of different ages and types. Our ancient woodlands have persisted since before the 1600s and long-established woodlands prior to 1893. These woodlands may have had their tree cover and woodland structure changed from the original tree species to a range of woodland types, including conifer, mixed, and broadleaf woodlands (often after the Second World War). However, these woodlands still retain important woodland flora, contribute significantly to biodiversity and ecological resilience, and support a wide range of woodland species. These historic woodlands may require sympathetic management practices to diversify their tree species, age structure, and create additional habitats within them such as flower-rich woodland rides, glades, ponds and scrub.

It is important that such diversity is brought to younger woodlands and designed into new woodlands being planted to maximise their biodiversity. New woodland sites should as much as possible buffer and connect existing woodlands, to allow for movement of woodland species. These connecting habitats can include wood pastures, wood meadows, scrub and hedgerows, allowing them to be part of the agricultural and urban landscapes they sit within. Old and new woodlands support other priorities such as carbon sequestration, flood alleviation and recreation. Productive woodland, including new conifer plantations, can be designed to maximise opportunities for nature recovery as well as sustainable domestic timber production.

Parkland is an important habitat for our area as it is not only important historically and culturally, but hosts important populations of veteran and ancient trees. Each of these trees act as ecosystems, with some species such as oak supporting as many as 2300 species (https://www.woodlandtrust.org.uk/trees-woods-and-wildlife/british-trees/oak-tree-wildlife/), including bats, birds, fungi, and invertebrates that can only survive on dead or dying wood. These important trees are often hundreds of years old, so it is important we protect and conserve them, but also start planting our “future” veteran trees.

Priorities:

- Protect individual veteran trees and plant trees to become future veterans to provide habitat and facilitate the movement of specialist species.
- Enhance and expand species-rich wood pasture, wood meadows and open mosaic habitats as an appropriate buffer and connecting habitat between woodland and grassland sites.
- Buffer, enhance, restore and better connect fragmented patches of Ancient Woodland (including Plantations on Ancient Woodland Sites) by creating linkages with, and improving the management of, long-established woodland to increase the resilience of these sites and allow for species movement, including more specialist woodland species.

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- Increase tree and woodland cover by enhancing all types of existing woodland and creating new species-diverse woodlands, which promotes good woodland structure, increases resilience, and produces sustainable woodland products and timber.

Priority:			
WLD_P01	**Protect and expand veteran tree resource** Protect individual veteran trees and plant trees to become future veterans to provide habitat and facilitate the movement of specialist species.		
Benefits:	• Access to nature • Health and wellbeing • Educational resource	• Sense of place • Carbon storage • Climate regulation	
Focus species:	• Waxcap fungi • Bats	• Six-spotted Longhorn Beetle	• Lesser Spotted Woodpecker • Latticed Heath

Measures (Actions):				
WLD_M01.1	Promote the Woodland Trust Ancient Tree Inventory to locate and record ancient, veteran and notable trees.	Enabling activity	Unmapped	
WLD_M01.2	Plant new resilient trees to be veterans of the future using mapping of high-value veteran trees (e.g. Veteran Tree Inventory) to identify planting areas for future veterans and areas to trial 'veteranisation' to increase their value to key species.	Direct action	Unmapped	
WLD_M01.3	Protect existing veteran trees and newly-planted future veterans with suitable fenced enclosures to protect from livestock and other herbivores. Create and promote a best practice standard for fencing /enclosures around veteran trees to address impacts of grazing & intensive arable practices. Implement best practice management of no cultivation and no inputs.	Direct action	Mapped	
WLD_M01.4	Expand veteran tree work into existing woodland, parkland and farmland to ensure veteran trees of the future are developed within existing landscapes, increasing biodiverse planting without losing historic significance.	Direct action	Mapped	Also see related priority **FRM_P02**
WLD_M01.5	Sustainably manage parkland pasture associated with veteran trees, including use of herbal ley mixes, planting of replacement parkland trees and retaining dead wood on site to benefit insects and other wildlife.	Direct action	Mapped	Also see related measure **WLD_M02.4**

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Priority:

WLD_P02 Enhance and expand wood pasture, wood meadows and open mosaic habitats

Enhance and expand species-rich wood pasture, wood meadows and open mosaic habitats as an appropriate buffer and connecting habitat between woodland and grassland sites.

Benefits:
- Sense of place
- Carbon storage
- Climate regulation
- Pollination
- Clean air

Focus species:
- Turtle Dove
- Juniper
- Red Squirrel
- Six-spotted Longhorn Beetle
- Northern Hairy Wood Ant

Measures (Actions):				
WLD_M02.1	Identify fragmented patches of woodland that would benefit from being connected.	Enabling activity	Unmapped	Also see related priorities **FRM_P02** **FRM_P05**
WLD_M02.2	Promote the benefits of trees in landscapes to farmers and encourage those habitats where close-canopy woodland is not viable. Identify funding mechanisms (e.g. Sustainable Farming Incentive (SFI), private green finance) to facilitate the diversification of the grassland element of woodland/grassland mosaic habitats.	Enabling activity	Unmapped	
WLD_M02.3	Create and expand wood pasture habitat as an appropriate buffer and connecting habitat between woodland and grassland sites. Undertake appropriate tree planting or natural colonisation to create this habitat, use Sustainable Farming Incentive (SFI) / England Woodland Creation Offer (EWCO) options to support. Implement sustainable grazing management of this habitat, including stock rotation and reseed to improve grassland where required.	Direct action	Mapped	
WLD_M02.4	Retain standing dead wood and fallen trees to be left on site as habitat for specialist species.	Direct action	Unmapped	Also see related measures **WLD_M01.5** **WLD_M04.6**
WLD_M02.5	Increase the size of transitional habitat between grassland, wood pasture and isolated veteran trees to include more scrub, and therefore removing hard lines. Recognise the value of scrub in advice to landowners, e.g. through One Team, including amending grazing regimes, specific planting, and natural regeneration.	Direct action	Unmapped	Also see related measures **WLD_M01.3** **WLD_M01.4**

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WLD_M02.6	Improve the management of wood pasture, potentially through reduced grazing intensity where required, to allow natural regeneration to take place. Explore 'veteranisation' techniques to promote future veteran trees and associated habitat.	Direct action	Mapped	Also see related priority **WLD_P01**
WLD_M02.7	Replant cleared wood pasture with appropriate resilient tree and scrub species.	Direct action	Unmapped	
WLD_M02.8	Introduce key grassland indicator species, where appropriate, and promote the creation of wood meadows to land managers.	Direct action	Unmapped	

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Priority:

WLD_P03 Enhance and connect ancient woodland

Buffer, enhance, restore and better connect fragmented patches of Ancient Woodland (including Plantations on Ancient Woodland Sites) by creating linkages with, and improving the management of, long-established woodland to increase the resilience of these sites and allow for species movement, including more specialist woodland species.

Benefits:
- Access to nature
- Health and wellbeing
- Educational resource
- Sense of place
- Carbon storage
- Climate regulation
- Clean air

Focus species:
- Red Squirrel
- Marsh Tit
- Juniper
- Hawfinch
- Six-spotted Longhorn Beetle
- Northern Hairy Wood Ant

Measures (Actions):				
WLD_M03.1	Use the mapping of ancient semi-natural woodland (ASNW), long-established woodland (LEW) sites, and the revised ancient woodland inventory to identify priority corridors and prioritise woodland creation and natural colonisation in these areas. Share information with appropriate partners e.g. One Team and Defra arms-length bodies (Forestry Commission and Natural England). Co-ordinate advisors with land managers to ensure the best advice is available to those managing ASNW sites.	Enabling activity	Unmapped	
WLD_M03.2	Map and identify sites dominated by bracken to explore opportunities for woodland or heathland creation, with consideration of other priorities (e.g. breeding waders).	Enabling activity	Unmapped	Also see related priorities **WLD_P04** **UPL_P05** **UPL_P06**
WLD_M03.3	Identify Ghost Woodlands through existing ground flora that could be an appropriate site for re-establishment of woodland (but not at the expense of species-rich grassland).	Enabling activity	Unmapped	Also see related priority **WLD_P04**
WLD_M03.4	Increase the variety of woodland structure and species diversity within existing ancient woodlands in accordance with the UK Forestry Standard, e.g. mix of tree and shrub species, coppice management, glade and woodland ride management, retention of deadwood.	Direct action	Mapped	
WLD_M03.5	Restructure existing conifer plantations to buffer and connect patches of ancient woodland to maximise biodiversity, in accordance with the UK Forestry Standard and landowner aspirations.	Direct action	Mapped	
WLD_M03.6	Restore Plantation on Ancient Woodland sites (PAWS) from conifer to ancient semi-natural woodland over appropriate timescales. Restock where appropriate in accordance with Government's Keepers of Time: ancient and native woodland and trees policy in England - GOV.UK (www.gov.uk).	Direct action	Mapped	

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WLD_M03.7	Buffer ancient woodland sites using agroforestry options, e.g. silvopasture to increase the size of small woodland sites (in particular ancient semi-natural woodland (ASNW) sites).	Direct action	Unmapped	Also see related priority **FRM_P02**
WLD_M03.8	Re-visit previously agreed agri-environment schemes to see if additional cover (scrub, natural colonisation or tree planting) could be an option.	Enabling activity	Unmapped	Also see related priorities **FRM_P02** **WLD_P04**
WLD_M03.9	Coordinate a deer and grey squirrel control strategy across North Yorkshire and York to allow natural colonisation of wooded corridors between existing woodland sites.	Direct action	Unmapped	Also see related measures **WLD_M04.1** **WLD_M04.7**
WLD_M03.10	Remove and prevent the spread of invasive non-native species (INNS) (e.g. Rhododendron) from woodlands, where identified. Work with existing projects to improve INNS monitoring and reporting, coordinating action at a landscape scale, and leading to the development of a regional biosecurity plan to reduce and monitor spread in the long-term.	Direct action	Unmapped	

Priority:

WLD_P04 Enhance, expand and connect new and existing woodland

Increase tree and woodland cover by enhancing all types of existing woodland and creating new species-diverse woodlands, which promotes good woodland structure, increases resilience, and produces sustainable woodland products and timber.

Benefits:

- Access to nature
- Health and wellbeing
- Carbon storage
- Climate regulation
- Soil health
- Water quality
- Timber and other wood products
- Plant based energy
- Clean air
- Noise regulation
- Urban cooling

Focus species:

- Burnet Companion
- Tormentil Mining Bee
- Hawfinch
- Red Squirrel
- Northern Hairy Wood Ant
- Hedgehog

Measures (Actions):

WLD_M04.1	Create new species-diverse woodlands. Ensure all woodland creation through planting or natural colonisation is planted and managed according to the UK Forestry Standard to ensure ongoing sustainable browsing levels, in particular for deer.	Direct action	Mapped	Also see related measure **WLD_M03.9**
WLD_M04.2	Ensure a diverse range of species are included in planting mixes, including species that are likely to still be viable to enhance resilience and seek to mitigate the risks from climate change and also consider pests and diseases by selecting species appropriate to the site using Ecological Site Classification or a similar tool.	Direct action	Mapped	

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WLD_M04.3	Include native ground flora in woodland creation funded by local and national funding schemes, including incorporating appropriate structures, such as creating woodland clearings and canopy gaps, as per UK Forestry Standard. Raise awareness and encourage the provision of advice on introducing ground flora and shrub layer into new tree-planting schemes in rural and urban environments.	Direct action	Mapped	
WLD_M04.4	Enhance, restore, and/or reintroduce soil fungi communities to improve woodland biodiversity, function, and resilience as per UK Forestry Standard. Promote suitable practices to landowners as part of woodland management and creation advice.	Direct action	Mapped	
WLD_M04.5	Restructure existing conifer plantations and broadleaf/mixed woodlands to maximise biodiversity, in accordance with the UK Forestry Standard and landowner aspirations. Targeted removal of dominant species (where appropriate). Reduce proportion of single species to allow other species to respond and develop within canopy so that no more than 65% of the forest management unit is allocated to a single species.	Direct action	Mapped	
WLD_M04.6	Retain standing and fallen deadwood in all types of woodland and forest to increase structural diversity and encourage specialist species, e.g. planting sacrificial trees, retaining deadwood and felling debris.	Direct action	Mapped	
WLD_M04.7	Buffer, improve and protect existing woodland and create new woodland with resilient tree species in areas where red squirrels are expanding. Monitor red squirrel population in partnership with groups such as the Red Squirrel North England and UK Squirrel Accord, working collaboratively with land managers and controlling grey squirrel population.	Direct action	Mapped	Also see related measure **WLD_M03.9**
WLD_M04.8	Create woodland in areas that would benefit flood alleviation, using Natural Flood Management (NFM) opportunities mapping to identify suitable sites.	Direct action	Mapped	

Also see related Water and Wetlands priorities:

WET_P07: Expand Riparian Woodland

WET_P08: Restore, enhance and expand wet woodland

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Water and wetlands (WET)

A series of major rivers have shaped North Yorkshire and York's landscape, many starting in the uplands of the Yorkshire Dales and North York Moors and flowing to the Humber Estuary or to the coast. Much of our lowlands was historically covered by fens, marshes, bogs, ponds, and wet grasslands. Millennia of human activity has altered the shape and flow of all our rivers, and in many cases disconnected them from their floodplains, created wildlife barriers such as weirs, and drained huge areas of wetland. All of this has impacted negatively on our wildlife.

Reinstating natural processes in our river catchments to make more space for water will not only dramatically increase the diversity of species and size of their populations, but it will also reduce the impacts of flood events in our settlements. Many wetland habitats are also excellent carbon sinks, helping reduce our carbon emissions. Nature-based solutions in our rivers and adjacent land can also reduce water pollution, creating healthier rivers for both humans and wildlife.

Priorities:

- Enhance and expand river and in-channel habitats to improve their quality and connectivity.
- Restore natural river processes to reconnect rivers and floodplains, and create space for nature, water and people.
- Restore, enhance, and expand pond networks at different successional stages in rural and urban landscapes, to increase resilience and support the population dynamics of wetland species.
- Enhance, expand and connect areas of fragmentary fen by improving management of existing sites and using species-rich ditches to connect sites.
- Restore and enhance existing flushes to support the needs of specialist plant species and make sites more resilient. Expand flush habitat and wet grassland areas to better accommodate wintering and breeding wetland bird populations.
- Buffer and restore poor-quality existing floodplain meadow sites to help protect and expand specialist species. Expand floodplain meadow habitat to increase resilience whilst remaining as a productive agricultural land use.
- Expand the amount of riparian woodland along all watercourses and at all elevations, including filling in gaps and increasing age structure, to increase the resilience of the natural habitats (both terrestrial and water).
- Restore and enhance existing wet woodland, and where possible expand the resource to increase resilience and support specialist species.

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Priority:

WET_P01 Enhance and expand river habitats

Enhance and expand river and in-channel habitats to improve their quality and connectivity.

Benefits:
- Access to nature
- Health and wellbeing
- Educational resource
- Plentiful water
- Water quality
- Flood protection

Focus species:
- White-clawed Crayfish
- Water Vole
- Tansy Beetle
- Bats
- Golden-ringed Dragonfly
- Freshwater Fish

Measures (Actions):				
WET_M01.1	Implement in-channel mitigation measures for heavily-modified water bodies and improve in-channel habitat diversity (e.g. de-culverting, removal of barriers to fish migration, flow deflectors, soft engineering). Include mitigation measures for potential migration of invasive non-native species (INNS) upstream following removal of barriers.	Direct action	Unmapped	
WET_M01.2	Implement softening of hard infrastructure along watercourses where it must be retained, including retrofitting habitat features such as ledges, rough surfaces or floating islands. Where appropriate, incorporate artificial wildlife nesting or breeding spaces, such as nest boxes, artificial holts and burrows, and sand martin banks.	Direct action	Unmapped	Also see related measure **CST_M01.4**
WET_M01.3	Expand and maintain species-rich buffer strips along watercourses to improve connectivity and alter management of streams to reduce pollution and improve riparian habitat diversity, e.g. introduce tansy to support tansy beetle expansion, exclude or limit livestock access into rivers.	Direct action	Unmapped	
WET_M01.4	Expand suitable riparian habitat for water vole, alongside mink control where required, and implement ongoing management practices.	Direct action	Mapped	
WET_M01.5	Develop an invasive non-native species (INNS) management plan, in particular for Himalayan Balsam, to prevent domination of watercourse banksides.	Enabling activity	Unmapped	
WET_M01.6	Collate and analyse all available data on coastal migratory fish species, including pressures, migration pathways and known / potential barriers, and identify gaps in knowledge.	Enabling activity	Unmapped	Also see related measure **WET_M02.7**

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Priority:

WET_P02 Restore natural river processes

Restore natural river processes to reconnect rivers and floodplains, and create space for nature, water and people.

Benefits:

- Access to nature
- Health and wellbeing
- Educational resource
- Plentiful water
- Water quality
- Flood protection

Focus species:

- Southern Iron Blue
- Greater Water-parsnip
- Water Shrew
- Redshank
- Freshwater Pearl Mussel
- Depressed River Mussel

Measures (Actions):				
WET_M02.1	Remove or realign artificial and engineered barriers and modifications where feasible to allow re-establishment of natural river processes e.g. levees, flood banks (include mitigation measures for potential migration of invasive non-native species (INNS) following removal of barriers). Where Flood embankments can be breached or set back, deliver connectivity to restore natural hydrology and hydro-geomorphological processes, including sediment and nutrient deposition, to help slow the flow.	Direct action	Mapped	
WET_M02.2	Reinstate meanders, oxbows, and natural in-channel features where possible to support migratory fish, freshwater pearl mussels and migrating birds, and help slow the flow.	Direct action	Unmapped	
WET_M02.3	Undertake wetland habitat and floodplain restoration works (including buffer strips and water storage) to connect wildlife-rich habitat and support key species.	Direct action	Unmapped	
WET_M02.4	Implement natural flood management (NFM) methods that support river restoration e.g. installing woody material and leaky dams, by working with land owners, farmers and partner organisations.	Direct action	Mapped	Also see related measure **WET_M08.3**
WET_M02.5	Explore opportunities for beaver re-introduction to create natural barriers and create natural flood management (NFM) opportunities.	Enabling activity	Unmapped	
WET_M02.6	Enhance chalk streams and associated floodplain habitats to increase biodiversity and help slow the flow, e.g. re-meandering.	Direct action	Mapped	
WET_M02.7	Improve coastal habitats for migratory fish and connect with in-land habitat restoration activities. Work with partners to fill gaps in knowledge, focussing on the impacts of climate change and how existing migration routes of key species may be affected by the predicted changes.	Direct action	Unmapped	Also see related measure **WET_M01.6**

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WET_M02.8	Work with the Esk and Coastal Streams, Yorkshire Derwent, and the Hull and East Riding Catchment Partnerships to connect in-land and coastal communities, enabling people to share traditional knowledge and oral histories, and providing opportunities for active citizen science to record habitat condition.	Enabling activity	Unmapped	Also see related priority **CST_P01**

Priority:				
WET_P03	**Expand and restore pond networks** Restore, enhance, and expand pond networks at different successional stages in rural and urban landscapes, to increase resilience and support the population dynamics of wetland species.			
Benefits:	• Access to nature • Health and wellbeing • Educational resource • Climate regulation • Plentiful water • Water quality • Flood protection			
Focus species:	• Common Toad • Common Frog • Emerald Damselfly • White-clawed Crayfish • Greater Water-parsnip			
Measures (Actions):				
WET_M03.1	Identify and map important pond areas where the number of nearby ponds can be increased to create clusters of successional ponds. Map existing or defunct Dew Ponds, to lead to their restoration, or identification of suitable new pond sites.	Enabling activity	Unmapped	
WET_M03.2	Identify and map ponds that are at risk of being lost and re-introduce positive management, e.g. remove excessive tree shading, removal of invasive non-native species (INNS), introduction of native aquatic plants where appropriate.	Direct action	Unmapped	
WET_M03.3	Develop a Pond Creation Strategy for urban and rural landscapes that will create new or restore existing ponds to form clusters and/or networks at different successional stages. Target areas of good semi-natural habitat for pond creation or plan terrestrial habitat restoration and pond restoration together, considering ‘right pond, right place’ approach.	Enabling activity	Unmapped	
WET_M03.4	Buffer existing ponds by increasing and improving the quality of marginal habitat and encourage creation/restoration of surrounding terrestrial habitat to provide better feeding habitat for amphibians and improved pond water quality, e.g. Great Crested Newt meta populations, considering ‘right pond, right place’ approach.	Direct action	Mapped	

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WET_M03.5	Create a programme connecting amenable landowners and nature volunteer groups for the creation and ongoing management of buffered ponds, with template agreements for the set aside of marginal areas for pond creation, and guidelines for site selection, pond creation, and any maintenance considerations.	Enabling activity	Unmapped	
WET_M03.6	Create successional networks of ponds to improve species diversity, and re-introduce species (e.g. Freshwater Habitats Trust introducing Medicinal Leech in Bedale and their work in re-establishing Pillwort). Raise awareness of the importance of having multiple ponds at different successional stages to land managers and advisors.	Direct action	Mapped	
WET_M03.7	Create new ponds for native crayfish ark sites.	Direct action	Unmapped	
WET_M03.8	Influence local planning policy (e.g. Supplementary Planning Guidance in Local Plans, Flood Risk Management Plans) to promote creation of nature-rich sustainable drainage systems (SuDS) as part of development.	Enabling activity	Unmapped	Also see related measures **URB_M01.5** **URB_M01.6**
WET_M03.9	Create sustainable drainage systems (SuDS) and other constructed wetlands to 'slow the flow', create new habitats (ponds, wetlands, reedbeds), increase greenspace and improve mental health. Promote nature-based solutions for urban households in water company business plans to capture and treat sewage discharges to reduce nutrient losses to water courses.	Direct action	Unmapped	Also see related measures **URB_M01.5** **URB_M01.6** **URB_M04.1**

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Priority:			
WET_P04	**Enhance, expand and connect fen habitats** Enhance, expand and connect areas of fragmentary fen by improving management of existing sites and using species-rich ditches to connect sites.		
Benefits:	• Carbon storage • Climate regulation • Pollination	• Plentiful water • Water quality • Flood protection	
Focus species:	• Geyer's Whorl Snail • Garden Tiger	• Marsh Pug • Strawberry Clover	• Necklace Ground Beetle • Greater Water-parsnip

Measures (Actions):				
WET_M04.1	Use maps to create a Lowland Fen Inventory, identify former extent of resource (e.g. relic fen sites), and understand ability to restore active hydrological processes to identify areas to recreate fen where it has been lost. Map lowland fen and carr woodland habitat, identifying suitable water courses and ditches as connecting habitat. Improve understanding of the hydrology and water chemistry of existing fens to enable their restoration and expansion.	Enabling activity	Unmapped	
WET_M04.2	Manage lowland fen sustainably, including advising land managers on grazing stock levels to maximise biodiversity.	Direct action	Mapped	
WET_M04.3	Re-introduce suitable plant species into fen habitat where necessary to increase diversity. Propagate plant species from local sources for re-introduction.	Direct action	Mapped	Also see related measure **WET_M05.2**
WET_M04.4	Create fen habitat where feasible, e.g. by expanding fen species into neighbouring ditches, working with the Internal Drainage Boards (IDBs) and other land managers.	Direct action	Mapped	

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Priority:

WET_P05 Restore, enhance and expand existing flushes

Restore and enhance existing flushes to support the needs of specialist plant species and make sites more resilient. Expand flush habitat and wet grassland areas to better accommodate wintering and breeding wetland bird populations.

Benefits:
- Pollination
- Plentiful water
- Water quality
- Flood protection

Focus species:
- Lapwing
- Water Vole
- Curlew
- Round-leaved Sundew

Measures (Actions):				
WET_M05.1	Manage flushes sustainably, including advising land managers on stock levels to maximise biodiversity.	Direct action	Mapped	
WET_M05.2	Propagate plant species from local sources for re-introduction into flushes and wet grassland where appropriate. Raise awareness of the importance of local provenance seed to support the recovery of rare and declining wetland plant species.	Direct action	Unmapped	Also see related measure **WET_M04.3**
WET_M05.3	Revert degraded flush by removing drainage and artificial constraints (may include water abstraction).	Direct action	Unmapped	
WET_M05.4	Enlarge wetlands at known key areas for breeding and wintering bird populations (e.g. curlew, snipe), including floodplain meadows, wet grassland, moorland edge, and mineral extraction sites.	Direct action	Mapped	

Priority:

WET_P06 Restore floodplain meadows

Buffer and restore poor-quality existing floodplain meadow sites to help protect and expand specialist species. Expand floodplain meadow habitat to increase resilience whilst remaining as a productive agricultural land use.

Benefits:
- Access to nature
- Health and wellbeing
- Carbon storage
- Climate regulation
- Pollination
- Soil health
- Plentiful water
- Water quality
- Flood protection

Focus species:
- Yellow Wagtail
- Tansy Beetle
- Redshank
- Garden Tiger
- Lapwing
- Marsh Pug

Measures (Actions):				
WET_M06.1	Identify the location of existing floodplain meadows and opportunities to expand into neighbouring sites. This will also lead to an increase in pollinators. Work with key agencies such as Internal Drainage Boards (IDBs) to understand where and how this is feasible.	Enabling activity	Unmapped	
WET_M06.2	Identify historic floodplain meadow sites to enable the targeting of restoration/creation, using historic floodplain maps and existing species records. Identify sites for creation that have the right underlying conditions (hydrological, soil fertility, soil type) for being a floodplain meadow.	Enabling activity	Unmapped	

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WET_M06.3	Identify a network of sites as sources of green hay and plug plants and help to facilitate the cutting and grazing of meadows e.g. shared grazing flocks.	Enabling activity	Unmapped	Also see related measure **UPL_M03.4**
WET_M06.4	Restore floodplain meadows by implementing restoration management (no inputs and annual cut with arisings removed) and re-seed where required to maximise the species diversity.	Direct action	Unmapped	
WET_M06.5	Promote the consistent annual management of existing, restoration and recreated floodplain meadows including annual hay cut in June / very early July with either an aftermath grazing or another hay cut in the autumn. No inputs required.	Enabling activity	Unmapped	
WET_M06.6	Increase floodplain meadow habitat, where appropriate, by allowing flooding to take place on appropriate grassland sites through reengineering flood protection embankments and water control structures. This will allow the river to reconnect with its floodplain and flood the land seasonally.	Direct action	Unmapped	
WET_M06.7	Create new floodplain meadows from poor quality grassland sites to improve the connectivity of this very rare and fragmented habitat. Use techniques such as green hay spreading and plug planting.	Direct action	Unmapped	Also see related measures **UPL_M03.4** **WET_M06.3**

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Priority:

WET_P07 Expand riparian woodland

Expand the amount of riparian woodland along all watercourses and at all elevations, including filling in gaps and increasing age structure, to increase the resilience of the natural habitats (both terrestrial and water).

Benefits:
- Access to nature
- Health and wellbeing
- Carbon storage
- Climate regulation
- Water quality
- Water cooling/shading
- Flood protection

Focus species:
- Water Vole
- Bats
- Water Shrew
- Garden Tiger
- Northern Hairy Wood Ant
- Southern Iron Blue

Measures (Actions):

WET_M07.1	Increase the age structure of riparian woodland through tree planting (subject to consideration of tree planting in areas used by ground nesting birds) and coppicing, so that trees are not all lost at once, and provide future in-channel habitat.	Direct action	Mapped	
WET_M07.2	Implement sensitive bank management (e.g. wooded buffer strips) and alternatives to tree removal, working with risk management authorities, land managers and river users to provide advice and sources of available funding, to create diverse vegetation in riparian zones, help improve water quality, natural flood management (NFM) (roughening water pathways) and water cooling/shading.	Direct action	Mapped	
WET_M07.3	Increase the amount of riparian tree and hedgerow species along watercourses, implemented through schemes such as catchment sensitive farming, as informed by river catchment management plans, to help improve water quality, natural flood management (NFM) and water cooling/shading.	Direct action	Unmapped	
WET_M07.4	Create new riparian woodland (within a minimum of 15-20m of planting both sides of watercourse), including wet woodland and join up wooded habitats where they would benefit flood alleviation, using natural flood management (NFM) opportunity maps to identify suitable locations (subject to consideration of tree planting in areas used by ground nesting birds).	Direct action	Mapped	Also see related priority **WET_P08**
WET_M07.5	Increase riparian woodland, scrub and mosaic habitats in suitable gills of upper catchments (steep enough, not on peatland, no breeding waders) in accordance with current Natural England / Forestry Commission guidance for peat and wading birds, to increase biodiversity, natural flood management (NFM) and water cooling/shading and quality. Agencies to work together to form a method of working with large-scale land managers to facilitate the planting of woody species in designated upland edge habitats.	Direct action	Mapped	

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Priority:			
WET_P08	**Restore, enhance and expand wet woodland** Restore and enhance existing wet woodland, and where possible expand the resource to increase resilience and support specialist species.		
Benefits:	• Carbon storage • Climate regulation • Plentiful water	• Water quality • Flood protection	
Focus species:	• Common Toad • Common Frog	• Willow Tit • Water Vole	• Emerald Damselfly • Water Shrew

Measures (Actions):				
WET_M08.1	Identify wet areas of land around existing wet woodland that has scope to become new habitat, and create wet woodland using appropriate resilient species in relation to climate change (not at the expense of existing fen habitat).	Direct action	Mapped	Also see related priority **WET_P04**
WET_M08.2	Enhance the diversity of wet woodland and create new wet woodland where it will support the presence of key species e.g. succession of standing deadwood for willow tit.	Direct action	Mapped	
WET_M08.3	Create wet woodland as a flood alleviation option through blocking up of ditches to retain water on site.	Direct action	Unmapped	Also see related measure **WET_M02.4**

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Urban (URB)

Wildlife can be found in a variety of places in our settlements, within the remnants of semi-natural habitats such as woodlands, meadows and ponds, as well as human created spaces such as parks, gardens, schools and business parks. Much of this space can be low in biodiversity due to intensive management and a limited number of tree, shrub and flower species, many non-native and less suitable for pollinators. There is great opportunity to revisit how we use and manage our public and private spaces, and how we can introduce more native plant species and areas for wildlife, whilst keeping them places for people to use.

Our built environment is also very important for species as nesting habitat, and there is scope to introduce more capacity for birds, bats and invertebrates to make homes alongside humans. Introducing these changes, and creating more green spaces will support people's needs, as it can help improve air and water quality, cool down environments and help store water to reduce the impacts of flood events.

Priorities:

- Incorporate green infrastructure into the built environment, to provide more habitat for nature.
- Buffer and enhance existing urban nature-rich spaces (e.g. Local Nature Reserves and churchyards) to maximise opportunities for nature, whilst reducing the impact of recreational pressure.
- Modify the management of semi-natural urban grassland to improve biodiversity and connectivity.
- Encourage and promote action from the public to create habitats for wildlife in public and private gardens, schools and other urban areas, to make more spaces for nature and enhance connectivity.

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Priority:

URB_P01 Incorporate nature into the built environment

Incorporate green infrastructure into the built environment, to provide more habitat for nature.

Benefits:

- Access to nature
- Health and wellbeing
- Educational resource
- Sense of place
- Carbon storage
- Climate regulation
- Pollination
- Plentiful water
- Water quality
- Flood protection
- Clean air
- Noise regulation
- Urban cooling

Focus species:

- Hedgehog
- Devil's-bit Scabious
- Swift
- Arable Flowers
- Bats

Measures (Actions):

URB_M01.1	Develop demonstrative projects on public and private sites that are scientifically proven to support nature e.g. green roofs/green walls and bat/bird boxes that are successfully used (see Natural England Green Infrastructure Framework).	Direct action	Unmapped	
URB_M01.2	Work with local planning authorities developing Green and Blue Infrastructure Strategies to maximise natural features within new developments, using Natural England Green Infrastructure Framework and learning from best practice in other urban authorities. These should promote scientifically proven options (e.g. bird boxes, bat boxes, insect hotels that are successfully used). Define best design for better nature and health.	Enabling activity	Unmapped	
URB_M01.3	Deliver nature enhancement initiatives within the building stock and land holdings of public and private sector partners (e.g. infrastructure providers, businesses, town and parish councils) e.g. green roofs on bus stops, rain gardens, green bridges.	Direct action	Unmapped	
URB_M01.4	Work with local planning authorities developing Green and Blue Infrastructure Strategies to map urban heat island effect and air quality, to identify areas where natural interventions could help urban cooling and air pollution e.g. appropriate tree and shrub planting.	Enabling activity	Unmapped	
URB_M01.5	Work with the sustainable drainage systems (SuDS) approval boards to improve the promotion and uptake of wildlife sensitive SuDS. Refer to a 'gold standard', that can be developed as part of local Green and Blue Infrastructure Strategies.	Enabling activity	Unmapped	Also see related measure **WET_M03.8**
URB_M01.6	Create a sustainable drainage systems (SuDS) manual for councils that covers the benefits and how to install on properties (within local council regulations), e.g. as a nature-based solution to urban waste-water management.	Enabling activity	Unmapped	Also see related measure **WET_M03.9**

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URB_M01.7	Incorporate suitable 'crevices' into new build developments e.g. swift bricks, bat bricks (North Yorkshire Council and City of York Council to lead through adoption of appropriate planning control measures).	Direct action	Unmapped	Also see related measure **URB_M04.4**
URB_M01.8	Provide and protect substitute nesting and roosting sites when property developments threaten existing sites (North Yorkshire Council and City of York Council to lead through adoption of appropriate planning control measures)	Direct action	Unmapped	Also see related measure **URB_M04.4**

Priority:

URB_P02 Enhance urban nature-rich spaces

Buffer and enhance existing urban nature-rich spaces (e.g. Local Nature Reserves and churchyards) to maximise opportunities for nature, whilst reducing the impact of recreational pressure.

