

AGENDA SUPPLEMENT FOR 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

The agenda for the above meeting was published on **Monday, 27 October 2025**. The attached documents are now available for the following agenda items:

7. York Christmas Market 2025: Operation of Temporary Anti-Terrorism Traffic Regulation Order (Pages 3 - 76)

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.

(Annex D is not for publication on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information)).

10. Quarter Two 2025/26 - Finance and Performance Monitor (Pages 77 - 126)

To receive a revised 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.

This agenda supplement was published on **Monday, 3 November 2025**

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Meeting: Executive Meeting
Meeting date: 4 November 2025
Report of: Garry Taylor, Director of City Development
Portfolio of: Councillor Claire Douglas, Leader of the Council

Decision Report: York Christmas Market 2025: Operation of Temporary Anti-Terrorism Traffic Regulation Order

Subject of Report

1. In September, the Council received a formal recommendation from the Chief Constable of North Yorkshire Police (NYP), that the authority implement a temporary Anti-Terrorism Traffic Regulation Order (ATTRO) for the 2025 Christmas Market, which is operated by Make it York (MiY). The effect of the ATTRO would be to exclude vehicle movements from the whole of the protected area within the city centre Hostile Vehicle Measures (HVM). The ATTRO was recommended in order to facilitate public safety.
2. The making and implementation of the ATTRO is formally the legal responsibility of the Council and includes the theoretical discretion to not implement the ATTRO, although such an approach would be a nationally unprecedented and extremely high-risk. In reality, once presented with an ATTRO recommendation from the Chief Constable, the Council's options become extremely limited. Notwithstanding that the operation of the ATTRO is the Council's legal responsibility, any deviation from North Yorkshire Police's preferred position (an absolute prohibition on all vehicle movements within the area protected by the HVM except for 'blue light' services attending emergency incidents) can only be implemented with their consent, should the Council wish to avoid either corporate or direct personal responsibility in the event of a terrorist incident.

3. The ATTRO provides the Council with delegated powers from the Chief Constable of Police to operate the ATTRO, in accordance with a scheme of operation agreed with North Yorkshire Police. North Yorkshire Police are, therefore, a key partner in the safe and orderly operation of the event, and the continued operation of the event is reliant upon their approval of the proposed mitigation measures. In the event that North Yorkshire Police is not satisfied with any mitigation measures proposed, it is at liberty to withdraw the delegated powers mentioned above and thereby enforce the ATTRO as an absolute prohibition of vehicles.
4. At October's Executive meeting, following receipt of the Chief Constable's recommendation, Executive agreed to make the ATTRO, and to consider at the earliest opportunity a further report with a full assessment of the need, risk, and risk mitigation of the various forms of vehicular access previously permitted to the Christmas Market. This report and annexes form that assessment, and its recommendations aim to support the detailed operation of the Christmas Market.

Benefits and Challenges

5. The decisions before Executive in this report relate to the necessary next steps to implement, and for the detailed operation of, the scheme; these details have been agreed with North Yorkshire Police. This includes the access approach for individual types of vehicular access which have been permitted in the Christmas Market area in previous years of its operations, and associated operational protocols, and mitigation measures. These forms of access include vehicular access for emergency services, businesses and community services, residents, statutory and public sector services including waste removal, Blue Badge holders, and utilities and business support services.
6. In high level terms, preventing vehicular access to the protected area within the HVM during busy events such as the Christmas Market will have the key benefit (with the HVM in place) of improving public safety and protection from specific acts of terrorism during the events. However, it will also present significant challenges for individuals (including users with protected characteristics under the Equality Act 2010) in terms of accessing shops and services, for businesses in providing goods and

services at an exceptionally busy time of year, and for public bodies and statutory services in enabling a safe, attractive and compliant city centre environment.

7. Detailed mitigations and operating protocols in respect of individual types of vehicular access through the HVM can have the effect of both reducing the likelihood of public safety impacts from permitting vehicular access and mitigating the adverse impacts of excluding vehicular access. A range of these mitigations and operating protocols are explored in this report.

Policy Basis for Decision

8. The 10-year plan sets a vision that everyone can benefit from and take pride in the city with the Council Plan setting a priority that the Council will set the conditions for a healthier, fairer, more affordable, more sustainable, and more accessible place where everyone can feel valued.
9. This vision sets a clear policy that an accessible place is a priority for the Executive. The Executive has set out Four Core objectives in the Council Plan which are those outcomes they believe will most support the delivery of their vision. One of which is:
“Equalities and Human Rights - Equality of opportunity - We will create opportunities for all, providing equal opportunity and balancing the human rights of everyone to ensure residents and visitors alike can benefit from the city and its strengths. We will stand up to hate and work hard to champion our communities.”
10. In making the ATTRO, the Executive was asked to consider both the ‘absolute’ right to life and the ‘qualified’ protection from discrimination. This relates to the legal distinctions contained in the Human Rights Act 1998 in relation to the Articles contained in [Schedule 1](#) to that Act. In brief, some rights (called Absolute rights), can never be restricted. These include Articles 3 (the right not to suffer torture), 4 (the right not to be subject to slavery), and 7 (there shall be no punishment without law).
11. The remaining rights (called Restricted rights) may be restricted, but only to protect the rights of others. These are divided into Limited rights (such as Article 2, the right to life, which can only be restricted through operation of a legal sentence following conviction, or *“the use of force which is no more than absolutely*

necessary: (a) in defence of any person from unlawful violence; (b) in order to effect a lawful arrest or to prevent the escape of a person lawfully detained; or (c) in action lawfully taken for the purpose of quelling a riot or insurrection”) and Qualified rights to protection from discrimination (such as Article 8, the right to respect for private and family life, which may be interfered with by a public authority “... in accordance with the law and [where] necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the protection of the rights and freedoms of others.”)

12. The Human Rights Act 1998 does not provide an order of precedence for the operation of the various rights set out in the Schedule (including rights to protection from discrimination); however, it is clear from the above that the Council cannot proactively choose to interfere with Article 2 rights, but can proactively choose to interfere with Articles 8 and 11 (the right to freedom of assembly and association) should it conclude that interference is proportionate to achieving the legitimate aims of protecting the rights and freedoms of others. It is clear that the Chief Constable has carried out that balancing exercise in making his recommendation.
13. The Executive will now need to make a proportionate decision on the detailed implementation of the ATTRO, having regard to all impacts, to reach a balanced decision, including the Council’s responsibilities under the Human Rights Act 1998 and the Public Sector Equalities Duty (PSED). The Executive should, however, give significant weight in that exercise to the Chief Constable’s recommendation; whilst the Chief Constable’s recommendation is not determinative of the issue, the Executive would need extremely compelling alternative factors to outweigh that recommendation. Such factors do not appear to apply here.
14. The Council’s 10-year Economic Vision seeks to promote a vibrant and resilient city centre economy, supporting the city’s strong independent businesses, and promoting inclusive growth. The strategy recognises the importance of events within the city centre economy, and their role in supporting businesses and the visitor economy.

Financial Strategy Implications

15. The approach of fully excluding all vehicles from the protected area within the HVM would rely on the existing HVM and standard operational procedures and requires no additional infrastructure or security resources. Alternative approaches would result in additional infrastructure, operational and staffing costs for which there is no Council budget available. However, not allowing essential services to access the city centre could also result in additional costs for the Council, including potential claims against the Council.
16. Risk Mitigations and Operating Protocols to allow the identified essential services into the centre will incur additional costs (staffing, infrastructure, statutory process etc), and these are currently estimated at £94k. Impact mitigation measures for affected users including Blue Badge holders would also incur additional costs, currently estimated at £8k. If Executive was to decide to implement these approaches, MiY, who organises the event, would be expected to meet the additional costs associated with risk mitigations and operating protocols, through the event's operation and reserves.
17. The financial and economic implications of a successful vehicular attack in the city would be severe given the composition and nature of the city economy. Government research on the costs of terrorist attacks is available at <https://www.gov.uk/government/publications/counter-terrorism-strategy-contest-2023/annex-d-estimating-the-cost-of-terrorist-attacks#:~:text=This%20annex%20presents%20the%20estimated,to%20be%20%C2%A3171.8%20million>

Recommendation and Reasons

18. Following the decision at October 2025 Executive to make the ATTRO on the recommendation of the Chief Constable of NYP, Executive is recommended to:

- i. Agree the publication and implementation of the York (City Centre) (Anti-Terrorism Temporary Traffic Restrictions) Order 2025 (Annex A & B to report).
- ii. Note the risk assessment at Annex C of the report and agree the operational protocols to the scheme summarised at paragraphs 31-36, and included at confidential Annex D to the report, and the approach to excluding vehicular access set out at paragraphs 37-42 of the report. Agree that any minor amendments to the arrangements be delegated to the Director of City Development (in consultation with the Leader) to agree with North Yorkshire Police.
- iii. Agree the risk and impact mitigation package summarised at paragraphs 31-42, and (in respect of risk mitigation measures) included at confidential Annex D of the report.
- iv. Approve a temporary change of the Council's policy on vehicle clamping and removals to enable the removal of vehicles parked in the protected area, within the HVM, during event hours after a Penalty Charge Notice (PCN) has been issued (as waiting and loading will be temporarily suspended), in accordance with the statutory guidance for local authorities in England on civil enforcement of parking contraventions.
- v. Acknowledge the forecast additional costs of £102k to support the recommendations ii and iii, and to seek to recover these costs (except where they relate to discretionary impact mitigation measures) from event operator Make it York.
- vi. Agree to receive a future report early in 2026 reviewing the strategic case for, and ongoing delivery arrangements associated with, the Christmas Market and other significant footfall city centre events.

Reason

- vii. Having agreed to make the ATTRO in October's Executive meeting, Executive must identify an approach to implementing the ATTRO which is reasonable and proportionate having fully considered all relevant matters, with all associated activity funded and deliverable. A further report reviewing the case for, and delivery arrangements associated with, the York Christmas Market and other largescale city centre events will allow for strategic city decision making around these future events.

Background

19. The York Christmas Market is organised by Make it York (MiY). They prepare the event safety plans and risk assessments and are responsible for the event. Historically, a Temporary Traffic Regulation Order (TTRO) has extended pedestrianised (foot street) hours between the hours of 5pm and 7pm during the Christmas Market period and the Hostile Vehicle Mitigation measures have operated to this extended time. The number of people visiting the city significantly increases during the Christmas Market.
20. In September 2025, the Chief Constable of North Yorkshire Police issued a formal recommendation for the making of a temporary ATTRO in relation to York Christmas Market 2025. An ATTRO is a counter terrorism measure enabling road traffic legislation to be applied for anti-terrorism purposes. The Chief Constable recommended that a traffic order be put in place by the Traffic Authority under S.14 and 22C of the Road Traffic Regulation Act 1984, for the purpose of:
 - Avoiding or reducing, or reducing the likelihood of, danger connected with terrorism; or
 - Preventing or reducing damage connected with terrorism
21. In October 2025, the Executive agreed to making the ATTRO, and since this time additional discussion and assessment of risk, risk mitigation and operating procedures (including impact mitigation) has taken place between Council Officers and counter terrorism partners. The outcomes of this process are set out in this report and Annexes, and relevant provisions made in the York (City Centre) (Anti-Terrorism Temporary Traffic Restrictions) Order 2025 at Annex A & B. Ultimately the implementation and operation of the ATTRO is the responsibility of the Council.
22. A key change from the original September NYP ATTRO recommendation has been the agreement to delay the commencement of the Christmas Market, and therefore vehicular restrictions through the HVM from 10.00am as originally proposed to 10.30am. This agreement has significantly reduced the adverse impacts of the order on communities and businesses for whom vehicle movements would have been prevented within the protected area within the HVM at this important time of day, and

will also provide a longer period in the morning before the commencement of the Christmas Market, for residents and communities to access city centre shops and services.

