Notice of a public meeting of

Executive

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

Date: Tuesday, 7 October 2025

Time: 4.30 pm

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

A G E N D A

Notice to Members – Post Decision Calling-In:

Members are reminded that, should they wish to call-in any decisions made on items* on this agenda, notice must be given to Democratic Services by **4:00 pm on Tuesday, 14 October 2025**.

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

1. Apologies for Absence

To receive any apologies for absence.

2. Declarations of Interest

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

the interest.

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

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

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

	<u>unless</u> you have a dispensation.

(2) Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.

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

3. Exclusion of Press and Public

To consider the exclusion of the press and public from the meeting during consideration of the following:

Annex A to agenda item 10 on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

4. Minutes (Pages 9 - 18)

To approve and sign the minutes of the Executive meeting held on 2 September 2025.

5. Public Participation

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

Please note that our registration deadlines are set as two working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is **5:00pm on Friday, 3 October 2025.**

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

Webcasting of Public Meetings

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

6. Forward Plan (Pages 19 - 21)

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

7. A City that Works for All: York's All-age Autism and ADHD Strategy 2025-2030 (Pages 23 - 96)

To consider a report from the Director of Public Health report presenting a strategy for York which is intended to improve the lives of Autistic people and people with ADHD, of all ages.

8. Inclusion and Belonging Special Educational Needs and Disabilities and Alternative Provision Strategy 2025-2030 (Pages 97 - 126)

To consider a report from the Assistant Director, Education and Skills presenting York's Inclusion and Belonging Special Educational Needs and Disabilities (SEND) Strategy 2025–2030 for approval by Executive.

(Annex A to follow)

9. Copmanthorpe Neighbourhood Plan - Examiner's Report and Decision Statement (Pages 127 - 218)

To consider a report from the Director of City Development presenting the conclusions of the Examiner's Report and recommending Executive endorse the Examiner's recommendations to enable the Neighbourhood Plan to proceed to Referendum, as set out in the Decision Statement.

10. Delivering More Affordable Housing in York – Update on the Housing Delivery Programme (Pages 219 - 296)

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

11. Local Flood Risk Management Strategy (Pages 297 - 410)

To consider a report from the Director of Environment and Regulatory Services presenting the Local Flood Risk Management Strategy.

12. Park and Ride: Site Improvements and New Bus Service Contract (Pages 411 - 448)

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

13. £500k Parks Investment Fund – Scheme Approval (Pages 449 - 482)

To consider a report from the Director of Environmental and Regulatory Services which seeks approval of schemes for investment through the application of agreed criteria.

14. Household Waste Recycling Centre Operations (Pages 483 - 504)

To consider a report from the Director of Environmental and Regulatory Services presenting options for the operation of the city's Household Waste Recycling Centre's (HWRC).

15. Urgent Business

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

Contact details:

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E-mail – guy.close@york.gov.uk

For more information about any of the following please contact the Democratic Services Manager using the above contact details:

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

Contact details are set out above.

Alternative formats

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我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

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City of York Council	Committee Minutes
Meeting	Executive
Date	2 September 2025
Present	Councillors Douglas (Chair), Kilbane (Vice-Chair), Kent, Lomas, Pavlovic, Ravilious, Steels-Walshaw and Webb
In attendance	Councillor Ayre (Opposition Group Leader)

126. Apologies for Absence

There were no apologies for absence.

127. Declarations of Interest

There were no declarations of interest.

128. Exclusion of Press and Public

Whilst it was acknowledged that Appendix G to agenda 7 was classed as exempt for the reasons set out below, it was not anticipated that there was a need for Executive to consider the exempt appendix in private session.

Resolved: That the press and public be excluded from the meeting in relation to Appendix G to agenda item 7 on the grounds that it contains information relating to an individual, information which is likely to reveal the identity of an individual, and information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraphs 1, 2 and 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

129. Minutes

Resolved: That the minutes of the Executive meeting held on 15 July 2025 be approved and signed by the Chair as a correct record.

130. Public Participation

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

Flick Williams spoke in relation to the Bus Enhanced Partnership and associated bus issues.

It was reported that in February 2024 after issues of bus accessibility were repeatedly raised at the Enhanced Partnership it was agreed to convene a Task and Finish group to examine these issues. The Task and Finish group consisted of two Executive Members.

It was reported that there were issues with perpetual delays to arranging meetings of the Task and Finish group and meetings losing focus due to the unwieldy number of members on the group. A great deal of time was spent explaining issues to officers due to a lack of knowledge or familiarity with the issues.

The Task and Finish group reached its conclusion in May 2025, when it was agreed to refer the tracker spreadsheet it had created back to the Enhanced Partnership (EP) for updates on progress at monthly meetings.

The EP was still to meet. The June meeting was cancelled and the day before the scheduled July meeting an e-mail confirmed that all meetings were to be cancelled, whilst a decision was made about switching to a single meeting every six months.

There was concern about how monthly updates were to be provided, particularly given the reluctance of First Bus to share their access refusal data with none provided since February.

In an e-mail to which no response had been received:

'It is disrespectful of the time and effort of people, who receive no remuneration, who worked hard on this in the hope of seeing improvements. To be frank, it is another example of a culture that purports to want community involvement yet acts in a way that makes the input of knowledgeable volunteers a performative waste of our time. You leave us no alternative to shouting from the sidelines.'

There was a request for answers in relation to the EP and the alternative mechanism for timely updates to the accessibility tracker, which included access refusal data.

The Leader thanked the public participant for the presentation and advised that the issues were to be referred to the Executive Member for Transport. A response was to be provided in due course.

131. Forward Plan

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

132. Harewood Whin Green Energy Park

The Chief Strategy Officer submitted a report which invited Executive to consider whether to progress with the Full Business Case (FBC), subject to further funding from the Combined Authority Energy Generation Accelerator Programme (EGAP).

The following information was appended to the report:

- Annex A: Outline Business Case

Outline Business Case Appendices:

- Appendix A: Annex A_HW Baseline Report
- Appendix B: HW Baseline and Options Review
- Appendix C: HW Financial Models and Cashflow
- Appendix D: HW Financial Models and Sensitivity
- Appendix E: HW Strategic Outline Case
- Appendix F: HW Risk Summary
- Appendix G: (EXEMPT) HW Preliminary Title Review
- Appendix H: HW Supplementary Technical Details
- Appendix I: Ground Investigation Interim Summary

- Annex B: Equalities Impact Assessment.

Claire Foale, Chief Strategy Officer, presented the report.

The key areas of discussion were as follows:

- One member highlighted the need to ensure that there was a suitable opportunity for scrutiny to consider this development, particularly given its complex nature.
- The Executive Member thanked officers for ensuring a careful and considered approach to this area of work. That it was an important development, particularly given some of the global uncertainty that existed in relation to energy sources.
- The Leader of the Council concluded by emphasising the positive impact on the Council's net zero ambitions whilst ensuring affordable energy.

Resolved (unanimously): That Executive accepts the Outline Business Case and approves progression to the next stage, development of a Full Business Case, subject to funding from the Mayoral Combined Authority (MCA).

Reason: The Outline Business Case has provided sufficient confidence that there is a viable project to create financial and environmental benefits from a landfill site which is underutilised. The risk and financial impact to City of York Council in further exploring the business case and progressing to Full Business Case is very low. Progress is subject to external funding for the Council and Executive are not asked to authorise any funding from City of York Council at this stage.

133. Murton Neighbourhood Plan - Referendum outcome and 'making' the Plan

The Director of City Development submitted a report which presented the outcomes of the referendum into the Murton Neighbourhood Plan and which asked Members to formally note the 'making' of the Murton Neighbourhood Plan.

The following information was appended to the report:

- Annex A – Declaration of Result of Poll
- Annex B – Regulation 19 Decision Statement
- Annex C – Equalities Impact Assessment.

The following officers attended the meeting and presented the report:

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

The key areas of discussion were:

- One member expressed concern about the Government's decision to withdraw funding for future development of neighbourhood plans by parish councils. There was also concern about future development of neighbourhood plans that had already been established.
- The Executive Member acknowledged the written representation submitted by Councillor Warters and the concerns that had been identified. He also highlighted the significant level of time and effort from local communities and officers involved in producing neighbourhood plans and the positive impact that they had.

Resolved (unanimously):

That Executive

i) Notes the results of the referendum that the Murton Neighbourhood Plan now forms part of the City's Statutory Development Plan.
ii) Agrees that, in accordance with the statutory requirements the Murton Neighbourhood Plan had been formally 'made'.
iii) Approves the Decision Statement attached as Annex B to the report, subject to the inclusion of Murton Parish Council's website address, to be published in accordance with the statutory requirements.

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

134. Quarter 1 2025/26 Finance and Performance Monitor

The Director of Finance submitted a report which set out the projected financial position and the latest performance information for the period covering 1 April 2025 to 30 June 2025.

The following information was appended to the report:

- Annex 1 – Quarter 1 Performance Tables – City Outcomes and Council Delivery Indicators 2023-2027
- Annex 2 – City Centre Movement and Place Dashboard (August 2025).

Debbie Mitchell, Director of Finance, presented the report.

The key areas of discussion were:

- Members thanked officers for their hard work in ensuring a balanced budget despite the challenges that exist.
- One member expressed concern about significant overspends, particularly in relation to adult social care and children's services. The levels of overspend identified were not considered sustainable.
- The Executive Member highlighted the positive work that had taken place in transforming service areas whilst recognising that there was still more to be done. Budget challenges were highlighted which were constantly monitored. There were specific challenges in relation to statutory areas, which were subject to cost fluctuations due to the complex nature of some cases.
- Another Executive Member reported on work being undertaken by officers to develop some of the metrics associated with development of transport objectives to provide a more accurate and detailed assessment. Reference was made to information and data in relation to levels of traffic, walking and cycling, which had previously been gathered on specific dates and times, which could present a misleading account.

Resolved (unanimously):

That Executive

i) Notes the finance and performance information.
ii) Notes that work will continue on identifying the savings needed to fully mitigate the forecast overspend.

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

135. Capital Programme - Monitor 1 2025/26

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

The following information was appended to the report:

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

Debbie Mitchell, Director of Finance, presented the report.

The key areas of discussion were as follows:

- The Executive Member emphasised the importance of keeping under review the delivery of key projects. There was a need to ensure that there was capacity and resource in place to deliver these projects. Some projects were reliant on external funding arrangements. In relation to Council debt, it was noted that this related to capital borrowing and not day to day revenue spending. It was important to reassure residents that the level of council debt was lower than that of comparable local authorities. Some capital borrowing was necessary to develop infrastructure and there was a need to ensure this was carefully managed in line with statutory advice.
- Another Executive Member highlighted the benefits of key capital projects which included, the York Outer Ring Road, Haxby Station, Station Gateway and the City Centre Sustainable Travel Corridor. Reference was made to the positive impact on the local economy, a reduction in congestion and ensuring a more accessible and connected city.

Resolved (unanimously):

That Executive

i) Recommends to Full Council the adjustments resulting in a reduction in the 2025/26 budget of £412k as detailed in the report.
ii) Notes the 2025/26 revised budget of £180.331m as set out in paragraph 4 and Table 3 of the report.
iii) Notes the restated capital programme for 2025/26 – 2029/30 as set out in Annex 1 of the report.

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

iv) Delegates the approval of homes selected for sale at Duncombe Barracks and Burnholme to the Director of

Finance (in consultation with the Director of Housing and Communities) where homes are valued over £500k.

Reason: To ensure the sales of such properties can be marketed promptly from plot handover.

v) Allocates £250k from capital contingency to invest in a cultural asset masterplan.

Reason: To provide a basis for attracting external investment into the council's cultural estate.

136. Treasury Management 2025/26 Quarter 1 report and review of Prudential Indicators

The Director of Finance submitted a report which provided an update on treasury management activity for the first quarter of the 2025/26 financial year together with an update of the prudential indicators.

The following information was appended to the report:

- Annex A – Prudential Indicators 2025/26 Quarter 1 (30 June 2025).

Debbie Mitchell, Director of Finance, presented the report.

Resolved (unanimously):

That Executive

i) Notes the 2025/26 Treasury Management activity up to the first quarter date ending 30 June 2025.
ii) Notes the Prudential Indicators outlined in Annex A of the report (updated where applicable) and notes the compliance with all indicators.

Reason: To ensure the continued effective operation and performance of the Council's Treasury Management function and ensure that all Council treasury activity is prudent, affordable and sustainable and complies with policies set.

137. Urgent Business

There were no urgent items of business to consider.

Councillor Douglas, Chair

(The meeting started at 4.30 pm and finished at 5.15 pm).

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Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 4 November 2025

Title and Description	Author	Portfolio Holder
Capital Programme Update Monitor 2 **Purpose of report:** To present an update on the capital programme.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Finance and Performance Monitor 2 **Purpose of report:** To present details of the overall finance and performance position.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Treasury management 2025/26 mid-year review and Quarter 2 prudential indicators **Purpose of report:** To provide an update on the treasury management position.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Community Infrastructure Levy Examination Outcome **Purpose of report:** To consider the outcome of the independent examination of the Community Infrastructure Levy and how to proceed with implementation.	Director for City Development	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
North Yorkshire and York Local Nature Recovery Strategy (LNRS) - Publication **Purpose of report:** To consider the publication version of the North Yorkshire and York Local Nature Recovery Strategy	Director of City Development	Executive Member for Environment and Climate Emergency

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

Title and Description	Author	Portfolio Holder
Consultation on a York Wide Smoke Control Area (SCA) **Purpose of report:** To present the results of a public consultation on proposals to further reduce emissions of fine particulate matter (PM2.5) and other pollutants from solid fuel burning through a York wide Smoke Control Area (SCA)	Director of Transport, Environment and Planning	Executive Member for Environment and Climate Emergency

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Meeting:	Executive
Meeting date:	7 October 2025
Report of:	Peter Roderick, Director of Public Health
Portfolio of:	Councillor Lucy Steels-Walshaw, Executive Member for Health, Wellbeing and Adult Social Care

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

Subject of Report

1. This report presents to Executive a strategy for York which we hope will improve the lives of Autistic people and people with ADHD, of all ages. Produced with extensive input from people with direct experience as well as a wide range of partners, this document will provide a framework for action on the things which would ensure York is a city that works for all.

2. The National Autism Strategy, together with accompanying statutory guidance (see Background Papers), requires local authorities and health commissioners to respond in partnership with appropriate plans. This strategy fulfils this requirement.

3. Alongside this Strategy, Executive will receive the York Inclusion and Belonging Strategy which covers children and young people with Special Educational Needs and Disabilities (SEND). These two strategies have been developed in tandem, with shared opportunities for engagement and consultation, and aim to complement one another.

Benefits and Challenges

4. The approval of an all-age Autism and ADHD strategy will enable work to move forward across health, care and civic partners to strengthen polices, pathways and practice, as well as improve systems and promote awareness of neurodiversity in York so that

the experience of living in the city as a neurodivergent individual is no different to that of someone who is neurotypical.

5. This journey will not be without challenge. It is appropriate to recognise that neurodivergent people have historically faced stigma, discrimination, lack of understanding, and barriers to accessing services, which will not disappear overnight. They require a whole society approach to overcome, although certain sectors such as education and health will have an outsized impact. In addition, many of the changes which need to be made – again most particularly in relation to education and health – require resource and capacity in sectors which are currently stretched. Whilst aspirations for action should remain high, inevitability resource constraints will at times limit or delay access to, for instance, diagnosis and support.

Policy Basis for Decision

6. This strategy aligns with several elements of the Health and Wellbeing Strategy 2022-32, including ambitions to make York a Health generating city and a mentally healthy city.

7. The National Autism Strategy, together with accompanying statutory guidance (see Background Papers), requires local authorities and health commissioners to respond in partnership with appropriate plans. This strategy fulfils this requirement.

Financial Strategy Implications

8. The approval of this strategy has no direct financial implications. All commitments made in the strategy which would have a financial implication on City of York Council will be funded from existing budgets.

9. The assessment, diagnosis, care and support systems for Autistic people and people with ADHD are under significant strain, including the SEND system across the Local Authority and education, and the adult Autism and ADHD assessment and diagnosis pathway in the NHS. A whole-system strategy which is presented here should have a positive impact in improving society and settings, making them more inclusive, improving communications and getting more decisions about care and support right first time, with positive benefits to public resource in the long term.

Recommendation and Reasons

10. Executive are asked to approve York's All-age Autism and ADHD Strategy 2025-2030, 'A City that Works for All'.

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

Background

11. Autistic people and people with ADHD are a core and vital part of our community in York. Their health needs, their well-being, their access to good high-quality services constitute an important part of our ambition to make York a 'health-generating city' and to fulfil the aims of our Health and Well-being Strategy around reducing inequalities.

12. It is clear that a combination of under-resourcing and a rising number of people coming forward for Autism and ADHD diagnosis and assessment has meant that services are in this area – from health to social care to education and beyond – are very stretched. This means that individuals and their families frequently report feeling under-supported.

13. Additionally civic society – from our public spaces to our shops, amenities, criminal justice system and beyond – has not kept pace with what we have learned enables an inclusive and equal public sphere for Autistic people and people with ADHD.

14. All partners have a role to play in building a more inclusive society and in providing services in a high-quality manner which serve neurodivergent individuals well. In particular, health services and council services have a duty in statutory guidance to plan services, develop partnerships and commission together in response to the national autism strategy, one of the few health-specific strategies named in law.

15. The Health, Housing and Adults Scrutiny Committee (HHASC) considered a paper in November 2024 presenting early findings of a Health Needs Assessment (HNA) covering Autism and ADHD in York, and the comments of members as well as input from public

speakers led to a further refinement of that HNA which has now been published (see background papers).

16. The HNA shows clearly that the health of Autistic people and those with ADHD is worse than the general population. There is nothing inherent in neurodiversity which would mean this group in society should experience significantly poorer health, however Autistic people and people with ADHD have a larger number of mental and physical health conditions, have higher levels of homelessness, have on average 5 years less life expectancy than the general population, higher rates of addictions, and experience significant barriers to full inclusion in society.

17. York has not had an autism strategy since 2021; a gap in time which is far too long. A further HHASC Committee in May 2025 discussed a draft All Age Autism and ADHD Strategy, as part of a consultation and co-production process which is set out in full in the consultation section below.

18. As part of this work, the multi-agency working group (including a number of members with lived experience who are independent of formal agencies) has met monthly for the last year. More than 20 groups and/or organisations working to support and advocate for Autistic people / people with ADHD have been involved in working through draft priorities and commitments in the Strategy. In July 2025 around 35 people attended open engagement events in person and on line, and between July and August 2025 around 200 people responded to the formal public consultation on the strategy document.

19. The strategy's vision is that 'Together, we want to create a society that works for Autistic people and people with ADHD'. It proposes three key areas of focus:

- SOCIETY, the need to remove the barriers that exist in society for autistic people and people with ADHD and the need for more inclusive and sensory friendly spaces.

- ASSESSMENT and DIAGNOSIS, improving and being clear about the stages of getting an autism or ADHD assessment.

- SUPPORT. improving support for autistic people and people with ADHD in every setting and support, whether or not they have a diagnosis.

20. This Strategy is presented for Executive approval today alongside the Inclusion and Belonging Strategy for the city with which it has close links. Close working between officers leading these Strategies has meant they complement one another.

21. Following the publication of the Strategy, partners have agreed that the working group will evolve into an ‘Autism and ADHD Strategy Reference Group’, meeting regularly to form and oversee an action plan. This group will report regularly into the Health and Wellbeing Board through the chair’s report.

Consultation

22. The phases of engagement and consultation are outlined below:

May-November 2024

An Autism and ADHD Health Needs Assessment was produced, using data from health and care services as well as evidence from the literature on the health needs of autistic people and people with ADHD.

October 2024

A strategy working group was formed, including the key partner agencies in York as well as academic, voluntary agencies and lived experience. A full list of steering group members can be found in the strategy.

Nov 24 - Mar 25

'Listening Exercises' were held where members of the strategy group went out to over 20 organisations or boards with three 'conversation starters' on the strategy, and captured feedback. A full list of organisations can be found at in the strategy.

May 2025

An early draft strategy was circulated, and published for public discussion at the council's Health, Housing and Adults Scrutiny Committee.

June-July 2025

Consultation events held on the draft strategy, to further shape and refine.

July 2025

Formal public consultation on the strategy, and comments incorporated.

Autumn 2025

Autism and ADHD Strategy 2025-2030 publication

Consultation Analysis

23. The initial consultation period established a number of key messages from stakeholders, including the need for lived experience to be at the heart of the strategy, a desire from the community to see a 'wider determinants' approach which recognised the role of the whole of society in helping autistic people and people with ADHD live life to the full, and, balancing this, a desire for improvement in issues relating to diagnosis, assessment and support. The need for careful language through the strategy. including identity-first ways of referring to Autism and ADHD, was also a key message.

24. Initial engagement was captured and themed, as out of this a number of 'we heard' messages were developed and tested with the steering group. Against these, commitments were given by partners to work which could be achieved and contribute to improvements.

25. The second phase involved a large amount of feedback through the coproduction sessions and public consultation. There was positive feedback on the strategy but a number of areas which were identified for improvement including:

- Greater emphasis on how public bodies communicate with neurodivergent residents, with an emphasis on clarity of process, transparency and honesty
- More commitments from primary care partners, as a key 'first point of contact' for many people considering their neurodivergence.
- A greater emphasis on the gendered aspects and under-recognition of neurodivergence in females
- Further clarity on the commitments made around assessment and diagnosis by health partners

26. One clear and consistent message we heard was about the role of consultation and engagement itself for people who are neurodivergent in York at this particular point. In the context of the last few years, with a lot of engagement and public conversation having happened in the city on issues facing autistic people and those with ADHD, we heard that constant efforts to engage and consult people who are neurodivergent can leave them exhausted and jaded, especially if these listening exercises don't result in meaningful change, that one person's experience of being autistic

or having ADHD is not universal, and that care should be taken around highlighting case studies of either good or bad practice, as these may not represent everyone's experience.

27. Taking this on board, we have decided not to include quotes or case studies in this strategy. We have focused the main section of the document on a series of 'we heard' statements which the steering group have distilled from all of the feedback, triangulating the various voices and inputs we've received so that we can then respond with 'we will' commitments based not just on an individual piece of feedback, but on the weight of voice and sentiment from the community.

Options Analysis and Evidential Basis

28. The options available to executive are either to approve or decline to approve this strategy. After extensive involvement, engagement and involvement work, members are advised to approve the strategy to maintain the momentum behind this partnership working.

Organisational Impact and Implications

Financial

The approval of this strategy has no direct financial implications. All commitments made in the strategy which would have a financial implication on City of York Council will be funded from existing budgets.

The assessment, diagnosis, care and support systems for Autistic people and people with ADHD are under significant strain, including the SEND system across the Local Authority and education, and the adult Autism and ADHD assessment and diagnosis pathway in the NHS. A whole-system strategy which is presented here should have a positive impact in improving society and settings, making them more inclusive, improving communications and getting more decisions about care and support right first time, with positive benefits to public resource in the long term.

Human Resources (HR)

There are a number of commitments made in the Strategy around public sector organisations as employers, and the Council is committed to making its workplaces inclusive and meeting these commitments through its HR policies and procedures.

Legal

Adults: Relevant legislation includes The Autism Act 2009 and associated Adult Autism Strategy (2015) and statutory guidance (2015); the national strategy for autistic children, young people and adults: 2021 to 2026. The duties under the Care Act 2014 and care and support statutory guidance (2014) and associated regulations including the Care and Support (Assessment) Regulations 2014, apply equally to adults with autism and/or ADHD as with all other adults. In meeting needs consideration may also need to be given to relevant legal safeguards under the Mental Health Act 1983 or Mental Capacity Act 2005.

In relation to children and young people, the general duties under Part III Children Act 1989 apply to all children in need, including children with autism and/or ADHD. The Children Act 2004, section 10, also creates a duty to make arrangements to improve co-operation in relation to the well-being of children.

The proposed All-age Autism and ADHD Strategy for indicates compliance with these statutory duties by addressing training requirements and ensuring a person-centred approach to assessment. However consideration may want to be given to detailing training and assessment requirements (including those in transition from children's to adults services) further within the proposed strategy should any gaps be identified that specifically require addressing.

Other core duties include preventing needs for care and support, providing information and advice, and safeguarding duties, all of which have been considered within the draft strategy. As above consideration may need to be given to specifically addressing any of these areas further as required.

The draft strategy indicates compliance with the local authorities' general duties to co-operate and promote the integration of care and support with health services, and to ensure there is a

meaningful local autism partnership arrangement between different organisations, services and stakeholders. Further consideration may need to be given to the current restructure of ICBs and any subsequent implications on the delivery of this strategy (this is highlighted in the draft strategy).

Procurement

Whilst there are no direct procurement implications relating to report itself, procurement will be a main tool used to deliver some of the upcoming priorities. Should any priorities requirement procurement, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Procurement Act 2023 and/or Provider Selection Regime 2024. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.

Health and Wellbeing

This report and the strategy are in line with the Health and Wellbeing Strategy 2022-32, which recognises the need for effective services to diagnose and support neurodivergent individuals, but also places emphasis on York becoming a 'health generating city' where the building blocks of health – for instance, employment, housing and education – support the creation of health in the first place rather than simply tackle illness when it arises.

Environment and Climate action

No climate change implications have been identified

Affordability

This report aims to remove barriers so that residents with autism and/or ADHD can access support, information and facilities in relation to welfare support, housing and good jobs in the same way all residents so that they have the best chance to live healthy lives with positive outcomes for them and their families.

Equalities and Human Rights

An Equalities Impact Assessment has been carried out on this Strategy and is at Annexe B. It finds that the majority of impacts and effects of this Strategy will be positive, especially for autistic people and people with ADHD, and identifies a number of actions.

Data Protection and Privacy

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

Communications

We will look at where we can use communications and engagement activity to support the outcomes of this strategy. This may be through highlighting support available for individuals, building wider understanding within the community, or supporting the council's workforce to help deliver the outcomes of the strategy.

Economy

There are no direct economic impacts related to the publication of this report. Autistic people and people with ADHD are talented and skilled individuals and efforts to support people and employers to address the gap in employment in this area will have positive economic benefits for the city.

Risks and Mitigations

29. There are no direct risks associated with the publication of this strategy; like all strategies, there is a risk resource may not be available from the various partners involved to effectively deliver the aspirations.