Benefits:

- Access to nature
- Health and wellbeing
- Educational resource
- Sense of place
- Reduced chemical use
- Pollination
- Flood protection
- Clean air
- Noise regulation
- Urban cooling

Focus species:

- Common Toad
- Common Frog
- Waxcap fungi
- Hedgehog
- Emerald Damselfly
- Garden Tiger

Measures (Actions):

URB_M02.1	Buffer and connect urban nature-rich spaces by identifying neighbouring land with partners to restore or create suitable habitat, e.g. hedgerow connectivity from urban areas into surrounding rural landscapes.	Direct action	Unmapped	Also see related priority **FRM_P05**
URB_M02.2	Work with planning authorities developing Green and Blue Infrastructure Strategies to introduce recreational zoning within existing sites and adjacent to existing sites (e.g. designated dog zones).	Enabling activity	Unmapped	
URB_M02.3	Enhance habitat in churchyards and cemeteries by working with local authorities, churches and associated community groups to establish and maintain management plans.	Direct action	Mapped	

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Priority:

URB_P03 Modify the management of urban grassland

Modify the management of semi-natural urban grassland to improve biodiversity and connectivity.

Benefits:
- Access to nature
- Health and wellbeing
- Educational resource
- Sense of place
- Carbon storage
- Reduced chemical use
- Pollination
- Flood protection
- Clean air

Focus species:
- Waxcap fungi
- Arable Flowers
- Devil's-bit Scabious

Measures (Actions):				
URB_M03.1	Engage with communities (e.g. parish councils, local community groups) to identify locations for enhancement for nature, co-design, interpretation, publicity and future management.	Enabling activity	Unmapped	
URB_M03.2	Enhance existing urban grasslands (e.g. parks, urban verges, landscaping around offices) where appropriate with introduction of native species, e.g. bulbs, meadow plug plants, seed sowing.	Direct action	Unmapped	Also see related priority **GRA_P07**
URB_M03.3	Use green hay spreading to increase species diversity.	Direct action	Unmapped	Also see related measures **UPL_M03.4** **WET_M06.3**
URB_M03.4	Plant site suited native tree or shrub species likely to tolerate future predicted climate on urban grassland sites, where appropriate, to create a mosaic of habitats suitable for the location and connecting to other wooded habitats, where beneficial.	Direct action	Unmapped	
URB_M03.5	Reduce the size of amenity grassland through changes to mowing regimes (set aside a percentage for modified management). Where grassy areas are allowed to grow long over the spring and summer, implement appropriate management prescription of annual "hay" cut (from late July to early September) and removal of arisings, with aftermath grazing/cutting as required.	Direct action	Unmapped	Also see related measure **GRA_M01.2**

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Priority:			
URB_P04	**Promote public action for better nature connectivity** Encourage and promote action from the public to create habitats for wildlife in public and private gardens, schools and other urban areas, to make more spaces for nature and enhance connectivity.		
Benefits:	• Access to nature • Health and wellbeing • Educational resource • Sense of place	• Carbon storage • Climate regulation • Pollination	• Plentiful water • Flood protection • Urban cooling
Focus species:	• Common Toad • Garden Tiger	• Hedgehog • Arable Flowers	• Emerald Damselfly • Devil's-bit Scabious

Measures (Actions):				
URB_M04.1	Promote nature and climate change adaptive options for residential properties e.g. variety of native plants/flowers grown, water harvesting for sustainable garden irrigation, permeable boundaries (including species-rich native hedgerows) to create hedgehog gaps in garden fencing, appropriate surface water management solutions (permeable surfaces) within private front gardens and driveways.	Enabling activity	Unmapped	
URB_M04.2	Promote initiatives such as 'Place for Nature' at Parish meetings and encourage the development of Parish Green Initiatives.	Enabling activity	Unmapped	
URB_M04.3	Deliver nature projects with children and staff in schools to encourage their use in home gardens.	Direct action	Unmapped	
URB_M04.4	Create suitable crevices (e.g. swift boxes, bat boxes) within existing buildings close to existing colonies to provide additional nest sites as sites are lost to roof renovations.	Direct action	Unmapped	Also see related measure **URB_M01.8**

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Coastal Priorities (CST)

The North Yorkshire coast is an important place for wildlife. Sea birds whose populations are rapidly declining nest on the cliffs and in our coastal towns. Our rocky shores are home to a huge variety of wildlife, and an important way for most people to learn about marine life. Extensive numbers of residents and visitors enjoy the wonders of these coastal habitats, but such disturbance can put pressure on the wildlife reliant on these places. The presence of gulls and other sea birds in our towns has also led to conflict between humans and the bird life of the coast.

It is important we find ways to coexist in these coastal places and work to create more space for nature to reduce their impacts on our settlements. We also need to better understand the benefits that our intertidal habitats have on our lives so we can work to preserve and enhance it for the benefit of people as well as the wildlife that is found there.

North Yorkshire has a very small area of saltmarsh near Whitby, the only location for this habitat on the coast between Middlesbrough and Spurn Point. The uniqueness of this habitat within North Yorkshire must be enhanced to ensure the species reliant upon are not lost.

Priorities:

- Enhance rocky shore habitat to support specialist species, improve its connectivity with other ecosystems and the services it provides to society.
- Enhance habitats for seabirds on the North Yorkshire coast, both on our cliffs and in our urban spaces, to help resolve pressures from human activities and the impacts of climate change.
- Enhance, expand and connect existing saltmarsh to increase resilience of this fragile and fragmented habitat.

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Priority:				
CST_P01	**Enhance rocky shore habitat** Enhance rocky shore habitat to support specialist species, improve its connectivity with other ecosystems and the services it provides to society.			
Benefits:	• Access to nature • Health and wellbeing • Educational resource	• Sense of place • Carbon storage • Climate regulation	• Flood protection	
Focus species:	• Blue Mussel			
Measures (Actions):				
CST_M01.1	Actively seek traditional knowledge and oral histories about the rocky shore environment to inform evidence gaps and record how the coastline has changed.	Enabling activity	Unmapped	Also see related measure **WET_M02.8**
CST_M01.2	Complete a natural capital assessment of the rocky shore to inform decision-makers of the integral 'value' of the habitat and communicate this effectively with the general public.	Enabling activity	Unmapped	
CST_M01.3	Restore habitat to allow recolonisation of blue mussels. Collate and analyse all available rocky shore habitat and species data, to identify evidence gaps around blue mussels. Target resources to fill these gaps and identify new recovery opportunities for this species.	Direct action	Unmapped	
CST_M01.4	Work with the Concrete Coast programme to install ecological enhancements on 'hard' infrastructure, where ecologically and structurally appropriate, to create new habitat.	Direct action	Unmapped	Also see related measure **WET_M01.2**
CST_M01.5	Prevent the spread and eradicate invasive non-native species (INNS), where identified. Work with existing projects to improve INNS monitoring and reporting, leading to the development of a regional biosecurity plan to reduce and monitor spread in the long-term.	Direct action	Unmapped	

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Priority:				
CST_P02	**Enhance habitats for seabirds** Enhance habitats for seabirds on the North Yorkshire coast, both on our cliffs and in our urban spaces, to help resolve pressures from human activities and the impacts of climate change.			
Benefits:	• Access to nature • Health and wellbeing • Educational resource • Sense of place • Climate regulation • Animal welfare			
Focus species:	• Sea birds • Adder			
Measures (Actions):				
CST_M02.1	Conduct regular population and productivity monitoring of seabirds nesting in urban spaces and on non-designated cliffs.	Enabling activity	Unmapped	
CST_M02.2	Broaden recreational disturbance monitoring and management to incorporate key locations and activities outside of designated areas.	Enabling activity	Unmapped	
CST_M02.3	Provide advice and support to communities in coastal urban spaces to encourage connectivity with nesting seabirds, utilise legal deterrents safely, and reduce access to litter and human food products.	Enabling activity	Unmapped	
CST_M02.4	Work with local authorities and businesses to identify suitable nesting locations (or creation of artificial habitat such as towers) and raise awareness of their plight with the local community.	Enabling activity	Unmapped	
CST_M02.5	Create and enhance suitable habitat for seabirds on the North Yorkshire coast, both on our cliffs and in our urban settlements.	Direct action	Unmapped	
Priority:				
CST_P03	**Enhance and expand existing saltmarsh** Enhance, expand and connect existing saltmarsh to increase resilience of this fragile and fragmented habitat.			
Benefits:	• Educational resource • Carbon storage • Pollination • Water quality • Erosion control			
Focus species:	• Strawberry Clover			
Measures (Actions):				
CST_M03.1	Enhance existing saltmarsh through sympathetic management and identify opportunities to expand this resource.	Direct action	Mapped	

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Section C – Species

1. Introduction

North Yorkshire and York contains a significant number of rare and threatened species that will, to some degree, benefit from habitat improvement measures, however they may also need very specific actions. For example, research and survey work that will help to better understand their distribution, abundance and ecology, as well as more specific measures to provide their unique habitat requirements.

2. What are priority species?

An initial list of over 8,000 species was provided by Defra for consideration as a starting point to help determine which species should be selected as priority species in our LNRS area. Following additional input from local and national experts, the species list was filtered by quality and quantity of local records to determine their presence in the strategy area (species with too few, too old or too geographically coarse records were removed). Species which experts determined to be widespread or vagrants in the LNRS area (as opposed to other areas of the country) were also removed. This led to a final longlist of 634 species, which were matched with LNRS Species guidance categories (see Appendix 2) to determine their relevance to the LNRS.

These 634 species are classed as priority species for our LNRS, because they are in decline, or suffer persecution, and require some form of intervention. These species are included in the LNRS so they can be prioritised for funding and further projects to enable their recovery, both as part of and outside of the LNRS.

An additional 1,682 species were classed as Category E, with insufficient data to determine their status or needs. The large number of species in this category highlights the urgent need to improve our knowledge of these species, to determine their current distribution in our area, and their nature recovery needs for future iterations of the LNRS. This will be an important focus for the LNRS. The full list of priority species and Category E Species can be found in Appendix 5.

From these, a shortlist of focus species has been produced to be prioritised in this first iteration of the LNRS (see below).

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3. How do species relate to measures?

All 634 priority species were linked where possible to LNRS measures, to determine whether they would benefit from proposed actions. Where no measures would obviously benefit a species, this has been noted. This is mainly because the habitat they are reliant upon was not prioritised by stakeholders during LNRS development (e.g. calaminarian grassland).

It should be noted that for many of the priority species, being linked to a measure does not guarantee they will recover if that measure is delivered. Many species have specialist needs that habitat interventions alone will not achieve. However, making the link between measures and priority species allows nuanced discussions on how and where best to deliver the LNRS measures to maximise their benefits to the priority species.

Additionally, many of the species on the longlist are found in a single or small number of sites, and their management and protection does not easily fit into the LNRS priorities and measures.

4. Focus Species

The priority species longlist was filtered based on a series of categories, such as where species have been flagged as important in other plans and strategies (e.g. in Protected Landscape's nature recovery plans), local LNRS workshops, and their presence in LNRS measures, and were scored against these categories. In addition, whilst reviewing the longlist, any species that stood out as a potential indicator species to demonstrate the success of LNRS measures were included for consideration.

This information was reviewed and considered in the light of the LNRS priorities and with the goal of providing a list of species that would:

- benefit from the proposed measures within the first iteration of the LNRS;
- enable changes to be tracked via general recording efforts or targeted monitoring effort;
- encourage more people to get involved with monitoring activities and develop their skills;
- help raise awareness and encourage greater involvement with, and support for, the LNRS.

The methodology above resulted in 83 'focus species' that the LNRS will use to gain insight into species recovery as part of the LNRS, and to engage with land managers and the public around how to consider species needs in our area. The full methodology can be found in Appendix 2 and the outputs of this process can be found in tables 1 and 2 at the end of this section of the document.

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5. Future migrants and species recovery projects

During the shortlisting process, species were highlighted that may colonise our LNRS area due to natural migration or be possible species for translocation projects in the future. Species were also identified that already had active species recovery projects underway and may not need the support of the LNRS to progress. These have been included for information (see tables 3 and 4 below). Some of these appear as focus species, where they qualified under other shortlisting criteria, e.g. they are listed within an LNRS measure.

6. Bespoke Species Measures

The focus species do not currently have bespoke species measures attached to them. Further analysis is needed to understand where these species are present, how they relate to the mapped measures on the LNRS Local Habitat Map, and what additional measures are needed to allow them to be conserved or to expand their ranges beyond the LNRS priorities and measures. This work will take place during the delivery phase of the LNRS.

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Table 1 – Individual focus species

Species	Common Name	Taxon	Conservation Status (RDB)	Associated Habitat
Bufo bufo	Common Toad	Amphibians and reptiles	NT	Grasslands, woodland, hedgerows, farmland, brownfield sites, parks and gardens, ponds, lakes, ditches and canals.
Rana temporaria	Common Frog	Amphibians and reptiles	LC	Grasslands, woodland, hedgerows, farmland, parks and gardens.
Vipera berus	Adder	Amphibians and reptiles	NT	Wetlands, grassland, heathlands, blanket bog, woodland, maritime cliff and slope, moorlands, hedgerows.
Andrena tarsata	Tormentil Mining Bee	Bees, wasps, ants & sawflies	NA	Heathlands, acid grasslands, rush pastures, glades/rides in conifer plantations.
Bombus monticola	Bilberry Bumblebee	Bees, wasps, ants & sawflies	NA	Upland acid grassland and heathland.
Formica lugubris	Northern Hairy Wood Ant	Bees, wasps, ants & sawflies	NA	Coniferous and mixed woodland
Apus apus [br]	Swift	Birds	LC	Urban areas, grassland, farmland, hedgerows, wetland, rivers, lakes, open woodland
Asio flammeus [br]	Short-eared Owl	Birds	EN	Upland heathland, upland grassland
Circus cyaneus [br]	Hen Harrier	Birds	EN	Lowland heathland, upland heathland, upland grasslands
Coccothraustes coccothraustes [br]	Hawfinch	Birds	EN	Broadleaved woodland; wood pasture and parkland
Dryobates minor [br]	Lesser Spotted Woodpecker	Birds	EN	Broadleaved woodland; parkland; hedgerows with trees
Falco columbarius [br]	Merlin	Birds	EN	Upland heathland
Lyrurus tetrix [br]	Black Grouse	Birds	VU	Moorland fringe with scrub and rough pasture
Motacilla flava [br]	Yellow Wagtail	Birds	NT	Wet grassland, wetlands, hay meadows, arable field margins, arable land
Numenius arquata [br]	Curlew	Birds	EN	Upland grassland, upland heathland, blanket bog, rush pasture, lowland grassland
Passer montanus [br]	Tree Sparrow	Birds	VU	Broadleaved woodland, wood pasture and parkland, hedgerows, grasslands, arable field margins
Perdix perdix [br]	Grey Partridge	Birds	VU	Grassland, arable land
Poecile montanus [br]	Willow Tit	Birds	EN	Wet woodland, riparian woodland and scrubby areas
Poecile palustris [br]	Marsh Tit	Birds	NT	Broadleaved woodland, wet woodland and scrub, farmland with woody areas.

Species	Common Name	Taxon	Conservation Status (RDB)	Associated Habitat
Streptopelia turtur [br]	Turtle dove	Birds	CR	Open woodland; tall, thick hedgerows in farmland, parkland, arable land
Tringa totanus [br]	Redshank	Birds	VU	Upland heathland, upland grassland, wet grassland, freshwater marsh
Turdus torquatus [br]	Ring Ouzel	Birds	NT	Upland heathland with scrub, upland calcareous grassland
Vanellus vanellus	Lapwing	Birds	VU	Grassland, upland hay meadows, arable land, wetlands, floodplain grazing marsh
Aricia artaxerxes	Northern Brown Argus	Butterflies	VU	Upland and lowland calcareous grassland with scrub
Austropotamobius pallipes	White-clawed Crayfish	Crayfish	NA	Rivers, ponds
Cordulegaster boltonii	Golden-ringed Dragonfly	Dragonflies and damselflies	LC	Rivers and streams
Lestes sponsa	Emerald Damselfly	Dragonflies and damselflies	LC	Wetlands
Carabus monilis	Necklace Ground Beetle	Ground beetles	EN	Open habitat including arable margins, sandy heathland, woodland, thick scrub, hay meadows.
Chrysolina graminis	Tansy Beetle	Leaf beetles and allies	EN	Tall sward on riverbanks
Anoplodera sexguttata	Six-spotted Longhorn	Longhorn beetles	NT	decaying wood in open broadleaved woodland
Arvicola amphibius	European Water Vole	Mammals	EN	Rivers, wetlands, ditches, mixed woodland
Erinaceus europaeus	West European Hedgehog	Mammals	VU	Urban spaces and gardens, grassland, mixed woodland, heathland, arable land
Micromys minutus	Harvest Mouse	Mammals	NT	Tussocky grasslands, hedgerows, field margins, road verges, reedbeds, ditches
Neomys fodiens	Water Shrew	Mammals	LC	Banks of streams, rivers, ponds, ditches, mixed woodland,
Sciurus vulgaris	Red Squirrel	Mammals	EN	Upland & moorland, coniferous woodland; broadleaved woodland
Baetis niger	Southern Iron Blue	Mayflies	LC	Rivers and streams
Mytilus edulis	Blue Mussel	Molluscs	NA	Rocky shores
Margaritifera margaritifera	Freshwater Pearl Mussel	Molluscs (non-marine)	CR	Rivers and streams
Pseudanodonta complanata	Depressed River Mussel	Molluscs (non-marine)	NA	Rivers and streams, large ditches and canals
Vertigo geyeri	Geyer's Whorl Snail	Molluscs (non-marine)	NT	Open flushes in calcareous fens and mires
Arctia caja	Garden Tiger	Moths	NA	Gardens, damp meadows, fens, riverbanks, open woodland

Species	Common Name	Taxon	Conservation Status (RDB)	Associated Habitat
Chiasmia clathrata	Latticed Heath	Moths	NA	Gardens, calcareous grassland, fens, open woodland, heathland and moorland
Euclidia glyphica	Burnet Companion	Moths	NA	Dry or damp grasslands (usually calcareous), flower-rich hay meadows, woodland rides, verges
Eupithecia pygmaeata	Marsh Pug	Moths	NA	Wet meadows, marshes, fens
Panemeria tenebrata	Small Yellow Underwing	Moths	NA	Flower-rich grasslands, sea-cliffs, roadside verges
Perizoma minorata	Heath Rivulet	Moths	NA	Moorland, upland pasture and limestone grassland
Coeloglossum viride	Frog Orchid	Vascular plants	VU	lowland calcareous grassland, limestone pavement
Drosera rotundifolia	Round-leaved Sundew	Vascular plants	LC	blanket bog, lowland raised bog, upland heathland, upland flushes, fens and swamps
Filipendula vulgaris	Dropwort	Vascular plants	LC	Calcareous grassland, limestone pavement, upland heathland
Genista anglica	Petty Whin	Vascular plants	NT	Upland heathland, upland hay meadows, bog, fen, marsh and swamp
Gentianella campestris	Field Gentian	Vascular plants	VU	Upland calcareous grassland, lowland dry acid grassland, lowland meadow
Juniperus communis	Juniper	Vascular plants	LC	Upland heathland, upland broadleaved woodland, calcareous grassland, limestone pavement
Neotinea ustulata	Burnt Orchid	Vascular plants	EN	Lowland calcareous grassland
Ophioglossum vulgatum	Adder's-tongue fern	Vascular plants	LC	Broadleaved woodland, lowland meadows, unimproved grassland, heathland
Orobanche reticulata	Thistle Broomrape	Vascular plants	NT	Lowland calcareous grassland
Primula farinosa	Bird's-eye Primrose	Vascular plants	VU	Upland calcareous grassland
Succisa pratensis	Devil's-bit Scabious	Vascular plants	LC	acid grassland, calcareous grassland, calcareous grassland, lowland meadows, heathland, rush pastures, broadleaved and mixed woodland
Trifolium fragiferum	Strawberry Clover	Vascular plants	LC	Coastal saltmarsh, lowland fen, calcareous grassland, gardens
Sium latifolium	Greater Water-parsnip	Vascular plants	EN	Rivers, lowland fens, upland flushes, fens and swamps, standing open water and canals, reedbeds
Viola canina	Heath Dog-violet	Vascular plants	NT	Lowland dry acid grassland, heathland, rivers and streams

Table 2 – Focus species assemblages

Species	Common Name	Taxon	Conservation Status (RDB)	Associated Habitat
Bats Species Assemblage				woodland, woodland edge, hedgerows, grassland, wetlands, lakes, rivers, gardens, parkland, buildings and bridges (roosting), tree holes (roosting)
Myotis brandtii	Brandt's Bat	Mammals	NA	
Myotis daubentonii	Daubenton's Bat	Mammals	LC	
Myotis mystacinus	Whiskered Bat	Mammals	NA	
Myotis nattereri	Natterer's Bat	Mammals	LC	
Nyctalus leisleri	Leisler's Bat	Mammals	NT	
Nyctalus noctula	Noctule Bat	Mammals	LC	
Pipistrellus pipistrellus	Common Pipistrelle	Mammals	LC	
Pipistrellus pygmaeus	Soprano Pipistrelle	Mammals	LC	
Plecotus auritus	Brown Long-eared Bat	Mammals	LC	
Myotis alcathoe	Alcathoe Bat	Mammals		
Sea Bird Assemblage				Coastal cliffs and rocks, urban areas
Rissa tridactyla [br]	Kittiwake	Birds	CR	
Fulmarus glacialis [br]	Fulmar	Birds	LC	
Larus argentatus [br]	Herring Gull	Birds	EN	
Arable Flowers Assemblage				Arable Field Margins, parks and gardens
Centaurea cyanus	Cornflower	Vascular plants	NA	
Cerastium arvense	Field Mouse-ear	Vascular plants	LC	
Cichorium intybus	Chicory	Vascular plants	NA	
Clinopodium acinos	Basil Thyme	Vascular plants	VU	
Euphorbia exigua	Dwarf Spurge	Vascular plants	NA	
Filago lutescens	Red-tipped Cudweed	Vascular plants	EN	
Filago vulgaris	Common Cudweed	Vascular plants	NT	
Fumaria purpurea	Purple Ramping-fumitory	Vascular plants	LC	
Galeopsis speciosa	Large-flowered Hemp-nettle	Vascular plants	NA	

Species	Common Name	Taxon	Conservation Status (RDB)	Associated Habitat
Glebionis segetum	Corn Marigold	Vascular plants	NA	
Geranium columbinum	Long-stalked Crane's-bill	Vascular plants	LC	
Hypochaeris glabra	Smooth Cat's-ear	Vascular plants	VU	
Mentha arvensis	Corn Mint	Vascular plants	LC	
Minuartia hybrida	Fine-leaved Sandwort	Vascular plants	EN	
Onobrychis viciifolia	Sainfoin	Vascular plants	NT	
Scandix pecten-veneris	Shepherd's-needle	Vascular plants	NA	
Spergula arvensis	Corn Spurrey	Vascular plants	VU	
Stachys arvensis	Field Woundwort	Vascular plants	NA	
Viola tricolor	Wild Pansy	Vascular plants	NT	
Waxcap fungi Assemblage				Grasslands, verges, churchyards, woodland
Gliophorus psittacinus	Parrot Waxcap	Fungi	NA	
Hygrocybe punicea	Crimson Waxcap	Fungi	NA	
Porpolomopsis calyptriformis	Pink Waxcap	Fungi	NA	
Freshwater Fish Assemblage				Rivers and Streams
Anguilla anguilla	European Eel	Freshwater Fish	CR	
Lampetra fluviatilis	European River Lamprey	Freshwater Fish	LC	
Lampetra planeri	Brook Lamprey	Freshwater Fish	LC	
Petromyzon marinus	Sea Lamprey	Freshwater Fish	LC	
Salmo salar	Atlantic Salmon	Freshwater Fish	EN	
Salmo trutta	Sea/Brown Trout	Freshwater Fish	NA	
Cottus gobio	Bullhead	Freshwater Fish	LC	

7. Species Recovery Projects list

Many priority species have existing or planned species recovery projects associated with them. The LNRS will work with these, where possible, to ensure that delivery of LNRS measures support the ambitions of the species recovery projects. A list of known species currently being focused on by organisations with the LNRS area is provided in Table 3 below (n.b. this is not an exhaustive list).

Table 3 – Species associated with existing or planned species recovery projects

Species	Common Name	Taxon	Conservation Status
Hirudo medicinalis	Medicinal Leech	Annelid	NA
Andrena tarsata	Tormentil Mining Bee	Bees, wasps, ants & sawflies	NA
Crex crex	Corn crake	Birds	LC
Streptopelia turtur	Turtle Dove	Birds	CR
Coenonympha tullia	Large Heath	Butterflies	EN
Austropotamobius pallipes	White-clawed Crayfish	Crayfish	NA
Chrysolina graminis	Tansy beetle	Leaf beetles and allies	EN
Castor fiber	Beaver	Mammals	EN
Martes martes	Pine Marten	Mammals	LC
Muscardinus avellanarius	Hazel Dormouse	Mammals	VU
Electrogena affinis	Scarce Dusky Yellowstreak	Mayfly	DD
Margaritifera margaritifera	Freshwater pearl mussel	Molluscs	CR
Epione vespertaria	Dark Bordered Beauty	Moths	NA
Odontomyia hydroleon	Green Barred Colonel	Soldier flies and allies	CR
Carex ericetorum	Rare Spring-sedge	Vascular plants	VU
Cypripedium calceolus	Lady's Slipper Orchid	Vascular plants	CR
Gentianella campestris	Field Gentian	Vascular plants	VU
Neotinea ustulata	Burnt Orchid	Vascular plants	EN
Juniperus communis	Juniper	Vascular plants	LC
Pilularia globulifera	Pillwort	Vascular plants	NT
Sium latifolium	Greater Water-parsnip	Vascular plants	EN

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8. Migrants list

The LNRS Species guidance includes a recommendation to consider species that may move into the LNRS area in the future due to migration related to climate change. Table 4 below provides a list of species that could feasibly become established in the strategy area. The list is based purely on the opinion of local experts, as there are historic records in North Yorkshire and York for almost all the species. Therefore, there is a strong likelihood that they could become established, with suitable levels of required habitat and other environmental factors being favourable.

Table 4 – Potential future migrant species

Species	Common Name	Taxon	Conservation Status
Aquila chrysaetos	Golden Eagle	Birds	NT
Bubulcus ibis	Cattle Egret	Birds	LC
Grus grus	Common Crane	Birds	VU
Haliaeetus albicilla	White-tailed Eagle	Birds	EN
Himantopus himantopus	Black-winged Stilt	Birds	NA
Locustella luscinioides	Savi's Warbler	Birds	CR
Luscinia megarhynchos	Nightingale	Birds	VU
Platalea leucorodia	Spoonbill	Birds	VU
Plegadis falcinellus	Glossy Ibis	Birds	NA
Aeshna isosceles	Norfolk Hawker	Dragonflies and damselflies	EN
Brachytron pratense	Hairy Dragonfly	Dragonflies and damselflies	LC
Erythromma najas	Red-eyed Damselfly	Dragonflies and damselflies	LC
Leucorrhinia dubia	White-faced Darter	Dragonflies and damselflies	EN
Lota lota	Burbot	Freshwater Fish	Data deficient
Acipenser sturio	Common Sturgeon	Freshwater Fish	CR
Euplagia quadripunctaria	Jersey Tiger	Moths	NA

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Meeting:	Executive
Meeting date:	4 November 2025
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Leader, Executive Member for Policy, Strategy and Partnerships

Decision Report: York's Prospectus – Going for Good Growth with Innovation, Culture and Heritage at our heart

Subject of Report

1. This report presents York's response to the York and North Yorkshire Combined Authority's Local Growth Plan, known as *York's Prospectus*, Going for Good Growth with Innovation, Culture and Heritage at our heart.

2. The Local Growth Plan sets out York and North Yorkshire Combined Authority's (YNYCA) commitment to accelerate growth in affordable housing, skills and jobs supported through improved transport and digital infrastructure. It has been developed by the YNYCA in close collaboration with both York and North Yorkshire local authorities and partners.

3. *York's Prospectus* sets out York's response to the Local Growth Plan, detailing opportunities that can have significant local and regional benefit and are designed to improve opportunity for York residents and businesses.

4. Delivering the prospectus can lead to York being a fairer, more accessible, more sustainable and healthier city for all.

5. Executive are invited to approve *York's Prospectus* and note progress to date, with officers tasked to progress attracting additional investment from the public or private sectors.

Benefits and Challenges

6. Approving *York's Prospectus* (**Annex A**) in response to the Local Growth Plan, signals a clear commitment that in collaboration with YNYCA, public, private and community partners, we can deliver multiple benefits for residents and businesses, attracting additional investment into economic and housing growth, clean energy, improved environment, digital and transport infrastructure.

7. Delivering the prospectus can reduce congestion, improve health and wellbeing, develop more warm affordable homes that meet the needs of residents, reduce emissions and energy bills, create more jobs for everyone, with more opportunities to develop skills and improve digital connectivity.

8. *York's Prospectus* has been developed in collaboration with partners across public and private sector. It reflects York's strengths, putting innovation at its heart, with a focus on reducing inequalities, building inclusive economic growth and transitioning to net zero. It describes the projects that would collectively deliver the ambitions described in the 10-Year City Plan (2022-2032) and the 10-Year Strategies (Economic, Climate and Joint Health and Wellbeing).

9. Both the Local Growth Plan and *York's Prospectus* will take many years for some of the benefits to be realised. There is a risk that issues experienced today will distract from the work to deliver benefits in the future. This could lead to budgets and resources being reallocated, at the risk the opportunities are never fully realised.

10. The Local Growth plan is in response to national policy. There remains a risk that subsequent governments will have a different approach to regional growth, undermining the durability of the plan.

Policy Basis for Decision

11. *York's Prospectus* has been designed to deliver several key policies for the city. It will steer delivery over decades and as a result, it has embedded the vision articulated in the 10-year strategies, the Council Plan, and is aligned to national policy such as the Industrial Strategy, Get Britain Working, and 10 Year NHS Plan, and aligns to regional policy set out in the YNYCA Local Growth Plan.

12. York's 10-Year City Plan[1] reflects the vision set by the 10-year strategies covering the economy, health and wellbeing and climate change. Known as York 2032, the vision states that York will be "a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in its success."

13. The Council Plan 2023-2027[2] takes a step towards the 10-Year Plan, by setting out a vision and series of actions that would "establish the conditions to make the city of York a healthier, fairer, more affordable, more sustainable and more accessible place, where everyone feels valued, creating more regional opportunities to help today's residents and benefit future generations."

14. The prospectus focuses on delivering EACH, the four core commitments:
    - **Equalities**: the proposals provide opportunity for all, with many targeting areas of deprivation
    - **Affordability**: More affordable housing will be delivered both by Unlocking the Local Plan, and developing a new pipeline of the next Housing Delivery Programme
    - **Climate**: enhancing the environment and delivering greater sustainability measures, including an ambition to be the UK's first net exporter of renewable energy are included in the prospectus
    - **Health**: All the proposals will contribute to reducing health inequalities through providing more and better jobs, more affordable safe housing and greater social connections, with Health in All Policies included in the design principles.

15. The Local Growth Plan, and *York's Prospectus*, have both been informed by the Mayoral Pipeline of Proposals, approved by the Leader in July 2024, and informed by the 10-Year City Plan and Strategies together with the Council Plan ambitions and partner aspirations. Council Members, via a Corporate Scrutiny Committee meeting on 8 September, have also informed the development of the prospectus.

[1] www.york2032.co.uk
[2] Council Plan – City of York Council

Financial Strategy Implications

16. Delivering York's Growth Ambitions will be funded through investment from bodies external to CYC (for example YNYCA, government departments, private and public sector partners, etc.). This means delivery is predicated on identifying and securing this external investment. Should this investment not be secured, then the proposals outlined in the York Prospectus will not be delivered.

17. The Council's medium term financial position identifies that savings will continue to be needed in order to balance the Council's budget each year.

Recommendation and Reasons

18. Executive is recommended to approve *York's Prospectus* (**Annex A**):
    - Reason: *York's Prospectus* is York's response to the Local Growth Plan. It is a continuation of the approved Mayoral Pipeline of Proposals. It has been developed in collaboration with city partners and sets out a series of projects that would support both delivery of the Local Growth Plan and 10-Year City Plan and Strategies.

Rejecting *York's Prospectus* would mean council officers did not have a guide of priority projects to proactively attract investment into the city, with the risk that residents miss out on significant benefits as a result.

Background

19. *York's Prospectus* is bold and ambitious. To demonstrate the scale of the ambition, York's Prospectus aims to deliver approximately 3,000 more homes and over 750 more jobs, together with enhanced health and community services, world-class innovation, culture and heritage and accessible and inclusive adult skills pathways inspired by the research and innovation taking place across the city.

20. *York's Prospectus* is a continuation of the Mayoral Pipeline of Proposals, approved by the Leader in July 2024. The projects are

rooted in the York Narrative[3], and the ambitions articulated in The Council Plan 2023-2027 and York 2032, the 10-Year City Plan. The prospectus reflects the city-wide engagement and collaboration that led to these key strategies.

21. It has been developed to respond to the Local Growth Plan, recently approved by YNYCA, which is in response to the national Industrial Strategy[4].

22. The projects within the prospectus are the economic, skills, transport, housing, and environmental projects that will collectively make the biggest impact to the quality of life for residents, improving health and reducing inequalities.

23. The prospectus describes the design principles that will be inherent through delivery of all the proposals, such as how the council will work in partnership with communities to deliver the projects, ensuring co-design is at the heart of the changes we facilitate or lead.

24. In addition, by embedding the social value outcome framework[5] into delivery, York residents will further benefit from investment directed into apprenticeship, training, environmental and community projects.