23. Further discussions have also taken place around the ability to remove parked and unattended vehicles from within the protected area within the HVM during event hours, in order to reduce the threat to public safety that these may pose. A temporary waiting and loading ban will be implemented in the HVM area during event hours, enabling the Council to remove vehicles from the public highway from 10.30am, following the serving of a Penalty Charge Notice. A visual sweep of the protected area within the HVM will take place prior to the commencement of the ATTRO each morning, with drivers reminded of the operating hours and instructed to leave before 10.30am. Vehicles remaining in the area after 10.30am will be towed by a specialist contractor on behalf of the Council.
24. To support the removal of parked and unattended vehicles which remain in the protected area within the HVM during the event, in contravention with the temporary waiting and loading ban, the Executive is asked to approve a temporary change of the Council's vehicle clamping and removal policy. This change will only apply to the protected area within the HVM, and only for the duration of the event, when the temporary waiting and loading ban is in place.
25. Under the Council's current clamping and removal policy, incorrectly parked vehicles may be clamped and removed when 3 PCNs have been issued in the previous 6 months, and those PCNs have not been paid, or have been cancelled following a successful challenge. If a vehicle has been clamped for at least 24 hours, or it is causing an obstruction, it may be removed and taken to storage facilities.
26. The Executive is asked to approve a temporary change of policy for the event to enable the removal of vehicles parked in the HVM area during event hours after a PCN has been issued (as waiting and loading will be temporarily suspended) and in accordance with the Statutory guidance for local authorities in England on civil enforcement of parking contraventions (available here: <https://www.gov.uk/government/publications/civil-enforcement-of-parking-contraventions/guidance-for-local-authorities-on-enforcing-parking-restrictions>)

27. In previous years of operation of the Christmas Market there has been a range of forms of vehicular movements permitted through the HVM into and out of the protected area during the Market's operating hours. These could all be excluded under the ATTRO. Some of these forms of access are essential to the safe and orderly operation of the Christmas Market itself and of the city centre. Emergency vehicles on blue lights are automatically permitted under the terms of the ATTRO. These other forms of vehicular access are set out below:
- i. Council waste collection and bin emptying vehicles.
 - ii. Council street cleansing vehicles.
 - iii. Council gritting vehicles.
 - iv. Council highways maintenance and urgent/emergency repair works.
 - v. Blue Badge holders (previously allowed vehicular access on the Goodramgate-Colliergate corridor between 5 and 7pm for the 2024 Christmas Market).
 - vi. Emergency utilities and works.
 - vii. Royal Mail collection vehicles.
 - viii. Boots Medical pharmacy delivery vehicles.
 - ix. Shambles Market Traders (previously allowed access between 5 and 7pm to close their stalls and leave the Market area).
 - x. York BID (Business Improvement District)
 - xi. Towing trucks for illegally parked vehicles.
28. This schedule of vehicular movements, and the associated risks, mitigations and operating protocols has been worked through in detail by CYC officers, working closely with NYP and Counter Terrorism colleagues. The outcome of this work has been to recommend in each case either:
- Outcome 1: Revised operating protocols to remove the need for vehicular access/ movement inside the protected area within the HVM.
 - Outcome 2: Revised operating protocols to reduce and mitigate the risks associated with controlled vehicular movements inside the protected area within the HVM, or;
 - Outcome 3: Unable to support vehicle movements inside the protected area within the HVM, with an associated package of mitigation measures identified for affected users where possible.

Each of these approaches, and the vehicle movement types falling within that category of management are set out in more detail below.

29. Outcome 1. Revising operating protocols to remove the need for vehicular movements inside the protected area within the HVM is the preferred option since it eliminates risks within the protected area but still allows the associated business or social function associated with the vehicle movement to take place. However, this is not possible in all cases due to practical considerations related to the nature of the activity, including security, manual handling considerations, and contract terms of service provision.
30. Of the vehicle movement types listed at paragraph 27, ii) Council street cleansing vehicles, iii) Council gritting vehicles, iv) Council highways maintenance and urgent/ emergency repair work, ix) Shambles Market traders, and x) BID vehicles, have all had alternative operating protocols agreed to manage the associated activity outside of the protected area and foot street hours, and therefore will not pass through the HVM between 10.30am and 7pm.
31. Outcome 2. Practical considerations related to the nature of the activity (including security, manual handling considerations, contract terms of service provision etc) can mean that some vehicle movements cannot be fully excluded from the protected area within the HVM. Where a strategic need exists around the vehicle movement, risk assessment, and identification of mitigation measures and controlled access protocols has taken place, working closely with NYP and Counter Terrorism colleagues. This is with the aim of permitting tightly controlled access to be managed by the Council under the delegated operation of the ATTRO, with agreed protocols and risk mitigations in place. For the following vehicle use types listed in paragraphs 32-35, the identified approaches are recommended as being sufficient to manage the associated risk as summarised below, with further detail including risk, mitigation, operations plan, and residual risk details contained in confidential Annex D.
32. Council waste collection and bin emptying vehicles (i) are essential to the safe operation of the city centre, and failure to undertake this activity presents a range of terrorism and public health risks. Enhanced staffing and infrastructure measures have allowed the

need for waste vehicles within the protected area within the HVM to be minimised, and enhanced security protocols, risk mitigation and control measures in relation to residual vehicle presence are set out in confidential Annex D.

33. Emergency utilities & works (vi) range in scale and severity of impact, from minor outages in individual properties, to large scale events which can represent a threat to public safety in their own right. Enhanced security protocols, risk mitigation and control measures have been proposed in confidential Annex D, with a tiered response proportionate to the scale and impact of the individual event.
34. Royal Mail collection vehicles (vii) service city centre Post Office facilities and have a strategic role in the business continuity of the city centre. A number of factors fundamentally constrain the company's ability to operate without vehicle access during the extended foot street hours. Universal service obligations and contracted service standards (including next day delivery) constrain the timeframe in which post must be transported. The volumes of mail received, and security and personnel considerations around the transit and storage of high value consignments impact how mail is handled. Contracted staff resource levels also constrain the ability to operate without vehicles. Enhanced security protocols, risk mitigation and control measures in relation to very limited vehicle presence are set out in confidential Annex D.
35. Boots Medical Pharmacy delivery vehicles (xiii) serve highly vulnerable communities including care home residents with essential daily medication, with the volumes and nature of medication meaning that alternative locations to host these services do not exist, and operational constraints precluding any ability to operate outside of the foot streets hours. Enhanced security protocols, risk mitigation and control measures in relation to very limited vehicle presence are set out in confidential Annex D.
36. Towing trucks to remove parked vehicles (xi) are an essential requirement, as set out in the Police's letter recommending the implementation of an ATTRO. Security protocols, risk mitigation and control measures in relation to vehicle presence are set out in confidential Annex D.

37. Outcome 3: As in Outcome 2, where a strategic need for vehicular access to the protected area is identified, and risk assessment, and identification of mitigation measures and controlled access protocols has taken place, working closely with NYP and Counter Terrorism colleagues, there are some instances where sufficient mitigation measures and controlled access protocols are difficult to achieve. in the context of the NYP ATTRO recommendation (and balance of judgement and risk assessment that has been undertaken by the Police in making this recommendation), these movements present a high residual risk profile, and are recommended as too high risk to be able to be supported within the protected area within the HVM, but that mitigations be put in place wherever possible to minimise impacts on users.
38. Blue Badge holders (v) were permitted limited access to the foot streets during the 2024 Christmas Market, using the Goodramgate-Colliergate corridor only, between the hours of 5pm-7pm to access the city centre. In 2024, this was an Executive decision, made on consideration of both the ‘absolute’ right to life and the ‘qualified’ right to protection from discrimination, under Articles 2, 8, and 14 of Schedule 1 of the Human Rights Act 1998 (see further explanation of ‘absolute’ and ‘qualified’ rights at paragraphs 10 and 11) . Neither of these rights take precedence, although a public body can lawfully conclude that other considerations outweigh the equality ones. The Executive will again need to make a decision proportionately, having regard to all impacts, to reach a balanced decision including the Council’s responsibilities under the Public Sector Equalities Duty. However, as previously noted in this report, the letter from the Chief Constable recommended that the Council introduce a temporary ATTRO; that balance of judgement and risk assessment has been undertaken by the Police (in respect of their own considerations) prior to making this recommendation, and now represents a seismic change in the balancing exercise.
39. NYP has given their opinion and advice on the risk and risk mitigation in respect of vehicular access for Blue Badge holders. This has been given substantial weight in the risk and risk mitigation assessment in respect of vehicular access for Blue Badge holders that has been undertaken and is provided at Annex C. The advice from NYP is that the control and risk mitigation measures deployable to Blue Badge holders are limited principally by virtue of the volume of potential users (more than 7,000 in the York area alone), the privately owned nature of associated

vehicles, and the fact that a Blue Badge is not linked to a specific vehicle but can instead be used in any vehicle.

For other forms of vehicular access this can be reduced to a very limited number of pre-identified vehicles and/or individuals, and vehicle and operational security measures can be required as a condition of access. These same controls are not achievable in the case of Blue Badge holders, making the managing of risk very challenging. As identified in the risk assessment, a significant level of residual risk of terrorist attack remains, even where limited mitigation measures are identified. In the context of the clear NYP advice, it is recommended that Blue Badge holder access is not permitted during the ATTRO operating hours.

40. A package of mitigation measures is proposed in order to minimise the adverse impacts of this approach on Blue Badge holders. The delaying of the Christmas Market commencement (and proposed ATTRO operating hours) to 10.30am will provide a small amount of additional time for Blue Badge holders to access the city centre. Additional mitigations include:
- The provision of £5k grant funding support to Shopmobility to provide free of charge mobility aid hire for Blue Badge holders accessing the city centre. The support would be structured to incentivise membership of the organisation to provide longer term benefits. The support is equivalent to between 277 and 625 individual equipment hires, dependent on the proportion of beneficiaries who are already scheme members.
 - The provision of additional dedicated Blue Badge parking capacity on Duncombe Place by temporarily changing one loading bay to Blue Badge parking only
 - Advance communication with all registered Blue Badge holders, outlining the measures in place and signposting to resources and support online.
41. Residents within the city centre area (vii), and employees of businesses within the city centre area (viii) have in previous years not been permitted waivers to allow vehicular movement during the foot street hours and, similarly to Blue Badge holders, the number of potential vehicles, and their privately owned nature, makes control and risk mitigation measures limited, and leaves a

significant level of residual risk. In common with previous years, it is recommended that residential and business vehicle users are not permitted access during the ATTRO operating hours. The delaying of the Christmas Market commencement and proposed ATTRO operating hours to 10.30am (from the 10am commencement originally proposed) will provide additional time for residents and employees to pass through the HVM, and to access city centre shops and services at quieter times before the Christmas Market commences. Press releases, and partner and Council updates communicating the implementation and effect of the ATTRO will further help to mitigate any impact on residents and business employees.

42. The range of security measures, mitigations, and revised operating protocols associated with the above approach have a significant cost associated with them in terms of increased staff resource, infrastructure and security apparatus, communications and statutory notices, signage, and grant awards. Some costs such as vehicle towing costs could vary significantly dependent on the extent to which they are required. These costs are additional to the considerable baseline costs of operating the event. A broad cost estimate of up to £102k is allowed for at this stage for these additional costs (of which £94k would be essential additional costs of operating the event, and £8k discretionary impact mitigation measures). If Executive is minded to progress the implementation of the identified approaches, there will need to be acceptance that these costs will be incurred. It is envisioned that these costs will be recovered from the event organiser Make it York, however there is a risk that they will fall on the Council. Discussions are being entered into with Make it York to recover the essential costs.

43. Future Christmas Market and City Centre Events

There are important benefits and impacts surrounding York hosting such a successful Christmas Market.

Benefits: York Christmas Market plays a significant role in underpinning the city's economic resilience, drawing in many people from the city, region and beyond with the significant increases in footfall playing a key role in supporting permanent/ year-round retail and hospitality businesses in the city centre. Increased footfall generates direct revenue for the Council to provide essential services, with significant increases in car parking income. The event is a well-established part of York's visitor draw and plays a large part in the city's tourism identity, generating

global publicity. The event is a significant net generator of income supporting MiY and in turn the Council financially, helping to fund broader cultural, social, and economic activity. No other event in the calendar has capacity to not only pay for itself but generate additional income to cross-subsidise broader activity.