Wards Impacted

30. All wards are affected by this decision

Contact details

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Date:	16/09/25

Background papers

Statutory guidance for Local Authorities and NHS organisations to support implementation of the Adult Autism Strategy

Autism and ADHD in York: A Health Needs Assessment 2025

Annexes

- Annex A: A City that Works for All: York's All-age Autism and ADHD Strategy 2025-2030
- Annex B: Equalities Impact Assessment (EIA)

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CITY OF YORK COUNCIL

NHS
Humber and North Yorkshire
Integrated Care Board (ICB)

A city that works for all

Autism and ADHD Strategy for York

2025-2030

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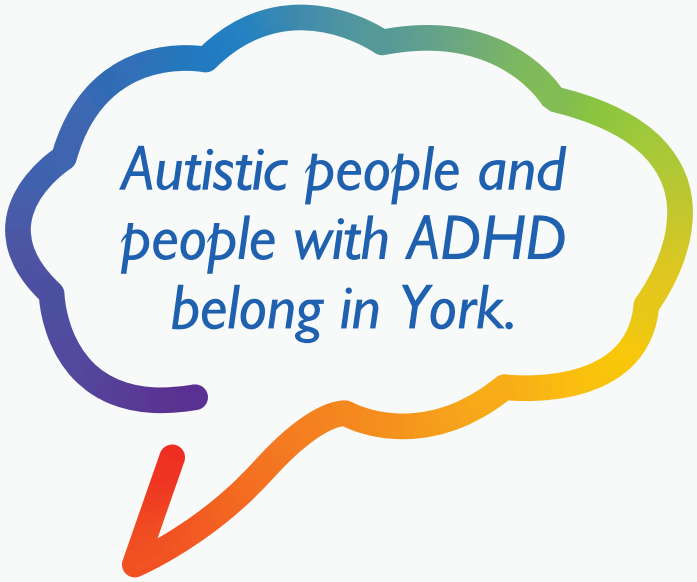
Introduction to this strategy



Introduction to this strategy

From the York All-Age Autism and ADHD strategy steering group

Thank you for taking the time to read this strategy.



They are a core part of our city: friends, children, co-workers, parents, politicians, sports people, business owners, teachers, and many more. In a city which values its diversity, embeds human rights into its practice, and welcomes all, York gains so much strength and vibrancy from having so many neurodivergent residents living in our city.

But it seems quite plain that our society and public services have much further to go before they can claim to be truly inclusive and supportive of all autistic people and those with ADHD. Over the last years, awareness and discussion of neurodiversity has increased. But efforts to change society, as well as increased resourcing of social, educational and clinical support for neurodivergent people, have not kept pace.

This is as true in York as elsewhere in the UK. Whilst we can't escape the larger context, nor draw upon a huge amount of extra resource, we have written this Autism and ADHD Strategy because we believe we can still work in partnership to make small, medium and large changes, so that **together we create a society that works for autistic people and people with ADHD**.

This document is part of the journey in achieving this. We'd like to invite the whole city to come with us.

Why is this an all-age strategy?

By considering the whole of our population, we can look at how the strengths and needs of autistic people and people with ADHD change through their life. We are also able to consider the importance of families. For many people, families are an important source of advice and practical support. Additionally, we know that neurodivergence often runs in families - we hear that many adults first consider their own neurodivergence when their children are going through assessment in schools.

Why is this a strategy specifically about Autism and ADHD?

City of York Council (CYC) and Humber and North Yorkshire Integrated Care Board (ICB) both have a duty to respond to the National Autism Strategy under the Autism Act. There are two main reasons we are covering autism and ADHD together in this strategy. Firstly, we recognise that many autistic people also have ADHD. Secondly, we recognise that many of the challenges faced, and the actions of this strategy apply to autism and ADHD equally; for example, the diagnosis pathway and the societal barriers placed on autistic people and people with ADHD.

How does this strategy relate to the Inclusion and Belonging Strategy 2025-30?

The York Inclusion and Belonging Strategy, which covers children and young people with Special Educational Needs and Disabilities (SEND), is being published alongside this strategy. These two documents have been developed in tandem, with shared opportunities for engagement and consultation, and aim to complement one another. Whilst the Inclusion and Belonging Strategy covers all areas of SEND up to the age of 25, this strategy focuses on Autism and ADHD across all ages.

Why is this strategy just about York?

This strategy is about York specifically because that means that we can plan for the specific strengths and needs of people who live in York. We can take into account local resources such as local charities and support groups. We are working with North Yorkshire Council (our major neighbour) to make sure that our strategies align where they need to. We also recognise that Humber and North Yorkshire ICB covers a wider geography than just York.

Why is this strategy five years long?

By designing a strategy that runs from 2025 until 2030 we can realign with the five-year cycles of the National Autism Strategy and can renew our strategy with enough time to plan and respond to it. The most recent of these is the National Strategy for Autistic Children, Young People and Adults 2021-2026.

The last Autism Strategy for York lapsed in 2021. We acknowledge it has taken far too long for this renewed strategy to be published.

How the strategy was put together



How the strategy was put together

May-November 2024

An Autism and ADHD Health Needs Assessment was produced, using data from health and care services as well as evidence from the literature on the health needs of autistic people and people with ADHD

October 2024

A strategy working group was formed, including the key partner agencies in York as well as academic and voluntary agencies and those with lived experience. A full list of steering group members can be found at appendix 1

November 2024 – March 2025

'Listening Excercises' were held where members of the strategy group went out to over 20 organisations or boards with 3 'conversation starters' on the strategy, and captured feedback. A full list of organisations can be found at appendix 2

May 2025

An early draft strategy was circulated, and published for public discussion at the council's Health, Housing and Adults Scrutiny Committee

June-July 2025

Consultation events were held on the draft strategy, to further shape and refine it

July 2025

Formal public consultatuion was carried out on the strategy, and comments incorporated

Autumn 2025

Final Autism and AHDHD Strategy 2025-2030 published

How lived experience has shaped this strategy



How lived experience has shaped this strategy

The organisations who have been involved in writing this strategy have tried to incorporate as many opportunities as possible for people with lived experience of autism or ADHD to shape what it says.

We have done this in a number of ways. Firstly, we have a steering group which includes five members specifically attending due to their lived experience and not due to their organisational affiliation (see membership at appendix 1). They were recruited to the group using an Expression of Interest process. Secondly, in the early stages of producing the strategy, we spoke to a range of organisations and partnerships (appendix 2) which included people with lived experience. Thirdly, we held 5 in person consultation events on the document in draft form, as well as an online event. Lastly, in the public consultation on the draft strategy, 199 participants responded, a significant proportion of whom told us they had a diagnosis of autism / ADHD, were awaiting / seeking a diagnosis, or were a parent or carer.

One clear and consistent message we heard was about the role of consultation and engagement itself for people who are neurodivergent in York. In the context of the last few years, with a lot of engagement and public conversation having happened in the city on issues facing autistic people and those with ADHD, we heard that:

- Constant efforts to engage and consult people who are neurodivergent can leave them exhausted and jaded, especially if these listening exercises don't result in meaningful change
- One person's experience of being autistic or having ADHD is not universal
- Care should be taken around highlighting case studies of either good or bad practice, as these may not represent everyone's experience



20 groups engaged with



5 open sessions



199 responses to the consultation



5 lived experience members on the steering group

Taking this on board, we have decided not to include quotes or case studies in this strategy. We have focused the main section of the document on a series of 'we heard' statements which the steering group have distilled from all of the feedback, triangulating the various voices and inputs we've received so that we can then respond with 'we will' commitments based not just on an individual piece of feedback, but on the weight of voice and sentiment from the community.

Throughout the strategy we frequently talk about co-production with the Autistic and ADHD community. Appendix 3 provides guidance on good practice in co-production to ensure it is meaningful and successful. We want to promote this approach to improve the experiences and outcomes for Autistic people/ people with ADHD. When it is not possible to do 'gold standard' co-production; co-design, collaboration or consultation may be used, but we need to be clear, honest and transparent about what method is being used.

Autism and ADHD in York – a picture



Autism and ADHD in York – a picture

Neurodiversity means that all people's brains process information differently. To be a neurodivergent person is someone whose brain processes information in a distinctly different way to neurotypical people.

Because neurotypical people make up the largest group of people in our world, the way they process information is thought to be 'typical' or 'normal'. As a result, a lot of our environments are set up to accommodate these typical ways of processing information. This can make some things difficult for neurodivergent people to access.

There are lots of different ways a person can be neurodivergent. It is a collective term to describe people who have conditions such as autism, ADHD, dyslexia, dyscalculia, dyspraxia, Foetal Alcohol Spectrum Disorder, stammering, or Tourette's syndrome. In most cases, a person is neurodivergent for their whole life. Some people may become neurodivergent as a result of a brain injury, but this is quite rare. Some people may know they are neurodivergent from a very young age, others may realise this in adulthood.

Where we refer to neurodiversity or neurodivergence in this strategy we are talking about Autism and ADHD.

Autism and ADHD are distinct conditions and experiences; however, we are considering them together in this strategy for two reasons:

- Firstly, autistic people and people with ADHD face somewhat similar challenges. For example, the diagnosis pathway and the societal barriers placed on autistic people and people with ADHD that impact mental and physical health.
- Secondly, a proportion of people are both autistic and have ADHD (around 30%). This is sometimes referred to as 'AuDHD'. We recognise the unique experiences of people with both ADHD and autism but also recognise that a proportion of the community may have AuDHD, meaning they have their own unique challenges.

We published a Health Needs Assessment (HNA) on Autism and ADHD in York in 2025. This looked at the health needs of people of all ages who consider themselves to be autistic and / or have ADHD. This was regardless of whether they have a diagnosis.

Some key findings are summarised below.

Key messages from the York Autism and ADHD Health Needs Assessment 2025



Prevalence and Demographics

- In total there are 2,786 people who are registered with a York GP and who have a diagnosis of autism on their health record. National prevalence estimates suggest between 1% and 4% of the population are autistic
- In the UK, the prevalence of ADHD in adults is estimated at 3% to 4% With 2,311 people in York having a diagnosis of ADHD, this suggests only around 1 in 3 adults in York are diagnosed.
- Autism is underdiagnosed in York, particularly in older people. There is a 3:1 male to female ratio in diagnoses of both autism and ADHD in York
- 18.4% of people with an ADHD diagnosis in York also have an autism diagnosis, and 15.3% of people with an autism diagnosis also have an ADHD diagnosis.



Assessment and waiting lists

- In January 2023 there were 1,560 adults awaiting autism and ADHD assessment and a further 2,000 referrals that had not yet been triaged. It was estimated that the waiting list is five years.
- Compared to 2021, the children and young people's autism service has seen a 50% rise in monthly referrals, and just over a quarter of children and young people have been on the waiting list for more than a year.



Health issues

- York GP data shows that 1096 people with an ADHD diagnosis also have a mental health condition, which is 44%.
- 12% of people with ADHD will develop an alcohol addiction, 28% develop a drug addiction at some point in their lives. 14% of people with ADHD in York are current smokers, higher than general smoking rates
- Autistic people, as a group, face health and wellbeing challenges. This includes higher levels of homelessness, 5 years lower life expectancy, higher rates of addictions, 40% of autistic people in York have a mental health condition
- Societal awareness and understanding of neurodiversity are still low, and children, adults and carers experience stigma from friends, family and services.

The HNA goes into much further detail, in particular around the way physical and mental health conditions and neurodiversity interact. It is however important in the context of this strategy to note one particular issue the HNA highlights: the experience of neurodivergent individuals in relation to their gender.

Autism and ADHD in girls and women is frequently missed or misunderstood due to difference in presentation compared to males. For example, girls may often 'mask' and use coping mechanisms to fit in with their neurotypical peers. This can lead to signs being missed, and therefore later diagnosis. Experiencing a sustained period of lack of understanding and inadequate support can have a significant impact on an individual's mental health and can lead neurodivergent girls and women to struggle with anxiety and depression.

In order to reduce inequalities and improve outcomes for autistic replace with girls and women/ girls and women (with ADHD), training and awareness amongst professionals must be improved to enable them to recognise behaviours and thus provide the relevant support.

The Social Model of Disability and Equality Act



The Social Model of Disability and Equality Act

The City of York Council has previously committed to supporting the social model of disability when designing places and policies. The social model of disability states that people are disabled by barriers placed on them by society rather than by an impairment or condition.

We recognise that many within the neurodiversity community value this approach. It highlights there is nothing intrinsic to either autism or ADHD that should mean a person is more likely to become physically or mentally unwell, become homeless, or long-term unemployed; and that these experiences often arise from marginalisation, discrimination, or a non-inclusive society.

We also recognise that some within the neurodiversity community do not like the language of 'disability' and do not recognise themselves as disabled. To make things more complicated, some people may not embrace the social model of disability, especially if they or their children have additional physical or cognitive needs and neurodevelopmental issues have been apparent throughout their lives and may choose to align with a more traditional medical model.

In this strategy and needs assessment we are using the principles of the social model of disability and neurodiversity. However, we acknowledge the differing opinions of the community despite the use of neurodiversity-affirming language throughout. In relation to autism, medicalised or potentially stigmatising terminology (e.g., disorder, high/low functioning) have been avoided throughout and identity-first language (e.g., autistic individual) has been used, following the majority preference of the autism community.

2010 Equality Act

The 2010 Equality Act legally protects people from discrimination in the workplace and wider society. Under this act, employers and other organisations have a legal duty to implement reasonable adjustments to prevent disabled individuals from being disadvantaged, and to ensure they have equal access to opportunities. A number of the commitments in this strategy recognise the need to promote this legal duty within York, as well as supporting people to understand their entitlements and how to access the services they need.

Our Vision and the 3 priorities



Our Vision and the 3 priorities

Our vision is that...

Together, we want to create a society that works for autistic people and people with ADHD in York

Our 3 key priorities are...

Priority 1:
Change society for inclusion

Priority 2:
Make diagnosis and assessment work

Priority 3:
Improve support in every setting

This will mean that...

The city we live in, its schools, businesses, public spaces and other settings, present no barriers whatsoever to autistic people and those with ADHD living a full and flourishing life contributing to York

The policies, pathways and stages of getting an autism or ADHD assessment are clear, well understood by professionals, equitable and just, and as timely as possible

There are better support offers for autistic people and those with ADHD in every sphere of life, professionals are responsive to need, and support and adjustments aren't dependent on diagnosis

To do this we will need...

- Quick access to clear information
- Better workforce training and development
- Reasonable adjustments with or without a diagnosis
- Inclusive public spaces and workplaces
- More support around physical and mental health
- Honest and clear communication pathways
- Access to peer support
- Inclusive education settings
- Culture change and anti-stigma activity
- Equitable and just practice

Priority 1: Change society for inclusion

Through the coproduction and consultation process, we asked people:

'What needs to change in wider society to make York a better place to be autistic or have ADHD?'

In the table below, we have listed the key themes which were identified ('we heard'), and the commitments and priorities that partners have made to respond ('we will').

We heard...

We need more quiet and inclusive spaces that meet the sensory needs of neurodiverse communities in the city. By following autism and ADHD good practice in designing public spaces and public services, everyone can benefit. There are particular issues with busy city events such as the Christmas market.

We will...

- Evaluate council spaces such as children's centres, libraries and leisure facilities, and work with partners such as Make it York and the Business Improvement District to encourage adjustments to other events and spaces in the city to reflect neurodiversity in our population
- Review current policies and practices for the Christmas market and submit a written response to the CYC Safety Advisory Group detailing changes that have been proposed.
- Promote to all spaces in York the National Autistic Society's Accessible Environments Resource.
- Promote to businesses the use of online resources which give customers information on what to expect before visiting

We heard...

Quiet spaces and more neurodiversity inclusive spaces would be especially helpful in schools, further/ higher education and health care settings.

We will...

- Assess spaces within York Hospital Urgent and Emergency Care Department and provide public and staff with information on how to spot and address sensory challenges in this setting
- Conduct an annual environmental audit in Child and Adolescent Mental Health Services (CAMHS) in York
- Encourage GP practices in York to implement the recommendations from the Healthwatch GP access survey 2025, and promote the IHEEM 'Designing for Everyone' guidance
- To work towards best practice led by PINS, NASEN Whole School SEND and the Inclusion Quality Mark alongside other identified national leading organisations including the development of Autism champions in schools

We heard...

It would be helpful for businesses to have Autism and ADHD champions, and for businesses to have autism inclusive badge schemes. There needs to be more support for neurodivergent people to get into employment and to have their reasonable adjustment needs met.

We will...

- Develop business support packs with practical advice on things like job adverts, interviews, first week inductions, meetings, reasonable adjustments, and performance management
- Explore Autism and ADHD champions programmes in each of our organisations
- Fund businesses to become autism inclusive employers through the National Autistic Society
- Develop a Neurodiversity managers toolkit for staff at York hospital
- Engage with partners through the reference group to support people with ADHD getting into employment and ensure workplaces are inclusive

We heard...

We need more public education about what neurodiversity looks like and feels like. There are lots of unhelpful stereotypes. This would be especially helpful for people in public facing jobs, and even more so for people in public facing parts of health, education, and care.

We will...

- Embed a training offer around Neurodiversity into the Good Business Charter, which covers 25% of York employees
- Introduce neurodiversity awareness into Adult Social Care workforce training, with a focus on strengths-based approaches and the importance of person-centred support.
- Explore ways to share real stories and experiences from neurodivergent adults in the public sphere in York, to highlight the diversity within neurodiversity, reduce stigma, and build empathy.
- Work with partners and neurodivergent adults to co-produce public education materials that challenge stereotypes and promote greater understanding of what neurodiversity looks and feels like in everyday life.

We heard…

We need to recognise that having a neurodivergent child or being a neurodivergent adult can have an impact on family finances.

We will…

- We will make sure that Adult Social Care signposts families to access financial advice, welfare benefits, and carers' assessments where appropriate, recognising the additional costs and pressures associated with supporting a neurodivergent young person. This includes reviewing how existing support services, including carers' assessments and welfare advice, can be better promoted and adapted to meet the specific needs of parents and carers of neurodivergent children.
- Promote welfare advice and financial inclusion resources, signposted in the 'Talk about Money' guide, to professionals working with neurodivergent people

We heard…

It can be incredibly difficult to navigate public transport. Visuals and a social story on buses/ bus stops could really help break down accessibility and expectations for neurodivergent people.

We will…

- City of York Council will work with the Enhanced Bus Partnership and York and North Yorkshire Mayoral Combined Authority to promote positive actions to make public transport in York more accessible to autistic people and those with ADHD.

We heard…

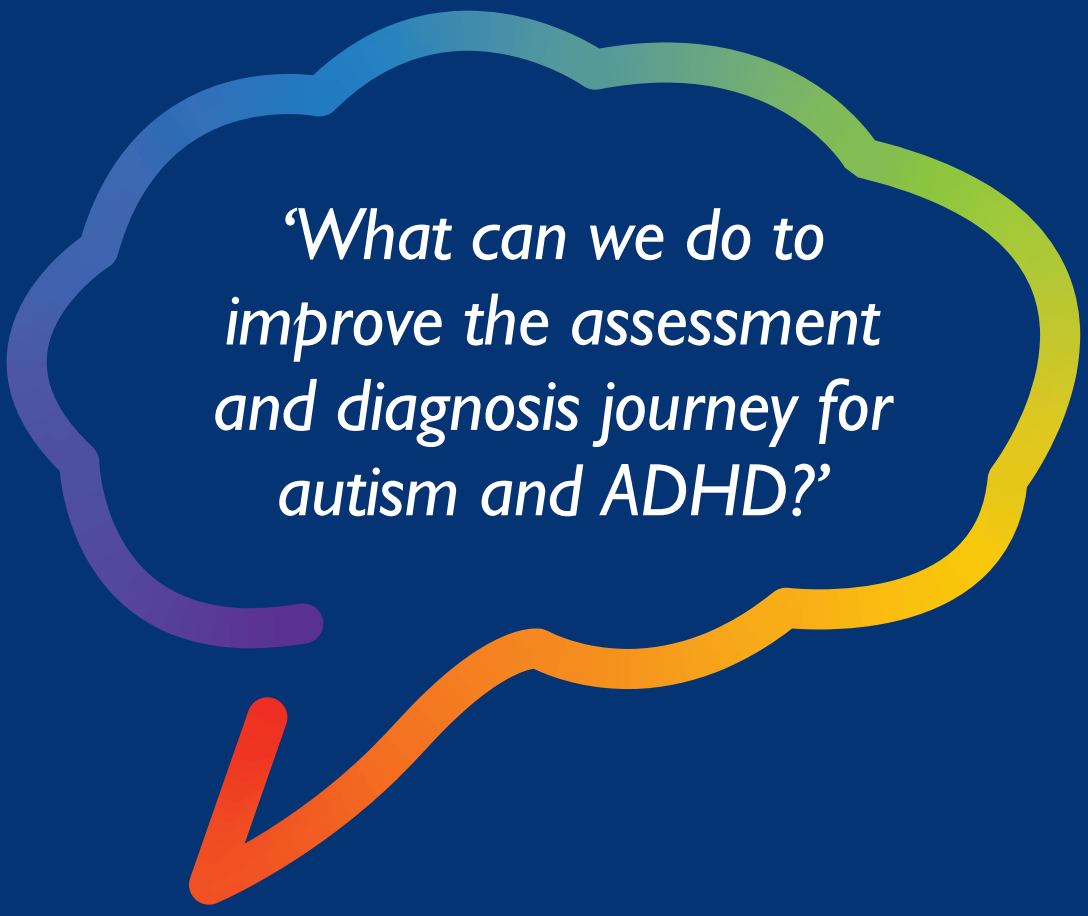
People who are neurodivergent can often experience stigma and discrimination, which, as well as being distressing, can add barriers to accessing compassionate support

We will….

- Consider where we can promote positive identity-first language and tackle discriminatory practice
- Help public sector bodies tell positive stories and celebrate the role and contribution of neurodiverse people in the city
- Raise awareness of intersectionality – for instance how we support neurodivergent individuals in communities which are already marginalised / facing stigma, such as our Gypsy and Traveller population

Priority 2: Make diagnosis and assessment work

Through the coproduction and consultation process, we asked people:



In the table below, we have listed the key themes which were identified ('we heard'), and the commitments and priorities that partners have made to respond ('we will').

We heard...
We need simple and clearly explained referral routes and timeframes, with help to navigate the referral if necessary.
We will...
• The Retreat will work alongside the ICB to ensure there is clarity on the information required to triage referrals for adult autism and ADHD assessments, and will contribute to the development of referral forms • Commit to continuous development of the CAMHS website. This will include information on referral processes, key contacts and support whilst waiting, including when the official wait starts. • Ensure organisations have robust and consistent waiting list management protocols, including a fair and equitable approach to people moving into area in line with guidance, and clarity around what to expect when receiving out of area support through right-to-choose, including subsequent consequences on prescribing • Create an ICB-wide service specification for children and young people and one for adults, reducing variation in services across the system • Develop one ICB-wide triage process and criteria to streamline assessment pathways. • Work with primary care on a clear and consistent approach around the patient's 'right to choose' for their autism or ADHD assessment, and the arrangements for shared care of ADHD medication. This would aim to improve the way we communicate to patients how these two areas work in York.

We heard...

We need all professionals who may work with neurodivergent people to know about the pathways and give the same information. This is especially true for school, further/higher education staff and primary care staff where we often hear misinformation is being shared.

We will...

- Provide clearer information and continuous communication to primary care staff on pathway changes through GP Friday comms and do the same with schools through the school's mailer.
- The ICB will develop communities of practice to share learning amongst professionals and enhance consistency in access and services.
- Development of the SEND Partnership Training strategy and the SEND Communication strategy will support clear and correct information being shared by all partners. This will be driven by the SEND partnership board.
- Promote training and resources on awareness of Neurodiversity to primary care staff, focussing specifically on those with highest levels of first contact e.g. reception staff

We heard...

We need clearer and more succinct information about the purpose of the DoIt profiler, and that this information is coproduced with people who have recently used the DoIT profiler.

We will...

- Coproduce our websites and printed advice and information about how to complete the DoIt profiler. This will include what will/will not happen as a result of completing it.
- Work with York Disability Rights Forum and other groups to understand the particular ongoing challenges with the current information and advice that is available.

We heard...

We need codesigned communications, both the website and letters/emails sent to people awaiting assessment for diagnosis

We will...

- Continue to collaborate with neurodivergent communities in the development of all communications from The Retreat
- Continue to commit to coproduction of CAMHS website/letters/emails with co-creation groups in York, e.g. Parent Carer Forum (PCF) and York Inspirational Kids (YIK).
- Evaluate the Raise York, CYC and Local Offer websites with autistic young people and adults and /or with ADHD and make improvements as required
- Review communications (letters/emails/ text messages) from primary, secondary and social care services together with people with ADHD / autistic people to ensure information is consistent

We heard...

We need a clear explanation of the reasonable adjustments that are available to people with or without a diagnosis, including in schools, further/higher education and mental healthcare services.

We will...

- Include information on reasonable adjustments as standard in all diagnostic assessment reports.
- Offer advice and consultation through the Retreat clinical team on reasonable adjustments
- Work closely between the Retreat team and the Autism Liaison/Complex Needs team at York Hospital to assist with reasonable adjustments for accessing physical health care.
- CAMHS will commit to support a wider culture change around Neurodiversity within the city and continue to regularly review as a service how Neurodiversity is supported within CAMHS services.
- Work towards agreeing as a whole system that support/adjustments can be provided across all parts of the system without a neurodevelopmental diagnosis based on individual need
- Consider when expanded / double appointment times in primary care could be of benefit, to give neurodivergent people who have difficulties in separating out different health issues more time

We heard..

We need professionals in public facing roles to be aware of these reasonable adjustment commitments, and to give the same information as each other.

We will...

- Promote a toolkit for communication to professionals in different sectors on what their duties and responsibilities are around reasonable adjustments

We heard...

We need better access to assessment for diagnostic services, shorter waiting times, and processes need to be more transparent

We will...

- Ensure all processes around diagnosis and assessment are transparent within services provided by The Retreat and will provide regular updates on expected waiting times to service users.
- Coordinate between the ICB, The Retreat, TEWV and primary care colleagues to improve the shared care pathway for medication prescribing. Changes to the prescribing pathway will release capacity to offer more diagnostic assessments each month to those individuals with the highest level of need on the waiting list.

We heard...

We need to recognise that there are many neurodivergent adults who are undiagnosed and unsupported. In some cases, this has had a profound impact on their lives, including employment, addiction, homelessness, criminal activity, and relationship breakdown.

We will...

- Make post diagnostic resource packs available to those who are awaiting an assessment. In collaboration with the ICB the Retreat Clinics can consider expediting diagnostic assessments if there is indication that lack of formal diagnosis is having a direct impact on any of the areas described.
- As part of Care Act assessments, make sure neurodivergence is considered through strengths-based, person-centred approaches that focus on individual needs and outcomes, not just formal diagnoses
- Implement a trauma-informed approach to City of York Council services, in line with the motion to full council in 2024

We heard...

Especially for children and young people, we need clarity on the mental health care that they can expect to receive before and after a diagnosis of neurodivergence.

We will...

- CAMHS will continue to commit to offer mental health input and therapeutic intervention for any child/young person that is identified as having a mental health need that is considered severe and enduring, irrespective of whether they have a neurodevelopmental diagnosis or not.
- The ICB together with partners will review and connect the offer of assessment pathways and specialist clinical advice and guidance to mental health inpatient and community services to improve clinical outcomes.
- The ICB, together with partners, will map out the current offer and levels of need, including under-represented groups.
- Reduce variability in inclusion practices and improve consistency across all settings (ages 0-25), focusing on developing an Inclusion culture through courageous leadership, utilising best practice including adaptive teaching, inclusive classrooms, and trauma-informed approaches

We heard...