Benefits of *York's Prospectus*

25. *York's Prospectus* aims to ensure that York residents benefit from having an affordable safe, warm, home in the city they are proud to call home, a job they are trained and supported to do, improved and earlier access to community health and wellbeing services to prevent health issues getting worse, and reduced traffic congestion.

26. York itself will benefit from greater global and national recognition of the role it plays in driving key economic sectors and its social research that actively improves the lives of residents across the country, together with cementing York's status at the heart of cultural heritage. It aims to attract greater interest and investment

[3] theyorknarrative.co.uk
[4] The UK's Modern Industrial Strategy
[5] PowerPoint Presentation

in the city. In addition, the city will benefit from reduced carbon emissions and greater biodiversity and enhanced green spaces.

27. The Council will benefit from more residents living longer healthier lives in their own homes. This will reduce pressure on statutory services, such as social care, homelessness and community support. Over time, realising these benefits will support the council become more financially resilient, potentially protecting council discretionary services for residents to enjoy (such as leisure and cultural services).

28. Research is currently being undertaken to identify the full economic and social value of the projects in the prospectus. Once complete, this will be brought to an Executive Member Decision Session for review.

Delivering *York's Prospectus*

29. Once approved, the council will establish a programme to deliver *York's Prospectus* as investment is identified, attracted and unlocked. The programme will report into the City Development Board with quarterly reports to Executive.

30. *York's Prospectus* is designed as a "live" document. As projects more from development to delivery, new projects will be included in the document. This allows officers to quickly respond to investment opportunities, whilst ensuring York's interests are best represented. The process to continue to update and keep the ambitions relevant will be through the programme.

31. *York's Prospectus* sets out the proposals that would deliver for the city. However, it is critically important that design principles are developed by the programme in consultation with partners and residents and that these reflect the vision of an affordable, accessible, sustainable, inclusive city where <u>everyone</u> feels valued. This means including co-design with community groups, residents, businesses and partners on individual proposals.

32. In addition, to ensure the outcomes set out in the prospectus are delivered, the council will work with partners to agree and publish an outcome framework, including how it will be monitored.

33. A programme plan, proposed governance structure and approach will be presented to the Leader for consideration at an Executive

Member Decision within the next three months. This includes the process to approve design principles to ensure the council plan's four core commitments (EACH) is delivered by the different projects.

Development process

34. In December 2024, the English Devolution White paper was published. It describes how Mayoral Strategic Authorities will include consolidated funding to deliver local growth covering a wide portfolio of responsibilities, including, transport, local growth, place, housing and regeneration, skills, and non-apprenticeship adult skills, together with integrated health and wellbeing.

35. The Local Growth Plan priorities were developed in collaboration with York and North Yorkshire and based on robust evidence and a demonstration of the region's unique strengths. They were approved at York and North Yorkshire's Combined Authority meeting in July 2025 and broadly reflected in the Industrial Strategy Green Paper.

36. The Industrial Strategy Green Paper was consulted on throughout the autumn, with the council submitting a response to the consultation and contributing to a stakeholder roundtable event in January.

37. The prospectus itself draws the experience of this process together with the Mayoral Pipeline approved by the Leader in July 2024 and ongoing co-design with partners in the city. The proposals in the pipeline were designed to attract significant government funding to accelerate growth over the next decade.

38. The proposals in the pipeline were then reframed to demonstrate how they aligned to the Mayoral vision and presented to the Mayor in December 2024 as York's Growth Ambitions, to inform the final version of the Local Growth Plan.

39. The proposals were stress tested with city partners and then considered by Corporate Scrutiny Committee, with the final version articulated in *York's Prospectus*.

Consultation Analysis

40. *York's Prospectus*, the response to the Local Growth Plan, were co-designed with officers across the council. It was initially informed by the Mayoral Pipeline of Proposals which Scrutiny Committees were consulted on in 2024, together with discussion with key partners.

41. The proposals were presented to the Mayoral Combined Authority in December 2024 for their consideration for inclusion in the Local Growth Plan as it developed.

42. It was discussed with several partners who contributed their own aspirations, including during City Leader events in January, April and June 2025.

43. The Corporate Scrutiny Committee discussed York's Prospectus in September 2025, suggesting several amendments now contained within the prospectus whilst also reflecting the need for clarity around economic and social value of the projects identified in the prospectus to enable prioritisation to take place.

Options Analysis and Evidential Basis

44. There are two options presented to Executive for consideration:

    1) Approve *York's Prospectus*

    2) Reject *York's Prospectus*

    Executive are recommended to approve option 1, approve *York's Prospectus*

45. There are significant resident and business benefits realised through delivery of *York's Prospectus* which, over time, would support the council focus services on most need, and become more resilient as a result of residents living longer and happier lives.

46. Rejecting the prospectus would mean there is no clear steer on the areas for investment that matter most, with residents and businesses potentially missing out on significant benefits. The council would not have the tools to attract investment where it's

needed most, bringing a potential risk that the ongoing and rising cost of living in the city causes more residents to seek council support, with no plans in place to resolve.

Organisational Impact and Implications

- ***Financial -*** This report outlines the ambition for the city, with a number of very complex, high value potential projects outlined in the annex to the report. There are no immediate financial implications for the Council because there is an assumption that external funding will be secured to deliver on this ambition. This external funding will therefore need to cover all the costs to the Council, including the finance, procurement and legal costs associated with what is a wide range of very significant projects. Should external funding not be secured, or if it was not able to fund delivery costs such as support services, then the scheme would not be able to progress. We are unable to accept funding that would ultimately increase the Council's running costs.

- ***Human Resources (HR)*** *- There are no HR implications contained within this report.*

- ***Legal*** *- Any works, supplies of goods and/or services relevant to the projects within the Prospectus must be commissioned in line with the Council's Contract Procedure Rules and (where applicable) the Procurement Act 2023. Any external grant funding for the projects detailed within the Prospectus must be compliant with the Subsidy Control Act 2022. All contracts and grant funding terms and conditions will require the advice and input of Legal Services*

- ***Procurement****,* Whilst there are no direct procurement implications relating to report itself, procurement will be a main tool used to deliver some of the upcoming priorities through contracts. Should any priorities require procurement, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Procurement Act 2023. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement

team.

- ***Health and Wellbeing*** *- York Prospectus includes a range of opportunities which, if adopted, may bring significant health benefits for residents. These include direct benefits such as improved access to health services and active travel opportunities, and indirect benefits such as provision of quality housing and creation of jobs both of which are important for good health. As not all projects will bring equal benefits from a health perspective, health implications of specific projects may need to be revisited further down the line.*

- ***Environment and Climate action*** *- To meet our climate change ambitions and support sustainable growth, it is crucial that we decouple economic growth and greenhouse gas emissions. The Growth plan proposes priority projects that support this aim and the wider climate change ambitions for the city."*

  "The Growth Plan" supports the ambitions of the York Climate Change Strategy, specifically objectives 2.3 Move away from fossil fuel heating systems, 3.2 Increase uptake of active travel and public transport, 5.3 Grow the green economy, 7.1 Increase renewable energy generation."

- ***Affordability*** *- The strategy reflects activity to improve affordability in the city for residents and is therefore a positive development for the city.*

- ***Equalities and Human Rights****, The equalities impacts are assessed within the EIA provided.*

- ***Data Protection and Privacy*** *- 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****, The delivery of the York prospectus will be supported by the proposed multi-agency joint*

communications approach, set out within the council's draft communications strategy 2025-27. This seeks to focus the joint communications resource of key partners across the city to support the issues of highest priority citywide. The prospectus helps to inform this programme. The council's communications team will continue to work alongside communications colleagues from the combined authority to ensure a coordinated approach to key projects, as appropriate.

- ***Economy**: The prospectus sets out a bold and ambitious pipeline of transformative projects and programmes for the City, that through collaborative action and investment with partners including the mayoral Combined Authority and government, will play a crucial role in helping York to grow and develop in a way that optimises benefits, minimises impacts and best meets the needs of our communities. The collegiate approach to the development of the prospectus is particularly welcomed, and its place in helping to shape our economic growth and support our most marginalised and deprived communities is warmly anticipated.*

Risks and Mitigations

Financial/funding: *York's Prospectus* is bold and ambitious, setting the city on a journey that will take place over the decades ahead. There is a risk that actions will not be delivered due to the scale of funding required and as a result benefits will not be realised. By taking a programme approach it is anticipated that robust business cases will be developed with strategic and systems partners, in response to government policy and private sector investment outcomes, to attract the funding needed.

Reputational: *York's Prospectus* is designed to ensure it best represents York's interests. There is a risk that it simply does not deliver its ambition, undermining the credibility of the approach. Council officers will work closely with partners, including the Combined Authority to both support delivery, and report on progress including sharing barriers and issues.

Partnerships *York's Prospectus* includes ambitious plans articulated by partners to meet their outcomes as part of the wider system of improving resident's lives and businesses opportunities. To ensure delivery realises the benefits, the council will continue to work closely with

partners, providing support to overcome barriers as part of the programme.

Economic sectors Not all of York's important economic sectors are represented in the Local Growth Plan. This is because it is based on the priority sectors represented in the National Industrial Strategy. Examples include Tourism and Hospitality. *York's Prospectus* addresses this by representing the city and the council will continue working with partners and representative bodies to identify new ways to help strengthen these sectors.

Wards Impacted all

Contact details

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Date:	24/10/2025

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Background papers

English Devolution White Paper : *English Devolution White Paper - GOV.UK*

The UK's Industrial Strategy *Invest 2035: the UK's modern industrial strategy - GOV.UK*

Regional Economic Framework: Economic Framework: Guiding Prosperity in York & North Yorkshire

Combined Authority approve Local Growth Priorities: 241002-YNYCA-Item-5-York-and-North-Yorkshire-Combined-Authority-Strategic-Growth-Priorities.pdf

Combined Authority approve The Local Growth Plan Agenda for York and North Yorkshire Combined Authority on Friday, 18th July, 2025, 3.00 pm - York and North Yorkshire Combined Authority > Mayoral Combined Authority item 8

Council approves 10-Year Plan (York 2032) and Strategy and Policy Framework Agenda for Council on Thursday, 15 December 2022, 6.30 pm (york.gov.uk) item 36

Council approves the Council Plan 2023-2027 Agenda for Council on Thursday, 21 September 2023, 6.30 pm (york.gov.uk) item 6

Executive approves updated Strategy and Policy Framework and the Local Transport Strategy 2024-2040 Agenda for Executive on Thursday, 18 July 2024, 4.30 pm item 16:

Leader approves Mayoral Pipeline of Proposals: Agenda for Decision Session - Executive Leader, Policy, Strategy and Partnerships on Wednesday, 17 July 2024, 10.00 am item 5

Scrutiny reviews York's response to the Local Growth Plan Agenda for Economy, Place, Access and Transport Scrutiny Committee on Tuesday, 10 December 2024, 5.30 pm item 5

Scrutiny reviews York's Prospectus Agenda for Corporate Scrutiny Committee on 8 September 2025, 5:30pm item 6

Abbreviations

YNYCA – York and North Yorkshire Combined Authority

Annexes

Annex A: York's Prospectus – Going for Good Growth with Innovation, Culture and Heritage at our heart

Annex B: Equalities Impact Assessment



CITY OF YORK COUNCIL

YORK PROSPECTUS

Going for Good Growth with Innovation, Culture and Heritage at our Heart

York's Growth Ambition

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By 2032 York will be a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in its success.

	Health and Wellbeing	Education and Skills	Economic Growth	Transport	Sustainability
York 2032 Priorities and Goals	All York residents (young, old and future residents) will enjoy happier, healthier, longer lives, in homes that meet their needs, able to actively participate in their communities, with access to the right support at the right time.	All ages will have access to learning throughout their lives to equip them with the skills to succeed commercially, socially, locally and nationally.	York's economy will be vibrant and inclusive, with businesses supported to grow and prosper and talent nurtured, retained and supported. Our economy will be developed to be well balanced with a mix of different sectors providing opportunities for young and old.	York's transport networks will be inclusive and sustainable, connecting neighbourhoods and communities.	York will be carbon neutral and contribute to the regional ambition to be carbon negative, with iconic green spaces to enjoy today and the environment protected for future generations to enjoy.
York prospectus strategic programmes	Accelerating Housing Development (including Brownfield) Healthy Workforce Programme	Innovation Hub (York Central) & new Regional Adult Skills Centre Construction Skills Centre	BioYorkshire campus Cordukes Business Enterprise Zone Digital Technology Landscape Enhancement World Leading Centre for Heritage Unlocking the Local Plan Creative Chrysalis	Haxby Rail Station Outer Ring Road Improvements Delivering Movement and Place York Station Gateway - a Station Fit for the Future	Bioresources Engineering Centre Harewood Whin First energy independent city Regional Circular Food Distribution Network

Summary

The York 2032 Vision challenges us to go for growth with innovation, culture and heritage at our heart – to shape a city that is vibrant, prosperous, welcoming and sustainable.

York's Growth Ambitions demonstrates how York is preparing for that future. By investing in the right conditions between now and by 2032, York will benefit from long-term, inclusive and sustainable prosperity. York's Growth Ambitions reflects our shared priorities as a city: driving innovation and enterprise, unlocking infrastructure, and ensuring that more residents and communities benefit from the opportunities York and the region create.

York's Growth Ambitions is a prospectus providing a practical framework for delivery, shaped by local priorities and designed to support long-term opportunity, resilience and equality. The prospectus is a portfolio of deliverable programmes and projects that collectively will bring more higher paid jobs, more affordable homes and deliver a more sustainable and accessible transport network to York.

It reflects the ambition at the heart of our 2032 vision: to be a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in its success, combined with the values the city shares – a city that pioneers with purpose, makes history every day and priorities people.

It responds directly to the York and North Yorkshire Combined Authority's (YNYCA) Local Growth Plan and the Mayor's vision to build healthy and thriving communities through investment in support services, more sustainable and affordable transport, high-quality and energy-efficient housing, and better access to green spaces.

York's Growth Ambitions also supports several national government missions: helping to kickstart economic growth through innovation and infrastructure; contributing to the clean energy transition through sustainable development and retrofitting; and breaking down barriers to opportunity by improving access to education, training, and employment.

www.york2032.co.uk

The projects outlined in the prospectus builds on our strategic direction – linking land, investment, skills, partners and communities to deliver social outcomes that all York residents can benefit from.

What this will mean for the people of York

The projects in this document are designed not only to drive economic success, but to deliver for the people who live in all our communities, so that anyone anywhere in the city can look at the opportunities and see something for them. Our vision for York's future means cohesive communities, benefitting from heritage and culture, with economic opportunities, are better connected through improved accessible and sustainable transport infrastructure.

Guided by our four core commitments – equalities and human rights, affordability, climate, and health – we are outcome-focused, ensuring that growth translates into real benefits for people's everyday lives: from access to quality jobs and skills development, to affordable, energy-efficient homes, and thriving neighbourhoods. We will celebrate success, learn from challenges and continually improve, ensuring York's future is not only more prosperous, but fairer, more inclusive, and more sustainable for all.

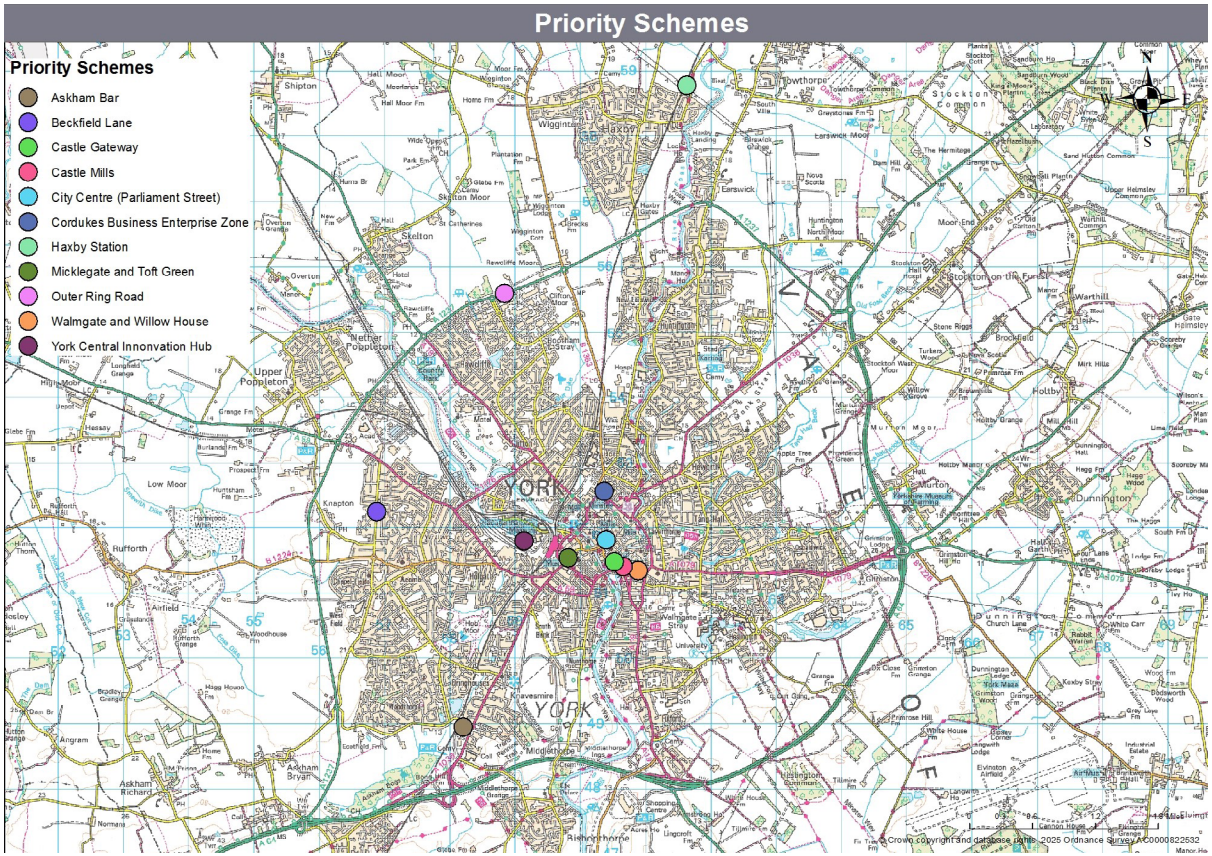
Our Immediate Priorities

1-3 years

The Prospectus outlines a series of projects that will be transformative for York over the decades to come.

Contained within these projects are individual schemes that will bring real benefit to York residents in the immediate future. They have been selected because we are able to deliver these at pace to demonstrate how, by taking a strategic approach to attracting investment, residents across the city can experience positive change in the near future.

Developed through consultation with partners and elected representatives, the map and table identifies the priority schemes that will be our initial focus as we seek to make York a more equal, affordable, sustainable and healthy place for its residents.



Our Immediate Priorities			
Scheme	**Alignment to Prospectus**	**Cost**	**Outcomes for residents**
Castle Gateway Park	World-Leading Centre for Heritage	£1.5m (as part of an overall scheme ask of £9.934m)	Improved public realm, community pride, biodiversity, green space in area currently deprived, destination for heritage setting
Castle Mills	Accelerating Brownfield Site Development	Circa £33m	Affordable and keyworker housing schemes on council land
Askham Bar	Accelerating Brownfield Site Development	Circa £26m	Affordable and keyworker housing schemes on council land
Micklegate – Toft Green	Delivering the Movement and Place Plan	£2m	Enhanced quality of public realm, biodiversity, green space, exemplar for sustainable travel corridor and movement and place
Active Travel Corridor – **Beckfield Lane** – name tbc	Delivering the Movement and Place Plan	TBC	Improved active travel connectivity as a route to 20 schools
Walmgate and Willow House Improvement Plan	Delivering the Movement and Place Plan	£347k	Improved, safer, more sustainable and more accessible public realm, enhanced cycling and pedestrian connectivity, increased community pride

Our Immediate Priorities			
Scheme	**Alignment to Prospectus**	**Cost**	**Outcomes for residents**
Sustainable regeneration and Active Travel – TBC	Delivering the Movement and Place Plan	£2m-£5m	Improved public realm, active transport connectivity and community pride
City wide Bus network improvements	Local Transport Strategy	£2m revenue (plus capital)	Zero emissions buses, station bus loop, bus upgrades, £1 fare concessions
Haxby Station	New Station for Haxby	TBC - £m funding gap	Delivery of a new park and rail site, enhancing economic and community benefits in the surrounding area
Harewood Whin	Harewood Whin Renewable Energy	£350k to FBC	Renewable energy generation on underutilised council land contributing to net zero and council financial pressures to redirect funding to critical services
TOTAL priority funding request		**c.£70m**	

Following consultation with Scrutiny and city leaders, we have also developed a list of 2nd tier priorities.

These projects have been selected because as well as a clear York resident benefit, there is also a strong and compelling regional benefit which can only be delivered with additional external funding.

2nd Tier Priorities			
Scheme	**Alignment to Prospectus Project**	**Cost**	**Outcomes for residents**
Outer Ring Road	Outer Ring Road improvements	£50m	Reduced congestion, safer and more sustainable travel options
Co-fund Cordukes Business Enterprise Zone (**York St John University**)	Cordukes	£5m	TBC
York Central Innovation Hub	Innovation Hub	£15m	TBC
City Centre (Parliament Street) Public Realm	World-Leading Centre for Heritage	£11m	improved public realm incorporating greater accessibility, cycling corridors, increased green spaces, event space, redefine use of city centre public spaces – aiming to balance York Central offer to continue to maintain vibrant city centre offer
TOTAL funding request		**£80m**	

Working together to create a shared vision for York's future

York's Growth Ambitions have been shaped through active engagement with stakeholders in the city. The projects outlined in the document are the city's collective ambitions – some are led by City of York Council whilst others have been developed by some of the key institutions in the city.

The ambitions have been considered by elected members via the Council's scrutiny processes.

A continual journey

The projects identified in this document are the ambitions of the city as of autumn 2025. As projects are completed, they will no longer be ambitions but our reality. New opportunities and challenges will emerge and will lead to the formulation of new ambitions for the city. This document will be regularly reviewed to ensure it reflects new realities.



Turning vision into action

York's Growth Ambitions is the next step in our journey – turning shared long-term goals into coordinated action and investible opportunities. It builds on the city's adopted strategies, including the York 2032 Vision and 10 Year City Plan, the 2022-2032 Economic Strategy, Climate Strategy, and Joint Health and Wellbeing Strategy. These provide the foundation for a joined-up sustainable approach to growth – one that links place-making, economic inclusion, sustainability, and community health and wellbeing.

By aligning ***York's Growth Ambitions*** projects with these strategies, we are not just describing the future we want – we are building the foundations to deliver on that ambition.



York 2032 Strategy and Policy Framework

Our vision

York will be a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in it's success.

A city where history meets the future.

Priorities and Goals

Health and Wellbeing	Education and Skills	Economic Growth	Transport	Sustainability
All York residents (young, old and future residents) will enjoy happier, healthier, longer lives, in homes that meet their needs, able to actively participate in their communities, with access to the right support at the right time.	All ages will have access to learning throughout their lives to equip them with the skills to succeed commercially, socially, locally and nationally.	York's economy will be vibrant and inclusive, with businesses supported to grow and prosper and talent nurtured, retained and supported. Our economy will be developed to be well balanced with a mix of different sectors providing opportunities for young and old.	York's transport networks will be inclusive and sustainable, connecting neighbourhoods and communities.	York will be carbon neutral and contribute to the regional ambition to be carbon negative, with iconic green spaces to enjoy today and the environment protected for future generations to enjoy.

Movement and Place Plan 2023-2040

Health and Wellbeing Strategy 2022-2032	Economic Growth Strategy 2022-2032	Climate Change Strategy 2022-2032

THE POLICY FRAMEWORK

Policies set the context. Policies typically include SMART objectives and/or targets. The Council's Executive approves council policy and related budget, with city partner's own governance arrangements responding to their own strategies and policies. Council Policies are Plans, for example the Local Plan, the Local Transport Plan, the Council Plan etc.

ACTION PLANS

Action plans set out the city partner's actions to deliver the vision and goals in the 10-year Plan and related 10-year strategies. City Partners own actions plans will respond (in part) to the priorities.

A modern city with deep roots and real strengths

York is a compact, high-performing city of just over 200,000 people. Well connected by rail and road it can be reached from London in under two hours by train, just over an hour from Manchester, and two and a half hours from Edinburgh, placing it at the heart of the UK's national transport network. York is also exceptionally well connected to regional centres, with Leeds, Hull, and Teesside all easily accessible, reinforcing the city's role as a key economic and cultural hub for the North.

The formation of the York and North Yorkshire Combined Authority marks a new chapter in regional collaboration, positioning York as a driving force in shaping a more prosperous and connected North Yorkshire. Our universities, heritage, and culture are world-renowned and give York a unique foundation for innovation and enterprise, with sector strengths in biosciences, digital creativity, and rail innovation, culture, heritage and tourism, and a pipeline of the highest skilled workforce in the North.

However, like many cities, we face challenges. Pressures on housing, the need for affordable and reliable transport, access to training and employment, and the shift to a low-carbon economy all require long-term investment and coordination.

In addition, significant inequalities persist within our city, with stark contrasts in life expectancy between the most and least affluent wards, highlighting the need for targeted action to ensure that all communities benefit from the city's growth.

We are responding proactively, with a clear plan for the city's future, ***York's Growth Ambitions.***



A values led city

Our identity is shaped by more than our economy. As a UNESCO City of Media Arts, a Human Rights City, and a City of Sanctuary, York is a city that places people and community at the heart of its development.

York Narrative (www.yorknarrative.co.uk) captures the essence of York, and describes our city values as:

- Pioneering with purpose to improve people's lives
- Making history every day to leave a lasting and sustainable legacy
- Prioritising people so everyone is recognised and valued

These values guide how we invest and are reflected in our approach to digital infrastructure, cultural investment, and the planning of inclusive economic and housing growth. Together, these values reflect our belief that every resident should have the opportunity to benefit from and help shape the city's future.

We see culture as a driver of identity, well-being and economic value. Being a Human Rights City means embedding equality and access into how we invest in affordable housing, education, health and opportunity.

Growing responsibly

Our approach to growth is built around long-term value, not just short-term returns. That means designing projects that deliver wider societal benefits – including local employment and high paid jobs to balance our visitor economy, community wealth building, inclusive accessible design, and sustainable development.

We are embedding social value into how we invest and deliver: through local procurement, targeted skills pathways, and partnerships that reach into communities who have not always benefited from the city's success. We are working to make sure public investment leads to community benefit, not by accident, but by design.

Momentum for the future

York has a strong reputation for delivery. We have already delivered major regeneration and infrastructure programmes, including unlocking York Central and Community Stadium, with strong partnerships across academia, private, public and community sectors, we have shown we can deliver on ambitious plans.

York's Growth Ambitions builds on that momentum – identifying the next projects that will help us meet the demands of the future, while protecting what makes York special.

York's Growth Ambitions is structured around three outcomes:

1. **Delivering Economic Growth** – Investing in enterprise, innovation and the high-value sectors that define our economy supporting skills development and productivity gains;
2. **Facilitating Growth** – Enabling that growth through investment in housing, infrastructure, planning and digital connectivity;
3. **Growth for All** – Ensuring the benefits of growth are shared, with a focus on investment in health, skills, community, wealth and social outcomes.

Together, they form a practical and ambitious plan to achieve the York 2032 vision that is both economically strong and socially inclusive.

Our core commitments

Reflecting the Council Plan, and our four core commitments, we will translate strategy to delivery with a focus on:

Equalities and Human Rights	Affordability to tackle cost of living crisis	The Environment and Climate Emergency	Reducing health inequalities

In partnership

York has extensive, ongoing experience of collaboration that has helped to create the vibrant city that it is today.

We will build on this spirit to achieve the ambitions of this prospectus. Only by extensive, joined-up partnership working can we transform the city to meet the needs of the people that call it home.

This means working at a local, regional, national and international scale with partners new and old, creating a shared understanding, learning from each other, and co-designing the future.

Enabling our residents, our communities and our businesses to play a role in place-making so that York works for them and that we create opportunity in everything we do.

Developing a shared approach with the key institutions in the city, setting out a roadmap to success.

Maintaining a dialogue with funders, investors, government and others to get buy-in for York's ambitions whilst ensuring there is a clear onus on societal benefit.

Delivering Economic Growth



Delivering economic growth

We believe sustainable and inclusive economic growth is driven by investment in culture, enterprise, and innovation. Our city is uniquely positioned to grow with deep cultural heritage and thriving creative sectors, complemented by high growth knowledge-based industries such as biosciences, digital and health innovation.

Through the development of flagship projects articulated in this prospectus, we will unlock opportunities that directly fuel inclusive economic growth. These initiatives will attract businesses and create the ecosystem necessary to nurture talent, foster creativity, and stimulate the local economy in high-growth sectors.

We are equally committed to leveraging York's heritage to enrich our economy, as a trailblazer for new sustainable construction and conservation, together with pioneering digital curation of the city's artefacts and nationally important collections.

York's vibrant cultural scene plays a critical role in shaping the city's identity and future. From world-class theatre and innovative visual arts to festivals, York's diverse cultural offerings inspire both residents and visitors alike. Active participation in cultural activities contributes directly to the health and well-being of the community. For example, the BAFTA–qualifying Aesthetica Film Festival, not only welcomes filmmakers, games developers and VR experts from around the world, but also engages local communities in creative expression. As a UNESCO City of Media Arts, this rich cultural landscape informs the way we grow in the future, ensuring that the arts remain central to shaping a thriving, inclusive, and sustainable city.

This approach directly supports government priorities to equalise economic opportunities, driving inclusive growth, and fostering innovation-led sectors such as biosciences and digital technology. By investing in cultural capital alongside cutting-edge industries, York exemplifies a holistic model for sustainable economic development that aligns with national strategies, including the UK Innovation Strategy, the Creative Industries Sector Deal, and the Industrial Strategy's Clean Growth pillar.

Bio-Yorkshire Campus

Location: Fera, Askham Bryan College, and University of York

Description: The Bio-Yorkshire Campus will serve as a hub for innovation and skills in the bioeconomy, linking research, business, and education to drive sustainable economic growth. It includes adult STEM learning provision and applied research and development aligned with green technologies and agri-tech. It considers connectivity to and from the sites to urban and city centres.

Context: This is central to Bio-Yorkshire – a flagship regional initiative that positions York and North Yorkshire as a leader in the bioeconomy.

Importance: The campus supports high-value, low-carbon growth, helping the region transition to a greener economy while creating skilled jobs and boosting local innovation capacity.

What are we doing: Developing integrated learning and research facilities across three key sites, working with anchor institutions and industry partners to deliver STEM education, incubate businesses, and foster innovation.

What this will lead to: Job creation, green tech spinouts, increased adult participation in high-level STEM learning, and accelerated growth of the regional bioeconomy. It will also enhance York's reputation as a UK leader in sustainable innovation.

How does it fit York's future: It aligns with regional and national ambitions around the circular economy, reusing biomatter to create more sustainable and resilient food and fuel materials, while also advancing York's role as a green innovation leader.

Alignment with Local Growth Plan: This project directly supports the Local Growth Plan's focus on engineering biology and life sciences as a competitive advantage sector. By linking applied research with skills and business incubation, it advances the region's ambition to lead in bioeconomy-driven innovation, boost productivity, and deliver low-carbon economic growth.

What does this mean for the UK: This project will help the UK lead the global shift to a sustainable, high-value bioeconomy, turning research into commercial green tech, filling critical STEM skills gaps, and creating a scalable model for clean growth in rural and regional economies.

Current position: This programme is in development, with stakeholder buy-in and key site partners engaged. Planning and investment strategy work is underway.

Barriers: Requires capital investment with long-term funding commitments to deliver infrastructure and programming across multiple sites; cross-sector coordination is essential.



Cordukes Business Enterprise Zone

Location: York St. John main campus (Lord Mayor's Walk)

Description: Build a world-leading sustainable business enterprise and conference zone. The aim for the site is to generate and consume its own energy and provide a complementary venue to Harrogate Convention Centre.

Context: A new, sustainable Business Enterprise and Conference Zone built at York St John University's Lord Mayor's Walk campus. The site will feature space for up to 100 incubating businesses, 6–8 flexible-use areas for teaching and meetings, and a conference venue with capacity for 300–350 delegates. Fully energy self-sufficient, the facility will focus on supporting York's growing digital and cultural sectors.

Importance: This project directly addresses the critical need for flexible, affordable workspaces in York—especially for start-ups and underrepresented entrepreneurs, including women. The conference facility is a key component: expected to host 25–30 events per year and attract around 7,000 visitors, it will significantly boost York's business tourism, promote knowledge exchange, and increase visibility for the city's innovation and cultural strengths. By supporting business incubation, applied education, and networking in a low-carbon setting, the zone future-proofs York's economy and reinforces its ambition to become a leader in sustainable and inclusive growth.

The inclusion of a high-quality conference facility ensures that York has the infrastructure to host events that support its business ecosystem, fostering collaboration, attracting investment, and amplifying the impact of local innovation.

What are we doing: Building a new, sustainable Business Enterprise and Conference Zone will be constructed on YSJ's campus, including:

- Space for 20–30 business incubations lasting ~18 months.
- 800m² of incubation units for 80–100 businesses.
- 6–8 flexible-use areas (900m² total) for teaching, meetings, catering, or breakout spaces.
- Conference space for 300–350 delegates.
- Focus on the digital and cultural sectors.
- Fully energy self-sufficient facilities.

What this will lead to:

- 25–30 new events per year, attracting 7,000 people
- Business tourism boost.
- Capacity to support new applied business programmes, apprenticeships, and short courses.
- 40–60 businesses supported annually.
- 100–150 new direct jobs created each year, with additional indirect employment.