44. Impacts: The Christmas Market does also have significant impacts, intensified through the access restrictions implemented through the ATTRO. This results in important sections of our community being prevented from fully accessing the city centre including shops and services. City centre residents and businesses are impacted, and widespread disruption is caused for local communities, many of whom avoid the city centre at this time. Customer feedback includes strong sentiment around overcrowding, and infrastructure in the centre, whilst supported through additional income, is also placed under pressure. The costs associated with the safe running of the event are also mounting year on year.
45. Accepting the negative impacts of the event, given its significant benefits, including its key role in supporting the city centre economy, retail offer and wider Council and MiY activity, the benefits on balance will likely outweigh the negative impacts.
46. The event could however be improved, and its impacts better mitigated through strategic planning. Whilst already committed to the 2025 Christmas Market and required to respond appropriately to NYP's ATTRO recommendations, there is a need to understand and review its overall negative impacts and positive benefits in more detail, including through engagement with key stakeholders. This will allow us to assess if it is operating in a way that best meets our community's needs, whether this represents the most effective and practical approach operationally, and whether event planning and management arrangements remain robust in an ever-changing operational environment.
47. There are opportunities to align this review with wider strategic workstreams such as the Movement & Place Strategy which will establish a vision for how city spaces are best used and movement and access managed as part of this. There is also the opportunity to review the compatibility of the permanent HVM with the desire to maintain Blue Badge access to the city centre, and subject to funding, consider the provision of additional secondary HVM to

facilitate permanent safe Blue Badge holder access to the city's foot streets during such events.

48. It is proposed that a further report on these matters be brought to Executive in 2026, in order that a preferred way forward be identified and associated plans be put in place in an expedient manner.

Consultation Analysis

49. Previous public consultation on Blue Badge access to the city centre received over 3,000 responses. The findings of this consultation were re-presented at Annex C of the October 2025 Executive report. Dialogue is also maintained with the York Access Forum and other stakeholder groups on an ongoing basis.
50. An ongoing dialogue is also established with NYP, Counter Terrorism Policing, and the Safety Advisory Group who provide a forum for discussing and advising on public safety at events. NYP has reiterated in its most recent advice that the detailed operation of the ATTRO is 'owned' by the Council, but that the approach to the HVM and ATTRO has to be balanced, and whilst restrictive, it needs to be achievable to support business delivery and wider community impacts. Feedback from NYP on the proposed measures is that they feel them to be proportionate and sensible. The underlying threat level – which indicates the likelihood of a terrorist attack in the UK, and is set by the Joint Terrorism Analysis Centre and the Security Service (MI5) – remains 'substantial' (as was the case during previous Executive decisions on this matter), meaning that, in a national context, 'an attack is likely'.

Options Analysis and Evidential Basis

51. Having agreed at October Executive to the making of the ATTRO, the finer detail, (and advantages and disadvantages) of how the ATTRO is implemented are set out in detail within this report and annexes. Some of these relate on the one hand to the equalities and human rights benefits including to Blue Badge holders, and on the other, the public safety, right to life, duty to protect life, and the potential negative impact of traffic inside the protected area on groups with protected characteristics under the Equality Act 2010.

52. The detailed risk and operational matters discussed in this report and Appendixes form part of the evidential basis for decision-making for members, alongside the approach, advice, and feedback from NYP. Ultimately, it is for Executive to determine the detailed approach to implementation of the ATTRO on the basis of this information.
53. When Executive have made previous decisions on city centre vehicular access, they weighed up the security advice with the impact on Blue Badge holders and others. It was, and remains, a difficult decision. To that balancing exercise, Executive must now add the considerable weight of the recommendation of the Chief Constable.
54. All previous decision reports have made the decision makers aware that the impact on disabled people who depend on Blue Badge access would be so extreme that they would have difficulty in accessing the pedestrianised streets and that some disabled people would not be able to access the pedestrianised streets at all. This is the current situation for the Christmas Market. When considering their preferred approach, the Executive are required by law to consider if these are reasonable and proportionate, having fully considered the Equalities Impacts.

Organisational Impact and Implications

- **Financial** The report identifies anticipated additional costs totalling £102k. Discussions are being held with the event organiser to fund the majority of this expenditure with £8k being committed by the council. This will need to be managed within current transport budgets. The Christmas Market provides significant additional revenues to the city and Council.
- **Human Resources (HR)** There are no HR implications contained within this report other than a potential requirement for additional resource. Depending upon the approach taken any additional resource required by CYC would be established and resourced in accordance with Council policy.
- **Legal**

Traffic Regulation Orders

The Council, as Highway Authority and Local Traffic Authority is responsible for making Traffic Regulation Orders (TRO). The Council has a statutory duty to secure the expeditious, convenient and safe movement of vehicular and other traffic (having regard to the effect on amenities).

Any amendment to an existing Traffic Regulation Order will need to be effected in accordance with the relevant statutory procedures including the requirement for formal consultation and advertisement in the local press. Where objections are received, there is a duty on the Council to ensure that these objections are duly considered.

The recommendation by the Chief Constable for the introduction of a temporary ATTRO is unprecedented for CYC and must be afforded due weight in any consideration of the issue.

Public Sector Equality Duty

The Council must comply with the Public Sector Equality Duty as set out in Section 149 of the Equality Act 2010. This means in relation to making a decision, the decision-maker must firstly understand its obligations under the PSED. This is a duty to have due regard to the need to:

1. eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited by or under the Equalities Act 2010.
2. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
3. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Technical guidance provided by the Equality and Human Rights Commission assists public bodies in discharging the duty in practice and this is expressly brought to Members' attention.

<https://www.equalityhumanrights.com/en/publicationdownload/technical-guidance-public-sector-equality-duty-england>

Secondly the decision maker must have sufficient relevant information and demonstrably take this information fully into account throughout the decision-making process.

The concept of due regard requires that there has been proper and conscientious focus on what the duty requires at 1-3 above. If that is done, a court cannot interfere with the decision simply because it would have given greater weight to the equality implications of than the decision maker did. However, the decision maker must be clear precisely what the equality implications are when they put them in the balance. A public body can lawfully conclude that other considerations outweigh the equality ones. This could include security concerns or available resources provided that the weight given to those countervailing factors is not irrational. Thirdly, the courts have established that the potential impact of a decision on people with different protected characteristics is a mandatory relevant consideration. The manner of assessing that impact is discretionary. Often an Equality Impact Assessment is an appropriate tool but is not the only available tool. It is the quality of the assessment whether that is presented in an EIA or some other evaluative report which is important.

Contract with Make it York.

The Council has a contract with Make it York to provide market and events services. Members will need to be mindful of implications in relation to that contract when considering their preferred approach.

- ***Procurement*** Any changes to existing contracts may require formal variation which must be completed in consultation with procurement and legal.
- ***Health and Wellbeing*** *No additional comments*
- ***Environment and Climate action*** The climate impacts are negligible from the potential approaches. The report defines how the city centre environment is managed.
- ***Affordability*** There is not expected to be additional impacts from this report on low-income groups.

- ***Equalities and Human Rights*** As per the previous sections of this report, the Council recognises, and needs to take into account its PSED under Section 149 of the EA 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).

A full Equalities Impact Assessment was completed for the October 2023 decision on Blue Badge access to the city centre throughout the year, and is relevant – Annex G of <https://democracy.york.gov.uk/mgAi.aspx?ID=65945#mgDocument>, although it did not specifically consider issues around permitting Blue Badge vehicular access during the Christmas Market period or other popular events. An updated Equalities Impact Assessment is also provided at Annex E to this report.

Specific equality considerations for the approaches considered in this report for the Christmas Market period can be summarised as follows (worded on the assumption of the ATTRO being implemented as set out):

o Age

- Negative impact for older people who are more likely to hold a Blue Badge and to use the streets listed in the report for access and to park in the city centre.
- Positive impact for some older people and some younger people as some people benefit from a reduction in the number of vehicles accessing the foot streets area, as it creates a safer, mainly car free, environment. This is especially important for some of these groups when the streets are busier due to the additional footfall for the Christmas Market.

o Disability

- Not having the ability to drive and park in the streets listed in the report will increase the distance disabled people have to travel on foot or using a wheelchair or

mobility scooter, making shops and services in the foot streets area less accessible.

- Many respondents to previous consultations and workshops have stated that the removal of Blue Badge parking and vehicular access has precluded them entirely from accessing the city centre during foot street hours. This means that they have not been able to access the services available in the foot streets.
- Benefit for some disabled users from a reduction in the number of vehicles accessing the foot street area, as it creates a safer, mainly car free, environment. This is especially important for some disabled people when the streets are busier due to the additional footfall for the Christmas Market.

o Pregnancy and maternity – impacts are similar to those described above when considering people who may experience pregnancy related mobility impairments, especially in later stages of pregnancy, as they may be eligible for a Blue Badge; and people with young children who tend to benefit from significant reductions in motorised traffic during pedestrianised hours.

o Religion and/or belief - The key considerations (both positive and negative) are as those described above for older people and people living with a disability and apply to access to the St Sampson's Centre (Church Street), The Holy Trinity Church (Goodramgate), St Helen's Church (Stonegate), and St Martin le Grand (Coney Street).

o Carer - The impact on carers, considering carers who may care for an adult or child living with a disability or impairment and eligible for a Blue Badge, reflects the impacts (both positive and negative) on those living with disabilities, as described above.

Human rights considerations for allowing vehicular traffic inside the protected area within the HVM during the foot street hours for the Christmas Market period can be summarised as follows:

o Article 2, Article 8 and Article 14 are specifically considered. In making a decision, the Council must carefully consider the balance to be struck between individual rights

and the wider public interest and whilst it is acknowledged that there could be interference with a Convention right, the decision must be reasonably justified as a proportionate means of achieving a legitimate aim.

o If a decision is made to enable vehicular access for Blue Badge holders during the extended foot street hours for the period of the Christmas Market, the risk profile changes and the decision needs to balance the right to life of the people working in and visiting York's pedestrianised area during the Christmas Market (Article 2) and the right to private life and to enjoy this right without discrimination (Articles 8 and 14).

- **Data Protection and Privacy** Data protection impact assessments ("DPIAs") are an essential part of our accountability obligations and is a legal requirement for any type of processing under UK GDPR. Failure to carry out a DPIA when required may leave the Council open to enforcement action, including monetary penalties or fines. DPIAs helps us to assess and demonstrate how we comply with all of our data protection obligations. It does not have to eradicate all risks but should help to minimise and determine whether the level of risk is acceptable in the circumstances, considering the benefits of what the Council wants to achieve. As there is no personal data, special categories of personal data or criminal offence data being processed to inform the consideration of changes to the City Centre Traffic Regulation order (foot streets), there is no requirement to complete a DPIA This is evidenced by completion of DPIA screening questions. However, there will need to be consideration and completion of DPIAs where required, within delivery of the plan.
- **Communications** A supporting campaign is recommended, that clearly sets out the Council's key messaging generally and shares it with affected groups. We will also be prepared to respond to any enquiries with reactive communications.
- **Economy** With one in five of all households including people with disabilities, the Purple Pound – that is to say, the money that those households spend – represents a significant proportion of the UK economy and spend in York city centre. York Christmas Market is an important component of the city's vibrant offer, supporting the city economy by driving

footfall and spend, and contributing more broadly in a positive way to the public perception of the city. Cancelling the Christmas Market would have a negative impact on the city economy and should a vehicle attack occur in the city the reputational and economic damage to York would be very significant.

Risks and Mitigations

55. There are a range of risks associated with the decision members must make, and this report seeks to assess these risks (and present the balance of risk of certain approaches) to inform a member decision. The security advice from Counter Terrorism Policing is that their preference is for only blue light vehicles to be permitted into the secure zone. Should Executive permit vehicular access through the Hostile Vehicle Mitigation measures during the Christmas Market period it increases level of risk.
56. The most likely risk relates to a road traffic accident; whilst any immediate liability for such an accident would fall on the individual party who caused the accident, if it was found that the procedures put in place by the Council and/or Make It York (MIY) in respect of vehicular access were defective, the Council may be found to be contributorily negligent. This would lead to both financial loss for the Council and reputational damage.
57. Alongside this risk is the possibility of a terrorist incident, arising from a terrorist actor taking advantage of the enhanced access to conduct an attack further into the Christmas Market event. Whilst the likelihood of such an event may appear low, the catastrophic nature of such events means that serious consideration must be given to this eventuality and any consequences. Depending on the event in question, were any serious failings to be identified as a result of such an incident, the Council may be subject to a public inquiry process, criminal charges, and reputational damage as well as the wider impact on the wider economy. Criminal liability may arise through either corporate manslaughter charges in relation to the Council, and/or through manslaughter by gross negligence charges in relation to individuals. This is particularly the case in the context of the clear position and recommendations from NYP. Further detailed granular risk assessment has been undertaken as set out in this report and Appendixes, to inform detailed decision making around operational protocols.