Support needs to remain consistent throughout the process of transitioning to adulthood

We will...

- Work closely with relevant partners to begin preparing for adulthood as early as possible, to ensure that an individual's transition into adult social care is successful, and they continue to receive the support they need as they become adults
- Preparing for Adulthood information and drop-ins will be available within SEND Central
- Training for children's services workforce about meeting Preparing for Adulthood needs and PFA pathways

We heard...

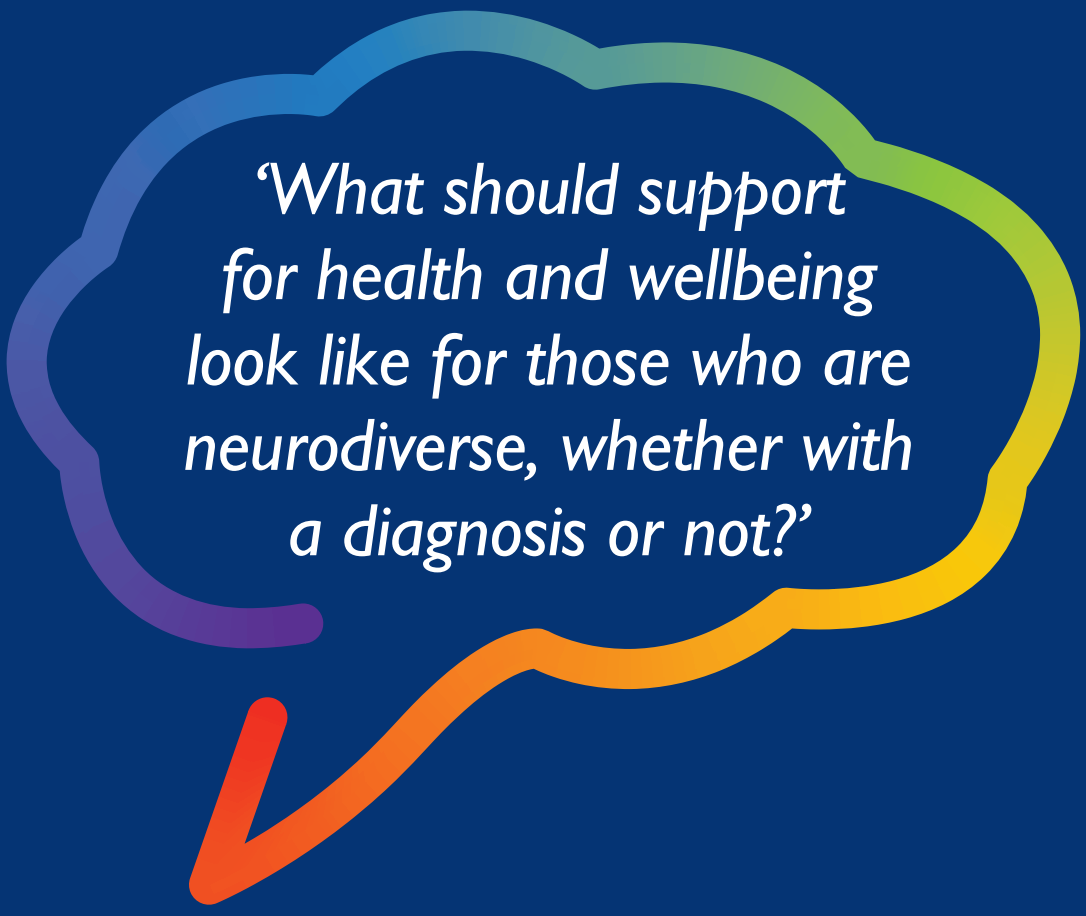
We need more support for adults who receive a late diagnosis

We will...

- Adult social care will work closely with health colleagues and ensure that people not only access the right treatment and interventions at the right time, but also receive the practical, emotional and community-based support they need- based on their individual identified needs- to maintain independence, dignity and quality of life.

Priority 3: Improve support in every setting

Through the coproduction and consultation process, we asked people:



In the table below, we have listed the key themes which were identified ('we heard'), and the commitments and priorities that partners have made to respond ('we will').

We heard...

We need clarity on the types of support available before and after diagnosis, and for all organisations and professionals to give out the same information.

We will...

- Provide post diagnostic support packs and information for adults waiting for diagnostic assessment.
- Continue to develop the support section of the CAMHS website and ensure the CAMHS website link features on partner websites and information sources.
- Commit to providing resource and signposting support packs to all young people and families pre and post diagnostic assessment.
- The ICB will work collaboratively with the education sector to explore what support and action is taking place, including closer work on Neurodiversity with mental health support teams in schools through the Partnership for Inclusion of Neurodiversity in Schools approach
- Continue to offer the full range of holistic primary care (mental, physical and emotional health) to meet the wider needs of those who have been seen or triaged by their GP to complete the Do-It profiler, including in the completion of the profiler where possible

We heard...

There is no funding or practical help for small peer/community led groups, this is a real gap especially for neurodivergent adults.

We will...

- Develop a wider range of community-based support initiatives in York to create needs-led, open-access support specifically for neurodivergent individuals, particularly those facing mental health challenges. This will include developing a formal peer support offering tailored to neurodivergent individuals and creating a neurodivergent-led training program to help local organisations in York become more inclusive.

We heard...

Some of the websites are hard to navigate and have out to date information on them about the support available.

We need clear and structured pathways for intervention and ongoing support, with professionals working in all sectors (health, education, social care, employment) all providing the same advice and information about what is available.

We will...

- The Local Offer online information will be reviewed and improved through coproduction. This will include reviewing courses available to parents and making pathways clearer
- The development of SEND Central through coproduction, which aims to be a physical representation of the Local Offer. It will enable parents and carers to access the right information and support at the right time.
- Delivery of Local Offer engagement events in Family Hubs and Explore library sites to make the Local Offer more accessible.e.
- The SEND Partnership Board will hold partners to account around awareness of the Local Offer, so families are better served.
- Review information held on the RAISE York, City of York Council and Local Offer websites for accuracy and completeness. Evaluate with autistic young people and adults and /or those with ADHD.
- Continue to coproduce content on The Retreat website with neurodivergent individuals.
- Actively work with young people around the CAMHS website content, and work with partners in the city (Yor Mind, CYC Local Offer, YIKS, PCF, Specialist Teaching Team) to make sure information is regularly reviewed
- Develop a central ICB website hub for all-age information on neurodiversity, with place-specific information which includes resources for the local population on pre and post diagnostic support as well as assessment pathways, aligned to web-based channels with our York Local Offer site.
- CYC housing options team will continue to work towards improving communication and resources to make support and information more accessible and reasonable adjustments can be supported

We heard...

We want more preventative support, most especially to prevent physical and mental illness from developing or becoming worse. Families want named health professionals that they can recontact when they need. 'Signposting' is not supportive, and people can become overwhelmed by lists of advice sources.

We will...

- Include people with an autism or ADHD diagnosis in priority lists for NHS Health Checks
- Use the Good Mental Health Project (York CVS) to design sensitive and helpful mental health and resilience tools to support neurodivergent people keep mentally well.
- North Yorkshire Sport are committed to supporting improvements in the physical and mental health of autistic people and people with ADHD through movement, activity and sport. We welcome the opportunity to work with individuals and partners to ensure inclusivity is embedded across all delivery and on the development of targeted support.

We heard...

Families would value a period of 'aftercare' following a diagnosis where they can come back with questions about the diagnosis and are navigating the support on offer. People of all ages felt that there needed to be more post-diagnosis support.

We will...

- Commit to offering the post diagnostic support that is currently commissioned by the ICB within the adult diagnostic pathway. Different options are available for post diagnostic support dependent on individual needs. There is the opportunity for families to be involved in individual post diagnostic support if requested.
- Offer regular, free, online workshops aimed at families from the Retreat
- Offer post diagnostic support and intervention for young people with ADHD.
- Address gaps in provision for those young people who receive a diagnosis of autism but are not identified as having a mental health concern.

We heard...

Families want opportunities to meet other families before, during, and after diagnosis and get practical advice on things like diet, sleep, and behaviour. This would be a holistic and whole family approach.

We will...

- Develop autism and ADHD champions in the 0-19 service to provide support and practical advice to families
- Promote and support development of social support networks for families

We heard...

Some schools are felt to have unhelpful behaviour policies for autistic pupils and those with ADHD, and there needs to be more challenge when advice and support offered from school to school varies. There needs to be more support on wellbeing and school absence linked to autism and ADHD.

We will...

- Agree clear shared approaches on key policies including behaviour, attendance, and uniform policies that are trauma informed, use inclusive practice, and meet equality guidance and law
- Coordinate current training programmes to design and implement a comprehensive Education, Health, and Care Workforce Partnership Training Plan that enhances the collective capacity of the partnership to effectively support the needs of children and young people

We heard...

GPs and hospital staff could help by asking what support the person needs in their appointment, and advertising what reasonable adjustments can be offered regardless of diagnosis. For example, asking questions in a different way, providing a written summary of the appointment, or reviewing the waiting room environment.

We will...

- Develop an information video for neurodivergent people and their carers on what to expect in a busy hospital environment, who to speak to for help. Use this video as a training video for staff.
- Implement hospital passports which people complete with a staff member from the complex care team. Promote this service on the website.
- Take opportunities such as designated primary care staff training events ('Protected Learning Time') and other CPD events to increase awareness and knowledge of reasonable adjustment within primary care, regardless of whether someone does or does not have a diagnosis
- The Autism and ADHD strategy reference group will engage with the LGBTQ+ community to hear more about their experiences and further shape the actions we need to take.

We heard...

There needs to be more support for preventing suicide and self-harm.

We will...

- Support community action groups to coproduce interventions to reduce suicide and self-harm risk in people with ADHD / autistic people
- Ensure that the ICB Suicide and self-harm action plan and strategy details specific attention towards the autism and ADHD community. Increasing the focus on prevention for autistic people and individuals with ADHD whether they are in or out of crisis.

We heard...

There needs to be more support for those experiencing child to parent abuse and other safeguarding situations

We will...

- Work with families, professionals, and community organisations within the child protection process to recognise the link between neurodivergence and child-to-parent abuse, ensuring this is considered in assessments, support plans, and risk management approaches.
- Ensure Adult Social Care teams are aware of the long-term impacts that child-to-parent abuse can have on parents, carers, and neurodivergent young adults as they transition to independence.
- Adopt a whole family approach as part of the Domestic Abuse strategy in York, which will include support for the parent victim of CAPVA cases.

We heard...

There needs to be more support for carers both through peer networks and through access to tools/ resources

We will...

- Adult Social Care will continue to work towards the vision set out in the York Carers Strategy 2019-2024 and provide updates on any progress being made in creating a carer friendly city.

We heard...

We need short breaks for children and young people with ADHD

We will...

- Promote the offer of Short Breaks that are now available to children with ADHD based on needs and the social model of disability.
- Review and update the "Short Breaks Statement" within the Local Offer to clarify pathways to support and short breaks.
- Review the Short Breaks offer through consultation and co-production

How will we know things are improving?



How will we know things are improving for autistic people and people who have ADHD?

The national Autism Strategy 2021-2026 states that data collection around services and outcomes for autistic people and people with ADHD is poor. We are proposing that, as far as we can measure these things in this context, we will know we are making a difference through this strategy if we see improvement in four broad areas for people who are neurodivergent:

1. Societal change

People tell us that more companies, shops, schools and other organisations are changing practices to make things more inclusive – this could be measured through business surveys, polling data

2. Experience of care

People report that they are experiencing better experience of care – this could be measured by patient experience questionnaires (PROMS), surveys e.g. the school's wellbeing survey

3. The way care is delivered

We can see that 'hard' measures are improving such as waiting lists, length of time to receive support in settings such as schools and health

4. Outcomes for people

We can measure wellbeing scores using standard quality of life measures, and we can see increasing equity in the prevalence of physical and mental health conditions between neurodivergent and neurotypical people

Who will take this work forward?



Who will take this work forward?

Following the publication of this strategy, the existing steering group will evolve into an 'Autism and ADHD Strategy Reference Group' which will meet regularly. This group will work together to develop an implementation plan which will set out the actions, timelines and responsibilities for achieving the objectives outlined in the strategy. We will also establish a robust monitoring and evaluation framework to track progress and ensure accurate reporting to stakeholders and partners.

- This group will consist of partners and organisations who have already engaged with this strategy, as well as other organisations identified throughout the strategy process who will be pivotal in achieving our goals, and people with lived experience.
- The group will report on its activities regularly to the York Health and Wellbeing Board, and work together with a number of other partnerships groups:



SEND and Alternative Provision (AP) Partnership Board



Children and Young People's Mental Health Group



Connecting Our City Project



Learning Disability Partnership board



Mental Health, Learning Disabilities and Autism Collaborative

The work of the group will align with the new 10 year Health Plan published by the government in 2025, central to which is a model of neighbourhood health. In the city of York this is being developed by health, care and voluntary sector partners.

A key initial action of the group will be to pull together an action plan which will take each 'we will' statement in the sections above across the three priorities, and will agree:

- Further details on how the action will be achieved
- Who is responsible for delivering the action
- What the timescale for the action is, and key milestones

The group will also monitor feedback and data on outputs and outcomes from other partnership groups e.g. transport groups, the HNY Mental Health Learning Disability and Autism Collaborative.

Appendices



Appendix 1 – Steering Group Members

- City of York Council Public Health
- City of York Council Children's and Education
- City of York Council Adult Social Care
- Humber and North Yorkshire ICB
- Tees, Esk and Wear Valleys NHS Trust (CAMHS service)
- The Retreat
- Connecting our City Project
- York Disability Rights Forum
- Healthwatch York
- City of York Council Housing
- Change Grow Live
- York CVS
- York and Scarborough Teaching Hospitals
- University of York
- People with lived experiences, chosen through an open expression of interest process
- Primary Care

Appendix 2 – Examples of organisations and partnerships consulted

We took this strategy to a large number of partnership boards, to open workshops and through public consultation. It is not possible therefore to provide a definitive list of all of the organisations who have had a chance to feed in their views – the table below shows some examples of organisations (beyond those on the steering group) who fed into the process. The steering group apologises if any have been missed off! We have also drawn from important publications which showcase significant amounts of lived experience, including from Healthwatch York and Nothing About Us Without Us.

Primary SENCO meeting

- Secondary SENCO meeting
- York Business Intelligence Forum
- York Schools and Academies board
- Gypsy and Traveller Steering Group
- Dynamic support key workers
- York Schools forum
- Connecting our City Neurodiversity and Mental Health working group
- GP clinical directors
- ICB Mental Health, Learning Disability and Autism Collaborative
- York Parent Carer Forum
- Kyra
- CYC SEND team
- Higher York
- Danesgate
- York Early Years Leaders and Managers forum
- York Healthy Child Service
- York and Scarborough Teaching Hospitals NHS Foundation Trust
- SENDIASS
- Youth Justice Service York
- CYC Employment and Skills team
- CYC Housing Management Team

Appendix 3 – Co-production: a guide to meaningful partnership around Autism and ADHD

Introduction: What do we mean by co-production?

Throughout this strategy, we refer to co-production frequently. This is because we recognise that authentic co-production is the most powerful mechanism to design, decide, deliver, and evaluate services that are truly effective, relevant, and sustainable.

Co-production is far more than consultation or involvement. It is not about asking people for their opinions on pre-defined ideas. **True co-production is an equal and reciprocal partnership between professionals ('services') and experts by experience ('people who use services')**, where both parties work together from the outset to create a shared outcome.

It is a philosophy and a practice that values the different kinds of knowledge each partner brings:

- Experts by Experience: The expertise of navigating life, conditions, and systems.
- Professional Experience: The expertise of policy, governance, and service delivery.

When done correctly, co-production ensures that the services we create are not just done for or to people, but with them, leading to the right changes being made.

Key Principles for Meaningful and Successful Co-Production

The following principles are non-negotiable for organisations committed to genuine co-production. They are designed to dismantle traditional power imbalances and create a foundation of respect and equity.

1. Equity: The Foundation of Partnership

Co-production must be an equal partnership. This means actively redistributing power, resources, and ownership to ensure all voices hold equal weight.

- In Practice: This includes co-authorship of documents, equitable financial compensation for lived experience contributors, and shared decision-making at every stage of a project. Budgets and timelines must be co-designed.

2. Building Trust and Relationships

Trust is the currency of co-production. It cannot be rushed or assumed.

- In Practice: Invest time in building relationships before the 'work' begins. Be available, proactive, and regularly check in with individuals about their needs. Crucially, create an environment where neurodivergent individuals feel safe enough to unmask and express their authentic selves without fear of judgement. Avoid putting people on the spot in meetings.

3. Accessibility by Design

Accessibility is not an afterthought; it is a prerequisite for inclusion. If a process isn't accessible, it isn't co-production.

- In Practice: Use clear, direct communication free from jargon. Provide agendas and materials well in advance. Break large tasks into manageable steps. Offer multiple formats for participation (e.g., written, verbal, digital). Consider processing times when setting deadlines and ensure all tools and venues are physically and digitally accessible.

4. Cultivating a Safe Environment

A psychologically and physically safe environment is essential for open contribution.

- In Practice: Choose neutral, welcoming venues that foster confidence. Be hyper-aware of sensory needs—avoid loud, bright, or crowded settings. Normalise movement breaks and participation at an individual's own pace.

5. The Art of Listening and Acting

Listening is an active process that must lead to action. Without this, co-production becomes a tokenistic exercise.

- In Practice: Listen to understand, not to reply. Do not make assumptions. Establish clear, accessible, and timely feedback loops. Be transparent about how contributions have influenced outcomes. If a suggestion cannot be acted upon, explain why honestly and respectfully.

6. Ongoing Evaluation and Learning

Co-production is a journey of continuous improvement. We must reflect on our practice to ensure it remains meaningful.

- In Practice: Use reflective tools and methods to assess the co-production process itself. Ask: "Where is our partnership thriving? Where do power imbalances still exist? How can we improve?"

7. Accountability and Transparency

Organisations must be held accountable for their co-production practices.

- In Practice: Be transparent about who was involved, how they were recruited, and the steps taken to ensure diverse representation. Clearly document how lived experience expertise shaped the final outcomes. Publicly credit co-producers for their work.

This guide has been informed by the work of Co-Production Collective and other leaders in the field. For more detailed information on co-production with neurodiverse communities, please see: https://www.coproductioncollective.co.uk/news/the-importance-of-co-production-in-neurodiverse-communities

If you would like this document in an alternative format, please contact:

(01904) 551550 ycc@york.gov.uk

It is available in the following languages:

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almaniz mümkündür. (Turkish)

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

Publication date: September 2025

For further information: West Offices, Station Rise, York YO1 6GA

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Public Health
Service Area:	Healthy Child Service
Name of the proposal:	Autism and ADHD Strategy
Lead officer:	Phillippa Hickey
Date assessment completed:	

Names of those who contributed to the assessment:			
Name	**Job title**	**Organisation**	**Area of expertise**
Phillippa Hickey	**Public Health Registrar**	**CYC**	**Public Health**

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	This strategy, which has been produced with input from people with lived experience and key partners, provides a framework for action to improve the lives of Autistic people and people with ADHD, and ensure York in an inclusive city that works for all. Autistic people and people with ADHD belong in York. They are a core part of our city: friends, children, co-workers, parents, politicians, sports people, business owners, teachers, and many more. In a city which values its diversity, embeds human rights into its practice, and welcomes all, York gains so much strength and vibrancy from having so many neurodivergent residents living in our city. However, our society and public services have much further to go before they can claim to be truly inclusive and supportive of all autistic people and those with ADHD. Over the last years, awareness and discussion of neurodiversity has increased, but efforts to change society, as well as increased resourcing of support for neurodivergent people, have not kept pace. We have written this Autism and ADHD Strategy because we believe that working to move forwards across health, care and civic partners to strengthen systems and raise awareness of neurodiversity in York will ensure that the experience of living in the city as a neurodivergent individual will be no different to that of someone who is neurotypical. In York, the assessment, diagnosis, care and support systems for autistic people and people with ADHD are under significant strain, and people frequently report feeling under-supported. A whole-system approach, presented in this strategy, is needed to have a positive impact on autistic people and people with ADHD, as well as their carers and families, and to make society more inclusive and supportive.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	The impact of this strategy will be system wide. Assessment, diagnosis and support are not provided by one singular provider in York. They are provided by a number of partners such as York Hospital, CAMHS and The Retreat, and this strategy will require all partners to collaborate to implement the commitments set out in this strategy. City of York Council (CYC) and Humber and North Yorkshire Integrated Care Board (ICB) both have a duty to plan services, develop partnerships and commission together in response to the National Autism Strategy under the Autism Act. The strategy also considers civic society and raising awareness of measures that can be taken to enable and inclusive and equal.

1.3	**Who are the stakeholders and what are their interests?**
	Service users - Autistic people, those with ADHD and carers engage with various services for assessment, diagnosis and support from various providers across the system. **CYC / ICB –** A number of Local Authority departments and the ICB have a duty to respond to the national autism strategy and do so through ensuring inclusivity is considered and included in the services they commission. **Service Providers- York Hospital, North Yorkshire and York CAMHS, The Retreat –** Children under 5 years old are assessed at the child development centre at York, those aged 5-18 are assessed through CAMHS, and adults are assessed by The Retreat. **Primary Care –** GPs refer patients to providers for diagnostic assessment and acts as a data source for people who have an autism and/ or ADHD diagnosis on their record. **Third Sector-** An array of third sector organisations which provide support and information for autistic people, those with ADHD and carers **Education sector –** SEN teams can refer patients to service providers and also contribute to an individual's Education, Health and Care plan (EHCP). The majority of autistic children and those with ADHD are in mainstream education so teachers and other members of staff in schools need to have the skills to be able to support them and make reasonable adjustments in the school environment to make them more inclusive. **Working groups/ Forums-** Provided feedback during consultation process and helped produce priorities and commitments.

1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans
	Together, we want to create a society that works for Autistic People and People with ADHD in York. Our three key sections are: 1) Change society for inclusion- support autistic people and those with ADHD to live a full and flourishing life in York 2) Make diagnosis and assessment work- ensure all policies and pathways are clear and understood by all, and as timely as possible. 3) Improve support in every setting – ensure better support for autistic people and those with ADHD in every sphere of life. Professionals should be responsive to needs and information, support and adjustments should be available to all, not just those with a formal diagnosis. This ties into the Council Plan which sets out the vision of making York a more accessible place where everyone feels valued and aims to increase opportunities for everyone living in York to live healthy and fulfilling lives.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?** Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.

Source of data/supporting evidence	**Reason for using**
Public consultation events	Between November 2024 – March 2025, 'Listening Exercises' were held where members of the strategy group went out to over 20 organisations or boards with 3x 'conversation starters' on the strategy and captured feedback. In May 2025, an early draft strategy was circulated, and published for public discussion at the council's Health, Housing and Adults Scrutiny Committee. In June and July 2025, further consultation events were held on the draft strategy to further shape and refine it and

	then a formal public consultation on the strategy was held, and comments and feedback were incorporated into the strategy.
Autism and ADHD Health Needs Assessment	Provided data from health and care services as well as evidence from the literature on the health needs of autistic people and people with ADHD.
Strategy working group	This group which consisted of key partner agencies, academic and voluntary agencies and those with lived experience met several times and were involved in producing priorities and commitments detailed in the strategy.
Coproduction and public consultation	Feedback on strategy received from various stakeholders including those with lived experience.

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**
Actual impact on service users, carers and families	Further consultation events will be held, including direct feedback from those with lived experience.

Step 4 – Analysing the impacts or effects.

4.1	**Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?** Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations**.**

Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	The commitments made in all three sections should positively impact autistic people and people with ADHD of all ages across York due to the aims of improving inclusivity, making diagnosis and assessment work at all stages and improving support in every setting. This should ensure that everyone with an autism/ ADHD diagnosis is able to live a good life in York	**+**	**H**
Disability	For autistic people and those with ADHD, this strategy has the potential to have a significantly positive impact on their lives. However, we recognise that this strategy is focused on Autism and ADHD, and not any other disabilities. Whilst the focus is on making York an inclusive place, we cannot be certain of any negative effects our commitments may have on people with other disabilities.	**+/-**	**H**
Gender	Autism in females is sometimes missed or misunderstood due to their ability to 'mask' and therefore are often diagnosed later than their male counterparts. This is also apparent with ADHD due to differences in how behaviours present. Although we have made commitments to increase neurodiversity awareness, there is no specific mention of increasing awareness of what this looks like in females/ those assigned female at birth, and so there is the potential that diagnosis in this group will continue to be delayed.	**0**	**M**
Gender Reassignment	As all genders follow the same pathway, there should be no impact.	**0**	**L**
Marriage and civil partnership	No specific impact	**0**	**L**
Pregnancy and maternity	Some of the commitments set out in this strategy focus on implementing hospital passports and reasonable adjustments in various settings including healthcare settings e.g. GP surgeries and hospitals. The aim of this is to support people in accessing the care they need, and this should positively impact pregnant women engaging with maternity services.	**+**	**H**
Race	Not enough robust evidence on race and Autism or ADHD to assess the impact	**0**	**L**

Religion and belief	No specific impact	**0**	**L**
Sexual orientation	No specific impact	**0**	**L**
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	The strategy includes commitments to providing support for carers particularly financially as there was considerable feedback around this during consultations. We are also committed to continue working with York Parent Carer Forum to co-produce information materials to ensure carers can access information and support at an appropriate time.	**+**	**H**
Low income groups	The strategy recognises the financial impact that having a neurodivergent child can have on a family, and we are committed to ensuring that families are signposted to info around finances and welfare benefits and resources.	**+**	**H**
Veterans, Armed Forces Community	No specific impacts	**0**	**L**
Other	None		
Impact on human rights:			
List any human rights impacted.			

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups

- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

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

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**
There is the potential for adverse impacts on disabled people who do not have Autism or ADHD due to the fact that this strategy focuses solely on these. However, we work with groups such as York Disability Rights Forum, the ICB Mental Health, Learning Disability and Autism Collaborative, York SENDIASS, York Parent Carer Forum and Connecting our City Neurodiversity and Mental Health working group to capture feedback on the strategy and commitments to try and negate any adverse impacts.	

Step 6 – Recommendations and conclusions of the assessment

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

- **Adjust the proposal –** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.

- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty

- **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

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

Option selected	**Conclusions/justification**
No major change to proposal	The majority of impacts and effects will be positive, especially for autistic people and people with ADHD, and the commitments made in the strategy will begin the work towards making York truly inclusive and supportive for autistic people and those with ADHD.