How does it fit York's future: The Cordukes Zone directly supports York's key strategic priorities—innovation, sustainability, digital transformation, and business resilience. The project will reinforce the city's reputation as a forward-thinking hub for business. The addition of a dedicated conference facility will draw in business events, strengthening York's status as a regional centre for collaboration and enterprise. By being energy self-sufficient the centre contributes to York's goal of achieving 100% energy self-sufficiency and will foster the growth of emerging sectors like engineering, biology and digital technologies.

Alignment with Local Growth Plan:

This project aligns with the Local Growth Plan by fostering innovation and inclusive economic growth through support for digital and cultural sectors, promoting sustainable development, and creating flexible business spaces that strengthen York's entrepreneurship ecosystem.

What does this mean for the UK: The Cordukes Business Enterprise Zone will serve as a pioneering model for sustainable, inclusive business incubation in the UK, combining zero-carbon infrastructure with targeted support for underrepresented entrepreneurs and high-growth digital and cultural sectors, while boosting business tourism and regional collaboration.

Current position:

- Conceptual design complete.
- Initial business case approved.

Barriers:

- Funding remains the key challenge.





Harewood Whin Renewable Energy

Location: Former landfill site at Harewood Whin, York

Description: A staged renewable energy project to develop solar generation capacity, with the first phase targeting 20MW. The long-term goal is to support York becoming a self-generating, net zero energy city, including consideration of connectivity to economic opportunities.

Context: The site provides a unique opportunity to repurpose a landfill site for large-scale energy generation. It fits into York's broader ambition to be a global exemplar in urban sustainability

Importance: The project will reduce emissions, cut council energy costs, and potentially provide green power to local homes and businesses – helping secure energy resilience and economic benefits

What are we doing: Developing a phased solar energy generation park on an unused landfill site, starting with 20MW generation potential. The outline business case is due for Council Executive approval in September 2025

What this will lead to: Clean energy for council operations and the potential to expand provision to residents and businesses. It builds the foundations for York to become 100% self-generating/self-consuming on renewable energy and supports the council's financial resilience.

How does it fit York's future: Essential to achieving York's net zero targets, demonstrating innovation in repurposing land, and advancing energy independence and environmental leadership

Alignment with Local Growth Plan: This project supports the Local Growth Plan's priorities on clean energy and sustainability by repurposing brownfield land for large-scale renewable generation, contributing to the region's low-carbon transition and energy resilience goals while stimulating green economic growth and innovation.

What does this mean for the UK: Harewood Whin Renewable Energy Park directly supports the government's Net Zero Strategy (2021) and the Clean Growth Plan, which prioritise large-scale deployment of renewable energy and the efficient use of land, including

brownfield sites. By transforming a former landfill site into a substantial solar generation facility, the project advances national ambitions for energy resilience and independence in urban areas, helping to reduce reliance on fossil fuels and strengthen local energy security. This approach also aligns with the government's focus on innovative, sustainable urban regeneration and contributes to meeting legally binding carbon reduction targets for 2050.

Current position: Outline business case underway; progressing to strategic business case state post Executive approval. Technical assessments and delivery modelling in progress

Barriers: Requires upfront capital investment and grid connection planning; long term operation and ownership models need defining.



World-Leading Centre for Heritage

Location: City Centre

Description: York's cultural and heritage assets are at the heart of the city's identity. This project unlocks York's potential as a global leader in conservation, transforming nationally significant heritage assets into thriving hubs that drive investment, create jobs, and offer enriching experiences for residents and visitors alike. By blending the past with innovation, York will create a sustainable legacy that powers the city's future, including consideration of transport infrastructure and connectivity.

Context: York's cultural assets, including York, the Art Gallery, the city walls, and the Shambles and other historic sites, are central to the city's identity and play a significant role in its economy. This project focuses on revitalising these cultural and heritage sites, working collectively across partners to bolster York's reputation as a cultural powerhouse, while also creating economic opportunities and enriching experiences for residents and visitors.

Importance: York's heritage is central to its economy, supporting tourism, job creation, and community wellbeing. By unlocking the potential of underused heritage spaces, York can boost its heritage sector and further its role as a world leader in conservation and heritage sustainability and innovation.

What are we doing:

- Developing a masterplan to revitalise York's heritage core, including Castle Gateway Park looking collectively across a wide range of assets held by a range of partner organisations, to optimise productive use and drive in public funding support in a coordinated way
- Exploring the creation of a new destination, including a research centre and digitally enabled events space
- Regenerating an area of the city centre, renowned for its heritage to attract investment and support long-term growth
- Putting a case together to attract a national heritage partner to focus on digital preservation

What this will lead to:

- Increased investment and long-term funding for York's cultural and heritage sector
- A transformative space that combines conservation with innovation, attracting more visitors and creating jobs for residents
- Stronger community engagement with York's historic legacy, supporting the essential tourism economy too

How does it fit York's future: This project enhances York's economic growth by unlocking the city's heritage assets, driving innovation, creating jobs, and supporting community engagement. It reinforces York's role as a global leader in heritage conservation and helps shape the city's sustainable future.

Alignment with Local Growth Plan: The World-Leading Centre for Heritage project supports inclusive and sustainable growth by revitalising heritage assets to drive economic investment, job creation, and community engagement, strengthening the city's national and global heritage role

Current position:

- Concept agreed in principle
- Awaiting decision to proceed and the outcome of the York Museums Trust review
- Planning to convene local partners to shape and present the masterplan

Barriers:

- Limited internal capacity to lead and deliver the project
- Need for upfront funding to unlock next steps and lever in wider public funding support (team, master planning, coordination)



BREC - Bioresources Engineering Centre

Location: Naburn

Description: Development of a new anaerobic digester incubator at Naburn to transform bioresources processing and renewable product development.

Narrative: The incubator will focus on designing, scaling, and commercialising biology-derived products using synthetic biology to innovate in the bioeconomy.

Outputs:

- Address knowledge gaps in bioresources processing.
- Deliver the BREC facility with full resources and governance strategy.
- Create a research agenda for facility utilisation.
- Develop a feedstock supply contract.

Outcomes:

- Inform decision-making on whether to proceed with an OFWAT bid to fund construction and operation.
- Establish sources for the required 10% project cost contribution.
- Contribution to Regional Vision:
- Connected to the Outdoors: Enhances nature recovery.

Alignment with Local Growth Plan: Supports the Clean Energy sector as a regional competitive advantage sector by advancing bioresources processing and synthetic biology innovation, contributing to sustainable economic growth and strengthening regional specialisms.

Delivery status:

- Feasibility project being evaluated by OFWAT and partners.
- Contracts being prepared for a potential award.
- OFWAT bid submission planned for December 2025.

Barriers:

- Additional funding may be needed to translate research into practical applications.

Become the UK's First Net Exporter of Renewable Energy City

Location: York-wide

Description: Invest in infrastructure and renewable energy sources to make York a world-leading, self-generating energy net-zero city. By harnessing local renewable resources, the goal is for York to generate more renewable energy than it consumes, becoming the UK's first net exporter of renewable energy.

Context: York is working towards achieving 100% self-generation of renewable energy, which will help the city reach carbon neutrality and also enable it to export surplus energy. This ambitious goal positions York as a model for other cities looking to transition to renewable energy and achieve net-zero emissions.

Importance: York has the potential to be a national leader in renewable energy, generating enough power to meet its own needs and exporting surplus energy, reducing local carbon emissions and increasing energy resilience.

What are we doing:

- Green Energy Parks (e.g., Harewood Whin, Elvington, Monks Cross Solar).
- Roof Top Solar City initiative (e.g., Solar for Schools programme).
- York District Heat Network using geothermal and River Ouse energy.

What this will lead to:

- Energy self-sufficiency, with the potential to export surplus energy.
- Significant reductions in carbon emissions.
- Increased resilience to future energy crises.
- Attraction of investment into green technologies.

How does it fit York's future: This project is a cornerstone of York's climate strategy, contributing to the city's long-term sustainability and energy security. The project will attract additional revenues for the council's wider budget, providing greater financial resilience.

Alignment with Local Growth Plan: This project directly supports the Local Growth Plan's priorities for large-scale renewable energy deployment, efficient use of brownfield land, and advancing energy resilience and independence, positioning York as a leader in sustainable urban regeneration and net-zero carbon ambitions.

Current position:

- Planning permission granted for Harewood Whin in March 2025.
- Feasibility study underway for additional capacity at Elvington.
- School and heat network projects underway.

Barriers:

- Funding for revenue needed to complete business cases.
- Technical challenges in connecting to the national grid.
- Site-specific conditions (e.g., landfill site at Harewood Whin).



Construction Skills Centre Network

Description: Establish a construction skills centre to support construction projects across York by providing on-site skills development training.

Narrative: York faces a significant shortage of construction skills, which this project aims to address through practical, on-site training. It will encourage employers to take on apprentices at all levels and support the rollout of T Levels to create a steady pipeline of talent.

Outputs:

- Encourage employers to engage apprentices across all levels.
- Support the uptake and delivery of T Levels, in particular with placements.
- Deliver on-site skills development training alongside ongoing construction projects.

Contribution to Regional Vision:

- Healthy and Resilient: Local Growth Plan, supporting access to skills.
- Connected to Opportunity: Employment opportunities, skills provision.
- Warm and Affordable Homes: Catalyst for housing development, housing investment plan.

Alignment with Local Growth Plan: This project aligns with the Local Growth Plan's focus on skills development and employment opportunities by supporting access to skills and providing a pipeline of talent for the construction sector. It also supports housing development priorities through the Housing Investment Plan.

Barriers:

- Capital funding needed for the construction of modular training centres.
- Revenue required to maintain the facility and drive interest in the construction sector

Innovation Hub (York Central) & New Regional Adult Skills Centre

Location: York Central

Description: Build an innovation campus at York Central to enhance York's status as a world-leading centre in rail, agri-tech, creative tech, and medtech whilst also supporting life-long aspiration through the development of a world-leading adult skills centre that targets hidden talent from deprived communities, bridging the skills gap in areas such as literacy and digital skills.

Outputs:

- Provide space for universities, colleges, government, and private companies to design, test, and build the future.
- Foster lifelong learning and knowledge exchange for York residents.
- Addressing key skills shortages, particularly digital
- Complement and align with the Cordukes Business Enterprise Centre.
- Provide accessible and inclusive skills and support services.
- Build on evidence-based skills needs for York and North Yorkshire.

Outcomes:

- Create collaborative spaces that boost regional economic strengths.
- Provide employment routes and connections for all, including disabled people.
- Support technological and digital transformation
- Inspire residents to build confidence and develop skills for future careers

Contribution to Regional Vision:

- Healthy and Resilient: Collaboration, Local Growth Plan, and skills access.
- Connected to Opportunity: Employment opportunities and skills provision.

Alignment with Local Growth Plan: This project supports investment in skills development and innovation, strengthening local specialisms and fostering collaboration to drive sustainable economic growth across York and North Yorkshire.

Delivery Status:

- Reserved Matters Application due September 2025
- Operating model to be confirmed
- Capacity needed to develop the proposal in partnership with universities, developers, and inward investment partners.
- Champion capital investment in the scheme.

Barriers:

- Lease-wrap-around needed to support multiple businesses/research and innovation companies in the same space.
- Capacity to develop the proposal.
- Capital investment and convening power to bring together local and national partners are required.
- Ensuring improved connectivity and alignment to the Movement and Place Plan



Facilitating Growth



Facilitating growth

To enable the next phase of growth, York needs to unlock its potential through strategic investment in infrastructure to improve accessibility and sustainability. This includes the new rail station for Haxby, unlocking the Local Plan, and enhancing the digital technology landscape to connect businesses and people to digital opportunities. By improving transport, infrastructure, and digital connectivity, we will make it easier for people to move, trade, and innovate.

This focus supports government priorities around improving infrastructure and connectivity as outlined in the National Infrastructure Strategy Working Paper. By investing in transport links, digital technology, and efficient use of public land, York is helping to reduce regional disparities, stimulate economic activity, and ensure sustainable growth that benefits all communities.



Station Gateway – a station fit for the future (delivering the Movement and Place Plan)

Location: York Railway Station and the adjacent York Central development

Description: A phased redevelopment of York Station Gateway to increase capacity, create a future-ready multimodal transport hub, resolve accessibility issues, improve visitor and user experience, optimise commercial opportunities, and integrate more effectively with surrounding iconic heritage and transport infrastructure

Context: As a key gateway to the city, York Station currently faces limitations in terms of accessibility and congestion. With the expansion of York Central, a modernised transport hub will be necessary to better connect the city to the regional economy and support sustainable transport options

Passenger numbers through York are forecast to double by 2050, with projections of 30-40 million annual users. The station's future is linked to national rail upgrades including the TransPennine route upgrade.

Importance: York Station is a key interchange for the North of England. It must be modernised to support growth in rail travel across the country, unlock the full potential of York Central, and provide a gateway to the city and the region to fully leverage economic growth and business ecosystems

What are we doing: Developing a long-term vision for the station in partnership with rail industry stakeholders, designed to be delivered in phases, aligned with the York Central development.

Work at the station is already underway, this includes:

- Redesigning the station's frontage to prioritise pedestrians, cyclists, and buses
- Removing Queen Street Bridge and relocating taxi ranks and bus stops
- Improving public realms at Station Square and Tea Room Square
- Adding wider crossings, new cycle paths, and increased cycle parking
- Incorporating inclusive and accessible design features

What this will lead to: Greater capacity, a vastly improved passenger and visitor experience, enhanced rail connectivity, and economic uplift from better integration with York Central and wider regional networks.

How does it fit York's future: Crucial to York's role as a regional transport hub, driver of modal shift to rail, and enabler of inclusive growth through better access and infrastructure, including more-joined up and more accessible bus services.

Alignment with Local Growth Plan: This project aligns with the Local Growth Plan and Yorkshire's Plan for Rail by improving critical transport infrastructure and leveraging York's existing role as a regional transport hub to drive economic growth and unlock development opportunities.

What does this mean for the UK: York Station is a key national rail hub connecting the North of England to London and Scotland. This redevelopment will increase capacity and reliability across the entire network, support growth on strategic routes such as the East Coast Main Line and TransPennine corridor, and demonstrate how modern, integrated transport hubs can act as powerful catalysts for economic regeneration in regional cities across the UK.

Current position: Wider work is already progressing on site but the station itself is being left behind; funding is needed to accelerate and expand delivery

Barriers: Funding gaps remain for later phases; complex coordination across stakeholders and aligning with national rail investment timelines adds risk.



New Station for Haxby (delivering the Movement and Place Plan)

Location: Haxby

Description: York has a 160-year legacy in rail innovation and is home to a cluster of rail organisations, including Network Rail's Eastern Region hub. However, areas around the city, like Haxby, are poorly served by rail connections, limiting access to talent and economic opportunities. This project will construct a new, fully accessible two-platform station in Haxby, with integrated transport links to improve regional connectivity and provide sustainable travel options, and associated regeneration around it.

Context: Haxby's lack of a station has led to higher car dependency, restricting access to employment, education, and services. This project will offer a sustainable solution, making it easier for Haxby's residents to connect to the wider York area and beyond.

Importance: A new station will enhance regional rail connectivity, reduce car dependency, and provide better access to employment and education. It supports York's Local Transport Strategy by contributing to the goal of reducing fossil fuel use by 20%, and it will drive growth and inclusion by enabling access to a broader, more diverse workforce.

What are we doing:

- Building a fully accessible two-platform station
- Integrating transport links with a 154-space car park, taxi rank, bus stops, and safer street designs
- Adding EV charging stations and cycle/pedestrian infrastructure

What this will lead to:

- Increased access to employment and education for communities around Haxby
- Greater use of public transport, reducing car dependency
- Contribution to York's sustainable transport and growth strategies

How does it fit York's future: This project enhances the connectivity of suburban York, making Haxby part of a wider regional transport network. It supports sustainable and inclusive mobility and aligns with York's net-zero goals.

Alignment with Local Growth Plan: The new station for Haxby aligns with the Local Growth Plan and Yorkshire's Plan for Rail by strengthening foundational transport infrastructure and applying a place-based approach to improve regional connectivity, supporting inclusive and sustainable economic growth in York and North Yorkshire.

Current position:

- Public consultation in 2022 with 81% support
- New station expected to enter service in 2028



Accelerating Brownfield Site Development

Location: York-wide

Description: This project focuses on identifying and accelerating the development of brownfield land, with a focus on sustainable, affordable housing. The goal is to unlock development on new sites to meet York's growing housing needs, which are connected through sustainable, accessible infrastructure developments..

Context: York's housing affordability crisis is worsening, with a 9.3:1 income-to-house-price ratio. Brownfield sites offer an efficient and environmentally responsible solution to meet housing demand without using greenfield sits or encroaching on York's Greenbelt. This initiative will accelerate the development of council-owned sites and other stalled sites in the city.

Importance: Developing brownfield sites will enable faster housing delivery while maintaining sustainable development and protecting the green belt. It will provide affordable housing close to transportation links, fostering inclusive growth for York's residents.

What are we doing?

- Supporting brownfield sites for development, in our Local Plan, including British Sugar, Barbican, and Gasworks
- Supporting development through planning, funding, and site preparation
- Targeting affordable housing for key workers and other housing needs
- Identifying opportunities where above policy affordable housing can be delivered

What this will lead to:

- More affordable housing across York
- Faster progress toward housing targets
- People living in sustainable, well-connected neighbourhoods

How does it fit York's future: This project aligns with the mission for warm and affordable homes and contributes to York's spatial strategy by transforming underutilised sites into high-quality housing.

Alignment with Local Growth Plan: This project aligns with the Local Growth Plan by maximising local assets and strengths to deliver sustainable, affordable housing on brownfield sites, supporting inclusive growth and efficient use of land within York and North Yorkshire.

Current position:

- Housing Delivery Programme known as ShapeYork in development.
- Partly supporting Net Zero projects
- Sites allocated for development in the new Local Plan

Barriers:

- Ongoing site identification to develop a pipeline whilst protecting the permanence of the green belt
- Challenges with land ownership, planning, and infrastructure
- Viability and costs of delivery



Unlocking the Local Plan (delivering the Movement and Place Plan)

Location: York-wide

Description: York's Local Plan is our crucial strategy that directs and manages the city's spatial growth. By unlocking this plan, we ensure that the planned approach advances and the development it allocates and influences can meet our council ambitions, policy objectives and sustainable development priorities in a viable and deliverable way. Opportunities exist to unlock infrastructure delivery and support development to deliver above policy requirements to enable more benefits to be realised, including improved connectivity.

Context: Yorks Local Plan aligns to national and local priorities to spatially identify and support the delivery of c.20,000 new homes, economic development and high quality, sustainable design. Unlocking the plan will help ensure the city is meeting the identified demands by way of securing the supporting infrastructure and helping to accelerate delivery of high quality and sustainable places.

Importance: Unlocking the Local Plan ensures York's future development is delivered effectively meeting the needs of the new and existing communities in which it is delivered. It enables proactive management of York's growth, supporting accelerated development and positioning the city to thrive in the face of evolving regulations and needs.

What are we doing?

- Preparing to unlock infrastructure required to deliver strategic and non-strategic site allocations
- Identifying opportunities to maximise or exceed policy requirements
- Ensuring alignment across housing, employment, environmental, and connectivity needs with neighbouring authorities for consistency

What this will lead to:

- Secured delivery of necessary infrastructure and futureproofing of infrastructure requirements
- Accelerated delivery of allocated sites
- Investment opportunities to exceed Local Plan policy requirements for the benefit of residents and businesses such as more affordable housing.

How does it fit York's future: Unlocking the Local Plan ensures York grows in a way that is planned, sustainable and inclusive, achieving its objectives for affordable housing, economic opportunity and community wellbeing.

As national planning policies evolve, and the city's population and economy shift, it will form the baseline for a future spatial strategy which responds to any changing needs of both current and future generations.

Alignment with Local Growth Plan: Unlocking the Local Plan supports York's sustainable, inclusive growth by ensuring coordinated housing, employment, and infrastructure development aligned with evolving regional and national priorities.

Current position:

- New Local Plan adopted in February 2025
- Awaiting national policy relating to the release of new Planning Regulations expected in summer 2025

Barriers:

- Changing development costs
- Potential changes in national and regional planning frameworks
- Need for a coordinated approach with multiple partners, including CYC, MCA, and North Yorkshire Council



Outer Ring Road Improvements (delivering the Movement and Place Plan)

Location: Outer Ring Road

Description: Take a phased approach to increase road capacity at the Outer Ring Road to support schemes to reduce traffic congestion in the city centre and to enhance economic and housing growth in line with York's Local Plan.

Context: York's outer ring road connects the city to its surrounding areas but faces congestion, pollution, and limited sustainable transport options. Upgrading it is essential to unlock housing and economic growth and to facilitate reduction of vehicle traffic from the city centre.

Importance: Improving the outer ring road will increase road capacity, and provide safer and more sustainable travel options for residents and visitors.

What are we doing?

- Increasing road capacity and dualling
- Active travel improvements: pedestrian/cycle underpasses, orbital routes, interchanges.
- Coordination with housing development plans.

What this will lead to:

- Essential to reduce city centre congestion and facilitate the wider Movement and Place Plan for the city.
- Safer, more sustainable travel options.
- Facilitate the Local Plan housing developments and economic growth across the city and region

How does it fit York's future: Supports the city's move to improved sustainable and accessible, healthy transport options, and delivering housing and economic growth.

Alignment with Local Growth Plan: The project facilitates delivering increased housing and economic growth, both locally and across the region.

Current position:

- £72 million secured, planning permission granted.
- Design work ongoing; construction expected to begin in 2027.



Barriers:

- Rising construction costs.
- Developer contributions to future infrastructure costs.

Delivering the Movement and Place Plan – A healthier, more sustainable and better-connected city

Location: York-wide

Description: Deliver a series of connected sustainable transport schemes and place-making schemes that reduce the number of vehicle miles travelled by 20% across York, enabling more people to choose to use sustainable, accessible, and healthy travel alternatives. This includes infrastructure improvements for walking, cycling, and public transport to provide more sustainable options for travel.

Context: York faces increasing transport pressures with 200,000 residents (and growing), 25,000 daily commuters, and 9 million annual visitors. There are 450,000 vehicle trips daily, contributing to rising traffic and emissions, set to increase as a result of population growth in the Local Plan. By offering better sustainable transport options and developing more high-quality public realm, we will achieve climate goals, address public health concerns, boost the city's economy and reduce car dependency.

Importance: The right transport infrastructure and balancing the needs of movement and place-making is key to improving air quality, reducing emissions, enhancing road safety, sustaining a thriving economy and making travel more inclusive and accessible for all. It is essential for York's climate, economic and public health goals to keep York moving, despite a growing population.

What are we doing?

- **Sustainable Travel Corridors:** Upgrading infrastructure and reallocating road space to sustainable modes of travel along key corridors to support walking, cycling, and public transport.
- **Accessibility Policies:** Making all forms of mobility more accessible, such as increasing blue badge parking, installing accessible bus stop infrastructure, barrier-free foot and cycle paths, reduced wait times at pedestrian crossings, increased seating along walking routes and inclusive cycle parking.
- **Walking, Wheeling & Cycling Improvements:** Expanding priority walking, cycling routes, and better facilities like safer

pedestrian and cycle crossings, plus a fully connected cycle network.

- **Investing in Public Realm:** Reallocating road space to create enhanced public realm, helping to increase footfall and dwell time in local shopping areas and creating healthy places for everyone.
- **Local Cycling and Walking Infrastructure Plan (LCWIP):** Developing a strategic map of walking and cycling routes across York to prioritise high-impact areas for improvement.

What this will lead to:

- 90% of the city's car and van fleet to be electric or hybrid by 2040.
- Most daily journeys will be carbon-neutral, enhancing accessibility, health, and sustainability.
- 20% reduction in driven vehicle miles by 2030
- 50% increase in bus patronage by 2030
- 100% increase in active travel by 2030

How does it fit York's future:

- **Connected to Opportunity:** Better access to jobs and services without car dependency.
- **Active Travel and Public Transport:** Encourages healthier lifestyles and reduces carbon emissions.
- **Sustainable Growth:** Aligns with housing development and climate targets, creating a more sustainable city.

Alignment with Local Growth Plan: This project aligns with the Local Growth Plan's focus on strengthening the foundations of York and North Yorkshire's economy by investing in transport infrastructure and public realm, which supports sustainable economic growth. It contributes to the spatial priorities by addressing place-based needs across York, enhancing connectivity and access. Additionally, improving transport supports wider goals around digital connectivity, housing, innovation, and skills development by making travel more accessible and inclusive, which in turn supports productivity and wellbeing in the local economy.

Current position:

- LCWIP completed with major consultations from November 2023–February 2024.

Local Transport Strategy Schemes

- Reimaging York Streets (city centre)
- Sustainable travel corridor (Micklegate)
- Sustainable travel corridor (radial) (city centre)
- Sustainable travel neighbourhood
- Sustainable travel village

- Micromobility / car club contract
- Dial and Ride
- 20mph city/neighbourhoods

Barriers:

- Funding Gaps: Many projects need external funding sources.
- Coordination Challenges: Successful planning and funding applications are critical.
- Costing Requirements: Projects require detailed scoping and technical



Enhancing the Digital Technology Landscape

Location: York-wide

Description: Develop strategies to bridge digital deprivation gaps, expand access to Wi-Fi hotspots, and provide digital training and resources to vulnerable groups.

Context: Digital skills are now essential, and gaps in connectivity limit equality, climate action, health, and access to services. York has a strong digital foundation but still faces connectivity challenges, especially in rural areas.

Importance: Bridging digital connectivity gaps promotes economic growth, reduces inequality, and helps establish York as a tech-forward city. This project focuses on both expanding digital skills and enhancing the infrastructure needed to support them, ensuring that vulnerable groups have not just access to Wi-Fi and training, but also the necessary hardware and connectivity. This effort supports York's growing digital and cultural economy, which already employs over 1,500 businesses, and lays the groundwork for future technological innovation.

What are we doing?

- Strategy development to attract private sector investment.
- Expand access to Wi-Fi hotspots.
- Establish support programmes and digital training.
- Support vulnerable groups with data access and devices.
- Develop 6G Hub Project with University of York.
- Improve infrastructure in high-density and rural areas.

What this will lead to:

- City-wide digital inclusion.
- Stronger digital skills and employment opportunities.
- Attraction of tech investment and businesses.
- More resilient and connected communities.

How does it fit York's future: A foundational part of becoming a smart, connected, inclusive city. Supports all strategic goals from employment to health, equity to climate.

Alignment with Local Growth Plan:

This project supports the Local Growth Plan's emphasis on fostering a strong digital economy, promoting inclusive growth by addressing connectivity gaps, and attracting investment to develop York's technology sector, thereby building resilient, connected communities across the city.

Current position:

- Digital Inclusion Coordinator funded until March 2026 via Household Support Fund.
- Fibre broadband rollout ongoing (5,000+ premises, rising to 8,000 by end of 2025).
- Elvington, Wheldrake, Stockton now connected.

Barriers:

- Revenue and operational capacity are ongoing challenges.
- York must remain attractive to private sector investors—clear strategy and "city of choice" messaging are essential.



Growth for All



Growth for all

Our approach to growth is to ensure it benefits everyone. To that end, we are committed to ensuring all residents, especially the most disadvantaged, can share in the city's success.

Our projects in this section focus on social value and community inclusion. Whether through initiatives such as the regional circular food distribution network, celebrating lifelong learning, or the healthy workforce programme, we are taking steps to ensure that health, education, and employment opportunities are available to all, and especially to the residents who most need these opportunities.

By embedding the principles of inclusion and wellbeing into our growth, we will create a city that is not only economically successful but also socially and environmentally sustainable. In doing so, we help realise the ambition set out in the York 2032 Vision: to establish the conditions of a vibrant, prosperous, welcoming and sustainable city, where everyone can share in and take pride in its success, now and for future generations.

This approach supports government ambitions to promote inclusive economic growth and social equity, ensuring that opportunities in health, education, and employment reach all communities. By embedding social value and wellbeing at the core of growth, York contributes to national efforts to build stronger, fairer, and more resilient places across the UK.



Regional Circular Food Distribution Network

Location: York and the wider region

Description: Build community capacity for a circular food redistribution network, aiming to eliminate food waste, reduce emissions from transport, and support vulnerable communities.

Context: York and North Yorkshire are strong in food and farming, with companies like Nestle and McCain based in the region. However, food waste is a major issue, with 300,000 tonnes wasted annually in Yorkshire and Humber. The project aims to create a circular food economy, addressing both environmental and social challenges.

Importance: A circular food network can reduce food waste, support vulnerable communities, and lower emissions from long-distance food transport. It will strengthen the regional economy by keeping value within local food systems and building more resilient supply chains.

What are we doing?

Community Capacity Building: Empowering local communities to take charge of food redistribution and rescue efforts.

Circular Supply Chains: Developing closed-loop systems to reuse surplus food, by-products, and waste.

Local Value Chains: Reducing food miles by promoting local sourcing and shortening supply chains.

Anchor Institution Procurement: Encouraging public bodies and large businesses to purchase from local circular food networks.

Innovation in Surplus Use & Packaging: Exploring sustainable packaging and food processing methods, positioning the region as a leader in food waste solutions.

Future Readiness for Food Waste Collection: Preparing for the rollout of domestic kerbside food waste collection.

What this will lead to:

- Elimination of avoidable food waste.
- Stronger food security for vulnerable communities.
- Reduced carbon emissions from food transport and waste processing.
- More resilient local economies based on sustainable food systems.

How does it fit York's future?

This project supports a Healthy and Resilient York by strengthening local food systems, reducing waste, and contributing to environmental sustainability. It reinforces York's leadership in food innovation and cooperative economic growth.

Alignment with Local Growth Plan: This project supports the Food and Farming growth sector and promotes sustainable local food systems, aligning with the Plan's focus on maximising local assets and driving resilient, inclusive economic growth.

Current position:

- The project is in early development, with initial work on community building and supply chain mapping.
- Some partnerships with local food businesses have been established.

Barriers:

- Funding: Investment is needed to launch and scale the redistribution network.
- Infrastructure Development: Support for community infrastructure and sustainable food technologies is required.
- Regulatory Challenges: Navigating food safety regulations and compliance will be a significant hurdle.



A Healthy Workforce – Supporting People to Thrive in Work and Health

Location: York

Description: A blended programme providing targeted occupational health support, employer assistance to adapt workplaces for health conditions, and skills development to help people with health challenges return to or remain in work.

Context: York's economy faces growing challenges related to chronic illness and mental health, which have worsened due to the cost-of-living crisis and long-term impacts of COVID-19. The city is shifting its approach to health and care, focusing on prevention, strengths-based interventions, and improving the workforce's health.

Importance: Supporting people with health conditions (such as mental health, long COVID, and musculoskeletal issues) to return to or stay in work improves workforce productivity, reduces poverty, and enhances overall wellbeing. Employers also need support to adapt workplaces for employees with these challenges.

What are we doing?

Targeted Occupational Health Support: Offering tailored health interventions to help individuals manage health conditions while remaining employed.

Support for Employers: Assisting businesses in adapting workplaces and policies to accommodate employees with long-term health conditions.

Return-to-Work Schemes & Skills Development: Providing training and skill development to help individuals recover and return to work with confidence.

What this will lead to:

Improved health and job outcomes for people with long-term health conditions.

Reduced hospitalisations and stronger health support outside of clinical settings.

Increased workforce participation and productivity.

Development of a new health and housing campus at Askham Bar.

How does it fit York's future?

This programme is central to York's Healthy and Resilient future by integrating health, housing, and employment support, improving the lives of individuals with health conditions and enhancing economic security.

Alignment with Local Growth Plan: This programme supports the "everyday economy" by enhancing health and workforce productivity, aligning with the Plan's emphasis on skills development, workforce wellbeing, and integrated health and social care to drive inclusive economic growth.

What does this mean for the UK: Building out from the Trailblazer programme being implemented by the YNYCA, this programme offers a case study in supporting people into work which can be rolled out throughout the country.

Current position: Occupational health services for council staff were launched in July 2023, including an Employee Assistance Programme.

Early-stage funding provided through Trailblazer initiatives.

Barriers: Partnership Working: Building stronger relationships with NHS Property Services and coordinating with social care partners is crucial.



Creative Chrysalis: A new arts and culture innovation centre for York

Location: York City Centre

Description: Building on the cultural vibrancy of York, this will be a new arts and exhibition space in the middle of the city that will welcome world-class artists and provide space to showcase emerging talent in a cutting-edge environment that can act as a springboard for future artistic success.

Context: York is the only UNESCO City of Media Arts in the UK. It is host to a diverse, expanding range of festivals and exhibitions and is home to a growing number of creative organisations and artists. It attracts top talent across the arts from around the world. However, there is limited creative space in the city, particularly in its historic centre, that can be utilised to test, innovate and showcase.

Importance: The centre will inspire new cultural experiences for residents in York and support efforts to attract to and retain talent in the city, with artists knowing that they can choose York over London and other bigger cities.

What are we doing: Supporting our creative sectors and maintaining York's position as home to globally recognised festivals and cultural innovation

What will this lead to: York will be recognised as the beating heart of culture and creativity in the region, cementing its status as a home for artists of all backgrounds.

How does it fit York's future: Culture and the arts are a key part of York's future economy, building on the success of festivals such as Aesthetica but also related to cutting edge innovation such as XR stories. A cultural centre in the middle of the city is the next step in supporting the city's innovators and attracting talent to the city.

Alignment to the Local Growth Plan: The creative industries are considered a competitive advantage sector for York and North Yorkshire but it is clear that there is a lack of dedicated creative, artistic space across the region which a culture and arts centre in York will resolve.