58. As set out in this report, there are also risks associated with the exclusion of operational vehicles from the city, and NYP recognise in their latest advice, the need for a balanced decision making from the Council in this regard. There is also the risk that MIY will either decline to continue with the Christmas Market event, or that the named Event Organiser from MIY will decline to fulfil that role. This would present a number of both operational issues and risks, the Council would not be in a position to fulfil that role (nor, if necessary, the role of event safety officer which requires specific crowd safety qualifications), and therefore could give rise to potentially significant financial claims against the Council for compensation and loss of earnings from traders and a dispute with Make it York.
59. Risk is something that officers and indeed police and counter terrorism experts can only advise on; the judgement call is for the Executive as decision maker to determine where its appetite for risk lies on this broad spectrum, when considering the impacts of such restrictions and whether the mitigations are proportionate.

Wards Impacted

60. People affected by this decision who use the city centre live in all wards, but the direct physical impact is only on Guildhall Ward.

Contact details

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

Author

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Report approved:	Yes
Date:	30 October 2025

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Telephone:	07860 693627
Report approved:	Yes
Date:	30 October 2025

Background papers

Technical guidance provided by the Equality and Human Rights Commission assists public bodies in discharging the duty in practice and this is expressly brought to Members' attention.

[https://www.equalityhumanrights.com/en/publication-download/technicalguidance-public-sector-equality-duty-england\)](https://www.equalityhumanrights.com/en/publication-download/technicalguidance-public-sector-equality-duty-england)

Executive - February 2018 - City Transport Access Measures

<https://democracy.york.gov.uk/documents/g10196/Public%20reports%20pack%20Thursday%2008-Feb-2018%2017.30%20Executive.pdf?T=10>

Executive - September 2018 – City Centre Access and Priority 1 Proposals

<https://democracy.york.gov.uk/documents/g10472/Public%20reports%20pack%20Thursday%2027-Sep-2018%2017.30%20Executive.pdf?T=10>

Executive - August 2019 - My City Centre Project

<https://democracy.york.gov.uk/documents/g11108/Public%20reports%20pack%20Thursday%2029-Aug-2019%2017.30%20Executive.pdf?T=10>

Executive - August 2019 - City Centre Access Experimental Traffic Order Conclusion and Phase 1 Proposals

<https://democracy.york.gov.uk/documents/g11108/Public%20reports%20pack%20Thursday%2029-Aug-2019%2017.30%20Executive.pdf?T=10>

Executive - February 2020 - City Centre Access - Phase 1 Proposals (Update)

<https://democracy.york.gov.uk/documents/g11116/Public%20reports%20pack%20Thursday%2013-Feb-2020%2017.30%20Executive.pdf?T=10>

Executive - June 2020 - City of York Council Recovery and Renewal Strategy

<https://democracy.york.gov.uk/documents/g12293/Public%20reports%20pack%20Thursday%2025-Jun-2020%2017.30%20Executive.pdf?T=10>

Executive - November 2020 - City of York Council Recovery and Renewal Strategy - November Update

<https://democracy.york.gov.uk/documents/g12407/Public%20reports%20pack%20Thursday%2026-Nov-2020%2017.30%20Executive.pdf?T=10>

Executive - November 2020 - The Future of the Extended City Centre Footstreets

<https://democracy.york.gov.uk/documents/g12407/Public%20reports%20pack%20Thursday%2026-Nov-2020%2017.30%20Executive.pdf?T=10>

Executive Member for Transport - June 2022 - Footstreets Traffic Regulation Order Proposals

<https://democracy.york.gov.uk/documents/g12726/Public%20reports%20pack%20Tuesday%2022-Jun2021%2010.00%20Decision%20Session%20-%20Executive%20Member%20for%20Transport.pdf?T=10>

Executive - November 2021 - My City Centre Strategic Vision - Adoption of Vision and Next Steps

<https://democracy.york.gov.uk/documents/g12797/Public%20reports%20pack%20Thursday%2018-Nov-2021%2017.30%20Executive.pdf?T=10>

Executive - November 2021 - Strategic Reviews of City Centre Access and Council Car Parking

<https://democracy.york.gov.uk/documents/g12797/Public%20reports%20pack%20Thursday%2018-Nov-2021%2017.30%20Executive.pdf?T=10>

Executive - November 2021 - Consideration of Changes to the City Centre Traffic Regulation Order.

<https://democracy.york.gov.uk/documents/g12797/Public%20reports%20pack%20Thursday%2018-Nov-2021%2017.30%20Executive.pdf?T=10>

Executive - July 2022 - City Centre Access Action Plan Update

<https://democracy.york.gov.uk/documents/g13288/Public%20reports%20pack%20Thursday%2028-Jul-2022%2017.30%20Executive.pdf?T=10>

Executive - November 2022 - Pavement Café Licence Update

<https://democracy.york.gov.uk/documents/g13292/Public%20reports%20pack%20Tuesday%2022-Nov-2022%2017.30%20Executive.pdf?T=10>

Executive - October 2023 - Consideration of changes to the City Centre Traffic Regulation Order (Footstreets)

<https://democracy.york.gov.uk/documents/g13931/Public%20reports%20pack%20Thursday%2012-Oct-2023%2017.30%20Executive.pdf?T=10>

Executive November 2024 - York Christmas Market 2024 and Blue Badge Access

<https://democracy.york.gov.uk/documents/b40185/York%20Christmas%20Market%202024%20and%20Blue%20Badge%20Access%20Thursday%2014-Nov-2024%2017.30%20Executive.pdf?T=9>

Executive October 2025 - York Christmas Market 2025 - Implementation of Temporary Anti-Terrorism Traffic Regulation Order

<https://democracy.york.gov.uk/documents/s185905/Item%2016%20-%20York%20Christmas%20Market%202025%20-%20Implementation%20of%20Temporary%20Anti-Terrorism%20Traffic%20Regulation.pdf>

Annexes

Annex A: ATTTRO Order

Annex B: ATTRO Notice of Making

Annex C: Recommended Excluded Vehicle Access Risk Assessment

Annex D: Recommended Controlled Vehicle Access Risk Assessment

(Exempt from publication)

Annex E: Equalities Impact Assessment

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THE Error! Reference source not found.

(CITY CENTRE)

(ANTI TERRORISM TEMPORARY TRAFFIC RESTRICTIONS)

ORDER 2025

THE Error! Reference source not found. (Error! Reference source not found.)
(ANTI-TERRORISM TEMPORARY TRAFFIC RESTRICTIONS)
ORDER 2025

City of York Council, being satisfied that Error! Reference source not found. should be prohibited from proceeding waiting and loading in in those lengths of roads listed in the schedule below (restricted roads) because of the likelihood of danger arising from The York Christmas Market event being undertaken thereon, in exercise of their powers Sections 14(1), 22c and 22d, and part iv of Schedule 9 to, of the Road Traffic Regulation Act 1984 (the Act) and section 8 of, and part I of Schedule 5 to, the Local Government Act 1985 and of all enabling powers hereby makes the following Order:

1. This Order may be cited as The **Error! Reference source not found.** (City Centre) (Anti-Terrorism Temporary Traffic Restrictions) Order 2025 and shall come into effect on **Error! Reference source not found.** and expire on **Error! Reference source not found.** or at the end of the works period whichever is the earlier.

2. In this Order:

"restricted roadsError! Reference source not found." means the following**Error! Reference source not found.**of road:

Back Lane Adjacent to 41 Coney Street		Back Swinegate
Blake Street	Church Street	Coffee Yard
Colliergate	Common Hall Lane	Coney Street
Davygate	Feasegate	Finkle Street
Footpath Peter Lane from adj. No.5 Peter Lane to adj. No.8 High Ousegate		
Footpath Whip-ma-whop-ma-Gate from Shambles to Colliergate		
Grape Lane	Goodramgate (between its junctions Deangate and King's Square)	High Petergate
Jubbergate	High Ousegate	King's Court
King's Square	Judges Court	Little Shambles
Little Stonegate	Lendal	Market Street
Nether Hornpot Lane	Lunds Court	Newgate
Newgate Market	New Street	Patrick Pool
Peter Lane	Parliament Street	St Andrewgate (between its junction with King's Square & a point 50 metres north east)
St Helen's Square	Pump Court	Shambles
Silver Street	St Sampson's Square	Stonegate
Swinegate	Spurriergate	
	Three Cranes Lane	

"physical closure" means any lengths of the restricted **Error! Reference source not found.**s which are not accessible to **Error! Reference source not found.** other than those exempted by virtue of Article 5 and which are, for the time being, provided with barriers and signs to prohibit access.

"the Act" means the Road Traffic Regulation Act 1984.

"traffic signs", "road marking", "barrier" mean and relate to a form of indication of the requirements of a prohibition or restriction on the use of a road such traffic sign, road

marking or barrier being placed in accordance with the provisions of the Traffic Signs Regulations and General Directions 2002 or any replacement thereof.

"vehicle" means a carriage or conveyance including a caravan or trailer in or on which persons or goods are transported and includes a motor vehicle.

"Pedal Cycle" means a vehicle which is not constructed or adapted to be propelled by mechanical power and which is equipped with pedals, including an electrically assisted pedal cycle prescribed for the purposes of section 189 of the Road Traffic Act 1988 and Section 140 of the Act.

"non-motorised vehicle" means a pedal cycle which is either stationary or being pushed and a vehicle which is propelled by the physical effort of a person not carried by it such vehicle being constructed and not merely adapted to be so propelled.

"specialist vehicle" means a vehicle not being a pedal cycle:

- (a) which is propelled by the physical effort of a person carried by it;
or
- (b) which is an invalid carriage within the meaning of The Use of Invalid Carriages on Highways Regulations 1988 and used within the terms of those regulations.

"event" means The York Christmas Market being undertaken in the restricted roads.

"event period" means the period starting at **1Error! Reference source not found.** and ending at **Error! Reference source not found.** or when the said works have been completed whichever is the earlier.

3. Subject to Articles 4 and 5, **Error! Reference source not found.** shall not, during the event period, proceed in any length of the restricted **Error! Reference source not found.s** which is for the time being subject to physical closure.
4. The provisions of Article 3 and 6 shall apply only during such times and to such extent as shall be indicated by traffic signs and barriers.
5. Nothing in Article 3 shall apply to a **Error! Reference source not found.** proceeding in the restricted **Error! Reference source not found.s**:
 - (a) in connection with emergency works being carried out in the restricted **Error! Reference source not found.**;
 - (b) when being used by gas, electricity, telecommunications, sewerage or water undertakers or by a local authority in connection with their statutory duties;
 - (c) at a time when the restricted **Error! Reference source not found.s** are not subject to physical closure;
 - (d) at the direction or with the permission of a police constable in uniform or a City of York Council Officer who has been provided with delegated power by The Chief Constable of Police for North Yorkshire;
 - (e) when being used for fire brigade, ambulance or police purposes in an emergency.
6. Subject to Articles 4 and 7 a person shall not, during the event period, cause or permit a vehicle to park, wait or load in the restricted **Error! Reference source not found.s**.

7. Nothing in Article 6 shall apply to a vehicle parking, waiting or loading in the restricted **Error! Reference source not found.:**
- (a) when being used by the Police, Fire Brigade or Ambulance Services;
 - (b) when being used by gas, electricity, telecommunications, sewerage or water undertakers or by a local authority in connection with their statutory duties;
 - (c) at the direction of, or with the permission of, a Police Constable in uniform or a City of York Council Officer who has been provided with delegated power by The Chief Constable of Police for North Yorkshire.
8. During the times and days when the provisions of this Order are being implemented, any Order made pursuant to the Act or having effect as if so made is suspended in so far as it affects **Error! Reference source not found.**proceeding, parking, waiting or loading in the restricted **Error! Reference source not found.s** which is, for the time being, subject to physical closure such period being within the event period.