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**
Potential adverse impact on people with other disabilities	Continue to work with York Disability Rights Forum and the ICB Mental Health, Learning Disability and Autism Collaborative to address any issues identified	Phillippa Hickey	Ongoing
Later diagnosis in girls	Ensure that differences in presentation of behaviours in females and males is available in information and resources – bring to steering group	Phillippa Hickey	Ongoing

Step 8 - Monitor, review and improve

8. 1	**How will the impact of your proposal be monitored and improved upon going forward?** Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	Further consultation, as well as a steering group to take commitments forward. Work with providers and partners to monitor progress using qualitative and quantitative methods. The strategy working group will evolve into an Autism and ADHD Strategy Reference group which will meet regularly to form and oversee the action plan. This group will report into the Mental Health Partnership.

Meeting:	Executive Member for Education, Children and Young People
Meeting date:	7 October 2025
Report of:	Maxine Squire, Assistant Director, Education & Skills
Portfolio of:	Councillor Bob Webb

Decision Report: Inclusion and Belonging Special Educational Needs and Disabilities and Alternative Provision strategy 2025-2030

Subject of Report

1. This report seeks Executive approval for the approval of **York's Inclusion and Belonging Special Educational Needs and Disabilities (SEND) Strategy 2025–2030**. The strategy sets out a clear, ambitious, and collaborative vision to improve outcomes and life chances for children and young people with SEND and their families across the city.

2. It has been fully co-produced with our SEND partnership and families.

3. This strategy responds to:
   - York's SEND continued improvement journey following on from the existing SEND strategy.
   - Parent/carer feedback via York's SEND Local Offer and forums.
   - The Council's statutory responsibilities under the Children and Families Act 2014 and the SEND Code of Practice
   - Priorities in the York Health and Wellbeing Strategy and Children and Young People's Plan
   - Ofsted/CQC Area SEND Inspection findings.

4. The strategy focuses on making sure our children and young people feel that they are valued and visible, around early identification and intervention, providing the right support at the right time, and ensuring children and young people are well-prepared for adulthood. The plan also addresses the need for a confident and skilled workforce and improved mental health support for children and young people.

5. Families have told us that we need to think broadly around inclusion and belonging and that all children and young people need to be covered in this plan, with a focus on those children and young people who are too anxious to go to school, for children who are not in school, who are educated at home, who are in alternative provision, or at risk of exclusion.

6. This strategy is aligned with the Autism and ADHD Strategy 2025–2030, with the actions outlined in the Inclusion and Belonging SENDAP Strategy designed to support and complement its key priorities.

Benefits and Challenges

7. Now more than ever, we need a clear inclusion and belonging strategy. This flexible strategy anticipates national SEND reforms from Autumn 2025 and aligns with the Children and Wellbeing Bill to support safeguarding and raise standards. Grounded in the March 2023 SEND and AP Improvement Plan, it prioritises support for children in local mainstream schools. Implementation will be driven by an action plan, overseen by the SEND Partnership Board.

8. While writing a strategy before major national reform may require earlier revision, this risk is mitigated by focusing on key priorities from the SEND and AP Improvement Plan and the regional SEND change programme, including mainstream inclusive education.

Policy Basis for Decision

9. This strategy aligns with the core strategic vision for York including a Vision:

    - A city where children and young people with SEND are valued, included, and supported to achieve their full potential. The following strategies have underpinned this work.

    - One city for all (2023-2027)
    - Draft Autism and ADHD strategy
    - York Health & Care Partnership Children and Young People's Plan
    - Health and wellbeing Strategy
    - Children and Young people’s plan
    - Young People Belong in York
    - Existing SEND Strategy York (expires 2025)

- Children and Young Peoples Mental Health Strategic Transformation Plan 2025 – 2030
- Serious Violence Response Strategy
- Early Help
- Contextual Safeguarding
- Preparation for adulthood
- Neglect

10. The Strategy focuses on the following strategic priorities:

    - **Voice and Influence and Working Together with Families**
      Embed co-production and clear communication with families at every level.

    - **Early Identification and Support**
      Strengthen universal and targeted services to identify needs early and intervene and meet need effectively.

    - **Providing the right support at the right time: Inclusion in Education**
      Promote inclusive practices in all settings, with increased confidence, skills, and capacity in mainstream schools. This also includes high-quality provision and sufficiency to develop sustainable and diverse SEND provision, including specialist places where required.

    - **Preparation for Adulthood**
      Ensure effective transition planning from the earliest years through to independence, employment, and adulthood.

11. There is also a strong emphasis on leadership and accountability to strengthen governance, improve data-sharing, and promote shared responsibility across education, health, and care.

12. This strategy aligns with the Council Plan 2023–2027 and its vision of creating a city for all.

Financial Strategy Implications

13. There are no direct financial implications of this report, individual organisations are responsible for resourcing the commitments in the strategy, and for City of York Council all commitments will be delivered within existing budgeted resources.

Recommendation and Reasons

14. The Executive Board is asked to:

15. Consider and approve the contents of the Inclusion and Belonging Special Educational Needs and Alternative Provision Strategy 2025-30.

16. The strategy sets the priorities for the local area and provides the strategic framework to ensure that partners commit to delivering continuous improvements in the lived experience of children, young people with special education needs and disabilities.

17. Executive Board is recommended to approve this strategy. The reason is that it aims to improve the educational health and emotional wellbeing outcomes for all York's children and young people with SEND and achieve improvements in their provision. It is aligned with the national agenda around inclusion and belonging.

18. Not to implement the strategy is not recommended as the new strategy is setting the direction for the new and improved SEND offer for children, young people and families.

Background

19. This report has been brought to the Executive Board as a key decision as the current York Strategy for special educational needs will expire in September 2025.

20. This strategy has been reviewed by People Scrutiny in July 2025. The strategy will return to Scrutiny following any changes to the national SEND reforms. It aligns to the Autism and ADHD Strategy.

21. More than ten years on from the implementation of the Children and Families Act, 2015, there is a national Special Education Needs and Disability crisis. The need for a clear strategic SEND partnership plan is needed.

22. Despite substantial investment in the SEND system, many families, children, and young people as well as schools, local authorities and health partners feel deeply frustrated and let down. Services remain fragmented and inconsistent, with widespread delays, poor coordination,

and a lack of accountability, leaving too many children without the support they urgently need.

23. The Children and Young People with Special Educational Needs and Disabilities Needs Assessment (2024) sets out the key information to inform this strategy. It was created with support from professionals working in education, health, and social care in York. The views of parents and carers of children and young people with SEND, as well as staff who work with these families are also included.

24. Further headline data includes information from The Autism and ADHD Health Needs Assessment (May 2024) tells us that compared to 2021, the children and young people's autism service has seen a 50% rise in monthly referrals, and just over a quarter of children and young people have been on the waiting list for more than a year.

25. Additionally, York has experienced a significant increase in the number of children requiring support through an Education, Health, and Care (EHC) plan, rising from 1,317 in June 2024 to 1,693. Concurrently, requests for support to the Learning Support Hub, which provides outreach services to educational settings, continues to grow. Families continue to report challenges navigating the system, feeling they must advocate persistently to secure appropriate support.

26. There is continuing financial pressure to the local authority generated by the costs of EHCPs and out of city placements. This strategy supports the need for more inclusion in mainstream settings and enabling children and young people to belong to their local setting and community.

27. This strategy builds on York's existing strengths and ongoing improvement efforts. The city is well-positioned to shape an ambitious and effective plan, drawing on the strong foundations already in place. The partnership remains committed to advancing the work of the York Schools and Academies Board (YSAB), supporting a citywide drive to ensure greater consistency in inclusive practice across all schools and educational settings.7.9. The strategy aims to collaborate across our partnerships to harness the inherent creativity and unlock talent by through providing opportunities, experiences, environments and touch points and collective pathways to unlock the inherent curiosity and creativity of this cohort of young people and to inspire into greater things.

28. York being in a unique position to maximise the potential given its creative and innovation-based economy.

29. These strengths include joint working and participation, the graduated approach offer, KS4 outcomes and progress. Extensive work has been carried out by the new attendance team structure and multi-agency action group. Attendance Leads meetings demonstrate this positive impact on attendance and although suspensions rates are above national average the data shows reductions across primary and secondary sectors. Permanent exclusions are below national.

30. The first phase of the five-year strategy will prioritise establishing greater consistency in inclusive practice across settings, workforce development, enhancing the York Local Offer, and improving transparent communication and access to information for families. A key focus will also be on strengthening support for children and young people awaiting neurodevelopmental diagnoses. The implementation of the SEND Hub in York will represent a significant milestone in delivering these priorities.

31. This strategy is supportive of the key work around preparation for adulthood and within this the need to build and develop further the successful work around independent travel skills, to support our young people.

32. All partners have a role to play in building a more inclusive society and in providing services in a high-quality manner which serve neurodivergent individuals well. Health services and council services have a duty in statutory guidance to plan services, develop partnerships and commission together in response to need. This strategy supports this work.

Consultation Analysis

33. The strategy has been shaped continually through extensive consultation in 2024-25, this has led to real, meaningful amendments to key areas of the strategy.

34. The phases of consultation are set out below:

35. The initial phase focused on ensuring alignment with key strategic priorities across York. This strategy is closely aligned with the Autism and ADHD Strategy and has been shaped by feedback gathered throughout the development process. It also shares several key

priorities with the draft York Health & Care Partnership Children and Young People's Plan.

- One city for all (2023-2027)
- Draft Autism and ADHD Strategy
- York Health and Care Partnership Children and Young People's Plan
- Health and Wellbeing Strategy
- York Economics Strategy
- Children and Young People's Plan
- Young People Belong to York
- Existing SEND Strategy York (expires 2025)
- Children and Young Peoples Mental Health Strategic Transformation Plan 2025 – 2030
- Serious Violence Response Strategy
- Early Help
- Contextual Safeguarding
- Preparation for Adulthood
- Neglect

From Autumn 2024 to July 2025 the following consultation activities have taken place:

- The Children and Young People with Special Educational Needs and Disabilities Needs Assessment (2024)
- Parent/carer forum listening events - Autumn term 2024-Spring term 2025.
- Parent/carer workshop – June 2025
- DFE /York Mainstream Inclusion Review - June 2025
- Feedback from Autism and ADHD strategy, Scrutiny - May 2025
- York Primary SENCO Forum – June 2025
- City of York Safeguarding Partnership Board – June 2025
- Multi Agency Strategy task and finish groups Spring and Summer term – April and June 2025
- Parent/Carer and practitioner Surveys - May 2025 (approx. 320 parents)
- Parent/Carer forum strategy activity workshop event - June 2025 (20 parents)
- National Development Team for Inclusion partnership training event two events - March 2025

- Publication of the Core Connectors report which has provided valuable insights into young people's experiences of health and social care in York
- Publication of the Listening to Neurodivergent Families in partnership with the Land, York Carers Centre, York Disability Rights Forum and Parent Carer Forum York in January 2025.
- Executive group briefing feedback – June 2025
- Scrutiny review and feedback – 9th July 2025
- Full city-wide consultation 15h July – 7th September 2025
- Drop in for consultation 15th and 21st July.
- Feedback from city wide consultation on Autism and ADHD Strategy July-September 2025.

Options Analysis and Evidential Basis

36. Option 1: That the Executive agrees to adopt the *Inclusion and Belonging Strategy: Special Educational Needs and Alternative Provision 2025–2030*. The strategy has been clearly articulated and widely consulted on, with key stakeholder feedback reflected in the final version. It will provide York's SEND Partnership with a clear strategic direction and framework for the next five years, while retaining the flexibility to adapt to national SEND reforms expected in Autumn 2025.

37. Option 2: do not adopt the strategy the risk is that there will be no current strategic plan and the existing SEND strategy for York will expire.

Organisational Impact and Implications

38. **Financial**, contact: Mike Barugh, Principal Accountant: The focus on the strategy is to support children and young people to belong, in their settings and communities and that services are provided in a way that is sustainable in the longer term.

39. **Human Resources (HR)**, contact: Lisa Pannitt, HR Advisor:
There are no staffing implications identified in this paper if it is agreed to adopt York's Inclusion and Belonging Special Educational Needs and Disabilities (SEND) Strategy 2025–2030. However, there may be future staffing implications if any proposed changes impact on staff.

40. **Legal**, contact: Chris Coss, Head of Legal Services: The strategy is underpinned by the legislative framework of part 3 of the Children and Families Act 2014, the SEND Regulations 2014, SEND (Budget)

Regulations 2014, SEND (Detained Persons) Regulations 2015, and the detailed guidance in the SEND statutory Codes of Practice (2015) made under section 77 of the same Act, which sets out key responsibilities around information, advice and support, joint working with schools/health agencies and other partner agencies, the identification, assessment and meeting of needs, capacity issues, Education, Health and Care (EHC) plans, the requirements of the Local Offer (publishing available services) and preparation for adulthood.

41. **Procurement**, contact: This strategy supports the requirement to commission services appropriately and that are value for money.

42. Health and Wellbeing, contact: Peter Roderick: By prioritising improved outcomes for children and young people, ensuring they receive the right support at the right time to thrive, this Strategy will be supporting the Health and Wellbeing Strategy and in particular the Big Ambition to 'START GOOD HEALTH AND WELLBEING YOUNG'. This strategy is also aligned to the All-Age Autism and ADHD strategy 2025-2030, developed in conjunction with health partners. This strategy is aligned to the Autism and ADHD strategy.

43. **Environment and Climate Action**, contact: Garry Taylor, Director of City Development: This strategy aligns to the York Economics Strategy, a city fit for the future, and aims to strengthening links between education and business to help young people in this cohort to thrive while maximising the potential of career opportunities to provide the workforce of the future. This is also supported through our supported internships pathways. Furthermore, by promoting mainstream inclusion in settings and developing more Enhanced Resource Provisions in schools, this supports the need for fewer out of area placements, children attending settings locally and more sustainability around transport.

44. **Affordability**, contact: Director of Customer and Communities. The strategy focuses on supporting children and young people in their local area and in aligning services around support.

45. **Equalities and Human Rights,** the Equalities Impact Assessment (EIA) will be provided with this report. This strategy focuses on the needs of the most vulnerable groups and promoting inclusive education.

46. **Data Protection and Privacy**, Contact Information Governance: The data protection impact assessment (DPIAs) screening questions were completed for the recommendations and options in this report and as

there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.

47. **Communications**, contact: The communication of the strategy is supported by the City of York's Communications Team.

48. **Economy**, contact**:** through initiatives such as poverty-proofing schools and providing families with information and support to help manage the cost-of-living crisis.

Risks and Mitigations

49. There are no known risks to this strategy being implemented.

Wards Impacted

50. All Wards are affected by this key decision.

Contact details

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

Author

Name:	Maxine Squire
Job Title:	Assistant Director
Service Area:	Education and Skills
Report approved:	Yes
Date:	21/07/2025

Co-author

Name:	Victoria Coyle
Job Title:	Head of Integrated SEND
Service Area:	Education and Skills
Report approved:	Yes
Date:	21/07/2025

Background papers

- The Children and Young People with Special Educational Needs and Disabilities Needs Assessment (2024)
- Background paper: Inclusion and Belonging, SEND and AP Strategy 2025-2030

Annexes

- Annex A: Inclusion and Belonging Special Educational Needs and Disabilities and Alternative Provision Strategy 2025-2030
- Annex B: Equalities Impact Assessment (EIA) completed
- Annex C: Data Protection Impact Assessment DPIA) completed

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Children and Education
Service Area:	Education and Skills
Name of the proposal :	Inclusion and Belonging Special Educational Needs and Alternative provision strategy 2025-2030
Lead officer:	Victoria Coyle
Date assessment completed:	September 2025

Names of those who contributed to the assessment :			
Name	**Job title**	**Organisation**	**Area of expertise**
Victoria Coyle	Head of Integrated SEND	CYC	Special Educational Needs
Lynne Johns	Specialist Teaching Team Manager	CYC	Special Educational Needs
Dan Bodey	Head of Inclusive Education	CYC	Children who have experienced care, exclusions, and attendance

Geraldine Jackson	Principal Educational Psychologist	CYC	Special educational needs
Demi Parker	Designated Clinical Officer	Health	Health

Step 1 – Aims and intended outcomes.

EIA 02/2021

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	The purpose of the proposal is to implement the Inclusion and Belonging Special Educational Needs and Disability and Alternative Provision Strategy in the City of York 2025-2030. The strategy sets out a clear, ambitious, and collaborative vision to improve outcomes and life chances for children and young people with SEND and their families across the city. It has been fully co-produced with our SEND partnership and families. This strategy responds to: • York's SEND continued improvement journey following on from the existing SEND strategy. • Parent/carer feedback via York's SEND Local Offer and forums. • The Council's statutory responsibilities under the Children and Families Act 2014 and the SEND Code of Practice 2015. • Priorities in the York Health and Wellbeing Strategy and Children and Young People's Plan • Ofsted/CQC Area SEND Inspection findings. It responds to the Council priorities with a focus for children and young people to • Strengthen our communities. • Be excellent corporate parents. • Outcomes for our most disadvantaged • Future proof skills plan and work opportunities The strategy focuses on making sure our children and young people feel that they are valued and visible, around early identification and intervention, providing the right support at the right time, and ensuring children and young people are well-prepared for adulthood. The plan also addresses the need for a confident and skilled workforce and improved mental health support for children and young people.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	The strategy is underpinned by the legislation of the Children and Families Act 2014 and other relevant legislation including the SEND Code of Practice 2015.

1.3	**Who are the stakeholders and what are their interests?**
	Children and young people families, settings, including Early Years, primary and secondary and post 16. The voluntary sector, police, Health, including ICB. It aligns to the Autism and ADHD strategy and the relevant stakeholders

1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff, and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	The strategy is underpinned by the City for All principles of the Council Plan and the Children and Young people plan. It focuses on making sure our children and young people feel that they are valued and visible, around early identification and intervention, providing the right support at the right time, and ensuring children and young people are well-prepared for adulthood. The plan also addresses the need for a confident and skilled workforce and improved mental health support for children and young people.

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**
Parent carer surveys	Included a range of questions around the SEND system in York, reaching out to all parents in City of York
Parent/carer workshop	A focussed session with families to look in more detail at the priorities and to discuss the key issues for families
DFE /York Mainstream Inclusion Review	An external one-day feedback session which focussed on school, family, and child voice on inclusion in mainstream York schools
Feedback from Autism and ADHD strategy and Inclusion and Belonging full consultation	Full consultation on both the Inclusion and Belonging and Autism and ADHD strategy provided opportunity for drop ins and discussion on the impact of this strategy
York Primary SENCO forum	A session with schools to hear their view on mainstream inclusion and the challenges and opportunities in the SEND system in York
National Development Team for Inclusion partnership training event two events	A focus with partners on support and needs for older young people and adults
Publication of the Listening to Neurodivergent Families in partnership with the Land, York Carers Centre, York Disability Rights Forum and Parent Carer Forum York in January 2025	Health Watch - Clear focussed feedback on specific
Summary of Ofsted Inspections last 15 in Yorkshire and Humber	Information and evidence on the key opportunities to improve the SEND system

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**
Although there was a wide range of activities and full City consultation there is still the need to improve family voice and to reach a diverse and wide parental viewpoint through consultation, this is an area for improvement	A key priority in the Strategy is to increase parental reach. Ongoing work with Parent Carer Forum to support and extend the reach to more families. The SEND Hub will also be a significant supportive factor to achieve this.

Step 4 – Analysing the impacts or effects.

4.1	**Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?** Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations**.**		
Equality Groups and Human Rights.	**Key Findings/Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
Age	The strategy affects children and young people aged 0-25 as it positively impacts on this age group. There is a focus to make transitions more streamlined between age groups and support moving into adulthood. Early years also has a focus.	**+**	**H**
Disability	Children and young people with SEND are a varied group. While some special educational needs (SEN) equate to or coexist with a disability, others do not. The purpose of strategy is to improve York's arrangements for all children and young people with SEND aged 0 to 25. This will have a positive impact on disabled children and young people.	**+**	**H**

	The whole focus on the strategy is on those children and young people who may have a disability and where they may not have been identified as such. It is a positive step to support more vulnerable children and young people, there is a focus on training for the workforce on the Equalities Act 2010. Research has found that when children and young people's protected characteristics overlap with their special educational needs and/or disabilities, it may affect how some groups lived experience in York.		
Gender	More boys than girls are identified with SEND. They are more likely to be in alternative provision. This is inclusive of gender and supports all genders. There are some specifics that are recognised, for example the need to look for more training support for staff to support girls who are more likely to mask their needs and the review and audit of alternative provision	**+**	**H**
Gender Reassignment	The strategy supports use of shared language and respect. This covers support for when a person identifies as a different gender to that which they were assigned at birth	**+**	**M**
Marriage and civil partnership	This strategy is fully inclusive in meeting the needs of all children and young people in York it does not have a focus on marriage or civil partnership specifically, it does support voice and influence of children and young people	**0**	**N**
Pregnancy and maternity	This strategy is from 0-25 and therefore includes babies and the multi-agency partnership work around support from hospital trust through to education is a key element	**+**	**M**
Race	This strategy is fully inclusive and committed to meeting the needs of all children and young people in York. Data shows that a higher proportion of White British males are identified as having SEND. To address this, the	**0**	**N**

	strategy places a strong emphasis on audits and continuous learning, aiming to improve outcomes and ensure all needs are recognised and supported regardless of whether a formal diagnosis is in place. This approach encourages a more nuanced understanding of individual needs.		
Religion and belief	This strategy is inclusive of all children and young people in York	**0**	**N**
Sexual orientation	This strategy is fully inclusive in meeting the needs of all children and young people in York	**0**	**N**
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	There is a priority in the first year of the strategy to ensure all the partnership are working towards increasing the awareness of young carers in York	**+**	**H**
Low income groups	The strategy is inclusive and supports those children on low-income groups. Reducing the impact of poverty is central to the strategy. It has responded for example to the feedback from young people around signposting for low-cost options the work of the York Schools Academies board will focus on poverty proofing support in schools.	**+**	**H**
Veterans, Armed Forces Community	The Children and Families Act has a specific section on supporting children who are from families in the Armed Forces. This underpins the strategy and therefore has a positive impact	**+**	**M**
Other	Asylum seeking families, this strategy specifically makes awareness of the good practice to support children who have had to leave their homes to come to York	**+**	**H**
Impact on human rights:			
List any human rights impacted.	equality and non-discrimination, education, health and social care, a decent standard of living, and the right to housing.	**+**	**H**

	Participation – people should be involved in decisions that affect their rights. Participation must be active, free, meaningful and give attention to issues of accessibility, including access to information in a form and a language which can be understood. **Accountability** – there should be monitoring of how people's rights are being affected, as well as remedies when things go wrong. **Non Discrimination** – All forms of discrimination must be prohibited, prevented, and eliminated. People who face the biggest barriers to realising their rights should be prioritised. **Empowerment** – Everyone should understand their rights and be fully supported to take part in developing policy and practices which affect their lives. **Legality** – requires the recognition of rights as legally enforceable entitlements and is linked into national and international human rights law.		

Use the following guidance to inform your responses:

Indicate:

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

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

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

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**

The strategy aims to improve the outcomes of children and young people, for example, increase the engagement with education, and flexibility in school's curriculum. Improving the delivery of information through the local offer and involving families more in the shape and design of services. Reaching out to more families for their feedback both positive and negative, through settings and the formal Parent Carer Forum and groups.

The work of the Educational Psychologists is underpinned by the Human Rights Act and particularly a focus on child voice.

The shared priorities of the partnership and the values and pillars are aligned to the Autism and ADHD strategy. This is underpinned by good strong relationships across the partnership. The basis of the strategy falls within the legislation of the Children and Families Act 2014

Step 6 – Recommendations and conclusions of the assessment

6.1	**Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:**

- **No major change to the proposal** – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.

- **Adjust the proposal –** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.

- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty

- **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

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

Option selected	**Conclusions/justification**
No major change to the proposal – the 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.	The strategy is ambitious about advancing opportunities for all children and young people with a specific focus on those vulnerable groups, this includes having ambitious educational, health and care outcomes. This is a positive step forward.

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**
Requirement to extend the reach of family engagement to ensure that there are more opportunities for families to feed back in key strategic work	Ongoing work with parent carer forum and schools with report back to SEND Board	Victoria Coyle	July 2026

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?
	Ongoing review will be embedded as part of the strategy review, each year. The monitoring arrangements of the SEND and AP partnership Board has been reviewed and revised to include a focus on the delivery of the workstreams, so that impact can be monitored. This will be every 6 weeks. The Local Offer will include an annual update of progress to families.

Data Protection Impact Assessment Screening Questionnaire

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

Ref number:	**AD-16365**
Name and Job title:	**Victoria Coyle - Head of Integrated SEND**
Date:	**22 July 2025**
Description - Explain broadly what you aim to achieve and what type of processing it involves. You may find it helpful to refer or link to other documents, such as a project proposal, business case etc.	
This report seeks Cabinet approval for the approval of York's Inclusion and Belonging Special Educational Needs and Disabilities (SEND) Strategy 2025–2030. The strategy sets out a clear, ambitious, and collaborative vision to improve outcomes and life chances for children and young people with SEND and their families across the city	

Are you:

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

Are you planning to carry out any

☐ evaluation or scoring

☐ automated decision-making with significant effects;

☐systematic monitoring;

☐ processing of sensitive data or data of a highly personal nature

☐ processing on a large scale

☐ processing of data concerning vulnerable data subjects

☐ innovative technological or organisational solutions

☐ processing that involves preventing data subjects from exercising a right or using a service or contract.

☐ profiling to make decisions about people

☐ automated decision-making to make decisions about people

☐ process special-category data or criminal-offence data

☐ systematically monitor a publicly accessible place eg CCTV

☐ use innovative technology in combination with any of the criteria in the European guidelines

☐ use profiling to help make decisions on someone’s access to a service, opportunity or benefit

☐ use automated decision-making to help make decisions on someone’s access to a service, opportunity or benefit

☐ use special category data to help make decisions on someone’s access to a service, opportunity or benefit

☐ carry out profiling on a large scale

☐ process biometric or genetic data in combination with any of the criteria in the European guidelines

☐ combine, compare or match data from multiple sources

☐ process personal data without providing a privacy notice directly to the individual in combination with any of the criteria in the European guidelines

☐ process personal data in a way that involves tracking individuals' online or offline location or behaviour, in combination with any of the criteria in the European guidelines

☐ process children's personal data for profiling or automated decision-making or for marketing purposes, or offer online services directly to them

☐ process personal data that could result in a risk of harm in the event of a breach

☐ a change to the nature, scope, context or purposes of existing processing

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

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

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Meeting:	Executive
Meeting date:	7 October 2025
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Councillor Pavlovic, Executive Member for Housing, Planning and Safer Neighbourhoods

Decision Report: Copmanthorpe Neighbourhood Plan – Examiner's Report and Decision Statement

Subject of Report

1. The Parish Council of Copmanthorpe have produced a Neighbourhood Plan for their area. This has been subject to an independent Examination following its formal Submission to the council.