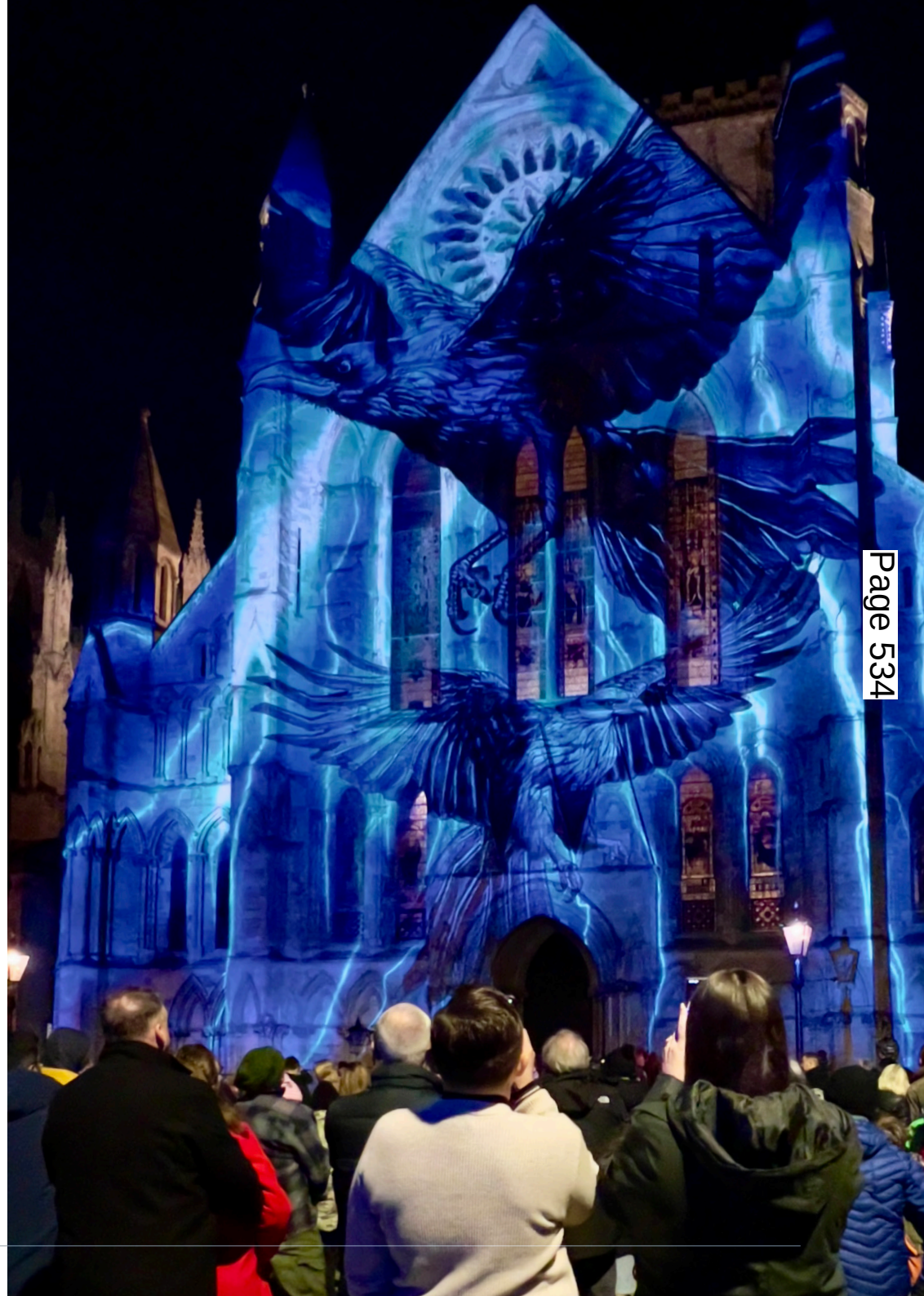
What does it mean for the UK: The Creative Industries are considering one of the key development sectors in the UK through the National Industrial Strategy. Creating a dedicated space in a city that has a thriving cultural scene, despite limited resources, provides an exciting opportunity to drive these industries forward at a global scale.

Current position

- Research undertaken to identify location
- Engagement with cultural leaders
- Initial feasibility undertaken

Barriers

- Capacity and funding to progress with business case
- Visibility
- Ensuring transport connectivity and alignment to the Movement and Place Plan





CITY OF YORK COUNCIL

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For more information about any of the projects listed here, please contact: correspondence@york.gov.uk



City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	City Development		
Service Area:	Corporate Strategy		
Name of the proposal :	York Prospectus – Good for Good Growth with Innovation, Culture and Heritage at our Heat: York's Growth Ambitions		
Lead officer:	Samuel Blyth		
Date assessment completed:	13/10/25		
Names of those who contributed to the assessment :			
Name	**Job title**	**Organisation**	**Area of expertise**
Samuel Blyth	**Head of City Strategy and Corporate Programmes**	**City of York Council**	**Strategy and Policy**
Laura Swiszczowski	**Head of Equity, Diversity and Inclusion**	**City of York Council**	**Equity, Diversity and Inclusion**

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.
	The prospectus sets out York's response to the York and North Yorkshire Combined Authority's Local Growth Plan, detailing opportunities that can have significant local and regional benefit and are designed to improve opportunity for York's residents and businesses.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	The English Devolution White Paper (2024) describes how Mayoral Strategic Authorities will include consolidated funding to deliver local growth covering a wide portfolio of responsibilities, including, transport, local growth, place, housing and regeneration, skills, and non-apprenticeship adult skills, together with integrated health and wellbeing. Moreover, the UK Government's National Industrial Strategy outlines key competitive advantage sectors that will support the success of the UK economy. The Combined Authority's Local Growth Plan reflects both of these and in turn so does the York Prospectus.

1.3	**Who are the stakeholders and what are their interests?**
	The prospectus outlines key projects and programmes that will benefit the residents of York. The projects identified will

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 (2023- 2027) and other corporate strategies and plans.
	The prospectus will provide a framework through which the Combined Authority, UK Government and others can determine the city's key capital priorities. It reflects the York 10 year strategies covering the economy, health and wellbeing, climate change and skills. It also delivers against the Council Plan's EACH (equalities, affordability, climate, health) framework – providing opportunity for all, supporting the development of more affordable housing, enhancing and protecting our environment, and reducing health inequalities through the generation of more and better jobs, support for education and skills development more affordable safe housing and better community and transport connectivity.

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**
Stakeholder engagement	City Partners were engaged in the development of the prospectus, providing feedback on Council driven proposals but also identifying their own projects for inclusion. This ensures the prospectus is a 'York' document not just a Council product.
Corporate Scrutiny Committee	To ensure Members from across the city have had the opportunity to consider the proposals and provide feedback

Internal officer engagement	Officers from across the Council have regularly been engaged in the development of the prospectus to ensure it reflects project realities
Combined Authority	Meetings have taken place with the Mayor and Combined Authority colleagues to ensure the prospectus reflects the Local Growth Plan priorities
Desktop research	To identify similar documents from other local authorities to build from best practice

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**
Public engagement	Engagement will be undertaken on individual projects listed in the prospectus as they develop

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	The development of the prospectus has no impact on age. Specific projects identified in the prospectus will undertake individual EIAs as they are developed	**0**	**L**
Disability	The Council can develop multi-format versions (e.g. easy-read, braille) of the prospectus to ensure accessibility needs are met Specific projects identified in the prospectus will undertake individual EIAs as they are developed	**0**	**L**
Gender	The development of the prospectus has no impact on gender. Specific projects identified in the prospectus will undertake individual EIAs as they are developed	**0**	**L**
Gender Reassignment	The development of the prospectus has no impact on gender reassignment. Specific projects identified in the prospectus will undertake individual EIAs as they are developed	**0**	**L**
Marriage and civil partnership	The development of the prospectus has no impact on marriage and civil partnerships. Specific projects identified in the prospectus will undertake individual EIAs as they are developed	**0**	**L**
Pregnancy and maternity	The development of the prospectus has no impact on pregnancy and maternity. Specific projects identified in the prospectus will undertake individual EIAs as they are developed	**0**	**L**

Race	The development of the prospectus has no impact on race. Specific projects identified in the prospectus will undertake individual EIAs as they are developed.	**0**	**L**
Religion and belief	The development of the prospectus has no impact on religion and belief. Specific projects identified in the prospectus will undertake individual EIAs as they are developed.	**0**	**L**
Sexual orientation	The development of the prospectus has no impact on sexual orientation. Specific projects identified in the prospectus will undertake individual EIAs as they are developed.	**0**	**L**
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	The development of the prospectus has no impact on carers. Specific projects identified in the prospectus will undertake individual EIAs as they are developed.	**0**	**L**
Low income groups	The development of the prospectus has no impact on low-income groups. Specific projects identified in the prospectus will undertake individual EIAs as they are developed.	**0**	**L**
Veterans, Armed Forces Community	The development of the prospectus has no impact on veterans and the armed forces community. Specific projects identified in the prospectus will undertake individual EIAs as they are developed.	**0**	**L**
Other	The Council can develop different language versions of the prospectus to ensure those whose primary language is other than English are able to access the prospectus. Specific projects identified in the prospectus will undertake individual EIAs as they are developed	**0**	**L**

Impact on human rights:			
List any human rights impacted.			

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?**
The prospectus highlights projects that aim to deliver a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in its success. As these projects are fully developed, individual EIAs will be undertaken. To ensure the prospectus is available to all, the Council can develop multi-format and multi-language copies.	

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:**
- **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	As the prospectus sets out projects, rather than is a project itself, it does not have an immediate impact on individuals and groups. It will be for the individual projects to identify potential impacts/mitigations as they are developed.

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.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Access to multi-format, multi-language version of the prospectus	Develop as needed	Samuel Blyth	Ongoing

Step 8 - Monitor, review and improve

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?
	The prospectus is a living document. As new priorities and projects emerge, they will be included in later iterations with completed projects moving out of the prospectus. Regular reviewing will take place to ensure robust measures are in place to ensure no adverse impacts on groups emerge or are mitigated as required.

Meeting:	Executive
Meeting date:	4 November 2025
Report of:	Pauline Stuchfield, Director of Housing and Communities
Portfolio of:	Councillor Katie Lomas (Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion) and Councillor Bob Webb (Executive Member for Children, Young People and Education)

Decision Report: Tackling Poverty Today and Turning the Tide to Create Lasting Change - A Strategy and Strategic Action Plan for addressing Poverty in York 2025-2035

Subject of Report

1. This report presents for approval 'Tackling Poverty Today and Turning the Tide to Create Lasting Change - A Strategy and Strategic Action Plan for addressing Poverty in York 2025-2035' - a 10-year strategy and action plan for tackling poverty in York.

2. The strategy has been informed by significant consultation with Members, partner organisations and the communities and residents of York.

3. It describes the strategic approach that the council and partners will take over the next decade to reduce the number of people experiencing poverty now and in the future. It is designed to act as a framework that the council and partners will use to ensure the greatest impact on poverty levels in York.

4. The strategy sets a direction of travel until 2035. Whilst recognising that much can change during that length of time, the fundamentals around poverty will remain the same.

5. Executive are invited to approve the 10-year strategy and action plan and endorse it for adoption by Full Council on behalf of the city of York.

Benefits and Challenges

6. The strategy and action plan describe the strategic approach that city partners and the council will take over the next decade to reduce the number of people experiencing poverty in York.

7. It recognises that although there are many policies and powers that are outside of the control of local partners, there remain key opportunities that collectively the city can deliver to make life better for many of York's residents who are experiencing poverty. It also recognises that by doing nothing, nothing will change.

8. A key challenge of a poverty reduction strategy is that so much is driven by complex issues and national policy that cannot be easily remedied. Instead, the strategy encourages greater collaboration and enhanced awareness and understanding of the inequalities affecting many York residents.

Policy Basis for Decision

9. The 10 Year City Plan 2022-2032, co-designed by city partners, and approved by Council in December 2022, set a vision for the city, that by 2032 York will be a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in it its success. City Partners identified one of the key actions they would take would be to reduce poverty:

> *"We will harness the capacity and capability in the city to **tackle the causes of poverty**. Recognising poverty and deprivation have direct impacts on health inequalities and economic opportunities, actions will focus on food, fuel, housing, financial inclusion and the resilience of the community sector."*

10. The Council Plan 2023-2027, One City for All, recognises the inequalities experienced across the city and set a vision for the council to establish the conditions that would make the city a healthier, fairer, **more affordable**, more sustainable and more accessible place, where everyone feels valued.

11. The Council Plan also contains a specific action to: “Listen to lived experience to deliver a Cost-of-Living Plan; and together with partners, develop and deliver a 10-year Anti-Poverty Strategy and Plan, including supporting young people and households reduce the cost of heating and energy bills” (p.19).

12. The strategy and strategic action plan follow the Financial Inclusion Interim Strategy 2023-2025.

Financial Strategy Implications

13. The development of an Anti-Poverty Strategy does not directly incur additional expenditure. The strategy highlights areas where the council is allocating resources into mitigating poverty, for example retrofit in council housing.

Recommendation and Reason

14. Executive are invited to approve the 10-year strategy and action plan and endorse it for adoption by Full Council on behalf of the city of York.

    Reason: In alignment with the Council Plan and 10 year strategies, *the anti-poverty strategy and action plan, reflects the views of residents, communities, partners and Members, sets a direction of travel for the council and partners over the next 10 years to tackle poverty in York helping to support the most vulnerable in society.*

Background

15. The strategy and action plan are the successors to the council’s Financial Inclusion Interim Strategy 2023-25 approved on 13th May 2023.

16. Addressing poverty today, and preventing people from experiencing deprivation in the future, is a key aspect of the 10 Year City Plan and Council Plan. It underpins the work of the York and North Yorkshire Combined Authority and is critical to improving the health of York residents.

17. York has a strong history of addressing poverty and its causes, most notably through the work of Joseph and Seebohm Rowntree, with the Joseph Rowntree Foundation even today considered a world leading authority on tackling deprivation.

18. Across York, work continues with the myriad organisations and charities, many of whom have been consulted so far in the development of the strategy and plan, working to tackle poverty, deprivation and inequality in the city.

19. Yet, despite these efforts, the reality is that some of York's residents are in poverty and that this is something that, whilst more prevalent in some parts of the city than others, exists in every ward.

20. In alignment with the development of this strategy, the University of York and Policy in Practice have been looking at data from the LIFT (low-income family tracker) platform to understand the prevalence of poverty in the city. This is achieved through providing an indicative poverty figure through the utilisation of information about households in receipt of benefits finding nearly 4,000 households in the city in either relative or deep poverty.

21. It has been developed to provide a structured approach to tackling and addressing the root causes of poverty over the decade ahead, and includes:

    - A recommendation that all city partners use the shared definition ie. the Joseph Rowntree Foundation definition.

    - Key performance indicators to monitor progress.

    - Three strategic objectives that address issues today, prepare for the future and prevent further people falling into poverty – with an expectation that when developing projects to tackle poverty, it is clear whether the outcome is to address today's issues, or to prepare for a better future.

    - A strategic action plan setting out actions already underway or interventions in development.

    - A recognition that some communities are more adversely affected than others, and as a result, interventions will be targeted to areas of most need for those who are currently

experiencing poverty, and more universal for interventions to prevent people from falling into poverty.

Consultation Analysis

Strategy initiation

22. The strategy and strategic action plan were developed in collaboration with services across the council.

23. The council's adoption of the Poverty Truth Commission's Organisational Standards, informed the development of the strategy, including the value of recognising the different time frames associated with the strategic objectives and outcomes, and need for clarity and a joined-up approach.

24. Discussions, both individual and in group settings, to inform the approach to the strategy and the actions identified have taken place with representatives from:

- St Michael le Belfry and One Voice Church Network
- Welfare Benefits Unit
- York Foodbank
- Aviva
- Two Ridings Community Foundation
- University of York
- Community Furniture Store
- York CVS
- Money and Pensions Service
- York Carers Centre
- North Yorkshire Business and Education Partnership
- Advice York network meeting
- Pride of Place anchor institution meeting
- Policy in Practice

25. A council presentation and subsequent discussion at the recent Resolve Poverty Conference in March 2025 further informed the approach following insight from other local authority attendees including Manchester and Bolton Councils and the North-East Combined Authority. This was followed up with a subsequent roundtable event, hosted by the University of York, with participants from nearby local authorities, such as Bradford, who shared their experience in developing an anti-poverty strategy.

Public consultation

26. A public consultation ran from 4 August to 13 October 2025 (extended from original deadline of 29 September 2025). The draft strategy/action plan and accompanying consultation survey were made available on the council's website, and paper copies were available via the council's customer service centre in West Offices, the York library network, Citizens Advice, the Community Furniture Store and York Food Bank distribution centres.

27. The consultation received a total of 153 responses. A summary of feedback is contained as **Annex B** of this report. Full consultation responses will be hosted on the York Open Data Platform.

28. Workshops were also organised with interest groups to enable feedback on the strategy. A schedule of meetings that took place is highlighted below:

Date	**Group**
Wednesday 13 August	Ageing without Children
Wednesday 3 September	Good Place Network
Wednesday 10th September	Armed Forces Community
Tuesday 16 September	Financial Inclusion Steering Group
Tuesday 23 September	Gypsy & Traveller Working Group
Tuesday 23 September	Schools Forum
Wednesday 24 September	Pride of Place
Wednesday 24 September	LGBT Forum

29. Discussions have also taken place with a representative of the Poverty Truth Commission to confirm the broad direction of travel for the strategy and identify any activity that could support poverty alleviation as suggested by people with lived experience of poverty.

30. Informal engagement sessions were also held with representatives from York St John University.

31. Overarching feedback from the consultation and workshops alluded to the need for a more detailed action plan to tackle poverty in the city to include emphasis on tackling the high cost of housing, low pay and insecure work, and the high cost of bills. Transport costs, cost of childcare, and skills support were also referenced as areas that could have greater emphasis in the strategy and action plan.

32. On 8 September 2025, City of York Council's Corporate Scrutiny Committee provided feedback on the strategy. Scrutiny identified the need for a more detailed action plan together with additional reference to strategic work being undertaken with the York and North Yorkshire Combined Authority to tackle poverty in the city and wider region, a review of the key performance indicators to align more closely with the action plan, and a more considered review of the proactive role that the council could play in tackling poverty.

33. The feedback received during the consultation was invaluable in enhancing the strategy, ensuring lived experience and the views of residents and expert groups are reflected in the final document.

Options Analysis and Evidential Basis

34. Executive can choose to:

    1) Reject the strategy and action plan
    2) Reject the strategy and action plan and set out further additions and edits
    3) Approve the strategy and action plan and endorse it for adoption by Full Council on behalf of the city of York.

    Executive are recommended to approve **option 3**, approve *the strategy and action plan and endorse it for adoption by Full Council.*

    Reason: Approving the strategy and action plan will set a clear framework for the council and partners to pursue activity to reduce poverty in the city.

    Rejecting the strategy would mean that the council and partners did not have a framework through which to tackle poverty in the

city, leading to missed opportunities for improving the lives of residents.

Organisational Impact and Implications

- **Financial -** The development of an Anti-Poverty Strategy does not directly incur additional expenditure. The strategy highlights areas where the council is allocating resources into mitigating poverty eg retrofit in council housing.

- **Human Resources (HR)** - There are no HR implications contained within this report.

- **Legal** - There are no legal implications contained within this report.

- **Procurement** - There are no procurement implications contained within this report.

- **Health and Wellbeing** - Public Health welcomes the strategy and action plan to tackle poverty in York and strongly supports its vision. Poverty is a fundamental public health issue and addressing its root causes is critical to improving health outcomes and reducing health inequalities across our population.

  Poverty represents an escalating public health crisis, shaped by long-standing inequalities. It significantly impacts people's ability to live healthy and fulfilling lives by limiting access to the key social determinants of health—sufficient income, secure employment, decent housing, quality education, nutritious food, and essential services.

  The health impacts of poverty are both immediate and long-term. Living in poverty is linked to:

  - Lower life expectancy and fewer years lived in good health.

  - Increased risk of chronic diseases, respiratory illness, and mental health conditions.

  - Greater exposure to unsafe or substandard housing, as tragically illustrated in the death of Awaab Ishak.

- Higher rates of infant and child mortality, malnutrition, and developmental delays.
- Barriers to health-promoting behaviours and increased prevalence of health-harming ones, such as tobacco and alcohol use and gambling.
- Certain groups are disproportionately affected, including lone-parent families, larger households, carers, disabled individuals, and people from many ethnic minority communities. These inequalities have deepened in recent years, further entrenching disadvantage and poor health outcomes.

Reducing poverty is one of the most impactful ways to improve public health outcomes and build a fairer, healthier York for all.

- **Environment and Climate action** - Those in poverty are least responsible for the causes of climate change; however, they are also the most likely to be negatively impacted by the consequences. Tackling poverty in York is vital for a just transition towards net zero, ensuring access to well paid jobs, affordable energy, food and other resources.

  Evidence indicates that individual greenhouse gas emissions (GHG) are directly related to levels of consumption. It is therefore vital that alongside tackling poverty, we de-couple the link between consumption and GHGs by providing sustainable alternatives.

- **Affordability -** The strategy reflects activity to improve affordability in the city for residents and is therefore a positive development for the city.

- **Equalities and Human Rights -** The equalities impacts are contained within the Equalities Impact Assessment provided.

- **Data Protection and Privacy** - 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** - Communications will be required to support efforts to highlight activity and support to alleviate poverty working cross-partnership via regular networks

- **Economy** - see Affordability implication and key elements of the strategy around skills and employment.

Risks and Mitigations

Reputational: The strategy is expected amongst a wide range of partners and representative organisations. Failure to finalise the strategy would indicate a stepping back of this important issue.

Community engagement: Consultation has taken place with residents and various community groups. They have provided comprehensive feedback to ensure that the strategy and action plan fully reflects the needs of York's communities. A decision not to progress with the strategy will undermine the consultation process – this can be mitigated through approval of the strategy.

Capacity: The strategy responds directly to the Council Plan and 10-year strategies. However, capacity is limited within the council to undertake significant activity – this can be mitigated through effective, enhanced partnership working.

Wards Impacted: All

Contact details

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

Author

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Job Title:	Head of City Strategy and Corporate Programmes
Service Area:	Strategy
Report approved:	Yes
Date:	24/10/2025

Background papers

Council Plan 2023-2027, One City for All, Council Plan

Financial Inclusion Interim Strategy 2023-2025, Financial Inclusion Strategy

York 2032 strategic framework, York 2032 strategic framework

Corporate Scrutiny Meeting, 8 September 2025 Agenda Item 5 - 10 year anti-poverty strategy

Annexes

Annex A: 10-year anti-poverty strategy - Tackling Poverty Today and Turning the Tide to Create Lasting Change - A Strategy and Strategic Action Plan for addressing Poverty in York 2025-2035

Annex B: Analysis of consultation feedback

Annex C: Equalities Impact Assessment

Abbreviations:

CVS – Centre for Voluntary Service

DPIA - Data Protection Impact Assessment

GHG – Greenhouse gas emissions

LGBT – Lesbian, Gay, Bisexual, and Transgender

LIFT - Low-income family tracker

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Tackling Poverty Today and Turning the Tide to Create Lasting Change

A Strategy and Strategic Action Plan for addressing Poverty in York

2025-2035

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A note on York Poverty Truth Commission's Organisational Standards

This strategy is informed by and embeds the York Poverty Truth Commission's Organisational Standards, which were approved by the Council Executive in March 2025. These standards are:

- We listen
- We are understanding
- We are respectful and friendly
- We are responsive, honest, and care about getting you the right support

A note on the role of councils

Local authorities, also known as councils, provide essential public services within a specific area. They are responsible for a wide range of functions, including social care, schools, housing, planning, environmental protection, waste management, and local infrastructure, like local roads and footpaths.

Whilst they are not responsible for setting national policy and cannot change housing market conditions, the cost of products or essential services like energy or the welfare or benefits system, local authorities can play an active role in seeking to change the conditions that lead people from falling into poverty and remaining in poverty and for working with partners to lobby for change.

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Foreword

In York, people in poverty are hit in several ways. Firstly, and most importantly, they are experiencing poverty, and their choices and chances are limited by this.

Secondly, as a City, York is one of the worst funded areas in the country when you look at health, education, local authorities and other public services funding, therefore there isn't the support out there for those who need it.

Thirdly, York is a small, very unequal City; so, people experiencing poverty see affluence on their doorstep, and others assume that poverty does not exist in the city.

Fourthly York has a high proportion of low-wage and precarious jobs as a city.

And finally, York is one of the most expensive places to live certainly in the North or indeed anywhere in the country outside of the South-East.

It is clear that poverty is biting in our communities in a deeper way than it has for a long time. So, what are City of York Council, working with our partners, doing about it?

Our strategic plan is based around three pillars of action. Tackling poverty today, Prevention, and Turning the Tide to Create Longer Lasting Changes. Here are some of the ways we are working with the community to make a difference.

York is a brilliant City with a clear social conscience and commitment to do the best it can for vulnerable residents, this anti-poverty strategy is a clear path to live these values into being.

Councillor Katie Lomas

Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Councillor Bob Webb

Executive Member for Children, Young People and Education

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Introduction

From the outside, York looks like a beautiful, historic city, filled with culture and charm. Many people who visit York each year, drawn to its ancient walls and Minster, might think that poverty is something that happens elsewhere. But if you look closer, even within the city's famous walls, you'll see that poverty is a real issue for more and more people who live here.

The cost of living in York is very high, and, when coupled with national and international issues, this makes it harder for some people to afford what they need.

125 years ago, Seebohm Rowntree started the first big study of poverty in York. Fast forward to today and poverty is still visible in the city. Although, encouragingly, what is also still true is there remains a strong commitment in York to finding ways to help people in need and make the city more affordable for everyone. Many local organisations are working hard on this issue, and with their help, a new strategy to fight poverty has been created.

This new strategy is focused on the next ten years, but it won't be a one-time fix. Whilst some of the contextual factors in a decade's time will be the same as now, such as the built fabric of the city, the role of technology, and the shifting demographics of the city as the UK's population gets older, there are things we will not be able to predict. For instance, ten years ago, we couldn't have predicted the global pandemic, the rising cost of living, or the war in Ukraine. Because of this, the plan will be updated to deal with new challenges that emerge.

Our Ambition

Our ambition is to fight poverty in York and its impacts now and in the future. We want to improve the city, making it fairer and more affordable for everyone who lives here.

Our Strategic Objectives

There are many factors, at a national and international level as well as locally, that affect poverty, and we can't control all of them.

To help guide us, as we do what we can to reduce poverty across the city, this strategy has three main objectives:

1. **Tackling poverty today** – Helping people who are struggling right now.

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2. **Preventing people from falling into poverty** – Making sure fewer people end up in poverty in the future.
3. **Creating long-lasting change** – Making York a more equal and affordable city for the long term.

These strategic objectives are designed to help people in York who are experiencing poverty but also create the longer-term conditions to make York more equitable and more affordable for all. They do not stand in isolation from one another. They are concurrent, happening at the same time, reinforcing and supporting work to tackle poverty in the city.

Strategy Development and Consultation

This strategy sets out the activity required to reduce poverty in the city for the next ten years. It replaces the Interim Financial Inclusion Strategy 2023-25.

It has been developed through discussion with lots of different people and organisations, led by the Council. It recognises the Council alone cannot tackle poverty. It requires all of us to work together. In this light, the strategy has been considered, developed, and amended through an extensive engagement process ensuring the voices of York's communities, its representatives, its groups, organisations and businesses are heard clearly in what York will do over the next ten years to tackle poverty.

It is important to recognise the strategy provides a framework for action. It is not the end of the conversation as the city, together, will continue to reflect on and amend activity based on the shifting landscape in which poverty exists.

Defining Poverty

There isn't one single way to define poverty. People usually talk about two main types: relative income poverty and absolute income poverty.[1]

- **Relative income poverty** refers to people living in households with an income that's below 60% of the average income for that year.
- **Absolute income poverty** refers to people living in households with an income that's below 60% of the average income from a specific year, usually 2010/11. This is then adjusted for inflation over time.

However, income alone doesn't fully account for poverty. Other factors, like wider living costs and individual needs, should also be considered.

This strategy uses the Joseph Rowntree Foundation's definition of poverty:

"When a person's resources (mainly their material resources) are not enough to meet their minimum needs, including social participation."

This includes things like:

- Resources: Usually, this means income, but it can also include things like savings, things you own (like a house or car), services like healthcare or education, and support from family, friends, or community groups.
- Needs: These are essential items, like food, shelter, heating, clothing, and toiletries. But needs also include things like being able to join and be part of society, whether through hobbies, education, work, or training.

To help city partners keep working together to solve the main causes of poverty, it is recommended that everyone in the city use the same definition of poverty.

This way of thinking about poverty considers where people live, since living costs can be different in different places. For example, in York, living costs are higher than in many other places in the country, so, relatively, what counts as "poverty" here might be different from other places.

Breaking the cycle of barrier-driven disadvantage

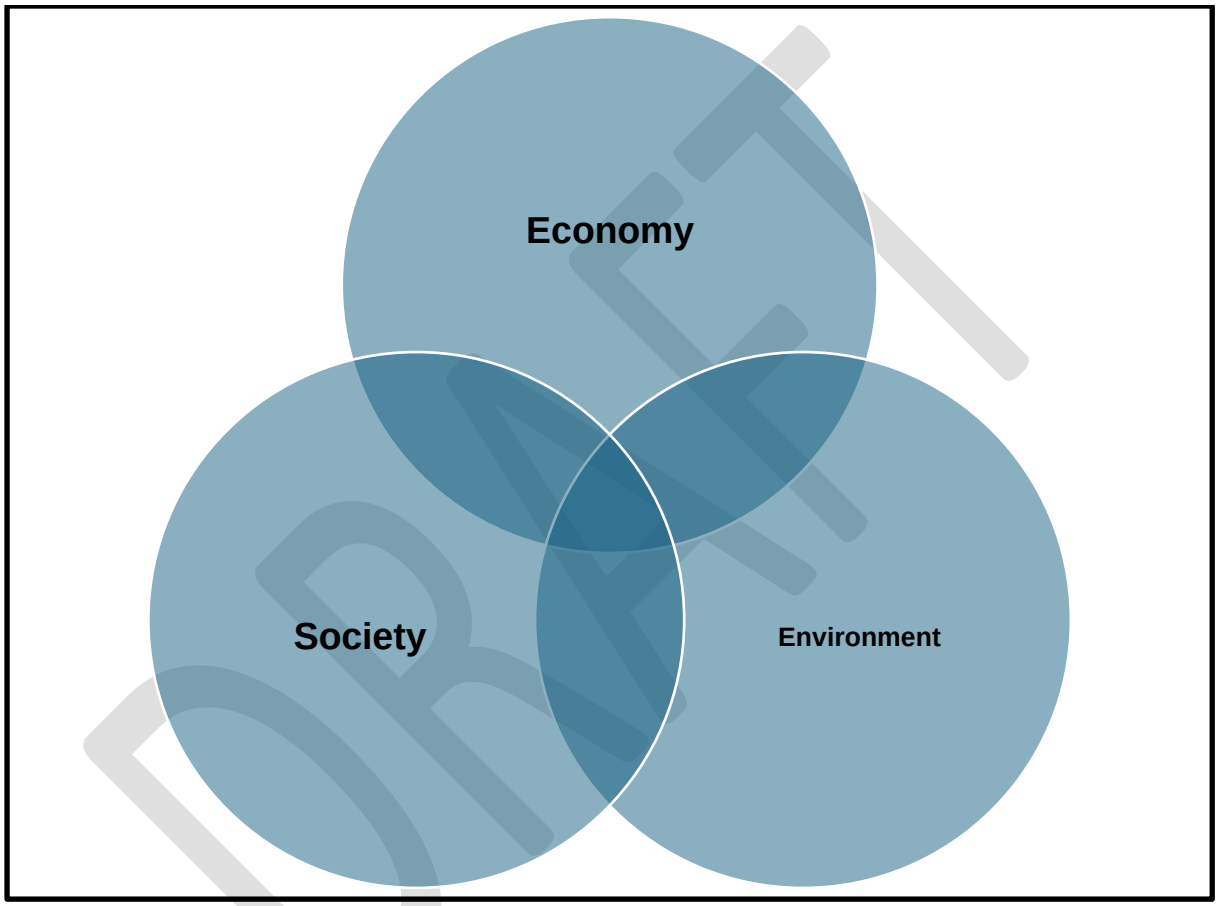
Poverty and disabling barriers reinforce each other. When transport, housing, employment, services and information aren't designed to be accessible or affordable, people face avoidable extra costs and obstacles. These external barriers, not a person's health condition, can trap people in poverty and intensify issues such as food insecurity or difficulties obtaining essential items.

City of York Council is committed to the social model of disability. We will continue to work with disabled residents and Disabled People's Organisations to identify, remove and prevent barriers now and over the long term. This includes: accessible design of streets, buildings and digital services, fair and affordable travel (including concessions and subsidies), support to access skills, training and good work, information in Easy Read, BSL and other formats, timely reasonable adjustments across all Council services and improved access to necessary aids, equipment and energy support.