Dated: **Error! Reference source not found.**

THE COMMON SEAL OF THE
COUNCIL FOR THE CITY OF
YORK WAS HERETO AFFIXED
IN THE PRESENCE OF

DIRECTOR OF GOVERNANCE
OR AUTHORISED SIGNATORY



CITY OF YORK COUNCIL - NOTICE OF MAKING

ANTI TERRORISM TEMPORARY TRAFFIC RESTRICTIONS CITY CENTRE, YORK

Notice is hereby given that on Wednesday, 12 November 2025 upon the recommendation of the Chief Constable of North Yorkshire Police, City of York Council made an Anti-Terrorism Temporary Traffic Regulation Order (ATTTRO) under Sections 14(1), 22c and 22d, and part iv of Schedule 9 to, of the Road Traffic Regulation Act 1984 and section 8 of, and part I of Schedule 5 to, the Local Government Act 1985 prohibiting vehicles from proceeding, waiting and loading in those lengths of roads listed in the schedule below (restricted roads) during the period commencing at 1030hrs and ending at 1900hrs on each day between Thursday, 13 November 2025 and Sunday, 21 December 2025 (event period) or on a time/date when The York Christmas Market event is being undertaken thereon have been completed whichever is the earlier. This is to ensure that the said event can be carried out safely.

Traffic signs/barriers will indicate the extent of the prohibition. The Order will not prohibit access for emergency works or emergency services and vehicles provided with approval to access the restricted area.

SCHEDULE

Back Lane Adjacent to 41 Coney Street		Back Swinegate
Blake Street	Church Street	Coffee Yard
Colliergate	Common Hall Lane	Coney Street
Davygate	Feasegate	Finkle Street
Footpath Peter Lane from adj. No.5 Peter Lane to adj. No.8 High Ousegate		
Footpath Whip-ma-whop-ma-Gate from Shambles to Colliergate		
Grape Lane	Goodramgate (between its junctions Deangate and King's Square)	High Petergate
Jubbergate	High Ousegate	King's Court
King's Square	Judges Court	Little Shambles
Little Stonegate	Lendal	Market Street
Nether Hornpot Lane	Lunds Court	Newgate
Newgate Market	New Street	Patrick Pool
Peter Lane	Parliament Street	St Andrewgate (between its junction with King's Square & a point 50 metres north east)
St Helen's Square	Pump Court	Shambles
Silver Street	St Sampson's Square	Stonegate
Swinegate	Spurriergate	
	Three Cranes Lane	

For further information please contact: highway.regulation@york.gov.uk

Dated: Thursday, 13 November 2025

Director of City Development, West Offices,
Station Rise, York, YO1 6GA

This notice may be removed and destroyed on or after Monday, 22 December 2025

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Category of veicular user	5 Blue Badge Holders
Need	Blue Badge holders are an important part of our community and are members of protected groups under the Equality Act. Previous Executive decisions balancing the rights of these groups with wider public safety matters have established two access loops that are open during footstreet hours for Blue Badge holders, to mitigate the impact on the vehicular access restrictions on disabled people.
Historic frequency of occurrence	Outside of Christmas Market period, access is open daily throughout footstreets hours between 10.30 and 17.00. During the 2024 and earlier Christmas Market, access was reduced to the Goodramgate loop only between 5pm and 7pm. An average of 1 Blue Badge holder accessed per day, though clearly there are limited city centres shops and services open during the hours of 5pm-7pm
Historic operational protocol	Blue Badge Holders approach marshalls stationed at the entrance points and present Blue Badge identification for verification to be permitted access. Exit is enabled remotely through CCTV and remote operation
Alternative approaches and mitigations considered (and reasons where unfeasible/ discounted)	ID01 Do not permit Blue Badge access as has been allowed in previous years given the ATTRO recommendation of the Chief Constable, subsequent dialogue with North Yorkshire Police, and risk assessment findings. MITIGATION Provide CYC grant support to shop mobility to enable free device hire, and promote increased membership Removal of loading to bays on Duncomb Place to create more exclusively dedicated Blue Badge parking spaces. Advanced messaging to Blue Badge holders with signporting to online support and resources
	ID02 Permit Blue Badge access between 5pm and 7pm to Goodramgate loop, as has been allowed in previous years DISCOUNT In the context of NYP recommendation to exclude vehicular access, and limited opportunities to mitigate risk of terrorist attack through the associated provisions, this option is not recommended.

		Likelihood				
		rare	Unlikely	Possible	Likely	Almost Certain
		1	2	3	4	5
Consequence	Catastrophic - fatal injury/ permanent disability	5	High 10	Extreme 15	Extreme 20	Extreme 25
	Major - serious, possibly life changing injury or illness, long term recovery or permanent disability	4	Moderate 4	High 8	Extreme 16	Extreme 20
	Moderate - significant injury or harm requiring medical treatment	3	Low 3	Moderate 6	High 12	Extreme 15
	Minor - minor injury requiring first aid	2	Low 2	Moderate 4	High 8	High 10
	Negligible - minor injury	1	Low 1	Low 2	Moderate 4	Moderate 5

5 BLUE BADGE HOLDERS

Risk ID	Risk Title (event)	Implications (Consequences)	Impact	Likelihood	Gross Score	Gross Rating	Mitigation Controls	Impact	Likelihood	Net Score - Post Mitigation
1	HV/ IED attacker impersonates or is a Blue Badge Holder and gains access to protected area	HV IED attack in controlled area, extremely severe loss of life and/ or harm	5	3	15	extreme	Checking of blue badge holder identification and eligibility. Visual inspection of vehicle	5	3	15
2	HV attacker seizes vehicle with force following its entry to protected area	HV attack in controlled area, severe loss of life and/ or harm	5	3	15	extreme	CCTV observation of vehicle movement where possible and police liaison as necessary Presence of roaming security staff within Protected Area	5	3	15
3	Medical emergency or loss of control of vehicle from legitimate Blue Badge Holder causes collision	Collision with pedestrians, severe loss of life and/ or harm	5	2	10	high	Drivers required to proceed with caution (low speed) in the controlled area	5	1	5
4	Barriers fail to rise on entry of legitimate vehicle, allowing subsequent illegitimate vehicle manned by HV/IED attacker to enter protected area	HV IED attack in controlled area, extremely severe loss of life and/ or harm	5	3	15	extreme	CCTV observation of vehicle movement and police liaison as necessary Prearranged rapid deployment of barrier supplier servicing arrangements Increased frequency of subterranean mechanism cleanout Test closing of barriers each day prior to ATTRO hours commencement. Rapid deployment of Pitagone barriers in event of failure. Protocol of vehicles passing HVM pausing to block access until barriers re-close	5	2	10
5	Tailgating of legitimate vehicle on entry, allowing subsequent illegitimate vehicle manned by HV/IED attacker to enter protected area	HV IED attack in controlled area, extremely severe loss of life and/ or harm	5	3	15	extreme	CYC security staff on site and in CCTV control to maintain particular vigilance and close dialogue at times of entry, and barriers not operated to allow entry if suspicious vehicles in immediate vicinity Protocol of vehicles passing HVM pausing to block access until barriers re-close	5	2	10

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	City Development		
Service Area:	City Development		
Name of the proposal:	York Christmas Market 2025 – Operation of Temporary Anti-Terrorism Traffic Regulation Order.		
Lead officer:	Garry Taylor		
Date assessment completed:	30 October 2025 (updating previous assessments 16 September 2025 ‘Implementation of Temporary Anti-Terrorism Traffic Regulation Order’, and 5 September 2023 ‘Consideration of changes to the City Centre Traffic regulation order Review of decision to remove blue badge exemption for city centre access during the pedestrian hours’)		
Names of those who contributed to the assessment:			
Name	Job title	Organisation	Area of expertise
Ben Murphy	Head of City Development	CYC	City development
Helene Vergereau*	Traffic and Highway Development Manager	CYC	Transport
Darren Hobson*	Traffic Management Team Leader	CYC	Transport
James Gilchrist*	Director of Transport Environment and Planning	CYC	Transport
David Smith*	Access Officer	CYC	Access

*In respect of original 2023 assessment

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal?
	<p>This EIA has been prepared to support an Executive Decision around the operation of York Christmas Market 2025, and specifically the implementation of a temporary Anti-Terrorism Traffic Regulation Order (ATTRO) recommendation from North Yorkshire Police to prevent vehicles from accessing the area protected by Hostile Vehicle Measures (HVM) for the full period of the 2025 Christmas Market (including its full operating hours 10.30am- 7pm).</p> <p>A related decision was made by Executive in November 2024, supported by an EIA undertaken in 2023 which considered the reinstatement of blue badge access to some of the pedestrianised streets (Blake Street, Lendal, S. Helen's Square. Goodramgate - between Deangate and King's Square, Church Street, King Square and Colliergate) following its earlier removal (and which reinstatement was subsequently approved by members and implemented). Given the closely related equalities issues under consideration across these three key decisions, much of the original 2023 discussion and context setting is reincluded in this EIA.</p> <p>In November 2021, the Executive took the decision to permanently remove the exemption which had previously allowed blue badge holders vehicular access to some of the pedestrianised streets, namely Blake Street, Lendal, S. Helen's Square. Goodramgate (between Deangate and King's Square), Church Street, King Square and Colliergate.</p> <p>The extant TRO prohibited vehicles from accessing the foot streets between 10.30am and 5pm every day, historically there was an exemption for vehicles with a Blue Badge on the streets listed above. Other exemptions apply for emergency vehicles and where access has been permitted by the Highway Authority (waivers).</p> <p>The decision to remove access in November 2021 was based on over 18 months of public engagement with residents, businesses and interest groups including disability groups. An EIA was</p>

also completed in 2021 as part of the November decision session

<https://democracy.york.gov.uk/documents/s153763/Annex%20AA%20Blue%20Badge%20Exemption%20Removal%20EIA.pdf>

In 2023 the new administration wished to review that decision and reinstated blue badge access.

This decision was informed by additional consultation on the principles of reinstating blue badge access on the same principles as previously which also informed the EIA.

This EIA considers the alternative approaches and supports decision makers in weighing up the conflicting issues in considering the detailed operation of the ATTRO, which, as recommended to Executive in the accompanying report and Annexes, would have the effect of removing access for road users including blue badge holders over the extended foot street hours during the Christmas market.

- The November 2021 report identified the significant impact that some blue badge holders would be excluded from the vehicular access to the pedestrianised streets as a result of the decision and others would find access harder. This became lived experience and a significant campaign to “Overturn the Ban” took place. Reinstating blue badge access therefore reinstated and improved access for those blue badge who had been impacted.
- In striking a balance decision makers considered public safety and avoiding danger to persons in areas of high footfall, recognising the Council’s duty to protect the public from terrorism. By permitting access it changes the risk of a vehicle as a weapon (VAW) or Improvised Explosive Device (IED) attack.
- The number of vehicles accessing the streets listed above changes the risk of conflict between vehicles and pedestrians, particularly in busy periods;
- It would reduce the use of some areas of the carriageway or footways as pavement café areas during foot street hours, with impact on the amenities of the foot street area;

1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	<p>Relevant legislation includes:</p> <ul style="list-style-type: none"> • Equality Act 2010, which aims to protect people from discrimination in the workplace and in wider society. The Act includes a Public Sector Equality Duty, which requires public bodies to consider how their decisions and policies affect people with protected characteristics. The public body also should have evidence to show how it has done this. It also requires that public bodies have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities. The Equality Act 2010 covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. • Human Rights Act –sets out the fundamental rights and freedoms that everyone is entitled to. In making a decision the council must consider carefully the balance to be struck between individual rights and the wider public interest and whilst it is acknowledged that there could be interference with a Convention right, the decision must be reasonably justified as it is a proportionate means of achieving a legitimate aim. • Inclusive Mobility Guidance (Department for Transport 2005) • Protect Duty consultation documents (www.gov.uk/government/consultations/protect-duty) • Hostile Vehicle Mitigation guidance (www.gov.uk/government/publications/crowded-places-guidance/hostile-vehicle-mitigation-hvm#vehicle-as-a-weapon-vaw) • The Blue Badge scheme: rights and responsibilities in England (www.gov.uk/government/publications/the-blue-badge-scheme-rights-and-responsibilities-in-england) • Road Traffic Regulation Act 1984 and associated regulations relating to TROs, under which local traffic authorities in England and Wales (outside London) may make permanent orders for the following purposes: <ul style="list-style-type: none"> ○ To avoid danger to persons or other traffic using the road or any other road or to prevent the likelihood of any such danger arising;