2. This report presents the conclusions of the Examination in the Examiner's Report (Annex B) and recommends Executive to endorse the Examiner's recommendations to enable the Neighbourhood Plan to proceed to Referendum, as set out in the Decision Statement (Annex C).

Benefits and Challenges

3. The Copmanthorpe Neighbourhood Plan has been prepared by the Parish Council of Copmanthorpe and includes locally specific planning policies on issues important to the Parish. The Parish Council have worked collaboratively with the Council during the preparation to ensure it has been prepared in conformity with the Development Plan for the authority.

4. This plan was prepared in advance of adoption of York's Local Plan. However, all advice to the Parish Council has been based on the emerging Local Plan, including proposed modifications and the Examiner has taken this into account in his conclusions.

5. Subject to Members' decision to proceed, the decision as to whether the plan should be adopted is made by the Parish via a Referendum. If more than 50% of the vote is in favour, this plan will form part of the development plan for the authority's area, together with the adopted Local Plan[1], other made neighbourhood plans, and the Joint Minerals and Waste Plan (2022[2]).

Policy Basis for Decision

6. The Localism Act 2011 introduced new powers for community groups to prepare neighbourhood plans for their local areas. The Neighbourhood Planning (General) Regulations 2012 (as amended) ("the Regulations") sets out the specific requirements for preparing the Neighbourhood Plan and bringing this into force as part of a development plan for the authority.

7. The Regulations place a statutory duty on planning authorities to assist communities in the preparation of Neighbourhood Plans and to take plans through a process of Examination and Referendum. They also require decisions at key stages in the process within set time limits.

8. Following receipt of the Examiner's report, the legislation requires the Council to:

- Consider each of the recommendations made by the Examiner's Report (and the reasons for them), and
- Decide what action to take in response to each recommendation.

9. If the LPA is satisfied that the Neighbourhood Plan meets the Basic Conditions, is compatible with the Convention rights, and complies with the definition of an NP and the provisions that can be made by a NP or can do so if modified (whether or not recommended by the Examiner), then a referendum must be held.

10. The Council is required to publish its decision and its reasons for it in a 'Decision Statement'. The Decision Statement must be published within 5 weeks beginning with the day following receipt of the Examiner's Report unless an alternative timescale is agreed with the relevant Parish Council and / or its agents. In this instance, the Executive meeting falls outside the 5 week timescale – however, the Council has received written agreement from Copmanthorpe Parish

[1] Adopted on 27 February 2025
[2] Jointly prepared with North Yorkshire and North York Moors and adopted on 27th April 2022.

Council that they agree to the extension of time to agree the Examiner's Report and to agree to move on to referendum. Annex C presents the proposed Decision Statement required by Regulation 25 of the Neighbourhood Planning (General) Regulations (2012, as amended).

11. The Examiner's recommendations on the Neighbourhood Plan are not binding on the Council, who may choose to make a decision which differs from the Examiner's. However, any significant changes from the Examiner's recommendations would require a further period of public consultation, along with a statement from the Council setting out why it has taken this decision.

12. As the Neighbourhood Plan is now at an advanced stage, its policies have legal weight in decision making with regard to any planning applications to be determined within the Copmanthorrpe Neighbourhood Plan area. This is reflected in The Neighbourhood Planning Act 2017 which recognises that, when determining an application, a LPA must have regard to "*a post examination draft neighbourhood development plan as far as material to the application"*. If a LPA makes a decision to allow a draft neighbourhood plan with modifications to proceed to referendum, then the modifications recommended must also be taken into account.

13. The government have published guidance on the weight of the Neighbourhood Plan policies. The guidance states that 'where the local planning authority has issued a decision statement (as set out under Regulation 18 of the Neighbourhood Planning (General) Regulations 2012) detailing its intention to send a neighbourhood plan to referendum, that plan can be given 'significant weight' in decision-making, so far as the plan is material to the application'.

14. The Neighbourhood Plan supports the achievement of the core principles set out in the Council Plan. In particular, policies in the plan seek to support well designed development, as well as supporting green infrastructure with positive implications for health and well-being and climate change objectives.

Financial Strategy Implications

15. The responsibility, and therefore the costs, of the Examination and Referendum stages of the Neighbourhood Plan production lie with the City of York Council. Table 1 below sets out a breakdown of the non-staffing costs of producing the Copmanthorpe Neighbourhood

Plan to date and also sets out the estimated costs associated with the Examination and Referendum.

Table 1: Costs

Stage	Cost
Designation consultation	£500 (estimate)
Submission consultation	£500 (estimate)
NP grant to Parish Council	£3,000
Examination	Approx £3,000 exc VAT (final amount tbc)
Referendum	Circa £6,000 (tbc)
Total	**£13,000 (estimate)**

16. A significant level of officer resources is required throughout the process to provide support to each of the Neighbourhood Planning Bodies during the preparation of the plan. This officer input seeks to ensure legal conformity, appropriate plan content, technical advice, including provision of mapping and assistance with Strategic Environmental Assessment (SEA) and Habitat Regulation Assessment (HRA).

17. Financial support from Central Government is available for Local Planning Authorities (LPAs) involved with Neighbourhood Plans. £5,000 is available for the designation of five neighbourhood areas; York can no longer claim this as we have more than 5 designated neighbourhood areas. Local Planning Authorities can also claim £20,000 following a decision to proceed and setting a date for to referendum. A claim will be able to be made at the point when the local planning authority issues a Decision Statement detailing its intention to send the plan to referendum (rather than when a referendum date has been set) (Annex C).

18. Copmanthorpe Parish Council was provided with a £3k grant from the Council to support the development of the neighbourhood plan to Submission.

19. Communities with Neighbourhood Plans in place can also benefit financially should York adopt a Community Infrastructure Levy (CIL). They can benefit from 25% of the revenues from the CIL arising from the development that takes place in their area. At the Council's Executive meeting on 26th January 2023, the Council made the decision to formally consult on the draft CIL Charging Schedule and associated Instalment Plan. In line with the CIL Regulations 2010 (as

amended 2019), the CIL draft Charging Schedule was submitted for independent Examination on 18 July 2025. The examination hearing took place on 2 September 2025 and the CIL Charging Schedule is likely to be adopted by the end of the year.

Recommendation and Reasons

20. It is recommended that Executive:

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

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

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

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

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

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

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

Reason: To conclude the Neighbourhood Plan process expediently.

Background

21. The Copmanthorpe Neighbourhood Plan has been prepared by Copmanthorpe Parish Council, with engagement with the local

community and City of York Council. Prior to Examination it has been through the following stages of preparation:

- Area to be covered by Neighbourhood Plan submitted to City of York Council (September 2013);
- Consultation on Neighbourhood Plan area (25 September 2013 to 6 November 2013);
- Designation as a Neighbourhood Area (January 2014);
- First Pre-Submission consultation Regulation 14 (September 2014);
- Second Pre-Submission consultation Regulation 14 (May 2017);
- Submission of Neighbourhood Plan to City of York Council (29 January 2025)
- Submission Consultation – Regulation 16 (26 March 2025 - 14 May 2025).

22. Following the close of submission consultation and with the consent of Copmanthorpe Parish Council, Andrew Ashcroft (BA(Hons), MA, DMS, MRTPI*)* was appointed to undertake an Independent Examination of the Neighbourhood Plan. The purpose of the Examination is to consider whether the Plan complies with various legislative requirements and meets a set of "Basic Conditions" set out in paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990 as applied to neighbourhood plans by section 38A of the Planning and Compulsory Purchase Act 2004. The Basic Conditions are:

    i. To have regard to national policies and advice contained in guidance issued by the Secretary of State;
    ii. To contribute to the achievement of sustainable development;
    iii. To be in general conformity with the strategic policies contained in the development plan for the area;
    iv. To not breach, and be otherwise compatible with, EU and European convention on Human Rights obligations; and
    v. To be in conformity with the Conservation of Habitats and Species Regulations 2017(3).

23. The Examiner can make one of three overall recommendations on the Neighbourhood Plan namely that it can proceed to referendum (i) with modifications; (ii) without modification; or (iii) that the Neighbourhood Plan cannot be modified in a way that allows it to meet the Basic Conditions or legal requirements and should not proceed to referendum.

24. Modifications can only be those that the Examiner considers are needed to:

a. make the plan conform to the Basic Conditions
b. make the plan compatible with the Convention rights
c. make the plan comply with definition of a neighbourhood plan and the provisions that can be made by a neighbourhood plan or
d. to correct errors.

25. If a recommendation to go to a referendum is made, the Examiner must also recommend whether the area for the referendum should go beyond the Neighbourhood Area, and if so what the extended area should be.

26. The Regulations presume that Neighbourhood Plans will be examined by way of written evidence only, with a requirement for a hearing only in cases where the Examiner feels the only way to properly assess a particular issue is via a discussion with all parties. The Examiner decided that examination by written representations was appropriate in this case and provided his final report on 14 August 2025.

The Examiner's Recommendations

27. Annex B to this Committee report sets out the Examiner's Report, which assesses the policies in the Neighbourhood Plan and makes a series of recommended modifications where necessary. It concludes that, subject to the modifications proposed, the Neighbourhood Plan meets the Basic Conditions required by legislation and that the Neighbourhood Plan should proceed to a referendum to be held within the Neighbourhood Area (based on the neighbourhood area as approved by the City of York Council on 7 January 2014).

28. Positively the Examiner summarises that *"I am satisfied that the content and form of the Plan is fit for purpose. It is distinctive and proportionate to the neighbourhood area. The wider community and CPC have spent time and energy in identifying the issue sand objectives that they wish to be included in their Plan. This sits at the heart of the localism agenda."*

29. Officers have considered all the recommendations and the Examiner's reasons for them and have set out the Councils response as part of the Decision Statement in Annex C.

30. In summary, the Examiner has proposed modifications to the following policies:

- CNP1 – Housing Quantity;
- CNP2 – Design Principles;

- CNP3 – Affordable and Special Housing;
- CNP4 – Local Occupancy;
- CNP5 – Community Facilities and Organisations;
- CNP6 – Green Belt;
- CNP7 – Green Infrastructure;
- CNP8 – Parish Consultation;

31. The Examiner also recommended modification of general text in the Plan, where required, to achieve consistency with the modified policies to accommodate any administrative and technical changes to ensure that the Plan is up to date. He also recommended that all references to the emerging Local Plan are updated to refer to the adopted Local Plan.

Next Steps - Referendum

32. Should Member's decide to endorse the conclusions of the Examiner's report, the Council must organise a referendum on the Neighbourhood Plan. This ensures that the community has the final say on whether a Neighbourhood Plan comes into force.

33. The Regulations require the Local Planning Authority to hold a referendum within 56 days of the date that a decision to hold one has been made (excluding weekends and Bank Holidays). Subject to Executive endorsing the recommendations in this report, the referendum must be held by 24th December 2025. The date for the referendum and further details will be publicised following Executive's decision.

34. If over 50% of those voting in the referendum vote 'yes' in favour of the Neighbourhood Plan, then under the legislation the Council must bring it into force within 8 weeks of the result of referendum (unless there are unresolved legal challenges).

Consultation Analysis

35. The overall process for creating a Neighbourhood Plan is collaborative between the qualifying body, in this case Copmanthorpe Parish Council and the Council. Preparation of the plan is undertaken by the qualifying body and is then submitted to the Council. After Submission of the plan, the Council leads on its independent Examination and subject to this being successful, the Referendum process.

36. Paragraph 20 of this report sets out all of the stages of consultation that the Copmanthorpe Neighbourhood Plan has been through. A

Consultation Statement prepared by the Parish Council was submitted with the Neighbourhood Plan setting out when and how consultation was undertaken in preparation of the plan's submission to the Council.

37. In accordance with Regulation 16, City of York Council carried out consultation on the Submitted version of Copmanthorpe Neighbourhood Plan between 26th March 2025 and 14th May 2025. This consultation was in accordance with the Council's Statement of Community Involvement.

Options Analysis and Evidential Basis

38. Options for Executive to consider are:

    i. Endorse the Examiner's Recommendations, including the proposed modifications (Annex B) and approve the Decision Statement (Annex C).

    ii. Executive provide modified recommendations to those made by the Examiner and, if considered to be significant, agree that these will be subject to further consultation along with a statement explain why the decision differs from the Examiner's.

    iii. Executive reject the Examiner's recommendations and refuse the Neighbourhood Plan proposal.

    iv. Executive delegate authority to the Director of City Development to formally make, or reject, the Neighbourhood Plan in accordance with the outcome of the referendum and the publishing of a decision statement.

    v. Executive continue to consider the outcomes of the referendum prior to publishing a decision statement formally making, or rejecting, the Neighbourhood Plan.

39. It is considered that, subject to the modifications proposed, the Neighbourhood Plan meets the Basic Conditions, is compatible with the Convention Rights and complies with the provisions that can be made by a neighbourhood plan. Consequently, Option (i) is recommended to enable the Copmanthorpe Neighbourhood Plan to proceed to Referendum. Option (ii) is not considered to be justified given the plan meets the statutory requirements and is therefore not recommended.

40. Option (iii) is also not recommended as it can only be justified if the Examiner recommends that the Plan should not proceed to a

referendum, or the Council is not satisfied that the plan has met the procedural and legal requirements. A decision to refuse the Neighbourhood Plan proposal could only be made on the following grounds:

- the LPA is not satisfied that the Neighbourhood Plan meets the Basic Conditions;
- the LPA does not believe that with modification Neighbourhood Plan can meet the Basic Conditions;
- the LPA considers that the Neighbourhood Plan constitutes a repeat proposal; or
- the LPA does not believe the qualifying body is authorised or that the proposal does not comply with that authorisation.

This option would not be justified because the Examiner has identified that the Plan is sound and can proceed to referendum.

41. The Local Planning Authority must 'make' the Neighbourhood Plan following a favourable vote at referendum. Consequently there is no decision for Executive to make at this stage other than to agree publication of the formal decision statement. To allow an expedient decision to be published, Option (iv), rather than option (v), is recommended.

Organisational Impact and Implications

42. **Financial**: The examination and referendum will be funded by City of York Council. A claim by the City of York Council will be able to be made to government for a grant of £20,000 at the point the City of York Council issues a decision statement (as set out under Regulation 25 of the Neighbourhood Planning (General) Regulations 2012) detailing its intention to send the plan to referendum. The government grant of £20,000 can be put towards the costs of the City of York Council's involvement in preparing the Plan (including the costs of the Examination and referendum). Any shortfall will need to be accommodated within existing resource.

43. **Human Resources (HR):** There are no HR implications contained in this report. Should there be any requirement for additional resource by CYC in relation to the undertaking of the referendum, then these would be established and resourced in accordance with Council policy.

44. **Legal**: The Legal implications are set out within the body of this report. A decision to proceed to referendum is, like all decisions of a public authority, open to challenge by judicial review. The risk of any legal challenge to the Neighbourhood Plan being successful has been minimised by the thorough and robust way in which it has been prepared and tested.

45. **Procurement**: Should any outcomes from this report require procurement, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Procurement Act 2023. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.

46. **Health and Wellbeing:** Public Health endorses the proposal to accept the examiners recommendations, and the plan now proceeds to local referendum. Public Health supports the inclusion of well-designed, sustainable developments which meets the needs of local residents, and accessible green infrastructure and more emphasis on these points could be made within the plan. Public Health along with planning colleagues are developing a Healthy Places Supplementary Planning Document which will challenge developers to: prioritise Healthy Homes and affordability; active travel and accessibility; healthy environments and vibrant neighbourhoods. The use of the Rapid Planning for Health checklist and the Health Impact Assessment is recommended to be used for any development proposals made within Copmanthorpe.

47. **Environment and Climate action**: Policies contained within the Copmanthorpe Neighbourhood Plan have limited scope to contribute towards the ambitions of the Climate Change Strategy. However, Policy CNP7: Green Infrastructure, may contribute to the promotion of biodiversity and enhancement of nature.

    Other climate change and carbon reduction requirements are covered by policies in the Local Plan.

48. **Affordability**: Communities with Neighbourhood Plans in place can benefit financially should York adopt a Community Infrastructure Levy (CIL). They can benefit from 25% of the revenues from the CIL arising from the development that takes place in their area bringing the opportunity to fund local community developments.

49. **Equalities and Human Rights** - The EIA produced no likely significant impacts from the policies in the Neighbourhood Plan.

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

51. **Communications**: The Copmanthorpe Neighbourhood Plan comms will be contained to the announcement through Executive decision and reactive communications in response to media enquiries.

52. **Economy**: The economy of Copmanthorpe is a due consideration of the development of the Copmanthorpe Neighbourhood Plan which has been led by the local community to meet the local community needs.

Risks and Mitigations

53. In compliance with the Council's risk management strategy, the main risk associated with the Copmanthorpe Neighbourhood Plan arise from failure to comply with the laws and regulations relating to Planning and the SA and Strategic Environmental Assessment processes and not exercising local control of developments.

54. The Examiner's conclusions state that he is satisfied that, with proposed modifications, the plan meets the statutory requirements and can proceed to the next stages. Overall risk associated with failure to comply is therefore deemed to be low.

Wards Impacted

55. This Neighbourhood Plan relates to the Copmanthorpe Ward.

Contact details

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

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Report approved:	Ben Murphy
Date:	12/8/25

Background papers

Cabinet 07/01/14: Approval of Copmanthorpe Neighbourhood Plan application and boundary

Officer Decision 12/02/2025: To write to Copmanthorpe Parish Council formally accepting the submission of the draft Copmanthorpe Neighbourhood Plan

Officer Decision 03/03/2025: To agree the consultation strategy for the Regulation 16 submission consultation on the draft Copmanthorpe Neighbourhood Plan

Dedicated webpage: https://www.york.gov.uk/planning-policy/copmanthorpe-neighbourhood-plan

Annexes

- Annex A: Copmanthorpe Neighbourhood Plan (Submission version)
- Annex B: Examiner's Report
- Annex C: Draft Decision Statement
- Annex D: Equalities Impact Assessment (EIA)

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Copmanthorpe Neighbourhood Plan

Part 1

Copmanthorpe Neighbourhood Plan

January 2025

COPMANTHORPE NEIGHBOURHOOD PLAN 2023 - 2038

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FOREWORD BY DAVID CARR, CHAIRMAN OF THE NEIGHBOURHOOD PLANNING GROUP

Dear Resident

We are pleased to present the Copmanthorpe Neighbourhood Plan. This has been promoted by the Parish Council and has been prepared by a group of Parish Councillors and village residents with valuable assistance from planning consultant.
Mr Tom Woof BA (Hons) MRTPI.

This is very much *your* Neighbourhood Plan. It is an expression of your wishes and is based on what you have told us over recent months. It reflects the needs and aspirations of our community and gives effect to the views, opinions, and information you have provided on how you wish to see the parish and the village of Copmanthorpe develop over the next 15 years.

You don't have to live in the parish long to realise that it is a special place and that we are all rather fortunate to be part of this community. Most of us agree that it should be kept that way, whilst making provision for the changing and growing needs of people.

The vision is to maintain Copmanthorpe as a distinct settlement within the York Green Belt, offering a safe and attractive place in which to live and providing the broadest range of opportunities and facilities for all sections of the community whilst preserving the character, setting and identity of Copmanthorpe.

This Neighbourhood Plan aims to realise that vision. We are confident it will serve its purpose well.

Copmanthorpe Parish Council

November 2014

Since the first publication in 2014, the Neighbourhood Plan has been refined following responses to two public consultations in 2017 and after consultations with respondents and City of York Council. During this period the Neighbourhood Planning Group has had valuable assistance from planning consultant Kate Bellwood MSc BSc (hons) PG Dip MRTPI, Stephenson Halliday Ltd Environmental Planning and Design Consultants and AECOM Ltd. It now reflects the wishes of the community prior to submission to the local planning authority as provided in the legislation.

At the time of original publication, the Neighbourhood Planning Group comprised; Brian Bell, Derek Bowen, David Carr, Diane Greenwell, Eric Innes, Matthew Liston, Kathy Pickard, Martin Pickard, Wendy Rayne-Davis, Megan Taylor, Jim Weeks, and Peter Whitfield.

FOREWORD BY JULIAN STURDY MP FOR YORK OUTER

Dear Constituent

The Copmanthorpe Neighbourhood Plan has been prepared under the provisions of the Localism Act 2011 introduced by this government to give communities a bigger say in how their locality should grow and develop. It puts local residents in charge of setting out plans for the new homes, businesses and local facilities and amenities they wish to see in their community.

The Copmanthorpe Neighbourhood Plan is the first to be submitted for approval in the City of York Council area and, as such, it provides a landmark in the exercise of community rights and localism for the local authority of York.

For me it is imperative that local people play an active role in deciding how their communities are going to grow and evolve over the coming years.

Quite rightly, neighbourhood planning is at the very forefront of delivering real localism and that's why I am so delighted to support and endorse the Copmanthorpe Neighbourhood Plan.

Julian Sturdy MP

November 2014

COPMANTHORPE NEIGHBOURHOOD PLAN

SUMMARY

The Copmanthorpe Neighbourhood Plan 2022-2037 has been produced by Copmanthorpe Parish Council under powers granted in the Localism Act 2011. It has been prepared by a Neighbourhood Planning Group comprising local residents and Parish Councillors following extensive consultation with residents, businesses and representative groups. The Neighbourhood Plan area covers the entire Parish, an area having a population of some 4,300 and around 1,750 dwellings and was formally designated by City of York Council on 7 January 2014.

The Copmanthorpe Neighbourhood Plan is pro-growth but its principal aims are to:

- maintain the character, setting and identity of Copmanthorpe
- manage the growth of new development, particularly housing
- ensure that any new development takes place on a sustainable basis
- support and develop community facilities and organisations

To meet these aims, this Neighbourhood Plan contains a number of policies which will:

- promote the development of new housing up to 135 units on two preferred development sites dispersed around the village
- make provision for affordable homes, housing for older people and recreational facilities
- protect the Green Belt and safeguard, enhance and expand the green infrastructure and the natural environment

Please note that in this Neighbourhood Plan, the name 'Copmanthorpe' denotes both the Parish and the village unless the context indicates otherwise.

Additional to this Part 1 of the Neighbourhood Plan it is supported by:

Part 2 Evidence Base & Area Designation

Part 3 Strategic Environmental Assessment

Part 4 Basic Conditions Statement

Part 5 Consultation Statement

Part 6 Habitat Regulation Screening Report

COPMANTHORPE NEIGHBOURHOOD PLAN

THE NEXT STEPS

In September 2013, Copmanthorpe Parish Council made a formal submission to City of York Council to designate the Parish area as a Neighbourhood Plan Area under the Localism Act 2011 with the intention of preparing a Neighbourhood Plan for the Parish of Copmanthorpe.

The consultation process for designation was conducted over a period of six weeks, which allowed people who live, work, and conduct business in the Parish to comment on the application and boundary. City of York Council received more than 120 responses, all supporting the designation of the parish as a neighbourhood planning area. Following the consultation, the Parish Council submission was approved by City of York Council on 7 January 2014.

A number of Parish residents' surveys have been undertaken, details of which can be found in Part 6, the Copmanthorpe Neighbourhood Plan Consultation Statement. In addition, a number of community engagement events were staged by the Parish Council at both the annual May Day Street Fair on 4 May 2014 and annual Copmanthorpe Carnival on 12 June 2014 and at May Day Fairs and Carnivals in the years 2015 to 2018 and the Carnival in 2019. There was no Street Fair in 2019 and no Street Fair or Carnival in 2020 and 2021 due to the Covid pandemic restrictions but Carnival did take place in 2022 and 2023 with members of the Neighbourhood Planning Group on hand on the Parish Council stall to consult on the Plan.

The Neighbourhood Plan has been prepared on the basis of the evidence gathered of residents' needs, views, and aspirations. Prior to finalising the draft Copmanthorpe Neighbourhood Plan, an all-day exhibition of the Plan was held at the Howell Hall on 12 July 2014. This was attended by approximately 300 residents, the majority of whom agreed with the general direction and policies of the Copmanthorpe Neighbourhood Plan.

Following initial consultation and in accordance with City of York Council feedback a Landscape Character Assessment, Heritage Assessment, Strategic Environmental Assessment and Habitat Regulation Screening Report have been added to the Plan documents and updated Green Infrastructure Maps have been added.

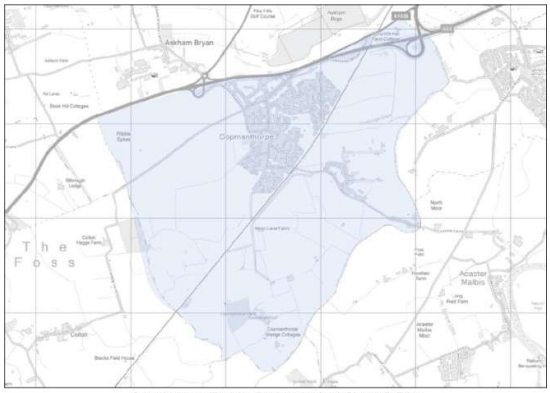
The process for approving this Neighbourhood Plan is as follows:

- Pre-submission Consultation — completed
- Amend Plan, if necessary, in response to consultation — completed
- Formal submission to City of York Council — current
- Independent examiner appointed to review Plan
- Examiner's Report published
- Referendum of local residents
- If the referendum is in favour, the Plan is adopted by City of York Council

INTRODUCTION

1. The Parish of Copmanthorpe

(a) The Parish of Copmanthorpe lies approximately 3 miles south west of York in the York Green Belt. The Parish comprises the village of Copmanthorpe and the surrounding open lowland countryside, which is characterised by fields bounded by native hedgerows and trees and containing a number of dispersed farmsteads. Copmanthorpe is situated in the north of the parish area, broadly at the intersection of the A64 trunk road and the East Coast Main Railway Line. Copmanthorpe is an ancient village settlement located close to the crossing point of the old Roman Road (along what is now Top Lane) connecting York with Tadcaster and an ancient track running south and south-west (eventually along what is now Temple Lane) to meet the River Ouse at Acaster Malbis. The origins of the village can be traced back to before the Norman Conquest. Until the 1960s, the form of the village and its population level had remained virtually unchanged for over a thousand years.



Copmanthorpe Parish - Designated Area Shown in Blue

(b) With the development of large housing estates in the latter half of the twentieth century on land surrounding the old village, the resident population expanded significantly from around 1,000 in 1961 to around 4,300 in 2011, with the present number of households totalling around 1,750. The village enjoys a wide range of facilities, both commercially and publicly provided, and has a large number of community groups run predominantly on a voluntary basis.
Given the good access to the A64 trunk road and the regional road network, the great majority of residents in employment commute to York, Leeds and West Yorkshire and further afield. Copmanthorpe may therefore be considered very much a ‘dormitory village’, a model which, if proposed today, would be rejected as wholly unsustainable.

2. Relationship between the Neighbourhood Plan and the Submitted Local Plan

(a) The Copmanthorpe Neighbourhood Plan is based on the evidence collated from a number of surveys and consultations with residents, businesses and representative groups, while not offending the City of York Council Submitted Local Plan.