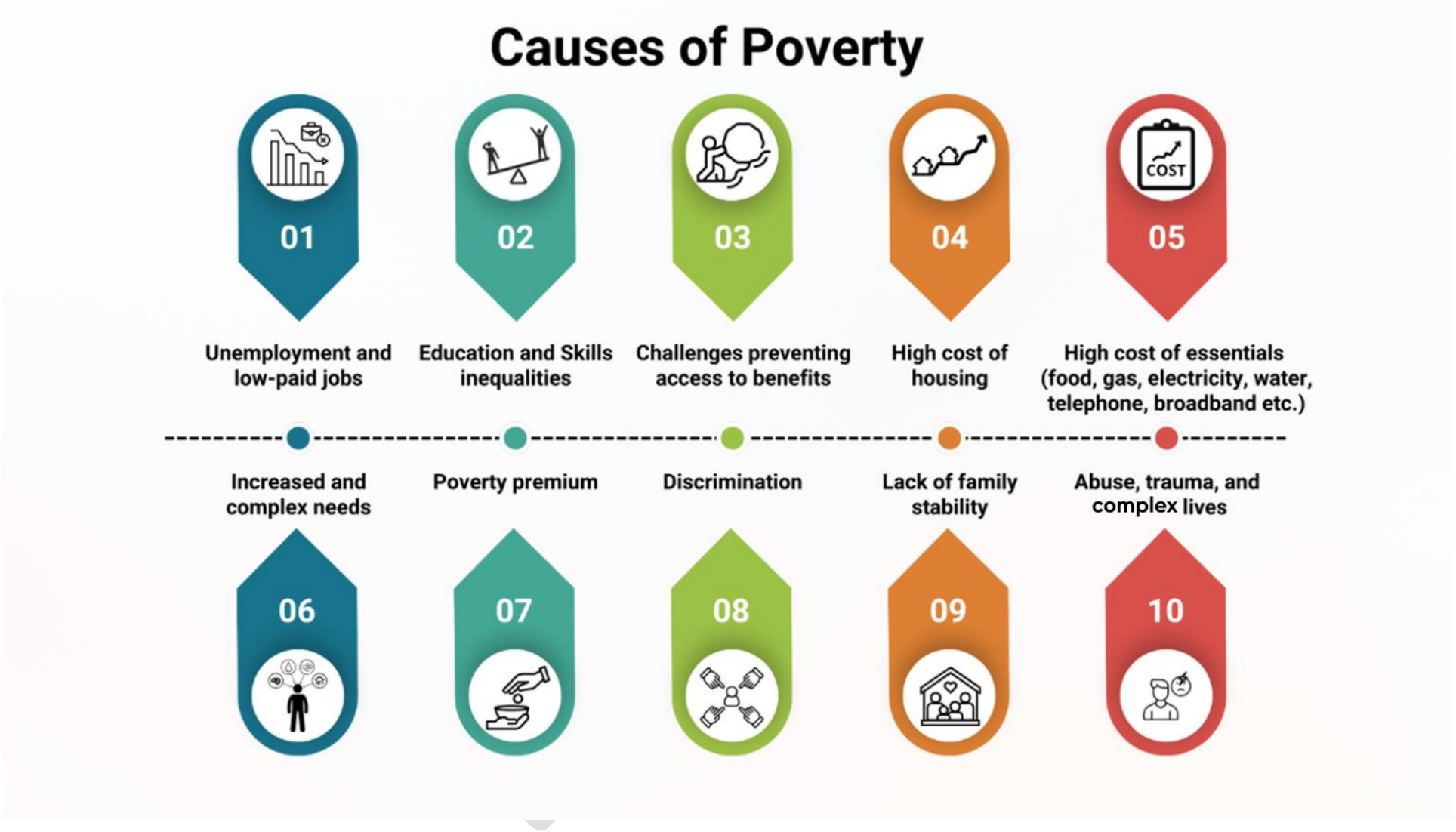
We will co-produce the next phase of our action plan with disabled people and report progress publicly so residents can see what's changing and when.

What Causes Poverty?

Poverty is a systemic issue. The economy, society, and the environment where people live act as overlapping drivers that create the conditions that cause poverty in people's lives. These causes, set out below, reduce the needs people have, or increase needs they cannot afford.



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Causes of Poverty
01
Unemployment and low-paid jobs
02
Education and Skills inequalities
03
Challenges preventing access to benefits
04
High cost of housing
05
COST
High cost of essentials (food, gas, electricity, water, telephone, broadband etc.)
Increased and complex needs
Poverty premium
Discrimination
Lack of family stability
Abuse, trauma, and complex lives
06
07
08
09
10

Setting the Context of the Strategy

This strategy comes at a time when there are many long-term and emergent challenges at a global, national and local level. These exacerbate structural inequalities and hinder efforts to tackle the causes of poverty.

York does not stand in isolation. Global and national challenges, such as wars, pandemics and inflationary cost of living pressures impact on our ability to tackle localised issues. We have limited ways to offset these challenges given their scale and scope.

However, we also know there are unique issues to York that influence poverty levels in the city.

- We know that York has one of the highest costs of housing in the north of England with an affordability ratio of 8.5:1 (median house price to earnings ratio)
- The highest housing rental costs in the region – the average rent is nearly £300 per month more in York than the rest of the region (£1,006 v £722)
- Despite these housing costs, median gross weekly pay is only £40 above the regional average and below the national average
- There is a £180 wage gap between the 25 centile and median in York compared to £144 at a regional and £172 nationally, meaning lower paid residents in York are comparatively worse off than their counterparts elsewhere in the country

Despite these challenges, there remains hope and determination to create a better future, with a strong commitment to address the root causes of poverty.

This commitment is also part of a bigger global effort. Ending poverty in all its forms is the first goal of the United Nations' Sustainable Development Goals.

At a national level, the UK Government has made tackling child poverty a priority. Across the country, local authorities are developing plans to reduce poverty, working together to find the best ways to make a difference in their communities.

In our region, the Mayor for York and North Yorkshire wants to create "healthy and thriving communities" by focusing on economic growth, better skills, and affordable housing.

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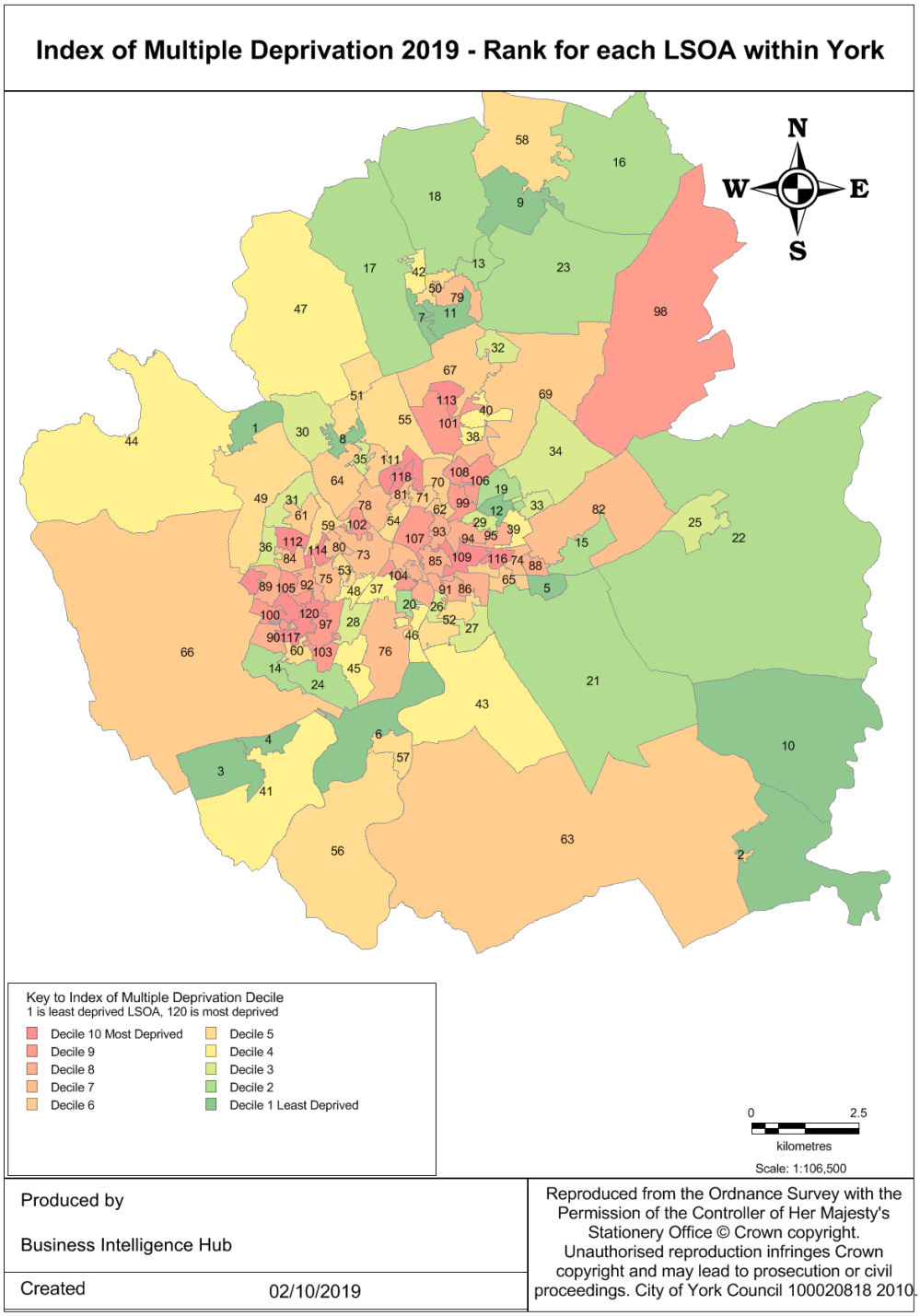
In this context, developing a plan to reduce poverty in York is both important and timely.

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Poverty in York in 2025

Poverty, and its proxy deprivation, exists in all parts of York although it is more prevalent in some areas than others.

The below map indicates indices of multiple deprivation in the city. This considers seven measures of deprivation – income, employment, education, health, crime, barriers to housing services, and the living environment. The darker the red the more deprived the ward, the darker the green the less deprived the ward.



The variable impact of poverty in the city is further reinforced by life expectancy variation for men with a 10-year difference in life expectancy between the poorest and richest wards in the city (6.71 years for women).

Whilst we cannot know the exact number of people living in poverty in York, through data insight provided by Policy in Practice we are able to provide an indicative poverty rate. This considers households below a selected income threshold, out all households in receipt of benefits.

The data (utilising information from national sources) in the table below is based on Relative Resources Gap (a measure used to assess poverty by considering not just income, but also other resources as defined on page 7 of this strategy).

Relative poverty is where an individual or household lack the resources to maintain a standard of living that is considered the norm of their society.

Deep poverty is where a household's income is significantly below the median household income, often defined as below 50% of the median.

Relative Resources Gap by ward in York			
	As of March 2025 (households)		
	At risk of poverty	**In relative poverty**	**In deep poverty**
All Wards	1,747	3,666	332
Acomb	80	112	19
Bishopthorpe	26	36	1
Clifton	115	303	34
Copmanthorpe	15	27	3
Dringhouses & Woodthorpe	97	171	20
Fishergate	68	119	4
Fulford & Heslington	47	66	3
Guildhall	177	384	29
Haxby & Wiggington	52	91	7
Heworth	141	343	41

Heworth Without	10	26	2
Holgate	115	274	24
Hull Road	85	194	17
Huntington & New Earswick	136	242	14
Micklegate	140	259	23
Osbaldwick & Derwent	43	102	7
Rawcliffe & Clifton Without	69	122	19
Rural West	44	82	2
Strensall	37	66	6
Westfield	232	617	55
Wheldrake	18	30	2

The table demonstrates that poverty is apparent across York but is more concentrated in certain wards. Westfield has the highest rate of relative and deep poverty but there is not one ward where poverty is not apparent.

We know that poverty is more evident for some groups of people than others. Looking at the same data, we know that:

- Those in receipt of universal credit are more likely to be in poverty than those who are not
- Working age people are much more likely to be in poverty than pensioners
- Those with in receipt of disability allowances are more likely to experience poverty
- Carers and lone parents are more likely to be in poverty
- Households with at least one child eligible for free school meals are likely to be in poverty and those with young children are the most likely to be in poverty

However, data only tells us so much about poverty and its impact on individuals and families.

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Case Studies: Tang Hall Community Centre (courtesy of Two Ridings Community Foundation)

Tang Hall Community Centre's aim is to manage and maintain a vibrant, welcoming, community hub for the benefit of local residents in and around the Tang Hall area of York. The Centre, a registered 'Warm Space', is open seven days a week facilitating a joined-up approach to providing people with community-based support, social, educational and leisure activities, benefits and debt advice and help into training and employment.

The residential area surrounding the Centre includes streets of social housing which fall within the country's 10% most deprived areas. The current cost of living crisis has created an exponential growth in the demand for support from local people who are struggling to cope financially and emotionally. The Centre operates a community café, hosts a number of tenant organisations and coordinates on-site distribution of free food parcels and essentials for people living in poverty.

The magical ripple effect of sharing food together

Tang Hall Community Centre received £3,000 through Cost-of-Living funding from Bettys & Taylors Group to put towards their core costs and provide food in their warm space. The funding of the community canteen has brought about a transformative ripple effect, positively impacting the community they serve. The financial support enabled them to broaden their outreach and enhance the quality of services provided, creating a nurturing space that extends far beyond the simple act of serving meals.

First and foremost, the funding allowed them to expand on their busy food bank by offering an alternative, calmer and supportive sit-down meal.

Food leads to friendship and more

This provides an atmosphere where the staff and volunteers can genuinely listen to their community and get to know them much better. This connection not only elevates the dining experience for the people coming along, but also fosters a sense of community pride as the Centre creates something special - magical almost - where people from various backgrounds come together to share a meal.

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Moreover, the additional resources have empowered them to implement community programs and events. From nutrition workshops, music events, and themed nights to cooking classes. The positive impact of these initiatives are highlighted through the changes we see in the people we support.

Supporting a new mum | Lisa's story

Lisa had a newborn child and did not know anyone in the area. She started to attend the community canteen and has made the centre a second home for herself and her child. The staff have seen her open up about her problems whilst attending the community canteen. They have supported her whilst she overcomes some of the issues she faces. She knows that there is somewhere where she is always welcome.

Allowing us to look after her | Gina's story

The community cafe is one hour a week where she can switch off and have us look after her. She has really opened up and has made some new friends. This simple act of kindness is a lifeline for someone who is struggling and feeling alone. Gina has lived on the same street as the centre all her life and had never been in. A neighbour of hers had suggested that she come to the centre for some respite as she is a full-time carer for her husband and was suffering from depression.

Alleviating loneliness | Ralph's story

Ralph, like so many people, is lonely and does not have the money to get out and about. The community cafe is a place where he comes to socialise and chat with other people. Several times he has told staff that in between weeks he simply did not see other people to talk to. A highlight for Ralph was to share a simple meal over the weekend with someone he met at the community canteen in his own home.

"In essence, the financial support from the Cost-of-Living fund has transformed our community cafe into more than just a place to eat; it has become a catalyst for positive change. With a quality menu, diverse programmes, and an inviting atmosphere, the cafe has emerged as a cornerstone for community development, fostering connections, and empowering individuals on their journey towards a brighter future."

Stephen Collins, Manager at Tang Hall Community Centre

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Strategic Framework

This strategy does not sit in isolation.

In 2022, local partners came together to set a 10-year vision to make York a “vibrant, prosperous, welcoming, and sustainable city, where everyone can share and take pride in its success.” This vision was broken down into five elements: health and wellbeing, education and skills, economic growth, transport, and sustainability.

Sitting behind this were 10-year strategies focused on climate change, York’s economy, and health and wellbeing. This has been reinforced by the development of a Movement and Place Plan that will lead to sustainable, active, affordable transport systems in the city.

The Council Plan (2023-27) and partner strategies are also seen through the prism of the 2032 vision. Indeed, this framework has been used to underline the ambitions of the city, not least in the work to inform York’s growth in response to the opportunities set out within the York and North Yorkshire Combined Authority (such as the Local Growth Plan) but also at a national level with government.

In December 2024, the Council’s Executive approved Homelessness & Rough Sleeping Strategy for 2024-29. The Strategy will guide work in this area over the next five years and will seek to enlist partners, stakeholders and citizens in a plan to make homelessness rare, brief and non-recurring. The Strategy builds on existing successes and partnerships, offering pathways to suitable housing that can be sustained with high quality, person-centred support. This sits alongside Council priorities around building 100% affordable homes on council land, and insulating thousands of homes to combat cost of living impacts.

York 2032 provides a framework to identify opportunities to tackle poverty in the city – especially given the connection between the drivers of poverty (economy, environment, society) as well as take advantage of the opportunities presented by the Combined Authority and elsewhere.

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York 2032 Strategy and Policy Framework

Our vision

York will be a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in its success.

A city where history meets the future.

Priorities and Goals

Health and Wellbeing	Education and Skills	Economic Growth	Transport	Sustainability
All York residents (young, old and future residents) will enjoy happier, healthier, longer lives, in homes that meet their needs, able to actively participate in their communities, with access to the right support at the right time.	All ages will have access to learning throughout their lives to equip them with the skills to succeed commercially, socially, locally and nationally.	York's economy will be vibrant and inclusive, with businesses supported to grow and prosper and talent nurtured, retained and supported. Our economy will be developed to be well balanced with **a mix of different sectors** providing opportunities for young and old.	York's transport networks will be inclusive and sustainable, connecting neighbourhoods and communities.	York will be carbon neutral and contribute to the regional ambition to be carbon negative, with iconic green spaces to enjoy today and the environment protected for future generations to enjoy.

Movement and Place Plan 2023–2040

Health and Wellbeing Strategy 2022–2032	Economic Growth Strategy 2022–2032	Climate Change Strategy 2022–2032

THE POLICY FRAMEWORK

Policies set the context. Policies typically include SMART objectives and/or targets. The Council's Executive approves council policy and related budget, with city partner's own governance arrangements responding to their own strategies and policies. Council Policies are called Plans, for example the Local Plan, the Local Transport Plan, the Council Plan, etc.

ACTION PLANS

Action plans set out the city partner's actions to deliver the vision and goals in the 10-year Plan and related 10-year strategies. City Partners own actions plans will respond (in part) to the priorities.

At the same time, whilst recognising our ability to influence national and global challenges are limited, the strategy will adapt and evolve to global and national policy such as the emergent UK Child Poverty Strategy and the UN's Sustainable Development Goals.

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Our Strategic Action Plan

Poverty hurts people and the whole community. It makes it harder for people to stay healthy, go to school or work, and live a life which is free from hardship or financial difficulties, which in turn can cause problems in society.

We know poverty affects some groups of people more than others. Because of this, not everything in our plan will help everyone in the same way. Some of our actions are focused on helping those who are most in need although poverty can and does have an impact across all of society.

The groups most affected by poverty include children, families (particularly those with multiple children), single-parent families, and people who have unstable incomes because of unemployment or low wages. Disabled people, those living in rented homes, and some minority ethnic groups also often face higher rates of poverty.

Our Strategic Objectives are designed to bring results both in the short term and in the long term. These objectives should not be seen in isolation; they build on each other and happen at the same time. They aim to solve immediate problems while also setting up solutions for the future.

Each strategic objective looks at the causes of poverty. By addressing these causes, we hope to find opportunities to tackle the long-term issues that lead to poverty.

Strategic Objective One - Tackling poverty today

Focuses on the actions being taken to help people who are currently living in poverty or are at risk of falling into it.

Strategic Objective Two - Preventing people from falling into poverty

Focuses on actions that can help lift people out of poverty and stop more people from falling into it.

Strategic Objective Three - Turning the tide to create long-lasting change

Making long-term changes to create a fairer and more affordable York for everyone.

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Strategic Delivery Plan

Strategic Objective One: Tackling Poverty Today

We are currently working on different actions to help people who live in poverty or are close to falling into it.

Challenge	**Examples of what we'll do and are already doing**	**Lead CYC officer (inc working in conjunction with partners where needed)**
Challenges preventing access to benefits		
Maximising income for individuals	Working in partnership, utilising data tools and spatial mapping, to find people who are eligible for support and contacting them through the Council's services.	Director of Housing and Communities and Director of Finance
Using government schemes like the Household Support Fund (to be replaced by the Crises and Resilience Fund from April 2026)	Administering funding through Council processes, ensuring a cash first approach reaches those in greatest need	Director of Finance
Ensuring access to the right information	Working with partners to guide people to the right services and support, using data analysis to develop targeted campaigns for identified groups.	Director of Housing and Communities and Director of Finance

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	Continuing to support the Advice York Network to work together and access grant funding agreements where appropriate	
Providing digital support	Recognising that many services are now online, continue to work with organisations like York Explore to help those without technology or confidence use digital services, and support delivery of Digital Friendly York as a Community Interest Company	Director of Housing and Communities
Education and skills inequalities		
Helping children start their day right	Providing free primary school meals in Westfield, Burton and Fishergate Schools and continue to analyse its impact within Schools Poverty Framework	Corporate Director of Children and Education
Creating a basic foundation to be universally considered and applied in schools and community to reduce the impact of poverty	Ensuring every child feels a strong sense of belonging through equality and equity including activity to support:	Corporate Director of Children and Education

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	School uniform affordability and accessibility Accessible and affordable trips and activities Consideration of community needs Trauma informed responses to issues in schools Accessibility of wraparound care Availability of stationary, technology and broadband And bridging the gap between primary and secondary school as more resources are needed to support specialist subject delivery	
Supporting entry-level and basic skills provision	Offering community outreach through York Learning to help with skills like maths, English, digital skills, ESOL and job readiness	Corporate Director of Children and Education
Improving advice and support to access skills	Helping people, especially those hard to reach, to get information and support to improve their skills	Director of City Development

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	including via regular skills and employment events	
Increasing and supporting apprenticeships	Creating more opportunities for all those looking to start careers, reskill and upskill and considering the role of work experience and the work on the Gatesby benchmarks in schools	Corporate Director of Children and Education
Addressing generational poverty	Review outcomes from The Place at Sanderson House, Family Hub and Family First pilots	Corporate Director of Children and Education
Unemployment and low-paid jobs		
Promoting fair wages and good work conditions	Supporting the Good Business Charter and the real Living Wage ensuring that the Council continues to be accredited and works with others to support their accreditation journey	Director of City Development
Making transport to work affordable	Working with the York and North Yorkshire Combined Authority to continue to offer reduced bus fares in the city	Director of Environment and Regulatory Services
Helping veterans in poverty	Continue to advance the Council's Armed Forces Covenant commitment	Director of Housing and Communities

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	and advocacy to ensure veterans get the support they need	
Supporting disadvantaged communities into work	Promoting job schemes for disabled people and dementia-friendly employment.	Director of City Development
Training support	Offer opportunities to secure training that is relevant to the local job market aligned to local economic strategy and the YNYCA's ambitions	Director of City Development
High cost of housing		
Reducing energy costs in homes	Continuing to upgrade social housing with energy-saving improvements	Director of Housing and Communities
Providing warm spaces	Running the Warm Places programme to give people somewhere warm and supportive in winter.	Director of Housing and Communities
Supporting the homeless and rough sleeping communities of York	Implementing the homelessness and rough sleeper strategy including adopting a housing first approach to homelessness with the provision of housing support multidisciplinary teams	Director of Housing and Communities

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High Cost of Essential Goods		
Supporting food banks	Directing people to food banks when in need and providing support to them	Director of Housing and Communities
Providing access to digital services	Working with groups like the York Community Furniture Store to offer affordable technology.	Director of Housing and Communities
Helping with energy costs	Providing practical, financial and accessible support for people looking to lower their energy bills through home improvement and efficiency measures	Director of Housing and Communities
Increased and complex needs		
Improving health for people in poverty	Promoting public health programmes to encourage healthier lifestyles (healthy, affordable eating, alcohol misuse, smoking cessation etc) and collaborating with partners and providers to addresses health challenges in the city	Director of Public Health
Reducing loneliness and isolation caused by poverty	Building on York's expertise in Local Area Coordination and social prescribing, identifying the wrap around support that can be vital to an	Director of Housing and Communities and Director of Public Health

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	individual's wellbeing through the Neighbourhood model	
Addressing health service barriers	Making it easier for people in poverty to access health services through integrated community health and neighbourhood model	Director of Housing and Communities and Director of Public Health
Poverty premium		
A "cash first" approach	Offering direct payments to individuals facing hardship, rather than relying solely on in-kind support like food parcels. This approach aims to give individuals more autonomy and control over how they meet their needs, allowing them to purchase what they require most, including food, clothing, or other essentials.	Director of Housing and Communities and Director of Finance
Finding sustainable finance solutions	Working with organisations like Credit Unions to help people access safe loans and savings accounts whilst also helping people to access benefits that they are entitled to and good employment opportunities	Director of Housing and Communities and Director of Finance

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Providing affordable goods	Collaborating with partners to provide access to affordable goods, fuel and food and alignment to work of the Financial Inclusion Steering Group	Director of Housing and Communities and Director of Finance
Discrimination		
Implementing and embed the social model of disability in our working practices	Providing elected Members and officers with appropriate Disability Equality Training, ensuring	Director of Housing and Communities
Acknowledging particular challenges facing some parts of our community in accessing support	Working with groups like the York Carers Centre, refugee communities, and disability and LGBT groups to understand their needs and provide support.	Director of Housing and Communities
Listening to the voices of young people when discussing issues such as poverty	By giving them a voice through our Children and Young People's Plan and Children's Rights Co-Production tool kit and via organisations such as Health Watch and its Core Connectors Report 2025	Corporate Director of Children and Education
Lack of family stability		
Providing early help for families in need	Delivery of the Early Help Strategy and RAISE York Family Hubs programme which prioritises	Corporate Director of Children and Education

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	addressing poverty and the cost of living	
Abuse, trauma and complex lives		
Taking a trauma-informed approach	Continue to implement a trauma informed approach to customer relations, ensuring all staff recognise the challenges some people face and the impact this has on their interactions	Director of Housing and Communities
Embed the Council's Managing Customer Relations policy	Continue to embed the Managing Customer Relations policy in council activity aligning to the Poverty Truth Commission Organisational Standards	Chief Officer – HR and Support Services
Tackling domestic abuse	Working with partners to implement the North Yorkshire and City of York Domestic Abuse Strategy (2024-2028) to ensure early intervention and support for those experiencing domestic abuse. Continuing toward DAHA accreditation in housing services	Director of Public Health and Director of Housing and Communities

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Supporting carers	Engaging with the Carer Forum and support organisations to make sure carers have the help they need	Corporate Director of Adult Social Care and Integration
Continued implementation and promotion of the Poverty Truth Commission Organisational Standards	Embedding in Council customer policies and the Neighbourhood Practice Model, and promoting with city partners	Director of Housing and Communities

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Case Study: Helping Bobby find stability and belonging (Courtesy of the City of York Council)

Bobby had spent years living in a van with his dog after leaving prison. He didn't want to live in a hostel and had never had a tenancy of his own. Life on the streets was taking a toll on his health and wellbeing; he had no proper access to water, wasn't registered with a GP, and wasn't getting the benefits he was entitled to. He found out about a local drop-in through word of mouth and started attending regularly. Over time, he built up trust with the Local Area Coordinator (LAC) and others in the community. They listened to what he wanted, not just what the system could offer. With support, Bobby registered with a GP and applied for the right benefits. He was later introduced to housing officers who respected his wish not to go into hostel accommodation. Instead, he was offered a temporary bed in a quiet building, followed by his first ever home of his own. The local community had been quietly gathering essential household items for Bobby, and he was overwhelmed by their kindness when he collected them. Now settled in his new area, he's giving back, offering to help others move furniture and staying in touch with the drop-in group that helped him.

Bobby's story shows how listening, building trust, and working at someone's pace can help tackle poverty in a meaningful way; by giving people control, safety, and a sense of belonging.

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Strategic Objective Two: Preventing people from falling into poverty

We're working to help people who are struggling with money now, and we're also trying to fix the bigger problems that cause poverty, so fewer people end up in difficult situations.

Challenge	**Examples of what we'll do and are already doing**	**Lead CYC officer (inc where working in conjunction with partners)**
Challenges preventing access to benefits		
Make sure people know where to get help	Work with groups like the Financial Inclusion Steering Group to guide people to the right advice and support	Director of Housing and Communities
Education and skills inequalities		
Work with the YNYCA to identify areas of focus to support those inactive in the labour force	Securing funding for York programmes within the recently announced Trailblazer fund	Director of City Development
Help people in York get good, stable jobs	Make sure people are learning the right skills for growing job areas and connect them with employers	Director of City Development
Help people who find it hard to get a job (like young people not in school or training, and people over 55)	Through targeted support programmes, including those funded via the MCA's Trailblazers	Director of City Development

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	programme or UKSPF, and successive funded programmes.	
Support financial education programmes	Working with partners in the city to utilise volunteer days and other mechanisms to teach residents of all ages about financial management techniques	Director of Housing and Communities
Extending free primary school meals	Continuing the roll out through the city as part of both local and national schemes	Corporate Director of Children and Education
Addressing generational poverty	Providing education access, including things like school uniforms, broadband, and after-school clubs	Corporate Director of Children and Education
Unemployment and low-paid jobs		
Explore options to reduce the need for expensive personal vehicles to get to work or education	Working constructively with schools, developers and employers, as part of implementing a Movement and Place Plan, to encourages greater walking, wheeling and cycling to places of education and work and encouraging greater take up of sustainable public transport options.	Director of Environmental and Regulatory Services

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Explore options to reduce the cost of travelling to work	Encouraging businesses and organisations operating within the city to reduce their transport footprint through the introduction of staff travel plans and sustainable travel options to work	Director of City Development
Make sure job training matches what local jobs need	Connect local training with future job opportunities	Director of City Development
Enable employment opportunities for parents with childcare needs	Work with childcare providers to support working parents	Corporate Director of Children and Education
High cost of housing		
Develop housing that meets environmental needs and reduces bills for residents	Delivering new affordable homes across the city on council-owned land to Passivhaus standard, reducing energy costs	Director of Housing and Communities
Support people to own their home	Building more affordable homes and working with developers to develop more affordable housing across the city	Director of Housing and Communities
Make rented homes more energy efficient	Talk to landlords to make sure rental homes use less energy	Director of Housing and Communities
High cost of essential goods		

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Create low-cost sustainable public travel routes	Seeking funding for and set challenging targets for increased bus network coverage, ensuring all low-income areas are appropriately served, as part of the wider Local Transport Strategy	Director of Environmental and Regulatory Services
Identify digital inclusion opportunities	Work with organisations across the city to provide access to skills, support and training in addition to access to hardware.	Director of Housing and Communities
Reduce the cost of energy	Providing new renewable energy generation	Director of Housing and Communities
Increased and complex needs		
Coordinate support for families of children with Special Educational Needs	Continue to implement the SEND Hub	Corporate Director of Children and Education
Poverty premium		
Support all young people to be able to access cultural and creative opportunities providing them with inspiration and educational opportunities	Implementing the cultural passports programme funded through the Mayoral Investment Fund that enables young people to access cultural opportunities and provides a wider benefit to families to recognise	Director of Housing and Communities

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	the opportunities that the culture and heritage of York provides	
Lack of family stability		
Work with the Government to reduce child poverty	Respond to the Government's new Child Poverty Strategy when it's released and advocate York's children	Corporate Director of Children and Education

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Case Study: Helping people into work through confidence and skills (Courtesy of the Two Ridings Community Foundation)

Good Organisation is a social enterprise in York that supports people who are at risk of falling into poverty, particularly those facing homelessness, addiction, or other barriers to work.

With help from local funding, they run a programme that builds confidence and teaches people the skills they need to apply for jobs. This includes writing CVs, practising interviews, exploring different types of work, and getting support to move into employment or training.

Importantly, the programme also removes hidden costs that can make it hard for people to take part, such as travel expenses, mobile data, or suitable clothing for job interviews.

Workshops are held in safe, familiar places to help people feel at ease, and everything is tailored to each person's needs and goals. Some people go on to find jobs, others start volunteering or access further education, but everyone gains confidence and new skills.

This support helps stop people from falling further into poverty by opening the door to long-term opportunities and a more secure future.

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Strategic Objective Three: Turning the tide to create long-lasting change

This part of our plan looks at big changes that need to happen over time to really make a difference in ending poverty. Some things are starting now but will take time to show results, while others are long-term ideas to help York and its people in the future.

Challenge	Example of what we'll do and are already doing	Lead CYC officer (inc where working in conjunction with partners)
Challenges preventing access to benefits		
Work with the Government and others to make sure people get the support they need	Build strong links with the Government and take part in national discussions about what support should look like	Chief Strategy Officer
Education and skills inequalities		
Reduce long-term unemployment and inactivity in the city	Work with YNYCA and government to implement lessons learnt from trailblazer and deliver long term skills provision for York Work with YNYCA to identify space for new employment / commercial premises including delivering an	Director of City Development

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	inward investment campaign to attract anchor institutions into the city. Deliver the York Central business district, attracting 10k new jobs into the city, including the Innovation Hub for well paid jobs and the GPA building for civil service Departments relocation.	
Creating the space for people to learn new skills	Working with providers and the YNYCA to enhance the offer for people looking to learn and upskill, eg. construction skills centre and the Innovation Hub on York Central	Director of City Development
Unemployment and low-paid jobs		
Ensure organisations contribute to the societal wellbeing of the city	Implementing a social value outcome framework for procurement / contracting that considers the holistic needs of York in addition to monetary value of contracts, sharing the framework with city partners to make the most of our collective purchasing power.	Chief Strategy Officer

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Help social enterprises grow (businesses that help people and communities)	Working with organisations to identify mechanisms that can support social enterprise, including supporting business growth activities funded through YNYCA UKSPF programme, encouraging greater community wealth building opportunities through the social value outcome framework	Director of City Development
Create sustainable, affordable transport systems into York and within the wider region	Fully implementing York's Transport Strategy to provide a holistic, sustainable transport offer that is affordable for all residents	Director of Environmental and Regulatory Services
Support the development of jobs that meet the needs of residents	Promoting the benefits of flexible working to employers and celebrating York as a Good Business Charter City, encouraging more businesses to improve working conditions.	Director of City Development
High cost of housing		
Develop and build out sites for affordable housing across the city	Implementing the Local Plan, working with YNYCA to secure funding and support for these programmes	Director of City Development
Address rental prices in the city	Advocating for a review of the Broad Rental Market Area	Director of City Development

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Continued role of the Council as a social landlord	Ensuring the Council continues to promote viable, efficient, affordable housing that meets the needs of tenants	Director of Housing and Communities
Provide community infrastructure that is free and accessible to all	Utilising developer contributions via mechanisms such as Community Infrastructure Levy, to contribute towards vital infrastructure such as health, transport, schools and playparks/open space that reflect the needs of communities	Director of City Development
High cost of essential goods		
Create local energy solutions to lower household bills	Secure funding to build local energy projects to help people save on bills	Director of Housing and Communities
Support sharing and reuse in the community (called the circular economy)	Support things like repair cafés, tool libraries, and food sharing centres. Create a plan to help York use less and waste less	Director of Housing and Communities
Increased and complex needs		
Redraw the health and wellbeing map of York to focus more on local need	Implementing the Neighbourhood Model and working with organisations such as the Integrated Care Board and community partners to reshape	Director of Public Health

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	health and wellbeing for local community needs	
Reduce longer-term health issues in the city	Implementing early intervention and prevention initiatives, including consideration of disability, that get upstream of health and wellbeing issues that contribute to and symptom of poverty	Director of Public Health

Case Study: Building lasting opportunities through social enterprise (Courtesy of the Two Ridings Community Foundation)

Chocolate & Co is a York-based social enterprise helping people rebuild their lives after experiences like homelessness, addiction or time in prison. By offering hands-on training, support and paid employment in a city centre café, they're creating long-term opportunities for people who are often excluded from work.