	<ul style="list-style-type: none"> ○ To prevent damage to the road or to any building on or near the road; ○ To facilitate the passage on the road or any other road of any class of traffic (including pedestrians); ○ To prevent the use of the road by vehicular traffic of a kind which, or its use by vehicular traffic in a manner which, is unsuitable having regard to the existing character of the road or adjoining property; ○ To preserve the character of the road in a case where it is specially suitable for use by persons (...) on foot; ○ To preserve or improve the amenities of the area through which the road runs; or ○ To preserve or improve local air quality. <ul style="list-style-type: none"> • The Business and Planning Act which creates a de-regulated approach to pavement cafes. • The Terrorism (Protection of Premises) Bill (or Martyn's law), has also now achieved royal assent, and entered into a period prior to full implementation by April 2027.
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1.3	Who are the stakeholders and what are their interests
	<p>Key stakeholders for this proposal include Blue Badge holders who were able to access and park in the streets listed above during foot street hours before the temporary changes were made to the access exemptions, which were then made permanent in the November 2021 report.</p> <p>It is wrong to assume that all Blue Badge holders' feel the same way about what has happened or what should happen, but this is now based on significant and lived experience in a post pandemic world. There have also been changes in Council policy most notably by changing the conditions under which pavement cafes will be permitted.</p> <p>Other stakeholders include:</p> <ul style="list-style-type: none"> • Other groups visiting the pedestrian area and accessing its shops and services; and

	<ul style="list-style-type: none"> • City centre businesses and service providers (e.g. deliveries, trades, etc). • North Yorkshire Police and relevant anti-terrorism organisations <p>Their interests are wide ranging and include suitable access by a range of transport modes (private car, taxi/private hire, deliveries, cycling, walking), safety, and services and amenities available in the foot street area.</p>
1.4	<p>What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.</p>
	<p>The new Council Plan contains four key commitments one of which is Equalities and Human Rights - Equality of opportunity and states</p> <p>“We will create opportunities for all, providing equal opportunity and balancing the human rights of everyone to ensure residents and visitors alike can benefit from the city and its strengths. We will stand up to hate and work hard to champion our communities”</p> <p>The decision seeks to balance the</p> <ul style="list-style-type: none"> • impact on blue badge holders of any decision to exclude access to some of the pedestrianised streets during the extended foot streets hours in the Christmas market period, and the exclusion this has had on some groups. • public safety and avoid danger to persons in areas of high footfall to reduce the risk of a vehicle as a weapon attack and the level of conflict between vehicles and pedestrians more generally, particularly in busy periods; • the use of some areas of the carriageway or footways as pavement café areas during foot street hours, improving the amenities of the foot street 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? 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
<p>Public consultation</p>	<p><u>Consultation on Principles of reinstating blue badge access</u></p> <ul style="list-style-type: none"> • Principle 1 - Return to previous access – This principle aims, subject to full consultation, to revert to the Blue Badge accessibility measures that were in place before the emergency COVID measures and the Council's decision of November 2021 to make them permanent. 83% Agree, 12% Disagree, 5% Don't know Total responses = 2867 • Principle 2 - City centre events – Some events, as prior to the November 2021 decision, may require Blue Badge access to be suspended at times (for example during the Christmas Markets). 61% Agree, 32% Disagree, 7% Don't know, Total responses = 2870 • Principle 3 - Recognising Security Risks – In light of any security risk intelligence, the Police will have the power to lock down all access to the City Centre under an Anti-Terrorism Traffic Regulation Order, a counter-terrorism measure under the Civil Contingencies Act 2004.

	<p>88% Agree, 7% Disagree, 5% Don't know Total responses = 2866</p> <ul style="list-style-type: none"> • Principle 4 - Finding solutions – the Council Executive agrees to restore Blue Badge access through the new hostile vehicle barriers, then the council will work with Blue Badge holders on the detailed ways to achieve this 90% Agree, 5% Disagree, 4% Don't know Total responses = 2858 • Principle 5 - Longer term improvements – The Council is committed to considering and implementing longer-term improvements to accessibility in the city, taking into consideration the needs and opinions of the community on an ongoing basis, including in the development of its Transport Strategy 89% Agree, 4% Disagree, 7% Don't know Total responses = 2861 <p><u>Reverse The Ban Petition</u> In October 2022 a Reverse the Ban Post Card Campaign was submitted to the council. This can be summarised as follows:</p> <ul style="list-style-type: none"> • 2,734 cards received, • 2,074 were residents, • 660 were visitors including people who work in York or visit York regularly from the surrounding areas and tourists, • 677 responses contained additional written comments of which <ul style="list-style-type: none"> ○ 231 of which reference to the rights of disabled people under the Human Rights Act / disability discrimination,
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- 141 sight personal experiences including how the change has affected them emotionally,
- 86 references to no longer being able to get into the city centre,
- 15 references to political parties,
- 4 references to terrorist activities

My City centre engagement – this was an engagement with residents, businesses and special interest groups. This was an open discussion around what the city centre could look like in the future and was the foundation for the November 2020 Executive report.

City Centre Access Project - The extent of the foot street area has been subject to ongoing discussions for a number of years as part of the City Centre Access project in response to the threat of terrorism as outlined in the report, and particularly the use of hostile vehicles as a potential mode of attack. This had led to the approval of a first phase of hostile vehicle mitigation measures for the existing permanent foot street area, but with potential future phases to expand the area of protection.

Temporary Covid measures – When the temporary Covid measures were introduced, the Council engaged with approx. 450 individuals as well as advocacy groups representing thousands of people with disabilities and/or reduced mobility across the city. An open community brief detailed the main themes and challenges which these changes sought to address, and the summary of conversations with the city's businesses and representative groups. The principles of the foot streets extension was broadly supported by a majority of respondents to the citywide survey, which was also reflected in the support from residents

identifying themselves as disabled. There are tangible benefits for many, in particular blind and partially sighted people, children, and older people. However, the desire from many for foot streets and spaces to be vehicle free is in contrast to Blue Badge holders' request for vehicular access to the pedestrianised area. These objections were articulated in a petition signed by 1,093 people, including 501 York residents, calling for the reversal of the changes.

Additional consultation undertaken for the November 2021 Decision to permanently remove blue badge access – A consultation took place to review available Blue Badge Parking on the outskirts of the city centre in April 2021. This took the form of an online questionnaire and two online workshops on 22 April 2021, one during the working day and one in the evening, to allow those working in disability organisations and professional advocates to attend, while also offering an out of office hours opportunity for those who may want to take part but are at work or unavailable during the day. This consultation was promoted through the media, on social media (tagging disability organisations), and to the following organisations: Alan Bott Charity, York Disability Rights Forum, York Human Rights City, York Programme for UN International Day of People with Disabilities, Jorvik Deaf Connections, Lollipop, York People First, MS Society, Older Citizens Advocacy York, Wilberforce Trust, Healthwatch York, My Sight York, York Carers Centre, York Carers Forum, York Parent Carer Forum, Age UK York, Converge (York St John), Mind, York Advocacy (Mind), Learning Disability Self Advocates Forum, York Self Advocacy Forum, York Inspirational Kids, York Access and Mobility Club Facebook Group, York Older People's Assembly, York Dementia Action Alliance, CVS, York Wheels, Dial and Ride, Shopmobility, Inclusive Engagement, Individuals from CCA Exercise,

	<p>Labour Women's Officer, York Cycle Campaign, Get Cycling, Sight Loss Council, York Accessibility Action, Action on Hearing Loss, British Deaf Association, York Disability Week, York ME Community, Blueberry Academy, and York Alzheimer's.</p> <p>The engagement followed an open conversation approach, both online and offline, including direct conversations with individuals and advocacy groups. This allowed detailed discussions to take place with those who wished to engage in depth, and captured general views through an online survey, which was distributed to nearby residents, city centre businesses, and paper based questionnaires distributed across the city as requested. In total there were 540 survey responses completed, of the completed surveys 270 were completed by residents who are Blue Badge holders, 65 by residents who are not Blue Badge holders, 69 by carers of a Blue Badge holder, 7 from businesses (including taxi drivers) and 129 skipped the question.</p> <p><u>Statutory consultation for the November 2021 Decision</u> - The statutory consultation for the amendment of the TROs was advertised on 9th July 2021, with an original end date of 6th August 2021, which was extended until 13th August 2021. 206 representations were received on the proposal to remove Blue Badge access exemptions, 5 in support and 201 against the proposal and detailed in the November 2021 report.</p>
Research Report	<p>For the August 2019 Executive report, approving the permanent changes to the Traffic Regulation Order to deliver the Phase 1 Hostile Vehicle Mitigation proposals in the city centre, an independent review of Blue Badge Parking Access was also commissioned from Parking Perspectives a consultancy specialising in parking.</p>

	<p>In addition, Disabled Motoring UK, a charity and advocacy group for disabled people, were commissioned to produce an independent review of York's disabled access offer.</p> <p>Martin Higgitt Associates also produced an independent report</p> <p>The November 2020 Executive also commissioned a Strategic Review of City Centre Access in order to identify potential improvements to city centre access</p>
Surveys	<p><u>City Centre Access project</u></p> <p>As part of this work, parking surveys were undertaken in the streets listed above in May 2019. This shows 86 parking events/day in the Goodramgate corridor, of which 80 vehicles displayed a Blue Badge. 86 parking events/day were also recorded on the Blake Street corridor, of which 49 vehicles displayed a Blue Badge.</p> <p><u>Traffic surveys undertaken in 2018 and 2021</u> – Traffic surveys in the listed streets were undertaken as part of the City Centre Access project in 2018 and repeated in 2021. This shows the following number of vehicles accessing the streets listed below between 10.30am and 5pm (pedestrianised hours):</p> <ul style="list-style-type: none"> • Blake Street <ul style="list-style-type: none"> o Weekday: 139 motorised vehicles in 2018, 12 in 2021 o Saturday: 100 motorised vehicles in 2018, 4 in 2021 • Lendal <ul style="list-style-type: none"> o Weekday: 161 motorised vehicles in 2018, 30 in 2021 o Saturday: 106 motorised vehicles in 2018, 23 in 2021 • Colliergate <ul style="list-style-type: none"> o Weekday: 80 motorised vehicles in 2018, 39 in 2021 o Saturday: 106 motorised vehicles in 2018, 27 in 2021 • Goodramgate

	<ul style="list-style-type: none"> o Weekday: 2018 data unavailable, 11 in 2021 o Saturday: 106 motorised vehicles in 2018, 4 in 2021
Experience of permitting access to blue badge holders between the hours of 5-7pm during the 2024 Christmas Market operations	This ability resulted in an average of one vehicle per day using the facility, though it is accepted that the period permitted was outside of normal business operating hours, and that more holders would potentially have used the facility over a longer period.

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
Medium and long term policy and technology context	<p>The Council has always committed to keep the operation of hostile vehicle mitigation measures under review, this is because the terror threat will change and potentially require adjustment, either allowing restrictions to be relaxed or potentially tightened bases upon threats.</p> <p>The medium term impact has already seen a change in council policy for instance the change to keeping 1.5 metres of footway clear. The ongoing lived experience is better understood but the ongoing exclusion has the potential to have greater impacts not just on those excluded but on the way the city centre business and uses respond to the restrictions.</p> <p>Therefore keeping any decisions under review is essential and the options outlined in the report seek to permit this to happen in agile way such as the Anti Terrorism Traffic Regulation Order. If blue badge access is permitted keeping under review new and emerging technology solutions could potentially different access solutions in the future.</p>

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?		
	NB impacts framed from the perspective of restricting Blue Badge access during the extended foot street hours in line with ATTRO		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	<p>Older people are more likely to hold a blue badge and their inability to drive and park in the pedestrianised streets will impact exclusion and the distance those with reduced mobility have to travel on foot or using a wheelchair or mobility scooter, making shops and services in the foot street area less accessible during foot street hours. This is also applicable to families with young children where a family member is a blue badge holder. Restricting broader blue badge access would have a high negative impact for these groups.</p> <p>However, some older people supported the removal of blue badge holder access and would benefit from the reduction in the number of vehicles accessing the foot street area, as it creates a safer, mainly car free, environment. Younger people, especially young children and families would also benefit from a reduced number of motorised vehicles in the streets listed above</p>	Mixed positive and negative	Negative High