(b) The Copmanthorpe Neighbourhood Plan has been adapted to conform with the City of York Council Submitted Local Plan (Publication Draft February 2018).

Parish Residents' Surveys

1. Community Audit

(a) A Community Audit of all 1,750 households in the village was carried out in July 2013 by the Parish Council, the Methodist Church and consultants Action Planning to assess opinion on a wide range of social issues as well as the further development of the village and Parish.

(b) A total of 565 responses (32% of total households) were received which showed 79% of respondents to be against any further housing development in the village and 87% of respondents who attached great importance to the Green Belt surrounding the village. The Executive Summary of this survey report is included in Part 3 of this Neighbourhood Plan.

2. Housing Quantity Survey

(a) A Housing Quantity Survey of all households in the Parish was conducted by the Parish Council in November 2013 specifically to assess the level of new housing which residents considered the village could absorb, and the most suitable sites for any development. The results of the survey are set out in Part 3 of this Plan.

(b) The Housing Quantity Survey asked residents to consider seven possible sites for future development and rank them in order of preference as being suitable for development. The seven sites were those which landowners had confirmed could be made available for development in response to City of York Council's 'Call for Sites' in 2012.

(c) There were 610 responses (35% of total households) to this survey. The consensus view of respondents in this survey published in March 2014 was that the village could absorb up to 135 new houses and the top four sites where development should take place were Temple Lane, New Moor Lane, Tadcaster Road Link, and Old Moor Lane.

3. **Housing Needs Survey**

(a) A further survey, the Housing Needs Survey, of all households in the Parish was conducted by the Parish Council in June 2014. The results of this survey are set out in Part 3 of this Plan.

(b) A total of 527 households (30% of total) comprising 994 adult residents responded to the survey with 11% of respondents (59 households) expressing a need for alternative accommodation.

(c) A day-long exhibition of the draft Neighbourhood Plan was held on Saturday 12 July 2014. This was attended by approximately 300 residents, the majority of whom agreed with the general direction and policies of the emerging Neighbourhood Plan.

COPMANTHORPE NEIGHBOURHOOD PLAN

HOUSING DEVELOPMENT

Policy CNP1: HOUSING DEVELOPMENT

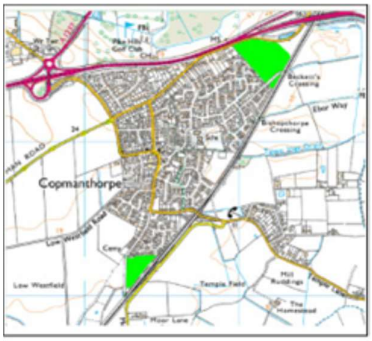
Subject to the removal of the relevant pieces of land from the Green Belt by City of York Council, as set out in the Submitted Local Plan, up to 250 dwellings will be permitted within the Parish of Copmanthorpe within the Neighbourhood Plan period and development of these will only be permitted on the two allocated sites set out in the City of York Local Plan sites ST31 and H29 (158 houses on the Tadcaster Road site and 92 houses on the Moor Lane site). In addition, small-scale development of eight units or less which can be satisfactorily integrated into the existing built-up area of the village will be supported subject to compliance with the other policies in this Plan and the Village Design Statement.

Any future development shall exclude the land to the west of the built-up area of the Village.

Reasoned Justification

1. The Landscape Character Assessment (p30 Part 3 Evidence Base) demonstrates that the land to the west of the built-up area of the Village (areas 5 – 7) “has a strong sense of openness and strong intervisibility with the adjoining western edge of Copmanthorpe and is sensitive to built development or planting which would diminish this sense of openness or intervisibility”. “Development should be avoided where it would adversely affect the key characteristics or sensitivities of the landscape or where there is a particularly high level of community value”

2. 9, The land to the North east of the built-up area of the Village (area 1 in the Landscape Character Assessment) “differs from other areas within the Parish primarily due to the stronger sense of enclosure provided both by tall dense field boundary hedgerows within the area and the clear presence of Copmanthorpe Village to the West and the A64 (including junctions) on embankment to the North”. “In terms of built development this is a relatively robust area able to accommodate developmental change of an appropriate scale as long as the sense of enclosure is not adversely affected; assuming development could respect the existing pattern and strength of enclosure, the character of the area would not be adversely affected.”.



Neighbourhood Plan Sites
(shown in green)

3. The figure of a total of 135 new dwellings originally expressed in this policy is in line with the overwhelming view of the residents of Copmanthorpe, expressed in the Housing Quantity Survey, that the maximum level should be 135 new houses across two sites. It is sustainable and generally in line with the current city-wide strategic figures in the Local Plan. However, this figure has been superseded by progress on the City of York Local Plan and recent planning consents for the two sites (18/00680/OUTM – ST31 Tadcaster Link Road and 19/00602/FULM – H29 Moor Lane) so CNP1 has been amended accordingly.

4. The Moor Lane site is bounded by the existing village built up area, the East Coast Main Railway Line and Moor Lane. The Railway and Moor Lane will each provide a robust green belt boundary

Intention

1. All large-scale housing development shall take place on sites ST31, Land at Tadcaster Road Copmanthorpe, and H29, Land at Moor Lane Copmanthorpe, identified in the Publication Draft Local Plan (2018)

2. Developers will be required to ensure that the development of Sites 1 and 6 does not result in water draining into the current surface water drainage system or to a raised water table in the area

COPMANTHORPE NEIGHBOURHOOD PLAN

DESIGN PRINCIPLES

Policy CNP2: DESIGN PRINCIPLES

In order to maintain the identity and character of Copmanthorpe and to encourage good design in the provision of future housing, all development should have regard to the Copmanthorpe Village Design Statement and should be designed to make a positive contribution to the local character and distinctiveness of the area. In particular, new development should:

a) **Appear as an integral part of the landscape**
b) **Ensure that the separation between Copmanthorpe and neighbouring villages is retained**
c) **Retain and enhance all existing locally distinctive landscape features and**
d) **Reflect the rural character of the village including important views, open spaces, footpaths and green corridors.**

Reflecting key design features identified in the Village Design Statement and Conservation Area designation, all new development is expected to adhere to the following design principles:

1. **Heritage – Development within, or affecting the setting of, the Copmanthorpe Conservation Area or listed buildings should respect the significance of the heritage asset and make a positive contribution to its conservation. In particular, the rural character of the Conservation Area around St Giles' Church and Low Green should be retained and enhanced.**

2. **Materials – These should complement local character and utilise design detailing including chimney stacks to gable ends where appropriate. The use of UPVC windows and doors within the Conservation Area should be avoided.**

3. **Layout – This should enhance existing site features with a range of plot sizes and house types. Walking and cycling should be encouraged via safe and direct connections to the rest of the village and wider area. Parking provision, bin and cycle storage should be incorporated discreetly into new development.**

4. **Height and massing – Variation in building line and roofline should be incorporated into design and monotonous repetition should be avoided. Development over two storeys in height, except where there are rooms within the roof space, should be avoided.**

5. **Developers shall set aside their standard design pattern books and create bespoke house types which are appropriate for inclusion within the village-scape of Copmanthorpe.**

Reasoned Justification

1. The Community audit of June 2013 established that the majority of residents value the distinctive village feel of Copmanthorpe. The Housing Quantity Survey of March 2014 revealed a strong feeling that the identity and ambience of the Village should be retained. Since 2003 the Copmanthorpe Village Design Statement has been successfully applied as supplementary planning guidance for all planning applications within the Village in order to preserve that identity and ambience.

2. As a general principle all new building developments should be of an imaginative design that enhances local distinctiveness. They should contribute to the village feel of

Copmanthorpe by respecting the qualities valued by the local community and addressing the needs of its residents, which are expressed in our Village Design Statement, and the identified character of the Conservation Area. Developers must look beyond their site boundaries and consider how their proposals fit in with the existing village surroundings.

Intention

1. This policy seeks to maintain the identity and character of Copmanthorpe and to encourage good design in the provision of future housing.

2. This policy seeks to maintain the identity and character of Copmanthorpe and avoid the construction of housing built in accordance with Developers' standard pattern book designs

COPMANTHORPE NEIGHBOURHOOD PLAN

AFFORDABLE AND SPECIAL HOUSING & HOUSING FOR OLDER PEOPLE

POLICY CNP3: AFFORDABLE AND SPECIAL HOUSING
Affordable housing within Copmanthorpe (including social rented housing where there is a proven need) will be delivered in line with City of York Council policy and in accordance with Policy CNP 4 (Local Occupancy):

1. **The target level of affordable and special housing per residential development scheme will be set in line with City of York Council policy from time to time in force**

2. **Housing needs for older people will be established in consultation with City of York Council**

3. **Where housing need is the same, preference will be given to local residents or those with a local connection as detailed in Policy CNP4 (Local Occupancy)**

Reasoned Justification

1. According to the Housing Needs Survey within Part 3 of the Plan (Evidence Base and Area Designation) there is a lack of an appropriate range of affordable housing options in the Parish. This is especially the case for younger people, many of whom hold a strong aspiration for home ownership. Social, political and economic changes have generated greater uncertainty in the housing options facing many and this policy will help to address those uncertainties.

2. Developers will be encouraged to promote innovation in housing design and financial mechanisms which enable greater access to the housing market for first-time buyers, whether in a family unit or single. These may include small starter homes with potential for extension and houses designed to accommodate multi-generational living where privacy and separate access can be secured under the same roof.

3. Policy H10 of the City of York Submitted Local Plan aims to improve affordability across the housing market by setting out five criteria to be applied to residential planning permissions of more than five dwellings. The principal criterion is that the proportion of affordable housing per scheme will be in line with 'current annual dynamic targets' which, on sites of more than 15 dwellings, can provide for up to 30% of units to be affordable. However, in light of the specific evidence gathered in Copmanthorpe by the Housing Needs Survey (see below), this 30% will be divided equally between discounted/part ownership sale, housing for older people and self/custom build housing.

4. A housing needs survey of all 1750 households in the Parish was carried out by the Parish Council in June 2014 and the findings published in July 2014. The questionnaire and analysis of the results are included in Part 3 of the Plan (Evidence Base and Area Designation). A total of 527 households representing 994 adults responded to the survey. 11% of respondents (59 households) expressed a need or wanted alternative or additional accommodation and of these 59, 19 households claimed a need for larger accommodation and 19 further households claimed a need for smaller accommodation.

5. The types of alternative accommodation favoured by the 59 household respondents were two or three bedrooms houses or bungalows, with detached properties being marginally preferred to semi-detached. Regardless of the property, the majority (61%) preferred open market purchase as the most preferred method of acquiring it, although a significant minority (27%) favoured self/custom build, with less than 10% likely to seek alternative accommodation via discounted sale/part ownership or Council/Housing Association renting.

6. According to the Housing Needs Survey (see Paragraph 4) Copmanthorpe has a high proportion of residents at retirement age or older. Promoting the independent living, social inclusion and well-being of older people is an important consideration. Home, neighbourhood and mobility are key elements in the provision of housing for older people as this segment of the population tends to spend more time at home than any other age group.

7. This Policy recognises there is a need in Copmanthorpe for additional opportunity and choice in housing which is more appropriate in design and location for older people, so that down-sizing can occur without losing local connections. If this need is realised it will, in many cases, result in the release to the market of larger dwellings better suited to family occupation.

Intention

1. This Policy CNP3 (Affordable Housing) aims to reflect the requirements of the community in widening access to quality housing particularly for younger people, and for older people wishing to downsize, and who, in both cases, wish to continue living in Copmanthorpe.

2. Within Copmanthorpe, housing developments of four or more units should address the local need for housing specifically suited to older people by restricting occupancy to households with a local connection and where at least one person in the household has reached the state retirement age. In addition, housing schemes will be encouraged which offer a bespoke later living housing type promoting an environment of companionship, privacy and security for older people

3. Detailed monitoring of this Policy will be carried out to ensure that it does not adversely impact on the financial viability of development projects. The policy would be self-defeating if no new housing at all were to be developed because the policy was depressing the profitability of schemes to a level where the incentive to build was eroded.

COPMANTHORPE NEIGHBOURHOOD PLAN

LOCAL OCCUPANCY POLICY

POLICY CNP4: LOCAL OCCUPANCY

All affordable housing and older persons housing will be subject to local occupancy restrictions as follows:

1. **A person or household who currently lives in the Parish and has done so for a continuous period of at least three years; or**

2. **A person or household who works in the Parish and has done so for a continuous period of at least three years; or**

3. **A person or household who has moved away but has strong established and continuous links with the Parish by reason of birth or long-term immediate family connections; or**

4. **A person or household who has an essential need through age or disability to live close to those who have lived in the Parish for at least three years**

5. **If, at any time, no person or household satisfies the above restrictions then they may be expanded to include a person or household who currently lives within the CYC local authority area and has done so for a continuous period of at least five years with essential need for property, for example for reasons of age, disability or illness**

6. **Beyond the provision of point 5, if no person or household can be identified then the restrictions may be further expanded to include North Yorkshire**

Reasoned Justification

1. There is a need for housing in Copmanthorpe for younger local people, who are in danger of being priced out of the conventional local housing market, and for older people who wish to downsize, all of whom wish to stay in the village for local connection reasons.

Intention

1. A local occupancy policy will ensure a condition is placed on relevant planning permissions to restrict the occupation of such housing to local people. This will also have the effect of reducing the price of dwellings by a small but potentially significant amount, which will help local people to stay in the community where they have connections, support and/or prospects.

COPMANTHORPE NEIGHBOURHOOD PLAN

COMMUNITY FACILITIES AND ORGANISATIONS

POLICY CNP5: COMMUNITY FACILITIES AND ORGANISATIONS

1. **Where land becomes available, applications for change of use to sports and leisure uses and allotments will be supported.**

2. **Any off-site financial obligation on developers to provide public open space or recreation facilities will be ring-fenced to deliver further recreation facilities within Copmanthorpe.**

3. **Any Community Infrastructure Levy arising out of development in Copmanthorpe shall be ring fenced to deliver infrastructure benefits in Copmanthorpe**

Reasoned Justification

1. Copmanthorpe benefits from extensive community facilities, provided by both private enterprise and public agencies, and with many provided by voluntary sector organisations and community groups. Some of these latter have their own premises and some use buildings providing for a variety of community activities. A list of facilities and organisations in the Parish is contained within Part 3, Evidence Base. All of these facilities play a valuable, if not vital, role in sustaining Copmanthorpe as a viable and active community rather than just a large group of dwellings.

2. Local green space in the Parish is also an important social benefit and is a recognised essential requirement for the health and wellbeing of residents. The Neighbourhood Plan seeks to provide for new and enhanced playing fields, recreational open space and children's play areas.

3. Previous experience in Copmanthorpe has shown that small patches of green space within new developments are difficult to use and maintain to the satisfaction of residents therefore, resident's preference is for this provision to be concentrated in one place, plans for which are already in hand

4. The Village Recreation Centre of 6 acres is now completely in full use and the sports field suffers from over use while many of the village football club's more than 20 teams have to rent playing space in other parts of the City. The Parish Council and the Charity that owns and operates the Recreation Centre wish to promote additional sports facilities in order to accommodate these teams and expand the recreational opportunities offered to residents.

5. The allotment gardens at Temple Lane are a popular amenity of the Parish and interest in this activity is likely to grow with the increasing public awareness of sustainable food-sourcing, the increasing need for food security and the decreasing sizes of gardens in modern higher-density housing developments. This Plan will therefore seek to expand the number of allotments.

Intention

This Plan will make provision in the Parish for additional green space for recreational and leisure uses and additional land for allotments

COPMANTHORPE NEIGHBOURHOOD PLAN

GREEN BELT

POLICY CNP6: GREEN BELT

1. The Green Belt land to the west of Copmanthorpe forms an important part of the special open and agricultural character of the setting of the nationally significant historic City of York. Together with the other Green Belt land surrounding the village it also plays an important role in maintaining the identity, character and setting of Copmanthorpe village itself. The general extent of the York Green Belt within Copmanthorpe Parish is shown on the RSS Key Diagram (Map X). The Green Belt will be defined through the Local Plan process. This policy shall apply to land included within the Green Belt boundary that is defined under an adopted Local Plan.

Decisions on whether to treat land as falling within the Green Belt for development management purposes in advance of the adoption of the Local Plan will be taken in accordance with the approach supported in the case of Christopher Wedgewood v City of York Council [2020] EWHC 780 (Admin), taking into account the RSS general extent of the Green Belt, the draft Local Plan (April 2005) (Map X), the emerging Local Plan and site specific features in deciding whether land should be regarded as Green Belt until such a time as the Green Belt boundaries are adopted within the Local Plan.

Within the general extent of the Green Belt inappropriate development will not be supported except in very special circumstances. New buildings are regarded as inappropriate development and will not be supported other than in the circumstances identified in the National Planning Policy Framework.

Reasoned Justification

1. According to the Landscape Character Assessment (see Part 3 of this Plan) the Parish of Copmanthorpe lies within the York Green Belt. This plays an important role in determining the setting, character, and identity of the village of Copmanthorpe itself and also offers access to open countryside for both active and passive recreation. The National Planning Policy Framework (NPPF) states: "*The Government attaches great importance to Green Belts.....the essential characteristic of Green Belts is their openness....*"

2. This is particularly the case along the western boundary of Copmanthorpe village where this openness - the ability to see open countryside and the natural horizon - is much prized by Copmanthorpe residents. The emotional and spiritual value of this open land to the people of Copmanthorpe should not be underestimated.

3. The Green Belt along the western flank of Copmanthorpe also plays a significant role in defining and protecting the special character and setting of the historic City of York, and especially as it is approached from the west along the A64 trunk road, the principal gateway to York for visitors arriving by road. The special character of York is not limited to the walled City; it refers to a much wider concept which includes the open countryside around York, the open approaches to the City and its relationship with its surrounding villages.



Copmanthorpe Village

4. This western approach along the A64 in this gateway location also fulfils the key function of promoting and enhancing the setting of York as a prime tourist destination by checking further suburban sprawl in an area where the open and low-lying character of the countryside can mean that development has an urbanising effect far beyond its immediate boundaries.

5. The Green Belt surrounding Copmanthorpe has a high landscape and heritage value, characterised as it is by a network of small-scale fields, ancient hedgerows, fences, copses and lanes with individual farmsteads and associated outbuildings. The Landscape Appraisal carried out for City of York Council by the University of Sheffield Environmental Consultancy in December 1996 stated that the landscape west of Copmanthorpe was one of the highest quality landscapes surrounding the City. It was defined as a small-scale landscape of high conservation and aesthetic value. The open land to the west of the village and south of Colton Lane was part of the mediaeval High West Field, part of an open field system where feudal strip farming was practised from the time of the Norman Conquest until the Enclosure Acts of the 18th Century.

6. The majority of the land surrounding Copmanthorpe, and particularly that area to the west of the village, is prime food-producing arable farmland, the latter being classified as Grade 2 by DEFRA (Department of the Environment, Food, and Rural Affairs). This grading puts the land into the top 16% of land by quality in the Yorkshire and Humberside Region. With a rapidly growing world population and the increasing demand for meat and a more 'Western' diet caused by growing prosperity in developing countries, the pressure on food-producing land is increasing dramatically. Food sourcing and food security are becoming significant political, if not existential, issues and it is therefore becoming crucial to retain the country's good quality farmland in food production.


Prime agricultural land to the west of Copmanthorpe - looking West from Manor Heath

7. The Green Belt to the west of Copmanthorpe also plays an important role in providing a haven for wildlife including several species on the 'red list'. The British Trust for Ornithology carries out regular surveys on the fields adjoining the west of the village, and the red-listed birds and mammals present over the two years (2012 and 2013) were: corn-bunting, skylark, lapwing, linnet, yellowhammer and brown hare.

Intention

1. Despite the fact that the York Green Belt is still, technically, a draft Green Belt it has, de facto, been in existence for several decades and has been reaffirmed on numerous occasions in planning refusals and dismissals of planning appeals. It was specifically recognised in the Yorkshire and Humber Regional Spatial Strategy (RSS) adopted in 2007 and although the RSS was substantially revoked by an Order (SI. No. 117 2013) made in early 2013 under the

Localism Act 2011, policies which related to the York Green Belt were specifically excluded from the revocation.

2. These retained policies make it clear that development plans should define the detailed boundaries of the Green Belt around York. The outer boundary is to be about 6 miles from York city centre and the inner one is to be defined to establish the long-term development limits that safeguard the special character and setting of the historic city.

3. However, a Green Belt like York's does not simply have an outer and an inner boundary. This is because it has a number of settlements within it that are surrounded by the Green Belt such that it abuts the entire outer boundary of the settlement. Copmanthorpe is one such settlement.

4. It is accepted that if the new housing development envisaged in the Neighbourhood Plan is to be accommodated, then given the lack of development sites within the village envelope of Copmanthorpe, some limited incursion into the Green Belt surrounding the village will be necessary. However, development will only be allowed on the preferred sites where it will not undermine the strategic function of the York Green Belt in protecting and enhancing the historical character and setting of the city of York and do least harm to the character, identity and setting of Copmanthorpe itself. As already stated, the Neighbourhood Plan has set a maximum quantum on new housing to ensure new development is sustainable and to minimise encroachment into the Green Belt.

5. Beyond this, the Neighbourhood Plan will not support development within the Green Belt, particularly on land to the west of Copmanthorpe, since this would harm the special character and setting of York at one of its principal approaches. It would also harm the character, identity, and setting of the village itself and be detrimental to the openness of the Green Belt and the amenity and well-being of Parish residents.

GREEN INFRASTRUCTURE

POLICY CNP7: GREEN INFRASTRUCTURE

1. The green infrastructure within and surrounding Copmanthorpe (maps on pages 25, 26, 27) will be safeguarded and enhanced and will be expanded as the opportunity arises and connected to surrounding habitat. No development which harms, directly or indirectly, the integrity or quality of this infrastructure will be supported

2. All development shall enhance and support the integrity and quality of this infrastructure

3. Developers will be required to ensure that the development of Site 1 does not result in damage to the notified features of Askham Bog Site of Special Scientific Interest (SSSI) and nature reserve through changes to the water levels at Askham Bog. In particular developers should consider potential impacts on water quality and water levels at Askham Bog SSSI from water drainage into the SSSI as a consequence of the development of this site

Reasoned Justification

1. Copmanthorpe is surrounded, and criss-crossed, by a network of well-used paths, bridleways and green lanes, some of which are of ancient origin. These provide vital access to the surrounding countryside as well as to green spaces within the village, including woodland, playing fields, informal open spaces and the two village greens which are registered village greens under the Commons Registration Act 1965.

2. The village greens, Memorial Green and Low Green, are well-maintained and, like other public spaces and private gardens, contain large mature trees which are a marked feature of the village. In the south-west corner of the village lies the quiet haven of the burial ground and to the south-east of the village are the village allotments which are well patronised adding to self-sufficiency and well-being.

3. The open green spaces, well-cultivated gardens, mature trees and hedgerows and green routes all combine to provide a valuable green infrastructure which plays an important role in delivering environmental sustainability, maintaining wildlife and bio-diversity, mitigating flood-risk, reducing the impact of climate-change and improving people's well-being.

Intention

1. The existing green spaces and infrastructure within the village envelope are a valuable community asset and should be protected, and, where possible, enhanced and expanded. In accordance with the existing **Village Design Statement** and any future revised versions of it.

2. Please refer to the Green Infrastructure Maps on pages 25, 26 and 27.

PARISH COUNCIL CONSULTATION

POLICY CNP8: PARISH COUNCIL CONSULTATION

Planning applicants will be encouraged to engage in pre-application consultations with the Parish Council in order to minimise any site issues or planning problems that may arise and applications shall be accompanied by a statement confirming if consultation has taken place and setting out the comments of the Parish Council.

Reasoned Justification

1. However carefully a planning policy document is written, it will not be able to anticipate all circumstances and provide suitable advice for decision makers to help them determine all planning applications with equal certainty or sensitivity. To this end, a policy which acknowledges the views of the Parish Council, based on this Neighbourhood Plan, will be of benefit to the decision-making process to ensure that the overall views of Parish residents, and the intention of the Neighbourhood Plan, are taken fully into account. This may be particularly helpful in circumstances where conditions or planning obligations are instrumental in making acceptable an otherwise unacceptable planning application.

SUMMARY OF UPDATES

October 2017

Further amendments following consultation:

Introduction – expanded to include mention of the latest draft of the CYC Local Plan and its impact on the Neighbourhood Plan

CNP2 - Allocated Sites – Policy amended to include wording suggested by Natural England and the map amended to include the triangle of land in site 1 that is separated from the rest of the field by a footpath

CNP3 – Affordable Housing – Point 2 moved to CNP7

CNP4 – Housing for Older People – amalgamated into CNP3 and following policy numbers amended accordingly

CNP5 (now CNP4) – Local Occupancy – point 6 added to provide for situations where point 5 fails to identify a suitable person or household

CNP6 becomes CNP5

CNP 7 becomes CNP6 and point 2 from CNP3 is added

CNP 8 becomes CNP7 and point 2 is amended to include wording suggested by Yorkshire Wildlife Trust and point 3 is added, again to include wording suggested by the Trust

CNP 9 becomes CNP8 and point 2 is removed

May 2018

Since the original Copmanthorpe Neighbourhood Plan was published for consultation in November 2014 it has been exhibited at Copmanthorpe May Day Street Fairs and at Copmanthorpe Carnivals in 2015, 2016 and 2017 and has been continually available to view on the dedicated Copmanthorpe Neighbourhood Plan website. All comments received have been considered and, where appropriate, have been incorporated in the latest edition dated May 2018 along with changes resulting from the Formal Consultation. The changes to the policies are:

CNP1 – Housing Quantity - No change

CNP2 – Allocated Sites - Removal of references to Safeguarded Land

CNP3 – Affordable Housing
- Changes to Point 1 removing the reference to discounted and part-ownership housing for older people and plots for self/custom build
- Removal of Point 2 referring to the tenure of the affordable housing provision
- Changes to Point 3 referring to off-site financial provision, now ring fenced for further recreational facilities
- Removal of Point 4 referring to off-site financial contributions in relation to Policy CNP4
- Removal of Point 5 referring to any subsidy being recycled

CNP4 – Housing for Older People - Changed to remove reference to the 2014 Copmanthorpe Housing Needs Survey substituting new means of establishing needs

CNP5 – Local Occupancy - No change

CNP6 – Parish Economy, Transport and Employment - No change

CNP7 – Community Facilities and Organisations - No change

CNP8 – Green Belt and Green Infrastructure - No change

CNP9 – Parish Council Consultation - Change to Point 2 reducing the emphasis to be given to Parish Council comments on planning applications

September 2018

Following consultation, changes were made to the Neighbourhood Plan to remove references to the previous CYC Draft Local Plan in light of the fact that the Submitted Local Plan includes for development only those sites that were already listed in the Neighbourhood Plan. Additional modifications were made to the wording of some of the Policies in line with the above and in recognition that only CYC have the power to remove land from the Green Belt for development

CNP1 – Housing Quantity - Removal of references to the previous Draft Local Plan

CNP2 - Allocated Sites – Changes to acknowledge that the power to remove land from the Green Belt lies with CYC

CNP3 – Affordable Housing – No change

CNP4 – Housing for Older People – No change

CNP5 – Parish Economy, Transport and Employment – Removed as the site selected (currently in the Green Belt) is not included in the Submitted Local Plan

CNP6 – Community Facilities and Organisations – Clarification of the points referring to off site financial contributions

CNP7 – Green Belt and Green Infrastructure – Split into two Policies

August 2021

Further consultation with City of York Council revealed changed requirements. CYC officers provided suggested amendments to the Neighbourhood Plan, the following changes were then made:

Introduction – Enlarged and clarified history of the Plan and its relationship to the changing City of York Local Plan

CNP1 - Housing Quantity – No change

CNP2 - Allocated Sites – reference to the originally proposed employment site removed in light of CYC's refusal to take the site out of the Green Belt

CNP3 - Affordable Housing – Small layout change to clarify the policy objectives

CNP4 – Local Occupancy – No change

CNP5 – Community Facilities and Organisations – Changes to reasoned justifications to clarify and provide additional information

CNP6 – Green Belt – No change

CNP7 – Green Infrastructure – No change

CNP8 – Parish Council Consultation – no change

CNP9 – Village Design Statement – added to clarify that the current VDS, as revised and updated, will apply to the whole of the Plan area

February 2022

Addition of updated Green Infrastructure Maps
Addition of numbered parts

CNP5 – deletion of provision of a pedestrian link and addition to para 2, Section 106 reference
CNP7 – addition of Green Infrastructure Maps

July 2023

Deletions and changes made at the behest of City of York Council including:

CNP1 – Changes to incorporate measures previously part of Part 2 of the Neighbourhood Plan (The Village Design Statement). Now removed from the plan as CYC could not consider the VDS as part of the Neighbourhood Plan.