The support is practical and personal; people learn barista and customer service skills, gain qualifications like food hygiene, and get help with things like travel, ID and counselling. The goal is not just to provide a job, but to build confidence and a future.

Many go on to work at the café or move into other jobs locally. Chocolate & Co also works with other employers to create more chances for those with lived experience to succeed.

As a social enterprise, it reinvests in people and the community; making it a strong example of how York can grow local businesses that do good while supporting the local economy.

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This work is already having an impact, and over time it will help York create a fairer, more inclusive economy that gives everyone a chance to thrive.

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How Progress Will Be Monitored

This strategy is shared and supported by different groups and organisations in York. The City of York Council has endorsed it on behalf of the city.

The Financial Inclusion Steering Group will lead monitoring the strategy's progress. They will check if the actions are being delivered and if things are improving, using the indicators listed below and considering the real-world application of this strategy's approach.

We will develop an Annual Action Plan with the Financial Inclusion Steering Group, and annually review of indictors, approved by Executive Member Decision Session.

The Council, through its regular reporting mechanisms, will also review the strategy to make sure it's working and fit for purpose.

Indicators

We'll keep track of the causes and impacts of poverty in York by reviewing performance indicators in addition to keeping an overview of indicative poverty levels as identified in this strategy over time.

In addition, the Financial Steering Group will monitor progress against the actions we take, looking at eligibility and engagement in the different programmes to support people.

We will learn from the lived experience of people experiencing poverty, or at risk of poverty to understand how this changes over time.

Indicative performance measures
Median earnings of residents - Gross Weekly Pay (£)
Gross Disposable Household Income (£ per head of population)
Earnings gap between the 25 percentile and the median (£) (York)
Housing affordability (median house prices to earnings ratio)
Price Index of Private Rents, UK – Monthly Price - as a percentage of median monthly salary - 2 bed property
Income Deprivation Affecting Children Index (IDACI)
Number of affordable homes
Free school breakfasts delivered in schools

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Annex B: Public consultation feedback

A public consultation period for the anti-poverty strategy ran from 4 August to 13 October 2025.

153 responses were received as part of the public consultation, with 70 percent of respondents identifying themselves as York residents.

Respondents were able to provide feedback via the Council's website and through hard copy versions of the consultation document that were made available at the Council's customer services centre, the York Food Bank, York Community Furniture Store, CAY, and via the York Library network. Easy-read versions of the draft strategy were made available.

Responses to the public consultation will be made available on the Open Data Platform.

The public consultation period sat alongside engagement activity with a number of stakeholder groups in the city.

The feedback received during this consultation period has informed the final version of the strategy due for Executive consideration on 4 November 2025.

Poverty awareness in York

Over a quarter of respondents highlighted that they were very aware of poverty in York with a further 62 percent indicating they were quite or somewhat aware of poverty in York. This was reflected in just over 60 percent of respondents indicating that they had experienced poverty or were currently experiencing poverty. Where respondents had experienced poverty, it mainly related to food (60%) and fuel poverty (57%).

Development of the strategy

Around a third of respondents felt that the strategy adequately explained York's plans to reduce poverty although a majority (52%) felt there were no missing actions from the strategy as proposed.

Just over half (55%) were confident (very or somewhat) that the council and its partners would take meaningful action based on the strategy. However, a similar amount felt that the voices of people with lived experience of poverty were heard and included in local decision making.

Causes of poverty and actions to address it

Low pay and insecure work (62%) and the high cost of housing (80%) were identified overwhelmingly as the main causes of poverty in the city.

A range of actions were suggested as measures to support people experiencing poverty. Key to this was access to affordable housing (with the regulation of the holiday rental market connected to this), support to reduce bills and access to coordinated, multi-agency approaches to support services (including signposting) in the community all with the need to ensure dignity and fair treatment in accessing support.

Looking ahead, respondents said that lasting change looked like a more equitable, affordable city with goods jobs and plentiful, affordable housing with a focus on the role of community connected by more effective, efficient and sustainable public transport.

Response to the public consultation

The feedback contained within the responses to the public consultation have informed the revisions to the strategy.

The strategy has been informed by the Poverty Truth Commission's Organisational Standards and the Council has actively sought to engage groups from communities across the city.

Following feedback from the consultation, the revised strategy now includes a more detailed action plan that more fully reflects input from the consultation and engagement with stakeholder groups with an emphasis on issues such as housing, transport and access to and signposting for services.

This is a 10-year strategy for the city and will continue to evolve as issues and opportunities emerge. Throughout this process, the Council and its partners will continue to engage with residents to ensure their voice is heard.

The Council thank those who took time to respond to the consultation for their comments.

City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Housing and Communities
Service Area:	City Strategy
Name of the proposal :	Tackling Poverty Today and Turning the Tide to Create Lasting Change: A Strategy and Strategic Action Plan for addressing Poverty in York 2025-2035
Lead officer:	Samuel Blyth
Date assessment completed:	10 October 2025

Names of those who contributed to the assessment:			
Name	**Job title**	**Organisation**	**Area of expertise**
Samuel Blyth	**Head of City Strategy and Corporate Programmes**	**City of York Council**	**Strategy and policy**

Laura Swiszczowski	**Head of Equity, Diversity and Inclusion**	**City of York Council**	**Equity, Diversity and Inclusion**

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.
	The strategy describes the approach that the Council and partners will take over the next decade to reduce the number of people experiencing poverty now and in the future. It is designed to act as a framework that the Council and partners will use to ensure the greatest impact on poverty levels in York.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	The strategy sits within the context of international (such as climate change), national (eg cost-of-living crisis), and local challenges (eg high costs of living in York) which have a direct impact on people's lives. The strategy is also informed by opportunities such as the recently launched York and North Yorkshire Combined Authority Local Growth Plan and how this connects into the ambitions of York (reflected in the Council Plan and long-term 2032 narrative and strategy). It will also act as a response to the forthcoming UK Government Child Poverty Strategy.

1.3	**Who are the stakeholders and what are their interests?**
	All York residents, particularly the most deprived, have a stake in the development of the strategy and the executive of the accompanying action plan as it seeks to alleviate and prevent poverty in the city.

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 (2023-2027) and other corporate strategies and plans.
	The strategy considers actions to be taken against three objectives: supporting people out of poverty now, stopping people falling into poverty, and considering how longer-term systemic changes can reduce poverty in the city for the long-term. In doing so, it responds directly to the 10 year city plan which states ““We will harness the capacity and capability in the city to tackle the causes of poverty. Recognising poverty and deprivation have direct impacts on health inequalities and economic opportunities, actions will focus on food, fuel, housing, financial inclusion and the resilience of the community sector.” Similarly, it also reflects action in the Council Plan “Listen to lived experience to deliver a Cost-of-Living Plan; and together with partners, develop and deliver a 10-year Anti-Poverty Strategy and Plan, including supporting young people and households reduce the cost of heating and energy bills”

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**
Public Consultation	The public consultation ran from 4 August 2025 to 13 October 2025. This was an essential exercise to ensure that the voice of residents was heard in the

	development of the strategy. The feedback received as part of this consultation is reflected in the final strategy.
Stakeholder group engagement sessions	Several stakeholder group engagement sessions took place over the consultation period. This informed the development of the strategy through insight gained from those with lived experience and subject matter experts.
Other local authorities and think tanks	Research helped to identify best practice to help inform the development of the strategy. It also provided an evidence base for describing current levels of poverty in York.
Engagement with Council officers	Policy leads and senior officers from across the Council were continually engaged during this development of the strategy to ensure read across with other council initiatives, strategies and policies and to ensure cross-organisational awareness of the strategy's development.

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**
Increased input from Poverty Truth Commissioners	Continual outreach as the strategic action plan progresses including invitation to be part of the monitoring process administered by the Financial Inclusion Steering Group
Further input from disabled people	City of York Council is committed to the social model of disability and will continue to work with Disabled People's Organisations to identify, remove and prevent barriers now and over the long-term. We will co-produce the next phase of the strategy's action plan with disabled people and report progress publicly so residents can see what's changing and when.
Input from minority ethnic groups	We will reach out to groups who we were unable to engage with during the consultation process to ensure they have an opportunity to input on activity linked to the strategy.

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	Older people on fixed income are more at risk from the impact of cost of living, the strategy builds on work already being undertaken by the Council and partners to increase uptake of pension credit and other benefits. Childhood's shaped by poverty can have generational impact and impact children from an early age through to adulthood. Work to support families, address barriers and provide better access to services and support and affordable housing can break this process.	**+**	**H**
Disability	Poverty and disabling barriers reinforce one another. Activity linked to improved housing, transport, employment, services and information can play a role in supporting people to overcome these barriers although this must be kept under continued review. To support awareness during the consultation phase, an easy-read version of the draft strategy was developed. A version of the final strategy will also be produced.	**+**	**M**
Gender	The proposals identified in the strategy have the potential to improve the lives of residents regardless of gender.	**+**	**M**

Gender Reassignment	Complex social and family dynamics play a role in pushing trans residents into poverty. Actions identified in the strategy, including working toward Domestic Abuse Housing Alliance Accreditation in alignment with the Homelessness and Rough Sleeper Strategy, will support measures to support individuals to overcome issues, reinforced by a commitment to PTC organisational standards and a trauma informed approach to customer relationships to ensure Council staff are better able to understand challenges faced in this community.	**+**	**M**
Marriage and civil partnership	Financial burden can have a significant impact on marriages and civil partnerships. Work to identify opportunities to improve financial awareness can support couples to overcome issues.	**+**	**L**
Pregnancy and maternity	Pregnant women and those on maternity face barriers to returning to and maintaining employment The strategy identifies support (eg enhanced childcare support) and recognises the need to work with employers to embody good working practices and provide skills training to support moves into or back into the workplace with confidence	**+**	**M**
Race	The JRF found in 2022 that deep poverty impacts BARMC disproportionately. Activity identified in this strategy will build on work contained in the Council's Anti-racism action plan to address barriers to skills, education, employment and societal opportunity considered both in the immediate and long-term as identified in its strategic objectives with ongoing engagement with BARMC residents to identify opportunities to remove barriers.	**0**	**M**
Religion and belief	Attitudes to giving, sharing, and accepting support differ according to beliefs which might affect a person's ability to address poverty. Further work to understand these processes and identify opportunities to support at a city level require further exploration.	**0**	**L**
Sexual orientation	Feedback identified concerns around safety caused by poverty from representatives of the LGBT community. Measures included in the strategy will support efforts to alleviate this issue through opportunities to reduce impact of poverty on lives	**+**	**M**
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		

Carer	Carers are adversely affected by poverty, the strategy outlines measures to ensure that they have access to support and information to help them	**+**	**M**
Low income groups	The strategy provides a framework for supporting people on low incomes and those who are experiencing poverty. This is particular related to the first strategic objective and the range of tangible measures to support people either through signposting, providing access to benefits, or creating the conditions for employment opportunities	**+**	**H**
Veterans, Armed Forces Community	Strategy references the continued commitment to the Armed Forces Covenant and work undertaken to advocate for veteran's needs	**+**	**L**
Other			
Impact on human rights:			
List any human rights impacted.			

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?**
Whilst broadly positive, there is a need to continual engage with representatives from all groups to ensure the needs of all of York's communities are reflected in the strategy over its 10 year duration. Additional engagement will be undertaken particularly with those from the disabled communities, minority ethnic groups, and different religious communities.	

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:**
- **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 proposal	The strategy highlights numerous actions designed to remove the adverse effects of poverty on residents including those with protected characteristics. The strategy will be subject to regular review where additional activity will be undertaken to ensure equalities are further enhanced.

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.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Engagement with Poverty Truth Commissioners	Invite to monitor progress against strategy	Samuel Blyth	Ongoing in line with review schedules
Engagement with disabled people	Co-produce next phase of action plan with disabled people	Samuel Blyth/Laura Swiszczowski	Ongoing
Engagement with ethnic minority groups	Meet with representatives to ensure voice is heard in actions identified in strategy	Laura Swiszczowski	Ongoing and as soon as practicable
Engagement with religious communities	Meet with representatives to consider how to identify and target poverty in these communities	Laura Swiszczowski	Ongoing

Step 8 - Monitor, review and improve

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?
	Through regular monitoring of the strategy via the Financial Inclusion Steering Group, regular engagement with identified groups, and review of action plan as the 10-year strategy period progresses.

Meeting:	Executive
Meeting date:	4 November 2025
Report of:	Director of Housing and Communities
Portfolio of:	Executive Member Housing, Planning and Safer Communities and Executive Member for Health, Wellbeing and Adult Social Care

Decision Report: City of York Council Neighbourhood Model - Implementation Phase

1. In December 2024, Executive approved a set of design principles for the creation of Integrated Neighbourhood Teams (**INTs**), also referred to as the York Neighbourhood Model. These teams bring together multi-disciplinary professionals across community services, health and care, in partnership with the voluntary and community sector (**VCS**) and residents themselves.

2. The model aims to ensure that York residents can access the right information, support and care at the earliest possible stage, and as close to home as possible. This approach will relieve pressure on acute services, free up scarce resources for those with the most complex needs and build greater resilience in communities.

3. Since approval of the design principles, significant work has taken place with system partners. This includes development of a shared outcomes framework, alignment of resources at neighbourhood level, and the testing of practice through case studies and prototypes. Local examples such as the Groves and Walmgate (see **Case Studies**) demonstrate the model's potential, while clinical initiatives such as Complex Frailty INTs show how health services can be reoriented around neighbourhood delivery, joining up care across primary, secondary and community services.

4. Integrated Neighbourhood Teams will now form one of the three key workstreams of the overall corporate transformation programme. This is to ensure it receives the appropriate amount of resource, has

the right cross Council governance and forms part of the long term sustainability of the Council.

5. The Executive is now asked to consider detailed proposals for the implementation phase, agreement of a shared outcomes framework, and endorsement of the neighbourhood practice model.

Benefits and Challenges

Benefits

6. Once implemented, the Neighbourhood Model will deliver significant benefits for residents, staff and the wider system of partners working together within places and across the health and care system:

- Continuity and wraparound support - services work as one team around the person, minimising transitions and duplication.
- Person-centred decision making - partners can see the “whole person” in their local context, leading to tailored, strength-based support.
- Staff satisfaction and retention - by trusting teams on the frontline and reducing central control, staff feel empowered to use their professional judgement.
- Community strength and resilience - advice, information and capacity building in communities support those who can help themselves, freeing capacity in specialist services for those with greater needs.
- Shared accountability - all partners work towards common outcomes, building unity of effort across public realm, health, care, and community services.
- System efficiency - earlier intervention reduces demand on costly health and care services and creates opportunities for joint funding across partners.
- Practical tools - development of area directories, regular multi-agency forums and referral/triage technologies will make it easier for staff and residents to navigate services, accelerating early help.

- Learning from other models - experience from local schemes (e.g. Groves, Clifton, Walmgate) and clinical prototypes (Complex Frailty INTs) provides York with a strong evidence base for scaling up.

Challenges

7. Implementation will also require addressing several challenges and risks:

   - Defining integration - different across organisations risk misalignment of priorities.

   - Financial pressures - constrained budgets and workforce shortages across health and local government may limit the pace of delivery.

   - Cultural change - shifting from professional silos to shared accountability requires significant trust-building and sustained leadership.

   - Governance and data sharing - concerns about information governance and professional identity may act as barriers to joint working.

   - National policy shifts - NHS reforms are ongoing, and changes in national direction could affect local plans.

   - Managing expectations - neighbourhood working is a long-term transformation; benefits will emerge over time rather than delivering immediate cost savings.

   - Geography and access - ensuring that integrated services are co-located or accessible through sustainable travel options will be essential to avoid creating new barriers.

   York has already taken steps to mitigate these risks through participation in the ‘Realising the Potential of Integrated Neighbourhood Teams’ programme with the University of York, by building on the success of Local Area Coordination, and by aligning the model with wider strategies such as the Local Transport Strategy and Movement and Place Plan, and the City’s carbon reduction commitments. These are the strategies that transport infrastructure will consider when assessing any future business case for a health and wellbeing campus estate.

Policy Basis for Decision

8. The Council Plan for 2023-27 'One City, for All' sets out the Council's vision for the next two years. The relevant priority actions in the Council Plan are:

- Work with the York Health and Care Partnership to strengthen York's integrated early intervention and prevention model and further develop primary and secondary shared care models and emergency care, working closely with the voluntary and community sector.

- '*One of the new Governments key initiatives is the trial of Neighbourhood Health Centres. These centres will aim to alleviate the pressure on GP surgeries by consolidating services such as family doctors, district nurses, and physiotherapists under one roof. By shifting resources to primary care and community services, the Government hopes to provide more integrated and accessible care for patients.'*

- Deliver local area coordination, health trainers and social prescribing that supports people be independent and in communities, working alongside partners for their own health and wellbeing.

- Develop a neighbourhood model of delivery, exploring the benefits of establishing 'hubs' across communities.

- Deliver the City Community Mental Health Transformation Programme

- Develop the relationship between schools, family hubs and learning centres, such as 'The Place' (Sanderson House), in collaboration with other services and universities.

- Develop a 'Caretaker' proposal to reflect pride-in-place priorities in neighbourhood plans.

- From April 2026, there will be new contracting mechanisms for neighbourhood working, as set out in the NHS Ten Year Plan. Integrated Care Boards are expected to implement Multi-Neighbourhood Provider (MNP) contracts, which will commission services at scale across clusters of

neighbourhoods rather than solely through individual practices or PCNs. These contracts are intended to align funding and accountability around population health outcomes, support shared workforce models, and enable partners across health, local authority and VCSE sectors to work under a single contractual framework.

Together with responding to ongoing actions to:

- Develop a city-wide Movement and Place Plan - with health, care and community services provided at a neighbourhood level, helping reduce city-wide travel for the majority of routine health, care and community services.

- Develop Local Transport Plan 4 and the Local Cycling, Walking and Infrastructure Plan (in line with government guidance and aligned to the Air Quality Action Plan) to help people travel easily in a sustainable, safe, and healthy way.

9. Whilst not specifically mentioned in the Council Plan the delivery of statutory Homelessness and Rough Sleeper Strategy 2024-27 is dependent on the same building blocks and design principles underpinning the Neighbourhood Model to ensure early intervention by multi-disciplinary teams is co-ordinated and timely.

10. The successful implementation of this model will enable the Council to address the Plan's four key commitments in the following ways:

    - **Affordability** - Accessing information, support and care closer to home and being given holistic support which will include financial advice will positively impact those most affected by the cost of living crisis, and financial exclusion more generally.

    - **Environment** – The Neighbourhood Model (and four area map) will link in closely with York's new Local Transport Strategy, and its Implementation Plan. This commits the Council to an audit of facilities across York (for example, GP surgeries, pharmacies, primary schools, open spaces) and looks to identify the neighbourhoods where facilities are missing. The audit will be accompanied by a review of the bus network which will assess the extent to which people can access facilities by public transport, and York's Local Cycling and Walking Infrastructure Plan, which will identify active travel links. This audit will be one of the main actions to identify how to reduce

car use in York by 20% by 2030, to assist York in reducing carbon emissions from transport by 71%.

- **Equalities and Human Rights** - Every human being has the right to the highest attainable standard of physical and mental health. The Council has a legal obligation to develop and implement legislation and policies that guarantee universal access to quality health services and to address the root causes of health inequalities, including financial exclusion, stigma and discrimination. The right to health is indivisible from other human rights - including rights to education, participation, food, housing, work and information. This model is person-centred and will help the Council to ensure equity of access to services, particularly for those who have protected characteristics.

- **Health Inequalities** - The new government's proposed NHS reforms will shift healthcare from a late diagnosis and treatment model to one where considerably more services will be delivered in local communities. There is also a clear signal that there will be a far greater focus on prevention throughout healthcare and within services focused on helping people in relation to the wider determinants of health – such as financial exclusion, housing and crime. The model in this paper will put York ahead of the curve by setting out a truly collaborative model, in partnership with health.

11. The York & North Yorkshire Combined Authority's Economic Framework (see background documents) priorities include 'Healthy and Thriving Communities', stating:

    'Collaboration will help us to ensure that we're meeting local needs, particularly addressing the unique and diverse requirements of our residents, but also collective efforts can amplify our impact. Whether that's working closely with our two constituent authorities, our Police, Fire and Crime colleagues, Public Health and the NHS, maximising voluntary and community sector organisations, or supporting our anchor institutions.'

12. In addition to the priorities set out in the Council Plan, the proposals are closely aligned with national health policy, particularly the NHS 10 Year Plan, which sets a clear direction for more integrated, preventative and community-based care:

- **Alignment with NHS 10 Year Plan priorities** – the NHS 10-year plan commits to shifting more care into community settings, focusing on prevention, early intervention and reducing pressure on hospitals. The Neighbourhood Model directly supports these aims by providing integrated, local access to health, care and community services.

- **Neighbourhood Health Centre initiative** – the new Government has announced trials of Neighbourhood Health Centres to bring services such as GPs, district nurses and physiotherapists under one roof. The York Neighbourhood Model is well-placed to complement and shape this initiative, ensuring that any national investment builds on existing local partnerships and neighbourhood delivery structures.

- **Supporting population health management** – the NHS 10 Year Plan emphasises place-based working, multi-disciplinary teams, and tackling health inequalities. The Shared Outcomes Framework and practice model proposed here mirror those priorities, positioning York ahead of the curve in delivering integrated neighbourhood care.

Financial Strategy Implications

13. The Neighbourhood Model represents a major transformation in the way services are designed and delivered. While the long-term ambition is to create efficiencies across the system by reducing duplication, preventing escalation of need, and enabling joint funding of roles, the implementation phase will necessitate careful realignment of existing resources. Faster realisation of efficiencies will require resources allocated through the Council's Transformation Programme.

Current Position

14. Resources to support the early stages of implementation will be met from existing approved Council budgets.

15. A transformation/programme manager role will be created to oversee delivery, funded initially within Council budgets but with the potential for joint health funding as the model matures.

16. Partner organisations, including health and the voluntary and community sector, are contributing staff time and expertise through existing programmes of work.

Opportunities for Joint Funding

17. The integration of Council and health teams within Neighbourhoods (e.g. housing, Local Area Coordination, neighbourhood health leads) provides opportunities for joint or health-funded posts in future phases.

18. Neighbourhood-level commissioning, aligned to the shared outcomes framework, will be explored to support pooled budgets and flexible use of resources.

19. Early evidence suggests that reducing handovers and transitions, and increasing continuity of care, has the potential to deliver system-wide cost avoidance.

York Health and Care Collaborative (YHCC)

20. A minimal but essential resource is required to sustain the operation of the YHCC, which provides the primary forum for relationship building, shared learning and neighbourhood rotation.

21. The ask of partners to contribute to this resource, recognising its central role in enabling neighbourhood working was agreed at the York Health and Care Partnership in September 2025.

Medium-Term Implications

22. Further work will be undertaken to assess longer-term funding requirements, including the potential role of the Combined Authority, national transformation funding, and health system investment.

23. Financial planning will be informed by the evaluation of prototypes (e.g. Complex Frailty INTs) and the demonstrable outcomes achieved through neighbourhood working.

Recommendations and Reason

24. Executive is asked to:

    I. Note the progress and plans made across Council teams and by partners, particularly in the health system, in developing and testing the Neighbourhood Model.

II. Approve the Shared Outcomes Framework (Annex B) and Practice Model (Annex C) as the foundation for delivering integrated neighbourhood working across the city.
III. Approve the Governance Structure at paragraph 58.

Reason: To provide a plan for the implementation of a Neighbourhood Model for York.

Background

25. Following the last report to Executive in December 2024 the following key considerations have informed workstreams needed to take the model from design principles to implementation.

Neighbourhood Operating Principles

26. The Neighbourhood Model is underpinned by a set of operating principles that define how services will work together at the most local level (as approved by Executive in December 2024). These principles are built on York's existing strengths in community engagement and early intervention and draw on learning from other local and national models.

27. In addition to closer working of placed based teams (public realm and Neighbourhood caretakers), the core of the approach is relationship based practice, ensuring that services are designed around people in their places, rather than organisational structures. When delivered well, this practice looks like:

- Regular multi-agency forums to share best practice and build mutual understanding.
- Multi-Disciplinary Teams (**MDTs**) or 'team around the person/issue' approaches, that bring in the right expertise at the right time.
- Co-location where useful, recognising that networks can be both physical and virtual, and that trusted local contact points often matter more than buildings.
- Named local contacts to provide introductions and support, replacing impersonal referral processes.
- Shared triage and harmonised referral pathways, ensuring residents access the right services and support.
- Specialists will consult into neighbourhood teams, rather than operating as external referral points, supporting continuity and wraparound care.

28. These principles reflect a system wide shift from central control to frontline empowerment, with staff trusted to apply their professional judgement in the context of local knowledge. Importantly, they are not about creating new structures for their own sake but about weaving together what already works into a consistent city wide approach that reflects York's character and communities.

Shared Outcomes and Practice Framework

29. A central element of the Neighbourhood Model is the development of a Shared Outcomes Framework (**Annex B**), supported by a consistent practice model. This ensures that all partners - across the Council, health, care, community services and the voluntary sector - are working towards the same goals, with clear accountability for delivery.

30. **Why Shared Outcomes?**

- To focus collective effort on the wellbeing of York's population, not on individual organisational processes.
- To enable partners to pool resources and align decision making, minimising duplication.
- To create a shared vision that builds trust, changes culture, and sustains collaboration over the long term.
- To provide a basis for monitoring progress and evaluating impact in ways that are meaningful to residents as well as services.

Principles of the Framework

31. The framework is based on common principles from systems that have successfully implemented neighbourhood working:

- **Population level focus** - outcomes are measured for people and places, not just services.
- **Locally owned** - reflecting the unique needs of each neighbourhood, shaped through engagement and co-production.
- **Relational and cultural change** - embedding mutual accountability across organisations.
- **Complementary** - aligning with statutory duties and regulatory frameworks rather than duplicating them.
- **Iterative** - recognising that developing shared outcomes is a journey, not a one off exercise.

Practice Framework

32. To support delivery of these outcomes, a Neighbourhood Practice Framework has been developed (**Annex C**). This sets out:

    - **Why** -The overall change we are seeking to deliver across the City
    - **What** - the outcomes we aim to achieve together, focusing on early intervention, prevention, and holistic support.
    - **Who** - the range of partners involved in neighbourhood working, from health and care professionals to community organisations, Councillors, volunteers and residents themselves.
    - **How (Workforce)** - training, induction, and relationship-building mechanisms (e.g. practitioner forums, co-location, shared triage).
    - **How (System)** - governance and structures, including Neighbourhood Partnership meetings, harmonised processes, and data sharing agreements.
    - **So**? - the difference the model is making to residents, the workforce and their places and spaces.

33. The practice framework will be supported by area directories, building on the LiveWellYork platform. These directories provide an accessible, up-to-date resource of people, services and opportunities in each neighbourhood, enabling quicker connections and earlier help.

Next Steps

34. Delivering the Shared Outcomes and Practice Framework will require sustained consultation with residents and partners across all sectors. The process of co-production is as important as the outcomes themselves, ensuring they are rooted in lived experience and trusted relationships.

Neighbourhood Resources and Infrastructure

35. Implementing the Neighbourhood Model requires a clear alignment of people, roles and resources at neighbourhood level. The approach builds on existing strengths within the Council, health partners, and community services, while introducing new structures to support collaboration and accountability.

Neighbourhood Management Team

36. A dedicated management function will coordinate neighbourhood working, facilitate community engagement, and ensure democratic accountability through ward committees. This includes:

    - **Neighbourhood Management Team**
    - **Environment and Communities Officers (ECOs)**.
    - **Community Involvement Officers** - including posts linked to the Armed Forces Covenant and Holiday Activities and Food programmes.
    - **Programme Assistant** to support coordination across workstreams.

Community and Specialist Roles

37. The model integrates a range of specialist and community-based roles into neighbourhood delivery, including:

    - Health Trainers.
    - Local Area Coordinators.
    - Housing Management Officers and Housing Estate Officers.
    - Welfare Benefits Advisors (including grant-funded outreach posts).
    - Sport Development and Health Champions.
    - Health Visiting teams.
    - Neighbourhood Caretakers (supporting pride-in-place and environmental improvement).
    - Community Champions (a volunteering model to build local resilience and engagement).

Clinical and System Leadership

38. The York Health and Care Partnership (**YHCP**) endorsed the appointment of a York ‘Place Coach’ on 11 September 2025. This new role will support the continued development of Neighbourhood Health across the city, facilitating collaboration between partners and sharing learning across the system. The Place Coach will act as a connector between the York Health and Care Partnership (**YHCP**), the York Health and Care Collaborative (**YHCC**), the Humber and North Yorkshire Neighbourhood Development Group, and the National Neighbourhood Health Implementation Programme (**NNHIP**), ensuring alignment of local delivery with regional and national priorities.

39. Neighbourhood Clinical Leads and Integrated Care Board (**ICB**) Leads will provide a health system anchor for each area, ensuring alignment of clinical services and resources. Named GP leads have already been identified across York's four neighbourhoods, alongside developing ICB leadership roles.

Service Realignment

40. Council services are being reviewed to align with the four neighbourhood model, ensuring that core local services such as housing, public realm, volunteering, and Local Area Coordination are integrated into the neighbourhood approach. This realignment will also support joint working with schools, family hubs, and community-based health services.

Tools and Infrastructure

41. Developing plans include:

    - **Neighbourhood Directories**: quick reference guides to services and practitioners, building on the LiveWellYork platform, to make navigation simple for staff and residents.
    - **Data and Insight Packs**: neighbourhood level information to support planning, targeting of need, and evaluation of impact.
    - **Community Hubs**: while not building led, the model will make use of existing facilities (e.g. schools, health centres, community buildings) as shared spaces where appropriate, ensuring accessibility and sustainability.

Case Studies and Stories

42. Case studies provide practical illustrations of how the Neighbourhood Model is already working in York, and how it can be scaled up. These examples show the model's ability to adapt across different settings - from community led projects, to Council-led place improvements, to clinically led prototypes.

Community-led and Council-supported Initiatives

43. **The Groves** - A resident led initiative with targeted input from Council teams. This demonstrates how supporting local people to co-design solutions can generate lasting improvements and stronger relationships between services and the community.

44. **Clifton 'Clear/Hold/Build'** - A multi-agency approach to community safety and improvement, achieved without additional resources, but through collaboration and shared accountability.

45. **Walmgate Area Improvement Plan** - A co-designed place-based plan focusing on environmental improvements and resident priorities. This illustrates how the model can integrate 'pride in place' work with health and wellbeing outcomes.

Clinical and System Case Studies

46. **Complex Frailty INTs** - Developed by Nimbuscare in partnership with other providers across health, care and the VCSE, these teams provide intensive, neighbourhood led support for individuals with complex health needs. For example, one case involved a patient whose care was coordinated across primary, secondary and community services through a shared neighbourhood Multi-Disciplinary Team (**MDT**). This approach not only improved the patient's wellbeing but also reduced demand on hospital services.

47. **Development of a Neighbourhood Home Visiting Service** - Developed at a city-wide level and designed around neighbourhood need, this service, which is currently being developed, will support residents who may struggle to access care, moving from a reactive to a preventative model**.**

Shared Learning

48. These case studies demonstrate:

- The flexibility of the model to work across different service areas.
- The importance of co-design and relational practice in achieving outcomes.
- The potential for both community led and clinically led initiatives to thrive within the same framework.
- The value of scaling what already works, rather than creating entirely new structures.

Programme of Work and Workstreams

49. To move from design to full implementation, the Neighbourhood Model will be delivered through a structured programme of workstreams. These workstreams bring together Council services, health partners, the voluntary and community sector, and residents

themselves. Each is designed to build capacity, strengthen relationships, and deliver tangible improvements in how services are accessed and experienced. The workstreams currently under development are:

50. **Workstream 1: Engagement and Community Planning**

- Ongoing engagement with residents, ward committees and partners to shape priorities and define what ‘neighbourhood’ means locally.
- Development of meaningful consultation methods, recognising that not all residents identify with administrative boundaries.
- Visibility and accessibility measures, such as neighbourhood newsletters, drop-in forums, and use of digital engagement tools.
- Role of Councillors clarified and supported through tailored guidance and officer support.

51. **Workstream 2: Shared Outcomes Framework and Relational Practice**

- Further development of the shared outcomes framework, through sustained co-production with communities and partners.
- Embedding principles of relational practice into day to day operations across the Council and partner services.
- Working across systems to drive culture change and embed joint working.
- Using case studies and stories to demonstrate outcomes to residents and partners.