Disability	<p>The exclusion of blue badge holders has a very significant impact on some blue badge holders, where as some people living with a disability/mobility impairment have previously identified benefits of an exemption. This applies to the extended foot street hours during the Christmas market period, though positive impacts at this time are reduced by virtue of the range of businesses and services accessible at this time.</p> <p>Negative impacts (high) – Should blue badge access be permitted, people living with a disability/impairment are more likely to hold a blue badge and to have used the streets listed above for access to and to park in the city centre.</p> <p>Allowing the ability to drive and park in these streets will decrease the distance disabled people have to travel on foot or using a wheelchair or mobility scooter, making the foot street area more accessible during foot street hours.</p> <p>Many respondents to previous consultations and workshops have stated that the removal of blue badge parking and vehicular access has precluded them entirely from accessing the city centre during foot streets hours. This means that they haven't be able to access the services available in the foot streets.</p> <p>Positive impacts (medium) –Some people living with a disability have supported the removal of the access exemption for blue badge holders benefiting from the</p>	<p>Mixed positive and negative</p>	<p>Negative - High</p> <p>Positive – Medium</p>
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	<p>reduction in the number of vehicles accessing the foot street area, making it a safer, mainly car free, environment for all users.</p> <p>This is particularly the case for those with visual impairments and others who identify as disabled or live with mobility issues, but do not rely on a car and blue badge parking.</p> <p>These users have previously generally noted the positive impact of the reduction in vehicles in the streets, reducing the risk of conflict and enabling them to use the carriageway to travel along the streets, often providing a more even, wider area, compared to using the narrow footways available in many parts of the city centre.</p>		
Gender	No differential impacts identified	Neutral	
Gender Reassignment	No differential impacts identified	Neutral	
Marriage and civil partnership	No differential impacts identified	Neutral	
Pregnancy and maternity	<p>The proposals have been identified as having a mixed impact on pregnancy and maternity when considering the potential impact on women who may experience pregnancy related mobility impairments, especially in later stages of pregnancy, as they may be eligible for a blue badge.</p> <p>By restricting blue badge access, women living with pregnancy related mobility impairments who may hold a blue</p>	Mixed: Positive and Negative	Negative High

	<p>badge would be less able to access the city centre during the Christmas markets operation. The absence of this ability increases the distance people living with disabilities/impairments have to travel on foot or using a wheelchair or mobility scooter, making shops and services in the foot street area less accessible during foot street hours.</p> <p>Allowing blue badge holders' vehicles into the pedestrianised area would however have negative impacts for mothers, fathers and carers of young children as these groups tend to benefit from significant reductions in motorised traffic during pedestrianised hours, providing a safer environment for young children.</p>		Positive - medium
Race	No differential impacts identified	Neutral	
Religion and belief	<p>The proposals have been identified as having a mixed impact on access to places of worship in the foot street area for people who live with reduced mobility or a disability and have a blue badge.</p> <p>The key considerations (both positive and negative) are as those described above for older people and people living with a disability, and apply to access to the St Sampson's Centre (Church Street), The Holy Trinity Church (Goodramgate), St Helen's Church (Stonegate), and St Martin le Grand (Coney Street).</p>	Mixed: Positive and Negative	Medium
Sexual orientation	No differential impacts identified	Neutral	

Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	The impact on carers, considering carers who may care for an adult or child living with a disability or impairment and eligible for a Blue Badge, reflects the impacts (both positive and negative) on those living with disabilities, as described above.	Mixed: Positive and Negative	Mixed: Positive and Negative
Low income groups	No differential impacts identified	Neutral	
Veterans, Armed Forces Community	No differential impacts identified	Neutral	
Other	Not applicable	n/a	n/a
Impact on human rights:			
List any human rights impacted.	<p>The Convention rights applicable are:</p> <ul style="list-style-type: none"> Article 2 - protects the right to life. In this case, its applicability relates to the requirement placed on the Government to take appropriate measures to safeguard life by making laws to protect people. Public authorities should also consider the right to life when making decisions that might put people in danger or that affect their life expectancy. Excluding of vehicular traffic will serve to protect the right to life by reducing risk associated with terrorism attack 	<p>Mixed: Positive and Negative</p> <p>Positive (Article 2)</p>	<p>Mixed: Positive and Negative</p> <p>High</p>

	<p>Should blue badge access be allowed to access the area, the risk profile is elevated in terms of right to life and potential threat to this.</p> <p>In making a decision the council must consider carefully the balance to be struck between individual rights and the wider public interest and whilst it is acknowledged that there could be interference with a Convention right, the decision must be reasonably justified as it is a proportionate means of achieving a legitimate aim.</p>		
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Use the following guidance to inform your responses:

Indicate:

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

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

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	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?
<p>By restricting blue badge access during the extended foot street hours, it will reduce the number of vehicles in the pedestrianised streets. This changes the risk profile in two aspects.</p> <ul style="list-style-type: none">• The intrinsic risk of vehicles in an area that there is a public expectation of no vehicles in, as it is otherwise pedestrianised, does increase the risk of accidents between pedestrians and vehicles. This risk could be mitigated by ensuring that access is limited to those streets that blue badge holders previously had access to. This risk can also be further mitigated by removing the access for the busiest hours and events.• The presence of additional vehicles in the blue badge area means they can be used anywhere in the secure zone as a weapon, not necessarily by their owner nor have anything to do with a legitimate Blue Badge holder. This risk is significant and difficult to mitigate against given the nature of the vehicle use.• Measures are proposed as part of the report to mitigate the negative impact of Blue Badge holders being excluded from the foot streets area. These include the provision of free mobility device hire from shop-mobility, creation of additional dedicated blue badge parking on the edge of the Protected Area, and advance communication to Blue Badge Holders outlining the measures that will be in place, and signposting to online resources and help.	

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:
	<ul style="list-style-type: none"> - No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.
	<ul style="list-style-type: none"> - Adjust the proposal – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance equality 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. <p>Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.</p>
Option selected	Conclusions/justification

Continue with the proposal	<p>In making a decision the council must be able to have considered that the decision is a proportionate means of achieving a legitimate aim.</p> <p>As presented above and in the main report, the decision has to balance:</p> <ul style="list-style-type: none"> • Allowing Blue Badge access to pedestrianised streets within the hostile vehicle mitigation measures making areas of the city centre accessible to those completely excluded and more accessible to others who were affected by the changes • Public safety and avoid danger to persons in areas of high footfall, supporting the implementation of hostile vehicle mitigation measures to reduce the risk of a vehicle as a weapon attack; • The level of conflict between vehicles and pedestrians in the foot streets, particularly in busy periods;
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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
Balancing of competing needs to arrive at optimal ongoing approach to access.	If option to allow blue badge access is progressed, monitor usage over the 2025 period to inform future decisions.	Transport service	By January 2025
Consultation/engagement with York Access Forum and York Disability Rights Forum for recommendations on communicating the measures to the disabled community	Consultation meetings to be set up	Transport service	As soon as possible

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?
	<p>The impacts of the proposal will continue to be monitored through the following activities:</p> <ul style="list-style-type: none">• Ongoing liaison with blue badge holders;• Ongoing consultation and liaison with communities of interest;• Continuous review of the impact of highway measures, changes to government guidance, and compliance with equalities; guidance, and implement any mitigations



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. 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.
7. 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.
8. 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.
9. 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.
10. 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.
11. 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.
12. 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.

13. 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

14. 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

15. 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

16. 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.
17. 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.
18. 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

19. Executive is asked to:
 - Note the finance and performance information.
 - Note and support the need to undertake mitigation action identified within the report.

Reason: to ensure expenditure is kept within the approved budget.
20. Executive is asked to
 - Approve the extension to 31 December 2027 for the letter of credit to York Museums Trust as outlined in paragraphs 34-36

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

21. 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.

22. 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

23. 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.
24. 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.
25. 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
26. 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

27. 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

28. 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

29. 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.
30. 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.

31. 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.
32. 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

33. 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

34. 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.
35. 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.

36. 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

37. City of York Council has secured over £30m of funding from the York and North Yorkshire Combined Authority (YNYCA).
38. 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.
39. 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.
40. 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.
41. £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.
42. 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 approved in principle subject to gateway review)	The project aims to encourage young people of secondary school age to freely engage in the region's culture with the potential to drive inclusive growth, sustainability, social and health benefits.

43. 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.
44. 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
45. 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.
46. 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

47. 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

48. 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.
49. 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).
50. 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.
51. 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.
52. 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).

53. Staffing & other budgets within Children's Social Work Services are predicted to overspend by £56k. Legal fees are predicted to be overspent by £55k.
54. The Disabled Children's Services is predicted to overspend by £363k mainly due to overspends on direct payments/Early Help.
55. 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.
56. 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.
57. 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.
58. 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.
59. 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.
60. 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.

61. 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.
62. 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.
63. 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.
64. 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
65. 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

66. 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

67. 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.
68. The following section gives more detail on the achievement of savings and mitigations to be investigated to reduce the forecast overspend.
69. 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.

70. The paragraphs below detail the actions that are being taken across the Directorate to control and mitigate expenditure.
71. 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.
72. 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.
73. 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.
74. 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.
75. 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.
76. 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

77. 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

78. The primary source of financial pressure are increases in numbers of people requiring more costly forms of support; and the costs of care.
79. 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.
80. 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

81. 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

82. 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)

83. 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.
84. 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).
85. 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).
86. 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.
87. The Direct Payment working group continues to meet regularly to address issues and explore opportunities in this area.

Home and Day Support (£381k Overspend)

88. 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.
89. 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).

90. 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.

91. 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)

92. 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.

93. 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).

94. 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)

95. 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).

96. 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).

97. 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).

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

99. 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)

100. 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).

101. 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)

102. 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)

103. 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)

104. 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)

105. 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.

106. 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

107. 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

108. 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.
109. 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.
110. Car parking tariffs were increased in April with the intention of reducing traffic in the city centre whilst investing in sustainable travel.

111. 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.
112. 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.
113. The net income from all parking sources is utilised to support the council's highways and transport expenditure.
114. 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.
115. Across Waste Collection operational costs are forecast to be c £110k above budget as employee and vehicle costs are slightly ahead of profile.
116. 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.
117. 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

118. 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

119. 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.
120. 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.
121. 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.
122. Staffing costs on the Customer Services and Registrars are slightly higher than the budget, plus a restructure cost of £26k.

123. 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.
124. 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

125. 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).
126. It is currently assumed that the overall account will outturn within the budget.
127. 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.
128. There are 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.
129. 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.

130. 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.
131. 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.
132. 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.
133. 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

134. 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

135. The underspend in Finance is driven by favourable income variances in; Property Services £237k, Finance £67k, Transactional Services £82k and Business Intelligence £53k.
136. 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.
137. 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.
138. 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.
139. 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

140. 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
141. 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.
142. 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

143. **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.
144. **%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.
145. **% 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.

146. **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.

147. **% 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%).

148. **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.

149. **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.

150. **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.

151. **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.

152. **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.
153. **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).

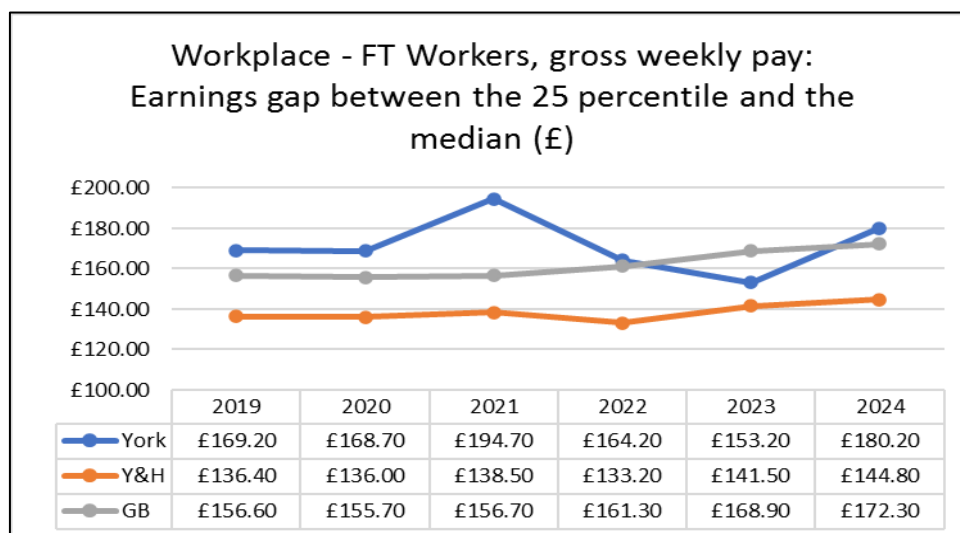
Performance - Education and Skills: High quality skills and learning for all

154. **% 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%).
155. **% 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%).
156. **% 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.
157. **% 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

158. **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.