CNP2 – Changed from ‘Allocated Sites’ to ‘Design Principles’

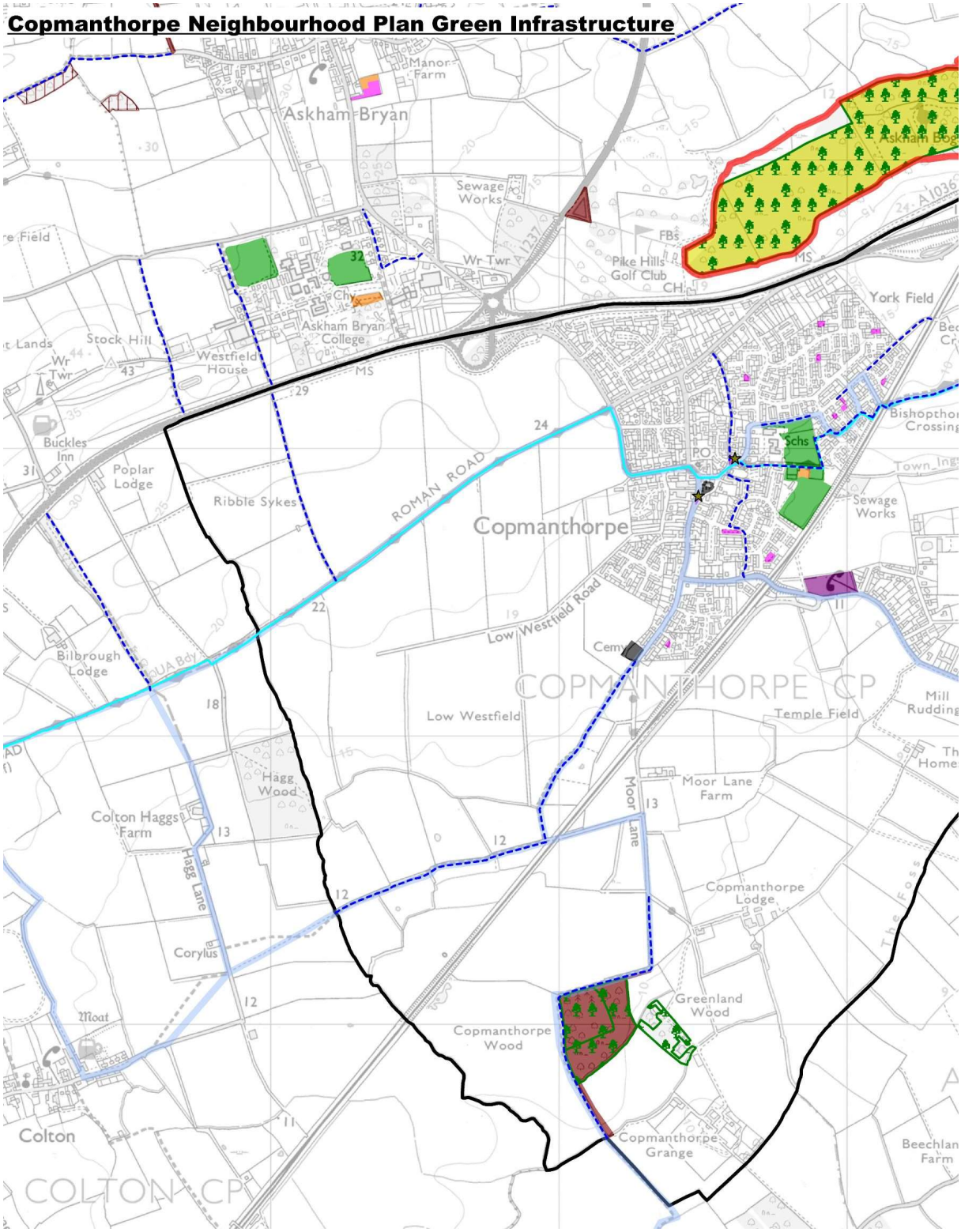
CNP5 – Change to wording of para 1

Historical Background – added as information on the Relationship Between the Neighbourhood Plan and the City of York Local Plan

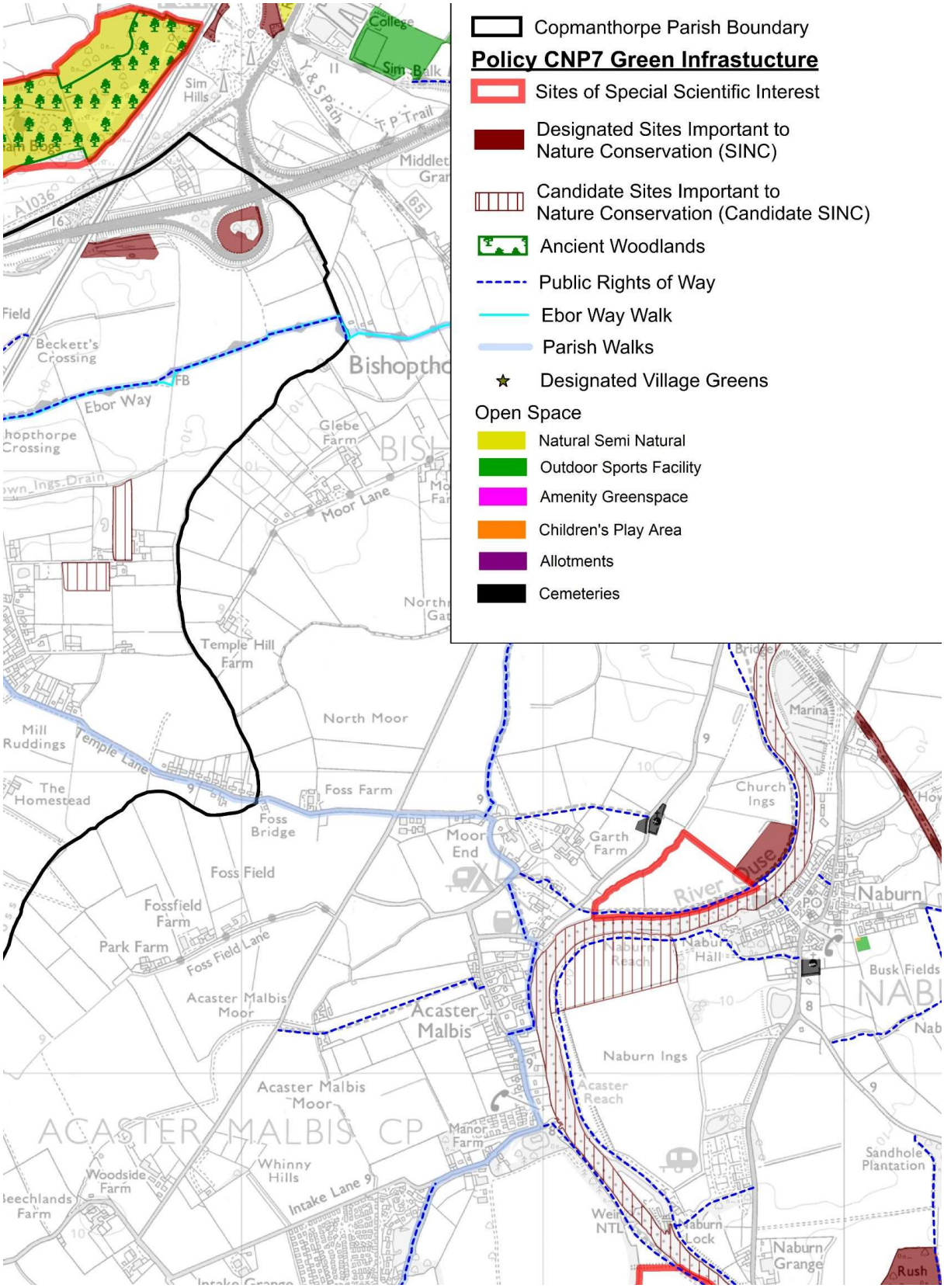
June 2024

Various detail changes as recommended by City of York Council Planning Officers

Copmanthorpe Green Infrastructure map – East side of the Parish
(For key see next page)



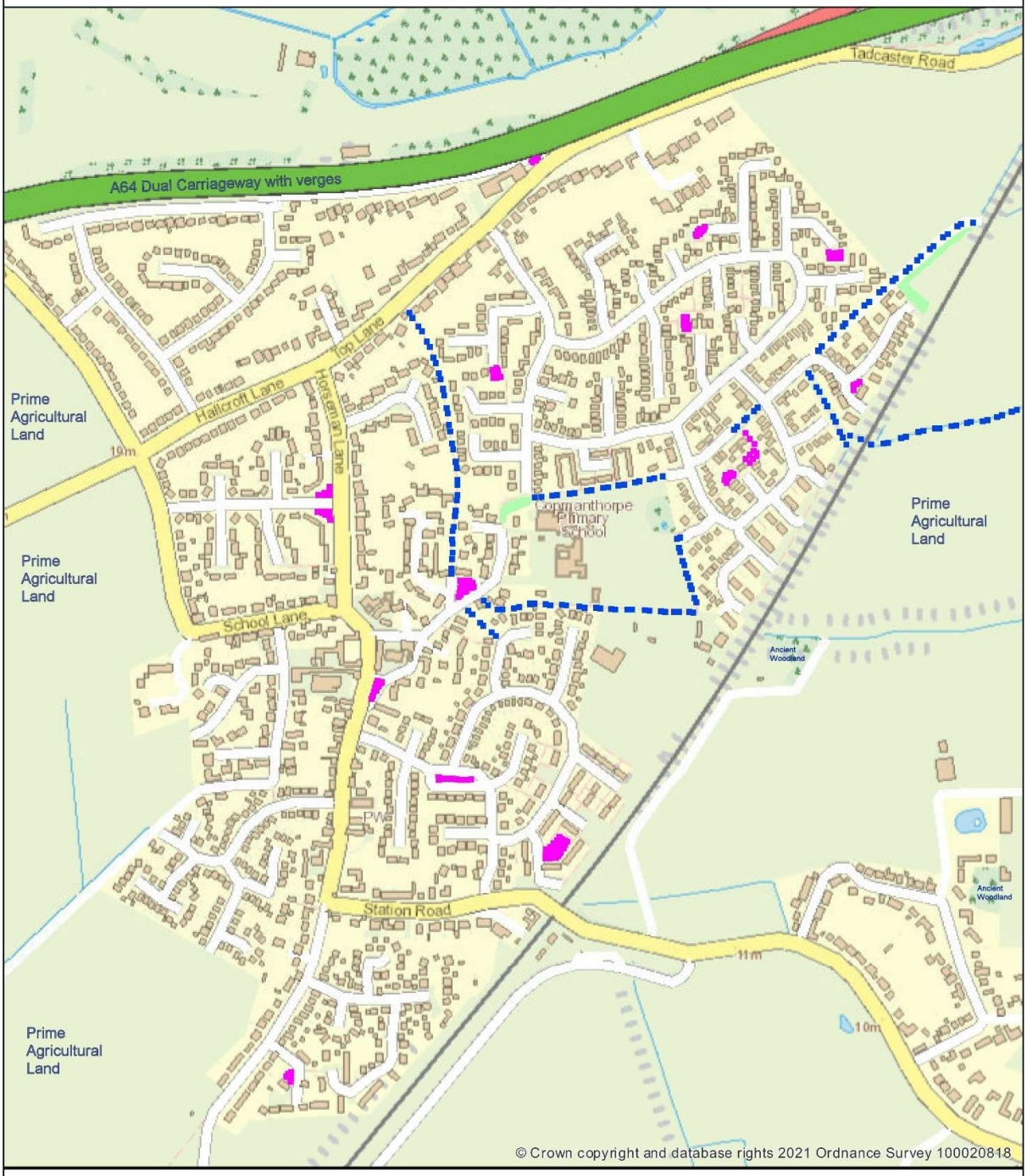
Copmanthorpe Green Infrastructure map – West side of the Parish
(key refers to all three maps)



Copmanthorpe Green Infrastructure map – Village Core
(For key see previous page)

Copmanthorpe Village Core
Green Infrastructure Map

CITY OF YORK COUNCIL



Updated January 2022

Scale: 1:7,000

0 0.1 0.2 0.3 0.4 0.5
Km

Historical Background to the Relationship Between the Neighbourhood Plan and the City of York Local Plan

In September 2013, Copmanthorpe Parish Council made a formal submission to the City of York Council to designate the Parish area as a Neighbourhood Plan Area, under the Localism Act, 2011, with the intention of preparing a Neighbourhood Plan for the Parish of Copmanthorpe. The incentive to produce a Neighbourhood Plan came from the resident's reaction to the City of York Local Plan (Preferred Options Draft, June 2013). The Preferred Options Draft Local Plan June 2013 proposed the development of 532 new houses within the Parish area (from 2015 – 2030) in the Green Belt at Manor Heath and Old Moor Lane, together with smaller residential allocations at Moor Lane and West Fields, on high quality farmland, along the western boundary of the village. Additionally, 22ha of land in this vicinity on the western side of the village was also allocated as safeguarded for possible future development too. Residents were concerned at the volume of housing allocated in the Copmanthorpe area, resulting in significant objection to the Preferred Options Local Plan, including a petition of 781 residents names, opposing the proposed development.

The Publication Draft City of York Local Plan (2014) was substantially unchanged, despite the level of objection to the Preferred Options Local Plan. In September 2014, Members at Cabinet voted in favour of consultation on the Publication Draft Local Plan. However, consultation on the Publication Draft Local Plan was halted by the Full Council at its meeting on 9th October 2014, following the passing of a resolution in Council in favour of further work regarding housing requirements.

The Copmanthorpe Neighbourhood Plan Pre-Submission consultation version submitted to City of York Council on 1st September 2014 was very much in tune with the sentiments behind the Resolution of the Council.

A revised version of the City of York Local Plan was consulted on in a Pre-Publication Consultation in Autumn 2017, wherein all sites to the west of Moor Lane and Manor Heath, Copmanthorpe, had been deleted from Policy H1 (Housing Allocations). Following consideration of the consultation outcomes in January 2018, the City of York Council Executive voted in favour of consultation on the Publication version of the Local Plan, which was carried out between February and April 2018. On 17th May 2018, Members at Full Council voted in favour of submitting the Publication Draft Local Plan for independent examination. The Publication Draft Local Plan (2018) was consequently submitted to the Planning Inspectorate on 25th May 2018 and is currently under examination by Central Government.

The latest version of the Local Plan proposes the removal of sites from the general extent of the Green Belt set out in the saved policies of the Yorkshire and Humber RSS (2008) to meet development requirements. The sites referred to in this Neighbourhood Plan as sites 1 and 6 at Tadcaster Road and Old Moor Lane, in order to allow development for housing are allocated within the Publication Draft Local Plan (2018). In the Local Plan, these are referenced as:

- H29 – Land at Moor Lane, Copmanthorpe;
- ST31 – Land at Tadcaster Road, Copmanthorpe.

Based on this planned removal of land from the Green Belt, the Neighbourhood Plan seeks to define the actual extent of development permitted.

Published by Copmanthorpe Parish Council
January 2025

Copmanthorpe Neighbourhood Development Plan 2022-2037

A report to City of York Council on the Copmanthorpe Neighbourhood Development Plan

Andrew Ashcroft
Independent Examiner
BA (Hons) MA, DMS, MRTPI

Director – Andrew Ashcroft Planning Limited

Executive Summary

1 I was appointed by the City of York Council in May 2025 to carry out the independent examination of the Copmanthorpe Neighbourhood Development Plan.

2 The examination was undertaken by written representations. I visited the neighbourhood area on 10 June 2025.

3 The Plan includes a range of policies and seeks to bring forward positive and sustainable development in the neighbourhood area. It recognises its sensitive location in the Green Belt and the allocation of sites for residential development in the adopted Local Plan.

4 The Plan has been underpinned by community support and engagement. All sections of the community have been engaged in its preparation.

5 Subject to a series of recommended modifications set out in this report, I have concluded that the Plan meets all the necessary legal requirements and should proceed to referendum.

6 I recommend that the referendum area should coincide with the neighbourhood area.

Andrew Ashcroft
Independent Examiner
14 August 2025

1 Introduction

1.1 This report sets out the findings of the independent examination of the Copmanthorpe Neighbourhood Development Plan 2022-2037 ('the Plan').

1.2 The Plan was submitted to the City of York Council (CYC) by Copmanthorpe Parish Council (CPC) in its capacity as the qualifying body responsible for preparing the neighbourhood plan.

1.3 Neighbourhood plans were introduced into the planning process by the Localism Act 2011. They aim to allow local communities to take responsibility for guiding development in their area. This approach was subsequently embedded in the National Planning Policy Framework (NPPF) in 2012, 2018, 2019, 2021, 2023 and 2024. The NPPF continues to be the principal element of national planning policy.

1.4 The role of an independent examiner is clearly defined in the legislation. I have been appointed to examine whether the submitted Plan meets the basic conditions and Convention Rights and other statutory requirements. It is not within my remit to examine or to propose an alternative plan, or a potentially more sustainable plan except where this results from my recommended modifications to ensure that the Plan meets the basic conditions and the other relevant requirements.

1.5 A neighbourhood plan can be narrow or broad in scope and can include whatever range of policies it sees as appropriate to its designated neighbourhood area. The submitted Plan has been designed to be distinctive in general terms, and to be complementary to the existing development plan.

1.6 Within the context set out above, this report assesses whether the Plan is legally compliant and meets the basic conditions that apply to neighbourhood plans. It also considers the content of the Plan and, where necessary, recommends changes to its policies and supporting text.

1.7 This report also provides a recommendation as to whether the Plan should proceed to referendum. If this is the case and that referendum results in a positive outcome the Plan would then become part of the wider development plan and be used to determine planning applications in the neighbourhood area.

2 The Role of the Independent Examiner

2.1 The examiner's role is to ensure that any submitted neighbourhood plan meets the relevant legislative and procedural requirements.

2.2 I was appointed by CYC, with the consent of CPC, to conduct the examination of the Plan and to prepare this report. I am independent of both CYC and CPC. I do not have any interest in any land that may be affected by the Plan.

2.3 I possess the appropriate qualifications and experience to undertake this role. I am a Director of Andrew Ashcroft Planning Limited. In previous roles, I have 42 years' experience in various local authorities at either Head of Planning or Service Director level and more recently as an independent examiner. I have significant experience of undertaking other neighbourhood plan examinations and health checks. I am a member of the Royal Town Planning Institute and the Neighbourhood Planning Independent Examiner Referral System.

Examination Outcomes

2.4 In my role as the independent examiner of the Plan I am required to recommend one of the following outcomes of the examination:

(a) that the Plan as submitted should proceed to a referendum; or
(b) that the Plan should proceed to referendum as modified (based on my recommendations); or
(c) that the Plan does not proceed to referendum on the basis that it does not meet the necessary legal requirements.

2.5 The outcome of the examination is set out in Section 8 of this report.

Other examination matters

2.6 In examining the Plan, I am required to check whether:

- the policies relate to the development and use of land for a designated neighbourhood plan area; and
- the Plan meets the requirements of Section 38B of the Planning and Compulsory Purchase Act 2004 (the Plan must specify the period to which it has effect, must not include provision about development that is excluded development, and must not relate to more than one neighbourhood area); and
- the Plan has been prepared for an area that has been designated under Section 61G of the Localism Act and has been developed and submitted for examination by a qualifying body.

2.7 I have addressed the matters identified in paragraph 2.6 of this report and am satisfied that they have been met.

3 Procedural Matters

3.1 In undertaking this examination I have considered the following documents:

- the submitted Plan.
- the Plan's appendices.
- the Basic Conditions Statement.
- the Consultation Statement.
- the representations made to the Plan.
- CPC's responses to the clarification note.
- the City of York Local Plan 2017 to 2033.
- the National Planning Policy Framework (December 2023 and December 2024).
- Planning Practice Guidance.
- relevant Ministerial Statements.

3.2 I visited the neighbourhood area on 10 June 2025. I looked at its overall character and appearance and at those areas affected by policies in the Plan in particular.

3.3 It is a general rule that neighbourhood plan examinations should be held by written representations only. Having considered all the information before me, including the representations made to the submitted plan, I concluded that the Plan could be examined by written representations.

The update of the NPPF in 2024

3.4 The NPPF was updated on 12 December 2024. Paragraph 239 of the NPPF 2024 sets out transitional arrangements for plan-making. It comments that the policies in the Framework will apply for the purpose of preparing neighbourhood plans from 12 March 2025 unless a neighbourhood plan proposal has been submitted to the local planning authority under Regulation 15 of the Neighbourhood Planning (General) Regulations 2012 (as amended) on or before the 12 March 2025.

3.5 The Plan was submitted for examination on 29 January 2025. On this basis, the examination of the Plan against the basic condition that it should have regard to national policies and advice contained in guidance issued by the Secretary of State is based on the 2023 version of the NPPF. Where NPPF paragraph numbers are used in this report, they refer to those in the December 2023 version.

3.6 Paragraph 6.2 of this report sets out the full extent of the basic conditions against which a neighbourhood plan is examined.

4 Consultation

Consultation Process

4.1 Policies in made neighbourhood plans become the basis for local planning and development management decisions. As such the regulations require neighbourhood plans to be supported and underpinned by public consultation.

4.2 In accordance with the Neighbourhood Planning (General) Regulations 2012 (as amended), CPC prepared a Consultation Statement. It is proportionate to the neighbourhood area and its policies. The Statement is commendably concise and focused with the various details set out in a series of appendices.

4.3 Sections 3 to 6 of the Statement records the various activities that were held to engage the local community throughout the process. I am satisfied that the events and engagement were appropriate to the relevant stages of the Plan and took an iterative approach.

4.4 The Statement also provides specific details on the consultation processes that took place on the pre-submission versions of the Plan (in 2014 and 2017). Appendices a-c and d/e respectively summarise the comments received in each of the two exercises. The Statement also advises about the extent to which the Plan was refined as an outcome of this process. This helps to explain the way that the Plan has evolved.

4.5 In the round, I am satisfied that consultation has been an important element of the Plan's production. Advice on the neighbourhood planning process has been made available to the community in a positive and direct way by those responsible for the Plan's preparation. From all the evidence provided to me as part of the examination, I can see that the Plan has promoted an inclusive approach to seeking the opinions of all concerned throughout the process. CYC has carried out its own assessment that the consultation process has complied with the requirements of the Regulations.

Consultation Responses

4.6 Consultation on the submitted plan was undertaken by CYC. This exercise generated representations from the following organisations:

- National Highways
- Yorkshire Consortium Drainage Boards
- Coal Authority
- North Yorkshire Police
- Yorkshire Wildlife Trust
- National Grid
- Natural England
- Historic England
- Environment Agency

- Peacock and Smith (for a client)
- Savills (for a client)
- Askham Bryan College
- City of York Council

4.7 Comments were also received from fourteen local people, a local councillor, the Parish Council, and the neighbourhood planning group which offered support the Plan.

4.8 I have taken account of all the representations in preparing this report. Where it is appropriate to do so, I refer to specific representations on a policy-by-policy basis.

5 The Neighbourhood Area and the Development Plan Context

The Neighbourhood Area

5.1 The neighbourhood area is the parish of Copmanthorpe. It lies approximately three miles south-west of York in the York Green Belt. The parish comprises the village of Copmanthorpe and the surrounding open lowland countryside, which is characterised by fields bounded by native hedgerows and trees and containing several dispersed farmsteads. It was designated as a neighbourhood area on 7 January 2014.

5.2 Copmanthorpe village is situated in the north of the parish area, broadly at the intersection of the A64 trunk road and the East Coast Main Railway Line. The Village Centre is vibrant and interesting with St Giles Church and the village green at the heart. The village enjoys a wide range of commercial and community facilities. The historic core of the village was designated a conservation area in 1978. It encompasses Main Street, St Giles' Church, and Low Green. The area has a linear street pattern created by Main Street, Church Lane, and Low Green. St. Giles' Church occupies a pivotal position in the conservation area.

5.3 The remainder of the parish largely provides an agricultural and open context for the village. Askham Bryan College has 50 hectares of land within the parish running between the A64 and Colton Lane.

Development Plan Context

5.4 The City of York Local Plan was adopted in February 2025. It covers the period from 2017 to 2033 and provides up-to-date planning policies.

5.5 The Local Plan includes a series of housing and employment allocations. It also identifies the role of the Green Belt (in Policy SS2) which is shown on the Key Diagram.

5.6 The Local Plan includes two housing allocations in the neighbourhood area. The first is land at Tadcaster Road, Copmanthorpe for approximately 158 homes (Policy SS16). The second is land at Moor Lane Copmanthorpe for 92 homes (Policy H1 – site H29).

5.7 The following other policies in the Local Plan have had a bearing on the preparation of the submitted Plan:

- Policy EC5: Rural Economy
- Policy HW1: Protecting Existing Facilities
- Policy HW2: New Community Facilities.
- Policy D4: Conservation Areas
- Policy D5: Listed Buildings;
- Policy D7: Non-Designated Heritage Assets
- Policy GB1: Development in the Green Belt

5.8 The submitted Plan has been prepared within its up-to-date development plan context. In doing so, it has relied on up-to-date information and research that has underpinned existing planning policy documents. This is good practice and reflects key elements in

Planning Practice Guidance on this matter. The submitted Plan seeks to add value to the different components of the development plan and to give a local dimension to the delivery of its policies.