52. **Workstream 3: Realigning Council Services and Targeting Need**

- Integration of Council services into the four-neighbourhood model (housing, caretakers, Local Area Coordinators, volunteering, etc).
- Alignment of Council services with partner provision, including schools, family hubs, and health services.
- Identification of cross-cutting services (e.g. SEND, homelessness) that require city wide integration while still working closely with neighbourhood teams.

53. **Workstream 4: Funding and Resources**

- Exploration of the use of S106 and CIL in line with the model.
- Exploration of joint funding models with health partners - particularly for integrated roles.

- Exploration of external funding sources including developer contributions and regional and national government programmes.
- Creation of a transformation/programme manager role to support delivery.
- Securing minimal, but essential, resources to sustain the York Health and Care Collaborative (**YHCC**) and its new neighbourhood rotation model.

54. **Workstream 5: Data and Insight**

- Development of neighbourhood insight packs, bringing together system data and local intelligence.
- Expansion of the LiveWellYork platform into neighbourhood directories, to improve navigation and access.
- Exploration of shared data agreements across Council, health and VCSE partners to support integrated decision-making.

Measuring Success and Key Performance Indicators (KPIs)
The success of the Neighbourhood Model will be measured through a shared set of Key Performance Indicators (**KPIs**) which will be developed collaboratively with partners across the York Health and Care Collaborative (**YHCC**) and the voluntary and community sector. These measures will help to evidence impact, guide continuous improvement, and demonstrate the value of neighbourhood-based working.

The KPIs will reflect both system-level outcomes (such as health, wellbeing, and service efficiency) and local experience measures (such as access, satisfaction, and community confidence). Early indicators under consideration include:

1. Resident Outcomes and Experience

- Percentage of residents who report they can access help and advice locally.
- Improved self-reported wellbeing and confidence in managing health or care needs.
- Reduction in repeat or crisis service use (e.g. avoidable A&E attendances, repeat homelessness presentations).
- Increase in resident satisfaction with local services and neighbourhood pride.

2. Workforce and Partnership Measures

- Improved staff satisfaction and retention across neighbourhood teams.

- Number of cross-sector training and relationship building activities delivered.
- Evidence of collaborative casework and reduced handovers between services.
- Representation and diversity within neighbourhood workforce structures.

3. System and Financial Indicators

- Reduction in duplication of service activity across partners.
- Increased proportion of resources directed towards prevention and early intervention.
- Demonstrable system cost avoidance linked to earlier help and integrated delivery.

4. Community Capacity and Engagement

- Number of residents engaged in neighbourhood decision-making or volunteering.
- Uptake of community-based activities, health programmes, and early help offers.
- Growth of local partnerships and initiatives co-produced with residents.

These KPIs will be co-designed and refined with partners as implementation progresses, ensuring they remain meaningful, measurable, and rooted in local priorities.

Baseline data will be established through the Neighbourhood Insight Packs (**Workstream 5**), enabling regular performance reporting through the Programme Management Office and the York Health and Care Collaborative.

55. **Workstream 6: Workforce Development and Engagement**

The success of the Neighbourhood Model depends on a confident, connected, and well-supported workforce across all partners. Workstream 6 focuses on developing a shared workforce strategy and engagement plan that aligns the culture, capability, and capacity of York's multi-agency teams with the principles of neighbourhood working.

Strategic Objectives

- **Build a unified culture of relational practice**: Embed shared values across Council, health, and voluntary sectors, fostering trust, collaboration, and professional empowerment at neighbourhood level.

- **Develop a sustainable and skilled workforce**: Identify future workforce needs, skills gaps, and opportunities for joint recruitment, training, and career pathways across partners.
- **Strengthen system leadership**: Develop cross organisational leadership programmes that nurture neighbourhood level leaders able to bridge professional boundaries and champion integration.
- **Embed staff wellbeing and retention**: Co-design wellbeing initiatives and flexible working arrangements that reflect the principles of community based delivery.
- **Enable learning and mobility**: Support secondments, rotations, and job-shadowing between organisations to build shared understanding and resilience and role generosity.

Operational Priorities

- **Joint Workforce Development Plan**: Produce a shared plan with York Health and Care Collaborative partners, setting out training priorities, induction modules, and continuous professional development aligned to the Neighbourhood Practice Framework.
- **Neighbourhood Induction Programme**: Launch a cross-sector induction for new staff and volunteers, introducing York's neighbourhood principles, shared outcomes, and co-production ethos.
- **Practitioner and Leadership Forums**: Expand existing multi-agency forums to include peer learning, reflective practice, and regular engagement sessions with neighbourhood leadership teams.
- **Staff Engagement and Communication**: Develop a coordinated communication plan to share stories, celebrate good practice, and maintain visible leadership presence within neighbourhoods. The first round of staff sessions will take place in December.
- **Evaluation and Feedback**: Use staff surveys and learning loops to assess confidence, satisfaction, and collaboration, ensuring insights directly inform ongoing workforce strategy.

56. **Cross-Cutting Programme Actions**

- Governance - establish Neighbourhood Partnership meetings and cross-organisational governance structures.
- Project Management - creation of a Project Management Office (**PMO**) to coordinate delivery across all partners.
- Learning and Development - shared induction, training, and relationship-building activities to embed relational practice. Teams sharing good practice from across neighbourhoods.

- Prototyping - development of the first Integrated Neighbourhood Team (**INT**) prototype, focused on Complex Frailty, to test the practice model at scale.

Governance and Next Steps

57. Effective governance will be central to the successful delivery of the Neighbourhood Model. The approach must be transparent, inclusive, and capable of holding multiple organisations to account while maintaining flexibility for neighbourhood level innovation.

58. **Governance Structures**

- Neighbourhood Partnership Meetings will be established in each of the four York neighbourhoods, bringing together Council services, health partners, the voluntary and community sector, and local Councillors.
- A cross-organisational Programme Management Office (**PMO**) will coordinate delivery, monitor progress against the shared outcomes framework, and ensure alignment across workstreams.
- Ward governance arrangements will be revised and strengthened, linking democratic decision making with the neighbourhood model and shared outcomes.
- System wide oversight and partnership decision making will be provided through York Health and Care Collaborative (**YHCC**) reporting to York Health and Care Partnership Executive and supported by partners' commitment to sustain its resources.
- Council decision making will continue to follow internal democratic processes.

59. **Data and Insight**

- A set of data sharing agreements between Council, NHS partners, and the voluntary sector will be developed to underpin joint working.
- Neighbourhood insight packs will be created to combine quantitative data with lived experience, supporting continuous learning and targeted interventions.
- Outcome measures will be co-produced with residents to ensure evaluation reflects what matters most to communities.

60. **Next Steps for Implementation**

    a) Formal adoption of the Shared Outcomes Framework and Practice Model by partners (already approved by York Health & Care Partnership Executive).
    b) Establish Partnership Meetings and Governance Structures across all four neighbourhoods.
    c) Recruit Programme Manager and set up PMO to coordinate the implementation programme.
    d) Development of a programme plan and structure, staged for key decisions, to keep pace while PMO recruitment is underway.
    e) Develop and approve data sharing agreements with key partners.
    f) Produce first neighbourhood insight packs and test their use in planning and evaluation.
    g) Prototype the first Integrated Neighbourhood Team (**INT**), initially focused on Complex Frailty, as a proof of concept.
    h) Align ward and neighbourhood governance, and shared outcomes.
    i) Continue neighbourhood rotation within YHCC, embedding shared learning and relationship building across the city.

Consultation Analysis

61. The York Health and Care Partnership (**YHCP**) Executive has been engaged in discussions around this model since March 2024, and the York Health and Care Collaborative (**YHCC**) is actively involved in development.

62. The Communities team has been undertaking ongoing engagement, facilitating conversations in community settings, community hubs, meetings and events. These conversations have been built around a series of themed prompts around ‘Environment and Green Spaces’, ‘Your Community’, ‘Connecting to Services’, ‘Getting About’.

63. The feedback has been overwhelmingly positive in valuing local green spaces and the difference that having somewhere local to walk and relax is important. Also featuring frequently in conversation was the importance of community hubs, somewhere local and accessible where people can socialise and find support if needed. The importance of social connections and access to information to know what is on locally came out strongly with suggestions of local newsletters and posters. Some sample comments:

- '*Sometimes it feels difficult to know who to talk to about what'*
- *'I can make a difference by encouraging friendships, looking out for my neighbours, and trying my best to reduce loneliness'.*
- *'There are some volunteer litter pickers which is good to see'*

These conversations have also offered an opportunity to share local information and volunteering opportunities.

64. York Health Care Collaborative brings together health and community professionals and with a focus on developing a whole system approach utilising the neighbourhood model framework to maximise the impact of delivery to address health inequalities and support residents to lead healthy lives.

Options Analysis and Evidential Basis

65. Options to be considered:

- **Option 1 – Maintain the status quo (not recommended)**
  Continue with existing service structures and siloed delivery. This option does not address system pressures, fails to capitalise on prevention and early intervention, and risks York falling behind national reforms.

- **Option 2 – Incremental change through individual service programmes (not recommended)**
  Make small, service-by-service improvements without a shared model. There would be some local benefits, but this option is unlikely to deliver whole system impact, there would remain duplication and there would be limited ability to shift resources upstream.

- **Option 3 – Implement the Neighbourhood Model (recommended)**
  Establish Integrated Neighbourhood Teams, supported by a shared outcomes framework, governance arrangements, and realignment of resources. This is consistent with Council Plan priorities, NHS 10 Year Plan, and Central Government's Neighbourhood Health Centre initiative. It builds on strong local schemes (Groves, Clifton, Walmgate, Frailty INT) and positions York as a leader in prevention and community-based delivery.

Evidential Basis

65. **Local schemes**: Demonstrated positive outcomes in resident engagement, community resilience, and system collaboration.

66. **National learning**: Evaluation of Local Area Coordination and NHS neighbourhood integration pilots shows reduced crisis demand, improved resident wellbeing, and better staff satisfaction.

67. **Policy alignment**: Fully aligned with Council Plan 2023–27, NHS 10 Year Plan, and Government commitments to community-based care.

Organisational Impact and Implications

68.

- **Financial**
  The Neighbourhood Model represents a major transformation in the way services are designed and delivered. While the long term ambition is to create efficiencies across the system by reducing duplication, preventing escalation of need, and enabling joint funding of roles, the implementation phase will necessitate careful realignment of existing resources. Faster realisation of efficiencies will require resources allocated through the Council's Transformation Programme.

- **Human Resources**
  Staff and Trade unions will be engaged and consulted on any changes to operating practices, job roles and structures as a result of introducing an integrated neighbourhood model, which will be managed in accordance with the Councils workforce change policies. Where staff are co-located with teams from other organisations, an agreed understanding between the separate employers to detail how the arrangements will operate in practice, including any future jointly funded posts, may be needed. The additional resource required of transformation/programme manager to oversee delivery will be established and resourced in accordance with council policy. Training and development identified to support and embed Neighbourhood practice will need to be developed with funding identified.

- **Legal**
  The proposals in this report are consistent with the Council's duty to "make arrangements to secure continuous improvement in the way

in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness" as set out in the Local Government Act 1999.

Statutory Guidance on discharging this best value duty specifically highlights the need for local services to citizen-focused, meet the needs of diverse communities and improve outcomes for the people who use them. The design principles for York's future community and health operating model should continue to be developed in line with the best value duty and guidance.

Any service changes will be the subject of separate decision making processes and specific legal advice.

Legal Services must also be consulted with regards to any necessary legal agreements, funding arrangements, governance terms etc. relevant to the implementation of any proposals set out within this paper, in order to provide their input and ensure compliance with the Council's internal rules and applicable legislation.

- **Procurement**
  Should any requirements for services or works arise, Procurement must be a tool to deliver those outcomes. Services and/or works must be procured via a compliant process in accordance with the Council's Contract Procedure Rules and where applicable, the Procurement Act 2023. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.

- **Health and Wellbeing**
  We are aware that the government's NHS reforms will shift healthcare from a late diagnosis and treatment model, to one where considerably more services will be delivered in local communities. There is also a clear signal that there will be a far greater focus on prevention throughout healthcare and within services focused on helping people in relation to the wider determinants of health – such as poverty, housing and crime. The work proposed in this paper will put York ahead of the curve by setting out a truly collaborative model alongside health partners.

- **Environment and Climate action**
  By optimising transport routes, including inclusive and accessible routes which prioritise walking, cycling or wheelchair use, focused on distinct neighbourhood strengths and assets, the Local Transport

Strategy ambition of improving health generating travel options where movement is a barrier and reducing carbon emissions from transport will be supported.

- **Affordability**
  If a neighbourhood model is implemented effectively then advice, information and support will be available from the network of resources available within the local area, and agencies whether community, voluntary, health or Council services will all be able to provide and engage support tailored to the need of the family or individual. This will ensure that residents can access the support they need to help them with their cost of living to maximise income and receive the financial advice they are entitled to. Advice and support will be available to those furthest away (both geographically and socially) from current services, as outreach services will operate where hubs are not available or accessible to the resident.

- **Equalities and Human Rights**
  Every human being has the right to the highest attainable standard of physical and mental health. We have a legal obligation to develop and implement legislation and policies that guarantee universal access to quality health services and to address the root causes of health inequalities, including poverty, stigma and discrimination. The right to health is indivisible from other human rights - including the rights to education, participation, food, housing, work and information. This model is person centred and will help the Council to ensure equity of access to services, particularly for those who have protected characteristics.

  A full Equalities Impact Assessment is attached at Annex A and highlight positive impacts for many protected characteristics.

- **Data Protection and Privacy**
  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. Information Governance will be closely involved in any conversations around data sharing.

- **Communications**
  Communications will form a key element of consultation and the delivery of any new model. Where appropriate joint communications with relevant partners will be arranged. Longer-term, the approach will support the council's communications strategy, in terms of supporting better focused engagement based around neighbourhood needs and priorities. The form of how this will work will be determined as the approach is rolled out. The model is likely to support better understanding of customers and better integration of communications for residents accessing support from different public service organisations.

- **Economy**
  Workforce development planning, integrated ways of working all focused on earlier and improved outcomes for residents and their families will improve staff morale, health, recruitment and retention across all sectors involved including the voluntary and community sector, and the health and care workforce. Skills development and access to learning as part of improved outcomes for some residents and resulting employment opportunities will increase life opportunities and long term benefits including health and wellbeing.

Risks and Mitigations

70. Transformational change of this scale carries inherent risks. Recognising these risks early and setting out clear mitigations will be key to successful implementation.

Risks

- Shared understanding of integration - different organisations may hold varying interpretations of ‘integrated care’, leading to inconsistent practices and priorities.
- Financial and workforce pressures - ongoing constraints across both the Council and health partners may limit the resources available for delivery.
- Cultural change - moving from siloed working to shared accountability requires significant trust building and may challenge professional identities.
- Governance and information sharing - data protection and information governance concerns could slow progress on joint working.
- Policy shifts - national NHS reforms remain in development and changes in government direction could impact the model.
- Leadership tensions - cross-organisational leadership challenges may create friction in decision-making.

- Expectation management - elected members and senior leaders may expect immediate cost savings; however, the benefits of neighbourhood working will be realised over the longer term and need to be evaluated longitudinally.
- Geography and access - co-location of services and alignment with transport strategies is essential to ensure services remain accessible and do not create new barriers for residents.

Mitigations

- Collaborative Programme Development – CYC and partners have participated in the '*Realising the Potential of Integrated Neighbourhood Teams'* programme with the University of York, ensuring joint vision and commitment from the outset.
- Building on Local Area Coordination (**LAC**) - independent evaluation of York's LAC model demonstrates the value of early intervention and prevention. This learning is directly informing neighbourhood design.
- Neighbourhood Partnership Meetings - these will provide a local forum to build trust, share challenges, and agree solutions collectively.
- Shared Outcomes Framework - embedding mutual accountability through outcomes agreed across all partners will help align expectations.
- Governance and Data Agreements - clear governance structures and formalised data sharing agreements will address concerns around accountability and information use.
- Prototyping Approach - beginning with a focused prototype allows the model to be tested, refined, and evidenced before scaling up.
- Transport Integration - aligning the Neighbourhood Model with the Movement and Place transport strategy ensures accessibility and supports York's wider carbon reduction targets.

Wards Impacted

All Wards

Contact details:

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Report approved:	Yes
Date:	23/10/2025

Background papers

- People Scrutiny Committee, 8 October 2025, '*Neighbourhood Model Update'*, Agenda for People Scrutiny Committee on Wednesday, 8 October 2025, 5.30 pm (item 5).

- Executive, 12 December 2024, '*Design principles of a 'Neighbourhood Model' for York*', Agenda for Executive on Thursday, 12 December 2024, 5.30 pm (item 68).

- Executive, 14 November 2024, '*Establishment of a Joint Committee (Section 75 agreement) between Humber and North Yorkshire Integrated Care Board and City of York Council'* Agenda for Executive on Thursday, 14 November 2024, 5.30 pm (item 53).

- Children, Culture and Communities Scrutiny Committee, 5 November 2024, *Design Principles of a 'Neighbourhood Model' for York* Agenda for Children, Culture and Communities Scrutiny Committee on Tuesday, 5 November 2024, 5.30 pm (item 28)
- https://www.gov.uk/government/publications/independent-investigation-of-the-nhs-in-england/summary-letter-from-lord-darzi-to-the-secretary-of-state-for-health-and-social-care

- York and North Yorkshire Combined Authority Economic Framework, August 2024, PowerPoint Presentation

- Children, Culture & Communities Scrutiny Committee, 2 July 2024 *'Raise York - Family Hub Network Development Update'* Family Hub Network Development Update 2024-07.pdf (york.gov.uk)

- Decision Session – Executive Member for Culture, Leisure and Communities, 22 November 2019, '*Connecting People and Places - A Community Hub Approach'* https://democracy.york.gov.uk/documents/s136045/Report.pdf

Annexes

Annex A: Equalities Impact Assessment
Annex B: Shared Outcomes Framework
Annex C: York Neighbourhood Model Practice Framework

Abbreviations

ABCD: Asset based Community Development
A&E: Accident & Emergency
CYC: City of York Council
ECO: Environment and Community Officer
EIP: Early Intervention & Prevention
GP: General Practitioner
ICB: Integrated Care Board
INT: Integrated Neighbourhood Teams
KPI: Key Performance Indicators
MDT: Multi-Disciplinary Teams
NHS: National Health Service
PMO: Project Management Office
SEND: Special Educational Needs & Disability
YHCC: York Health and Care Collaborative
YHCP: York Health and Care Partnership

City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Housing and Communities
Service Area:	Customer, Communities and Inclusion
Name of the proposal :	City of York Council Neighbourhood Model – Implementation Phase
Lead officer:	Laura Williams, Assistant Director, Customer, Communities and Inclusion
Date assessment completed:	

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.
	To implement the York Neighbourhood Model – a place-based, person-centred approach that brings together council, health, care, and community services to deliver integrated, preventative support closer to home. The model aims to ensure residents access the right help early, reduce health inequalities, strengthen community resilience, and enable more responsive and equitable local services.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	Equality Act 2010 and the Public Sector Equality Duty NHS 10 Year Plan – emphasis on prevention and integrated community care Care Act 2014 – promoting wellbeing and preventing needs from escalating Local Government Act 1999 – best value duty Human Rights Act 1998 – right to health, housing, and participation

1.3	**Who are the stakeholders and what are their interests?**
	Residents of York - particularly those experiencing inequality or poor access to services. Staff and volunteers across health, care, and community sectors. Elected members. Voluntary and community sector partners and strategic system partners including the York Health and Care Collaborative.

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.
	Improved access to health, care, and wellbeing support within neighbourhoods. - Reduced health inequalities through early intervention and prevention. - Stronger, more inclusive communities empowered to shape local priorities. - Enhanced staff satisfaction, retention, and collaboration across sectors. - Delivery of Council Plan (2023–27) priorities on Health Inequalities, Affordability, Environment, and Equalities and Human Rights.

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**
'Realising the Potential of Integrated Neighbourhood Teams' (University of York, 2024–25)	Evidence base for partnership integration and workforce impacts.
Local Area Coordination evaluation (Community Catalysts, 2024)	Evidence of prevention and equality impact in York.
NHS Confederation 'Working Better Together in Neighbourhoods' (2024)	National learning on equality within integrated systems.

Ward-level data and population health insights	Identify geographical and socio-economic inequalities.

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**
Gaps in Data/Knowledge	Action to Deal With This
Disaggregated equality data at neighbourhood level	Develop shared data agreements and insight packs (Workstream 5).
Limited evidence on workforce diversity across partners	Map workforce demographics and align with Workforce Strategy (Workstream 6).
Limited feedback from underrepresented groups (e.g. refugees, LGBTQIA+, disabled residents)	Undertake targeted engagement and co-production activities during implementation.

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 impacts are expected across all protected characteristics, particularly for disabled residents, older	**Positive (+)** **Negative (-)** **Neutral (0)**	**High (H)** **Medium (M)** **Low (L)**

	adults, carers, and low-income groups. The model will improve access to services, reduce inequalities, and promote inclusive community engagement.		
Age	Older residents will benefit from joined-up neighbourhood care and reduced isolation, while younger people and families gain easier access to local wellbeing, education, and youth support services.	**+**	**H**
Disability	Disabled people will experience improved access through co-located services, outreach support, and accessible communication, ensuring earlier and more equitable help.	**+**	**H**
Gender	Neighbourhood working enhances local safety, employment, and care networks, supporting gender equality and better access to advice and wellbeing services for all.	**+**	**L**
Gender Reassignment	Inclusive training and awareness within neighbourhood teams will foster safer, more respectful interactions and greater visibility of support for trans and non-binary residents.	**+**	**M**
Marriage and civil partnership	Community-based engagement and service design recognise diverse household structures and ensure equitable access to housing, benefits, and wellbeing support.	**+**	**L**
Pregnancy and maternity	Expectant and new parents will benefit from local access to health, family hubs, and peer networks, reducing travel and improving continuity of care.	**+**	**M**
Race	The model’s emphasis on co-production and partnership with cultural organisations enables tailored engagement and improved access for ethnic minority communities.	**+**	**M**

Religion and belief	Partnership working with faith groups strengthens social capital, enabling faith settings to act as trusted access points for information, wellbeing, and volunteering.	**+**	**M**
Sexual orientation	Neighbourhood forums and community hubs offer inclusive spaces that promote belonging and ensure equitable access to advice and support for LGBTQIA+ residents.	**+**	**M**
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	Local, joined-up support reduces the practical and emotional burden on unpaid carers, connecting them quickly to respite, peer support, and financial guidance.	**+**	**H**
Low income groups	By bringing advice, welfare, and wellbeing services closer to home, the model improves financial resilience and helps prevent crises linked to poverty and exclusion.	**+**	**H**
Veterans, Armed Forces Community	Delivery through neighbourhood networks builds on York's Armed Forces Covenant commitments, providing accessible signposting, wellbeing support, and pathways into volunteering and employment.	**+**	**M**
Other			
Impact on human rights:			
List any human rights impacted.	The Neighbourhood Model actively promotes and advances several key human rights by embedding early intervention, prevention, and equitable access to services within communities.		

	Article 2 - Right to Life: Earlier intervention in health, care, and wellbeing helps prevent crisis and deterioration, supporting residents to live safely and independently for longer. **Article 3 - Prohibition of torture and cruel, inhuman and degrading treatment** By ensuring timely and coordinated support, the model reduces the risk of neglect, isolation, or distress among residents, particularly those with complex needs. **Article 8 - Right to Respect for Private and Family Life, Home, and Correspondence:** Neighbourhood-based delivery helps residents remain in their homes and communities, with wraparound support that respects privacy, dignity, and family life. **Article 14 - Prohibition of Discrimination:** The shared outcomes framework and co-production approach ensure that services are delivered fairly, with active measures to reduce discrimination and promote equity of access. **Protocol 1, Article 1 - Protection of Property:** Support for housing stability and local environment improvements helps residents maintain secure, habitable homes. **Article 10 – Freedom of Expression and Participation:** Residents are empowered to shape priorities and influence		

	service design through neighbourhood governance and co-production forums.		

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?**
• Provide ongoing equality and inclusion training for staff and volunteers across all neighbourhoods. • Ensure information and engagement materials are accessible (Easy Read, multiple languages, BSL) • Monitor equality data through neighbourhood insight packs to identify emerging disparities. • Maintain co-production with diverse communities, including seldom-heard groups.	

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:**
- **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 Neighbourhood Model promotes equity and human rights by delivering services closer to residents, targeting early intervention, and addressing barriers faced by disadvantaged groups. Positive impacts outweigh potential adverse effects, which are mitigated through inclusive design, workforce training, and continuous monitoring.

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.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Accessibility of communication materials	Ensure inclusive formats across all engagement channels	Programme Manager	By Q1 2026
Workforce diversity	Incorporate equality monitoring into Workforce Strategy (Workstream 6)	Workforce Strategy Group	Mid-2026
Community engagement	Expand targeted consultation with underrepresented groups	Neighbourhood Management Team	Ongoing
Monitoring outcomes by equality group	Include equality metrics in Shared Outcomes Framework	PMO / YHCC	Ongoing

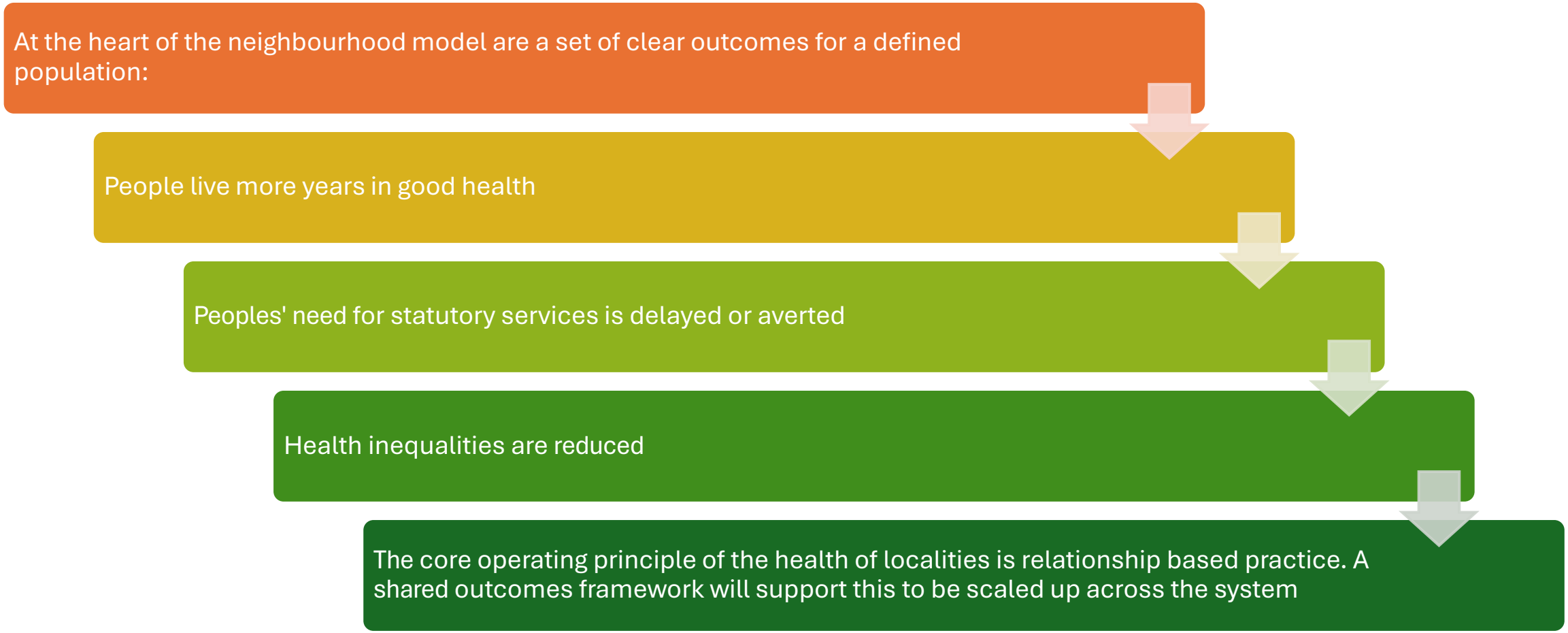
Step 8 - Monitor, review and improve

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?
	Progress will be monitored through the York Health and Care Collaborative, with annual reporting against equality outcomes and workforce diversity indicators. Neighbourhood insight packs will track reach and effectiveness by protected characteristic and area. Learning from residents and staff will inform future iterations of the Neighbourhood Model and strengthen York's approach to equity, inclusion, and early help.

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ANNEX B

Shared Outcome Framework



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ANNEX C

York Neighbourhood Model Practice Framework

Why?

Every person in York should be able to live in a place they call home, with the people and things that they love, doing the things that matter to them; as part of a community where they look out for one another.

What?

Wellbeing and independence	Information and advice	Active, supportive & safe communities	Prevent, reduce, delay formal support	Community capacity
Living the life I want, keeping safe and well	Having the information I need, when I need it	I am able to contribute to my community	I look to personal and local opportunities before formal support solutions.	I come together with my neighbours to take action on the things that matter.

Who?

People	Place	Partners
We listen to people & communities to understand what matters to them. We support the growth of connections and relationships to improve the wellbeing of all residents.	We place hyper local locality working at the heart of building resilient communities, recognising that local people are best placed to understand and find solutions to their particular challenges. We work with communities, not doing things to them.	We work with partners to build community capacity, supporting the growth of social networks and social action, bringing all sectors together in projects that deliver on local priorities.

How? Workforce

Poverty Truth Commission Standards

- We Listen
- We are understanding
- We are respectful and friendly
- We are responsive and honest, and care about getting you the right support

How? System

Strengths based culture	Place based leadership & priorities	Accessibility of support	Residents as equal co-contributors	High trust culture	Community capacity strengthened
Focusing on strengths over deficits is the thread throughout what we do	Leaders understand and prioritise the things that matter to communities	Support is equally available to residents, in a place & way that makes sense to them	Voice of the residents is heard and changes made through co-production	We trust our workforce & communities	Solutions are found through supporting and growing community capacity

So?

Increased happiness and wellbeing for residents of York	**Improved morale and satisfaction for our workforce**	**More sustainable, inclusive and connected communities**

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Meeting:	Executive
Meeting date:	4 November 2025
Report of:	Bryn Roberts, Director of Governance
Portfolio of:	Councillor Douglas,Executive Leader

Decision Report: Lord Mayoralty Points Allocation

Subject of Report

1. To invite the Executive to consider the points allocations for the Lord Mayoralty for the forthcoming municipal year, 2026/2027.

Benefits and Challenges

2. A clear and simple process for the selection of a Lord Mayor is essential in the interests of public transparency and secures the full and proper engagement of all parties in the appointment of a Lord Mayor for the City. Failure to adopt a universally accepted process would potentially arise in disputes regarding the integrity of any appointments made.

Policy Basis for Decision

3. The appointment of the Lord Mayor in York is a fundamental part of the city's continuing historic traditions. The role of Lord Mayor is firmly enshrined in the Council's Constitution, as an ambassador for the city and its cultural and economic ambitions. As such, the appointee will play an active part in promoting all the Council's priorities. Whilst the qualification requirements for nominations for the Lord Mayoralty are set out in Article 5 of the Constitution, the procedure for arriving at such nominations is not prescribed in the Constitution.

Financial Strategy Implications

4. There are no financial strategy implications arising from this report.

Recommendation and Reasons

5. Members are asked to agree the points allocation for the Lord Mayoralty for the municipal year 2026/27 in accordance with the information presented in the table at paragraph 8.

   Reason: To allow for the nomination to the office of Lord Mayor for the Municipal Year 2026/27.

Background

6. The system for nominating the Lord Mayor is based on an accumulation of points determined by the number of seats held by each group or individual on the Council. The group (or individual) having the largest cumulative total of points on Lord Mayor's Day each year is invited to nominate the Lord Mayor for the following year. It should be noted that currently a nominee for Lord Mayor requires at least four years' service as a City of York Councillor and should be elected to serve a further term, as set out in Article 5 of the Constitution.

7. Should a group lose all its seats on the City Council, it may have any accumulated points frozen until seats are once again gained by that group on the Council.

8. A group (or individual) loses 47 points when nominating the Lord Mayor or when not taking up the offer of nominating. Under the current points system, the number of points accumulated by each group or independent Member, as we move towards the Annual Meeting in May 2026, is as follows:

Party	Points at LM Day 2025	Loss for LM 2025/2026	Points at LM Day 2026	Total
Labour	19		19 + 24	**43**
Lib Dem	14		14 + 19	33
Conservatives	60	-47	60 - 47	13
Councillor Warters (Independent)	-34		-34 +1	-33

9. This would result in the Labour Group, with 43 points, qualifying for the Lord Mayoralty in 2026/2027.

Consultation Analysis

10. No consultations have been required for this decision, as it reverts to the established process for the allocation of the Lord Mayoralty.

11. Once determined, the qualifying Group will undertake its own consultative exercises within the Group as part of its process for securing its nominee for the role. Once that Group has reached an agreement for its nomination to the Office of Lord Mayor, the Leader of the Group will make a formal announcement with their nominee at a forthcoming meeting of the Council, prior to the Annual Meeting being held.

Options Analysis

12. Members have two options in respect of the request. They may:

    a. adopt the points allocation for the office of Lord Mayor for the Municipal Year 2025/2026; or

    b. not adopt the points allocation.

13. Option a is recommended, as this is the accepted calculation method for determining the Lord Mayoralty.

Organisational Impact and Implications

14. There are no direct implications in relation to financial, human resources, legal or equalities arising from the recommendations in this report.

Risks and Mitigations

15. There are no specific risks associated with this decision, as there will be a Group which receives the right to nominate to the role of Lord Mayor irrespective of the decision taken.

Wards Impacted

16. All Wards.

Contact details

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

Author

Name:	Bryn Roberts
Job Title:	Director of Governance
Service Area:	Democratic Services
Report approved:	Yes
Date:	21 October 2025

Background papers

- None