159. 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).
160. **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.



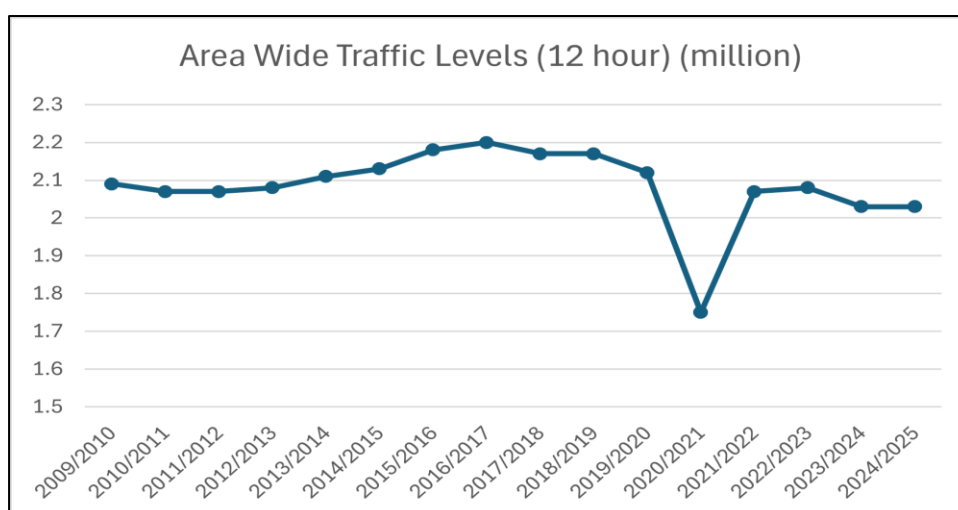
161. **Housing affordability (median house prices to earnings ratio)** – Owning a home in York remains largely unaffordable. In 2024, full-time employees, in York, could expect to spend around 8.5 times their annual earnings buying a home, compared to 7.7 times annual earnings in England and 5.8 times 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%.
162. **% 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%.

163. **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).
164. **% 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.
165. **% 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.
166. **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

167. 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.
168. **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.

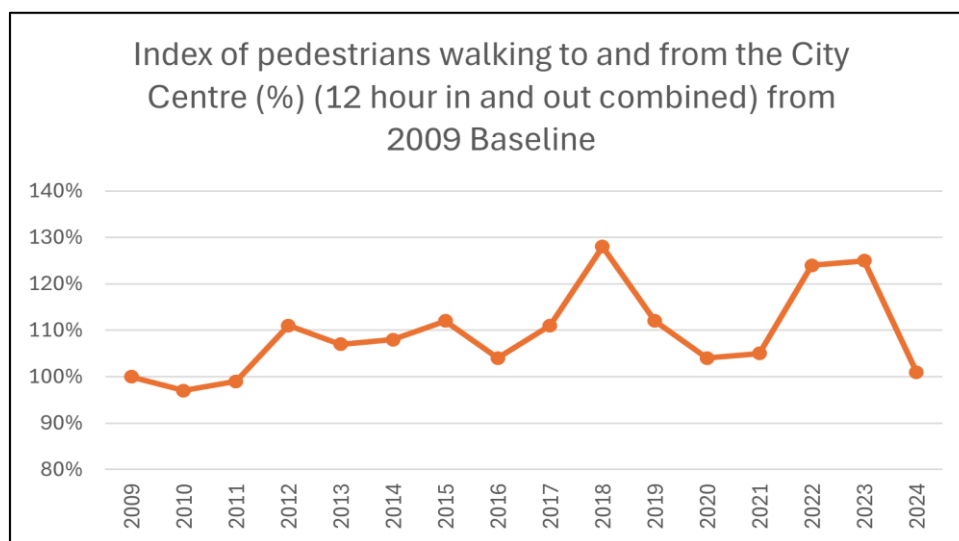
169. Although a strong recovery has been made to bus usage post-covid, the long-term behavioural and lifestyle changes of increased online shopping and hybrid working are likely to continue re-shaping the use of public transport. In recent years, journeys appear to have stabilised, suggesting the emergence 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.
170. **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.
171. 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.



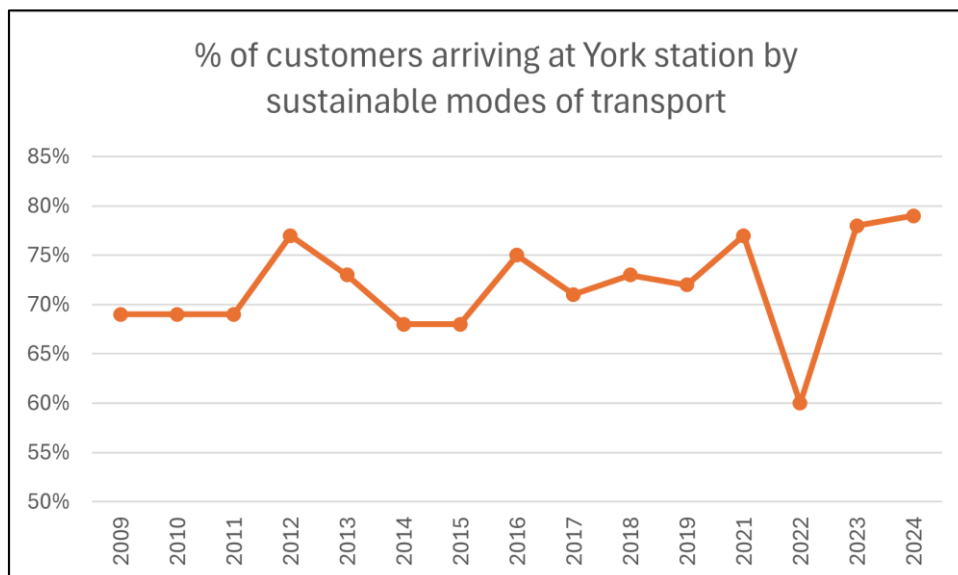
172. **Index of pedestrians walking to and from the City Centre** – From a baseline in 2009 (36,919), there has been a 1% increase in the number of pedestrians walking to and from the city centre in 2024. This is 24 percentage points lower than in 2023, but this drop is likely because

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

173. 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.



174. **% 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.



175. **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.
176. 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 connector 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.
177. **% 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%).

178. 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

179. **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.
180. 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.

181. 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.
182. **% 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.
183. 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.
184. **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.

185. **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.

186. 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

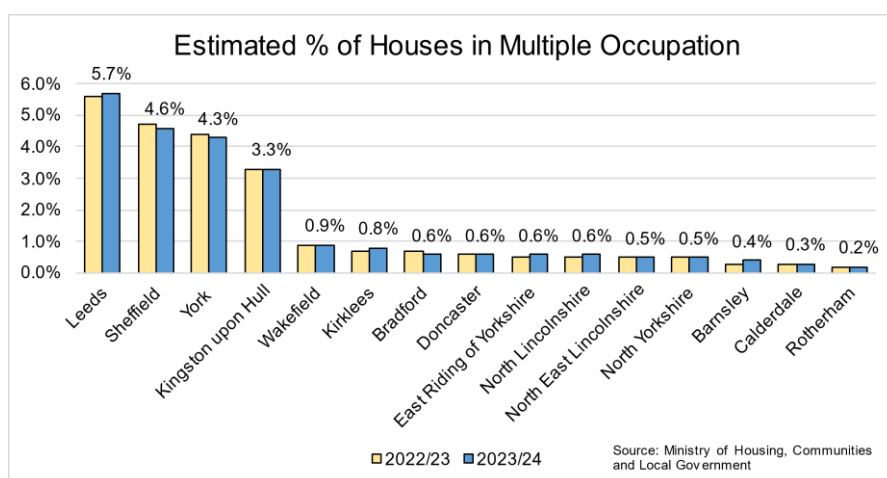
- A further 416 homes have been approved through a resolution to grant consent at Planning Committee over the last twelve months and are currently subject to the execution of a section 106 legal agreement. The most significant of these sites are:
 - The PBSA approved at 19 to 33 Coney Street (248)
 - 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)

187. **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.
188. 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.
189. 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.
190. **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.

191. **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.

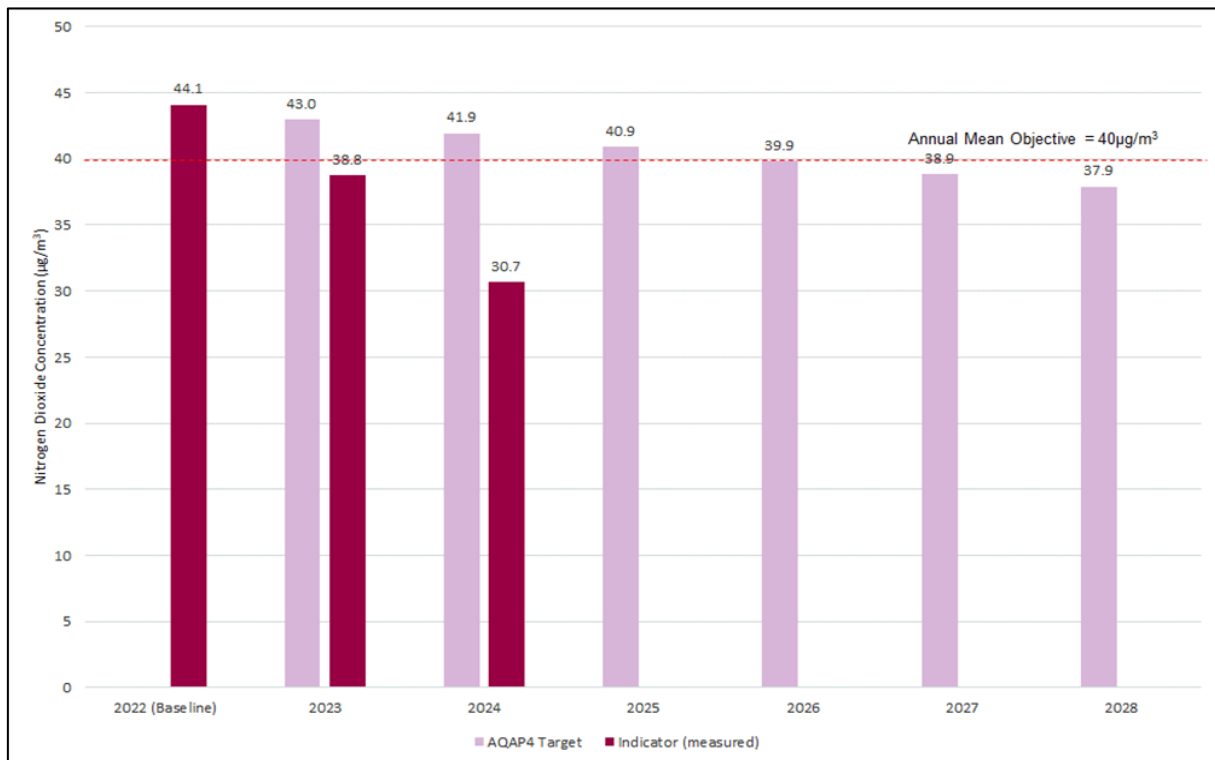


192. A HMO is defined as an entire house, flat or converted building which is let to three or more persons who form two or more households and who share facilities such as a kitchen, bathroom and toilet.
193. **% of dwellings failing to meet the decent homes standard –** Provisional data submitted through 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.
194. 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.
195. **% 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.
196. **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).
197. **% 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.

198. 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

199. **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 $40\mu\text{g}/\text{m}^3$ 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.
200. 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 $40\mu\text{g}/\text{m}^3$. This indicator considers an average of the maximum annual mean concentrations of NO_2 in these three areas.



201. 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 40 µg/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 40 µg/m³ health-based objective. This is a positive result.

202. 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.

203. **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.

204. **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
205. **% 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.
206. **% 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.
207. **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.

208. 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.
209. 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.
210. **% 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

211. **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.
212. **% 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.

213. **% 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.
214. **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.
215. **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

216. Not applicable

Options Analysis and Evidential Basis

217. Not applicable

Organisational Impact and Implications

218. 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

219. 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

220. All.

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Annexes

Annex 1: Quarter Two Performance Tables – City Outcomes and Council Delivery Indicators 2023-2027

Annex 2: Council Plan Annual Update 2025