Visit to the neighbourhood area

5.9 I visited the neighbourhood area on 10 June 2025. I approached it from the A64 to the north. This helped me to understand its position in the wider landscape in general and its accessibility to the strategic road network.

5.10 I looked initially at the village centre. I saw its range of facilities and the attractive conservation area. I saw the significance of St Giles Church and The Royal Oak Public House.

5.11 I then looked at the two sites allocated for residential use in the Local Plan in the parish. I noted that development was taking place on both sites.

5.12 I then looked at the relationship between the built part of the village and the surrounding Green Belt. I gave particular attention to the land to the immediate west of the village.

5.13 I then looked at the Sports and Recreation Centre. I saw its vibrant range of recreational uses. This part of the visit helped me to understand the contents of Policy CNP7 more fully.

5.14 I then drove along Temple Lane. I noted that its predominantly linear character contrasted significantly with the compact character of the main village.

6 The Neighbourhood Plan and the Basic Conditions

6.1 This section of the report deals with the submitted neighbourhood plan as a whole and the extent to which it meets the basic conditions. The submitted Basic Conditions Statement has helped in the preparation of this section of the report. It is an informative and well-presented document.

6.2 As part of this process, I must consider whether the submitted Plan meets the basic conditions as set out in paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990. To comply with the basic conditions, the Plan must:

- have regard to national policies and advice contained in guidance issued by the Secretary of State;
- contribute to the achievement of sustainable development;
- be in general conformity with the strategic policies of the development plan in the area;
- not breach and be otherwise compatible with the assimilated obligations of the European Union (EU) obligations and European Convention on Human Rights (ECHR); and
- not breach the requirements of Chapter 8 of Part 6 of the Conservation of Habitats and Species Regulations 2017.

I assess the Plan against the basic conditions under the following headings.

National Planning Policies and Guidance

6.3 For the purposes of this examination the key elements of national policy relating to planning matters are set out in the National Planning Policy Framework December 2023 (NPPF).

6.4 The NPPF sets out a range of land-use planning principles to underpin both plan-making and decision-taking. The following are particularly relevant to the Copmanthorpe Neighbourhood Development Plan:

- a plan-led system - in this case the relationship between the neighbourhood plan and the City of York Local Plan;
- building a strong, competitive economy;
- recognising the intrinsic character and beauty of the countryside and supporting thriving local communities;
- taking account of the different roles and characters of different areas;
- highlighting the importance of high-quality design and good standards of amenity for all future occupants of land and buildings; and
- conserving heritage assets in a manner appropriate to their significance.

6.5 Neighbourhood plans sit within this wider context both generally, and within the more specific presumption in favour of sustainable development. Paragraph 13 of the NPPF indicates that neighbourhoods should both develop plans that support the strategic

needs set out in local plans and plan positively to support local development that is outside the strategic elements of the development plan.

6.6 In addition to the NPPF I have also taken account of other elements of national planning policy including Planning Practice Guidance and the recent ministerial statements.

6.7 Having considered all the evidence and representations available as part of the examination I am satisfied that the submitted Plan has had regard to national planning policies and guidance subject to the recommended modifications in this report. It includes a series of policies on a range of development and environmental matters. It comments about the level of housing growth and has a focus improving the quality of design associated with new development. It also comments about community facilities.

6.8 At a more practical level, the NPPF indicates that plans should provide a clear framework within which decisions on planning applications can be made and that they should give a clear indication of how a decision-maker should react to a development proposal (paragraph 16d). This was reinforced with the publication of Planning Practice Guidance. Paragraph ID: 41-041-20140306 indicates that policies in neighbourhood plans should be drafted with sufficient clarity so that a decision-maker can apply them consistently and with confidence when determining planning applications. It also advises that policies should also be concise, precise, and supported by appropriate evidence.

6.9 As submitted the Plan does not fully accord with this range of practical issues. Most of my recommended modifications in Section 7 relate to matters of clarity and precision. They are designed to ensure that the Plan fully accords with national policy.

Contributing to sustainable development

6.10 There are clear overlaps between national policy and the contribution that the submitted Plan makes to achieving sustainable development. Sustainable development has three principal dimensions – economic, social, and environmental. I am satisfied that the submitted Plan has set out to achieve sustainable development in the neighbourhood area. In the economic dimension, the Plan includes a policy on residential development (Policy CNP1). In the social dimension, it includes policies on affordable housing (Policies CNP 3 and 4), and community facilities (Policy CNP5). In the environmental dimension, the Plan positively seeks to protect its natural, built, and historic environment. It has policies on design (Policy CNP2), and the Green Belt (Policy CNP6). This assessment overlaps with the details on this matter in the submitted Basic Conditions Statement.

General conformity with the strategic policies in the development plan

6.11 I have already commented in detail on the development plan context in the York administrative area in paragraphs 5.4 to 5.8 of this report.

6.12 I consider that the submitted Plan delivers a local dimension to this strategic context and supplements the detail already included in the adopted development plan. Subject

to the recommended modifications in this report, I am satisfied that the submitted Plan is in general conformity with the strategic policies in the development plan.

Strategic Environmental Assessment

6.13 The Neighbourhood Plan (General) (Amendment) Regulations 2015 require a qualifying body either to submit an environmental report prepared in accordance with the Environmental Assessment of Plans and Programmes Regulations 2004 or a statement of reasons why an environmental report is not required.

6.14 In order to comply with this requirement, CYC prepared a screening report (January 2025). It is thorough and well-constructed and reaches the following conclusions:

'*This screening report has explored the potential effects of the Copmanthorpe Neighbourhood Plan with a view to determining the likely requirement for an environmental assessment under the SEA Directive. Based on the SEA Screening Assessment (set out in figure 3), it is concluded that there are unlikely to be significant environmental effects.*

Having taken all the policies in the Plan into account, in accordance with the topics cited in Annex 1(f) of the SEA directive, this screening opinion has concluded that a full SEA is not required.'

Habitats Regulations Assessment

6.15 CYC also prepared a screening report on habitats regulations assessment in January 2025. It assesses the impact of the Plan on five protected sites as identified in paragraph 2.3 of that report.

6.16 The assessment in section 3 of the report advises that none of the policies in the submitted Plan are identified to have likely effects on the integrity of the protected sites. The report also identifies that no cumulative effects because of the Plan are identified. In conclusion, the report comments that it is not necessary to continue to an Appropriate Assessment as part of the preparation of the Plan.

6.17 Having reviewed the information provided to me as part of the examination I am satisfied that a proportionate process has been undertaken in accordance with the various regulations. None of the statutory consultees have raised any concerns about the way in which these matters have most recently been addressed. In the absence of any evidence to the contrary, I am entirely satisfied that the submitted Plan is compatible with this aspect of neighbourhood plan regulations.

Human Rights

6.18 In a similar fashion I am satisfied that the submitted Plan has had regard to the fundamental rights and freedoms guaranteed under the European Convention on Human Rights (ECHR) and that it complies with the Human Rights Act. There is no evidence that has been submitted to me to suggest otherwise. There has been full and adequate opportunity for all interested parties to take part in the preparation of the

Plan and to make their comments known. On this basis, I conclude that the submitted Plan does not breach, nor is in any way incompatible with, the ECHR.

Summary

6.19 On the basis of my assessment of the Plan in this section of my report I am satisfied that it meets the basic conditions subject to the incorporation of the recommended modifications contained in this report.

7 The Neighbourhood Plan policies

7.1 This section of the report comments on the policies in the Plan. It makes a series of recommended modifications to ensure that the various policies have the necessary precision to meet the basic conditions.

7.2 The recommendations focus on the policies in the Plan given that the basic conditions relate primarily to this aspect of neighbourhood plans. In some cases, I have also recommended changes to the associated supporting text.

7.3 I am satisfied that the content and the form of the Plan is fit for purpose. It is distinctive and proportionate to the neighbourhood area. The wider community and CPC have spent time and energy in identifying the issues and objectives that they wish to be included in their Plan. This sits at the heart of the localism agenda.

7.4 The Plan has been designed to reflect Planning Practice Guidance (ID:41-004-20190509) which indicates that neighbourhood plans should address the development and use of land.

7.5 I have addressed the policies in the order that they appear in the submitted Plan.

7.6 For clarity, this section of the report comments on all the Plan's policies.

7.7 Where modifications are recommended to policies they are highlighted in bold print. Any associated or free-standing changes to the text of the Plan are set out in italic print.

The initial parts of the Plan

7.8 The Plan makes an appropriate distinction between the policies and their supporting text. The initial elements of the Plan set the scene for the policies. They are proportionate to the neighbourhood area and the subsequent policies.

7.9 The summary sets out the broader structure of the Plan. It also describes the Plan period.

7.10 The Next Steps section comments about the way in which the Plan has been prepared and the remaining steps. It overlaps with the details in the Consultation Statement. I recommend that its title is modified so that it more fully describes its contents.

Replace 'The Next Steps' with 'The Preparation of the Plan and the Next Steps'

7.11 The Introduction comments about the parish, the links between the Plan and the Local Plan, and the various residents' surveys. The section on the parish includes a map of the neighbourhood area. For clarity, I recommend that the map is replaced with one of a similar scale to that of the neighbourhood area in the Basic Conditions Statement.

Replace map of the neighbourhood area in the Introduction with one of a similar scale to that of the neighbourhood area in the Basic Conditions Statement.

7.12 The remainder of this section of the report addresses each policy in turn in the context set out in paragraphs 7.5 to 7.7 of this report.

General Comments

7.13 An important element of the examination has been that the City of York Local Plan has been adopted since the Plan was prepared and then submitted. On the one hand, CPC has carefully prepared the neighbourhood plan to ensure that it was consistent with what was then the emerging Local Plan. However, on the other hand, the City of York Local Plan is now part of the development plan against which the submitted Plan falls to be assessed against the basic conditions. In this context the adopted Local Plan clarifies the overall level of housing growth throughout the City, identifies related housing allocations, and defines the Green Belt.

7.14 This sequence of events underpins several of the recommended modifications to policies (in the neighbourhood plan) in this section of the report. The modifications acknowledge national guidance that a neighbourhood plan does not need to restate or repeat policies in an adopted Local Plan.

CNP1 Housing Quantity

7.15 This policy sets the scene for the development of new homes in the parish. It advises that up to 250 dwellings will be permitted within the parish within the Plan period and development of these will only be permitted on the two allocated sites set out in the City of York Local Plan sites ST31 and H29 (158 houses on the Tadcaster Road site and 92 houses on the Moor Lane site). In addition, the policy comments that small-scale development of eight units or less which can be satisfactorily integrated into the existing built-up area of the village will be supported subject to compliance with the other policies in the Plan and the Village Design Statement.

7.16 The policy also includes a separate element which comments that any future development should exclude the land to the west of the built-up area of the Village.

7.17 During the visit, I noted that both housing sites included in the policy are now being developed. In these circumstances, and given that the Local Plan has now been adopted, I sought advice from CPC about the extent to which the policy continue to serve a specific purpose. In its response to the clarification note CPC advised that:

'CNP1 limits large scale development to the (two) sites which should continue to apply throughout the plan period. It also supports small scale developments of up to eight units integrated into the existing built-up area of the village. As with all the policies they reflect the community view how the village should look by defining how it should grow or change during the life of the Local Plan. As an historic record any policy already adopted should be retained for such purpose.'

7.18 I have considered this matter very carefully. As with other policies, the approach taken in the submitted Plan has been overtaken by the adoption of the Local Plan. In these circumstances I recommend that the policy is recast so that it reflects this outcome and highlights that new development will be focused within the two allocations in the Local Plan. I also recommend modifications to the element of the policy which addresses

smaller sites so that it refers to the wider development plan rather than just to the submitted Plan.

7.19 I recommend the deletion of the second section of the policy which comments about land to the west of the village as it is within the defined Green Belt. This matter is explained in further detail in my assessment of Policy CNP6.

7.20 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of each of the three dimensions of sustainable development.

Replace the policy with:

'Residential development in the parish will be focused on the two allocated sites set out in the City of York Local Plan (sites ST31 and H29).

In addition, small-scale development of eight units or less which can be satisfactorily integrated into the existing built-up area of the village will be supported where they comply with other development plan policies and the Village Design Statement.'

CNP2 Design principles

7.21 The Plan advises that the intention of the policy is that development should have regard to the Copmanthorpe Village Design Statement and should be designed to make a positive contribution to the local character and distinctiveness of the area. The policy also includes five design principles.

7.22 This is an excellent policy which is underpinned by the Village Design Statement. In the round it is a very good local interpretation of Section 12 of the NPPF. Within this context, I recommend the following package of modifications to bring the clarity required by the NPPF and to allow CYC to apply the policy through the development management process:

- modifications to the wording used in the first part of the policy;
- the incorporation of a proportionate element into the second part of the policy. This will acknowledge that many minor and domestic proposals may not directly impact on the identified principles; and
- a recasting of the fifth criterion so that it is factual rather than suggesting that developers have standard design pattern books.

7.23 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of each of the social and environmental dimensions of sustainable development.

In the first part of the policy replace 'encourage' with 'promote' and 'all development' with 'development proposals'

In the second part of the policy replace 'all new development is expected to adhere to the following design principles:' with 'as appropriate to their scale, nature and location development proposals should respond positively to the following principles:'

Replace the fifth principle with: 'Developers should create bespoke house types which are appropriate for Copmanthorpe.'

CNP3 Affordable and Special Housing

7.24 This policy aims to reflect the requirements of the community in widening access to quality housing particularly for younger people, and for older people wishing to downsize, and who, in both cases, wish to continue living in Copmanthorpe.

7.25 The policy comments that affordable housing within Copmanthorpe (including social rented housing where there is a proven need) will be delivered in line with City of York Council policy and in accordance with Policy CNP 4 (Local Occupancy). It also includes two statements about how need will be calculated.

7.26 I sought advice from CPC about the extent to which this policy brings any added value beyond the relevant policies in the adopted Local Plan. In its response CPC commented that the policy introduces the arrangements for local occupancy and the requirement to ascertain the housing needs for older people with preference for local persons.

7.27 I have considered these issues very carefully. On the balance of the evidence, I am satisfied that the retention of a policy of this nature will complement the approach taken more widely in the City on affordable housing. Nevertheless, I recommend that the first and second of the three detailed points in the policy are deleted and repositioned into the Reasoned Justification. This acknowledges that they comment about how housing meet will be assessed rather than operating as a land use planning policy.

7.28 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of each of the social and the environmental dimensions of sustainable development.

Replace the policy with:

'Affordable housing (including social rented housing where there is a proven need) will be delivered in line with City of York Council policy and in accordance with Policy CNP 4 (Local Occupancy) of this Plan.

Where housing need is the same, preference will be given to residents or those with a local connection as detailed in Policy CNP4 (Local Occupancy).'

At the end of the second paragraph of the Reasoned Justification add:

'The target level of affordable and special housing per residential development scheme will be set in line with City of York Council policy from time to time in force. Housing needs for older people will be established in consultation with City of York Council.'

CNP4 Local Occupancy

7.29 The Plan advises that the intention of the policy is that a local occupancy policy will ensure a condition is placed on relevant planning permissions to restrict the occupation of such housing to local people. The policy advises that all affordable housing and older persons housing will be subject to six local occupancy restrictions.

7.30 I have considered the policy carefully. On the balance of the evidence, I am satisfied that the application of the policy to affordable housing is appropriate and will complement the approach taken in Policy CNP3. However, I am not satisfied that the application of the policy to older persons housing is appropriate. I have reached this conclusion for two related reasons. The first is that such an approach would unreasonably apply to private sector accommodation for older persons. The second is that the Plan's evidence on this matter relates only to the dated Housing Needs Survey of 2014. In this context I recommend a modification to the wording of the opening element of the policy. I also recommend consequential modifications to the Reasoned Justification.

7.31 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of the social and environmental dimensions of sustainable development.

Replace the opening element of the policy with: 'Affordable housing will be subject to local occupancy restrictions as follows:'

Replace the Reasoned Justification with: 'There is a need for affordable housing in Copmanthorpe for younger local people, who can be priced out of the conventional local housing market, and for older people who wish to downsize, all of whom wish to stay in the village for local connection reasons.'

Replace the Intention with: 'A local occupancy policy for affordable housing will restrict the occupation of such housing to local people in the first instance.'

CNP5 Community Facilities and Organisations

7.32 The intention of the policy is that the Plan will make provision for additional green space for recreational and leisure uses and additional land for allotments in the parish. The Reasoned Justification comments about the capacity of the existing provision.

7.33 The policy has three related elements as follows:

- where land becomes available, proposals for change of use to sports and leisure uses and allotments will be supported;
- any off-site financial obligation on developers to provide public open space or recreation facilities will be ring-fenced to deliver further recreation facilities within Copmanthorpe; and
- any Community Infrastructure Levy (CIL) arising out of development in Copmanthorpe shall be ring fenced to deliver infrastructure benefits in Copmanthorpe.

7.34 The intention of the policy is appropriate. Nevertheless, it includes elements of supporting text (about planning obligations and the use of CIL funding). It also fails to acknowledge that any CIL funding received will have a general and a local element, and that the former can be applied by CYC as it sees fit. In this context I recommend the following modifications to bring the clarity required by the NPPF and to allow CYC to apply the policy through the development management process:

- a simplification of the first part of the policy;

- the deletion of the second and third parts of the policy and their repositioning into the reasoned justification; and
- the recasting of the element of the (recommend) Reasoned Justification which refers to CIL so that it would apply solely to the local element of any such funding.

7.35 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of the social and environmental dimensions of sustainable development.

Replace the policy with: 'Development proposals for additional sports and leisure uses and allotments will be supported.'

At the end of the third paragraph of the Reasoned Justification add: 'In this context any off-site financial obligation on developers to provide public open space or recreation facilities will be ring-fenced to deliver further recreation facilities within Copmanthorpe. Furthermore, the local element of Community Infrastructure Levy funding arising out of developments will also be ring-fenced by the Parish Council to deliver infrastructure benefits in Copmanthorpe.'

CNP6 Green Belt

7.36 The Reasoned Justification advises that the Green Belt along the western flank of Copmanthorpe plays a significant role in defining and protecting the special character and setting of the historic City of York, and especially as it is approached from the west along the A64 trunk road, the principal gateway to York for visitors arriving by road. It also comments that the special character of York is not limited to the walled City; it refers to a much wider concept which includes the open countryside around York, the open approaches to the City, and its relationship with its surrounding villages.

7.37 The policy was developed as the Local Plan was evolving. The adopted Local Plan now defines the boundary of the Green Belt. The Green Belt includes land to the west of Copmanthorpe. Given that the Local Plan has now been adopted, I sought CPC's view about the extent to which this policy continues to serve a specific purpose. I also sought CPC's view about the extent to which the policy it brings any added value beyond the content of national and local planning policies in relation to the Green Belt. In its response to the clarification note CPC advised that:

'this policy emphasises the importance of the Green Belt west of the built-up village and would encourage any future development to be located on fields on Temple Lane, which were the preferred locations to the Moor Lane site. Moor Lane was only accepted when the owner withdrew the Temple Lane fields. Now that the Local Plan has been adopted the owner's obligations not to push any land except his Manor Heath field should have lapsed and it is reasonable to expect that he would be eager to make the Temple Lane fields available for housing, if necessary, beyond the currency of this Plan.'

7.38 I have considered this issue very carefully. On the one hand, I acknowledge the importance of the Green Belt to local people and CPC, and the way in which it has influenced the preparation of the Plan. However, on the other hand, national policy is

clear that there is no need for a neighbourhood plan to repeat or restate national or local planning policies. In this case, those policies are captured in Section 13 of the NPPF and in Policy GB1 of the adopted Local Plan. In all the circumstances I recommend that the policy is deleted.

7.39 I have considered the appropriateness of retaining the Reasoned Justification and the Policy Intention in the Plan in the absence of a policy on the Green Belt. On the balance of the evidence, I am satisfied that this is the case and recommend that a revised version of the supporting text should remain in the Plan. This will serve to highlight this important matter in the Plan, and draw attention to relevant national and local planning policies on the Green Belt.

Delete the policy

Replace the Reasoned Justification (1-7) and the Intention (1-5) with:

'The adopted City of York Local Plan defines the boundary of the Green Belt. The village of Copmanthorpe is inset from the Green Belt whilst the remainder of the parish of Copmanthorpe lies within the York Green Belt. The Green Belt includes land to the west of Copmanthorpe. The Local Plan comments that the protection of the Green Belt is an overriding planning consideration and one, which, in the case of most forms of development, strongly militates against the granting of planning permission. Its supporting text advises that in defining these boundaries, care has been taken to follow readily recognisable physical features that are likely to endure.

Policy GB1 (Development in the Green Belt) of the Local Plan advises that inappropriate development will not be approved except in very special circumstances. Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. The policy also comments that the construction of new buildings (with limited exceptions) is inappropriate development.

Paragraph 142 of the NPPF advises that the essential characteristics of Green Belts are their openness and their permanence. The openness characteristic is particularly the case along the western boundary of Copmanthorpe village where this openness is much prized by Copmanthorpe residents. The emotional and spiritual value of this open land to the people of Copmanthorpe should not be underestimated.

The Green Belt along the western flank of Copmanthorpe also plays a significant role in defining and protecting the special character and setting of the historic City of York, and especially as it is approached from the west along the A64 trunk road, the principal gateway to York for visitors arriving by road. The special character of York is not limited to the walled City; it refers to a much wider concept which includes the open countryside around York, the open approaches to the City and its relationship with its surrounding villages.

In addition, the western approach into the City along the A64 in this gateway location fulfils the key function of promoting and enhancing the setting of York as a prime tourist destination by checking further suburban sprawl in an area where the open and low-

lying character of the countryside can mean that development has an urbanising effect far beyond its immediate boundaries.

The Green Belt surrounding Copmanthorpe has a high landscape and heritage value, characterised as it is by a network of small-scale fields, ancient hedgerows, fences, copses and lanes with individual farmsteads and associated outbuildings. The Landscape Appraisal carried out for City of York Council by the University of Sheffield Environmental Consultancy in December 1996 stated that the landscape west of Copmanthorpe was one of the highest quality landscapes surrounding the City. It was defined as a small-scale landscape of high conservation and aesthetic value. The open land to the west of the village and south of Colton Lane was part of the medieval High West Field, part of an open field system where feudal strip farming was practised from the time of the Norman Conquest until the Enclosure Acts of the 18th Century.

Most of the land surrounding Copmanthorpe, and particularly that area to the west of the village, is prime food-producing arable farmland, the latter being classified as Grade 2 by the Department of the Environment, Food, and Rural Affairs. This grading puts the land into the top 16% of land by quality in the Yorkshire and Humberside Region. With a rapidly growing world population and the increasing demand for meat and a more 'Western' diet caused by growing prosperity in developing countries, the pressure on food-producing land is increasing dramatically. Food sourcing and food security are becoming significant issues and it is becoming crucial to retain the country's good quality farmland in food production.

The Green Belt to the west of Copmanthorpe also plays an important role in providing a haven for wildlife including several species on the 'red list'. The British Trust for Ornithology carries out regular surveys on the fields adjoining the west of the village, and the red-listed birds and mammals present over the two years (2012 and 2013) were: corn-bunting, skylark, lapwing, linnet, yellowhammer, and brown hare.'

CNP7 Green Infrastructure

7.40 The Reasoned Justification advises that Copmanthorpe is surrounded, and criss-crossed, by a network of well-used paths, bridleways, and green lanes, some of which are of ancient origin. It also comments that these features provide vital access to the surrounding countryside as well as to green spaces within the village and that the village greens, Memorial Green and Low Green, are well-maintained and, like other public spaces and private gardens, contain large mature trees which are a marked feature of the village. The Reasoned Justification concludes that open green spaces, well-cultivated gardens, mature trees and hedgerows and green routes all combine to provide a valuable green infrastructure which plays an important role in delivering environmental sustainability, maintaining wildlife and bio-diversity, mitigating flood-risk, reducing the impact of climate-change, and improving people's well-being.

7.41 The policy comments that green infrastructure within and surrounding Copmanthorpe will be safeguarded and enhanced and will be expanded as the opportunity arises and connected to surrounding habitat. It goes on to advises that development which harms, directly or indirectly, the integrity or quality of this infrastructure will not be supported.

7.42 The third part of the policy comments about the need for development proposals to ensure that the development of Site 1 (now Site ST31 in the Local Plan) does not result in damage to the notified features of Askham Bog Site of Special Scientific Interest. I sought CPC's comments about the purpose of the third part of the policy now that planning permission has been granted for the development of that housing allocation. In its response CPC advised that:

'Until the development of ST31 has been completed there is always the possibility of a revised planning application for part of the site (including the self-build area) and this paragraph will govern any such amended application.'

7.43 In general terms the policy takes a positive approach to these matters and has regard to Section 15 of the NPPF. Taking account of CPC's response to the clarification note, relevant representations and my own assessment of the policy I recommend the following modifications to bring the clarity required by the NPPF and to allow CYC to be able to implement the policy through the development management process:

- the recasting of the first part of the policy so that it will have a proportionate effect. This will acknowledge that minor and domestic proposals are unlikely to have any significant effect on green infrastructure;
- the recasting of the content of the first and second parts of the policy so that their overall effect is appropriate and that the two parts have a clearer relationship; and
- modifications to third part of the policy so that it has a closer relationship to the development management process and requires a positive approach (respond positively to any potential impacts) rather than the unclear approach in the submitted policy (consider potential impacts).

7.44 The relevant maps on pages 25 and 26 show proposed green infrastructure outside the neighbourhood area. Whilst I recognise that green infrastructure does not acknowledge administrative boundaries, it is inappropriate for the submitted Plan to address land outside its administrative boundaries, and I recommend accordingly.

7.45 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of each of the three dimensions of sustainable development.

Replace the policy with:

'As appropriate to their scale, nature and location, development proposals should safeguard and, where practicable, enhance the green infrastructure within and surrounding Copmanthorpe (as shown on the maps on pages 25, 26, 27) and connect to surrounding habitat.

Development proposals which would directly or indirectly harm the integrity or quality of the identified infrastructure will not be supported.

Development proposals should ensure that the development of site ST31 does not result in damage to the notified features of Askham Bog Site of Special Scientific Interest (SSSI) and nature reserve through changes to the water levels at Askham Bog. In addition, development proposals should respond positively

to any potential impacts on water quality and water levels at Askham Bog SSSI from water drainage into the SSSI arising from the development of site ST31.'

Delete the green infrastructure outside the defined neighbourhood area as shown on the maps on pages 25 and 26.

CNP8 Parish Consultation

7.46 The policy comments that applicants will be encouraged to engage in pre-application consultations with CPC to minimise any site issues or planning problems that may arise. It also comments that planning applications should be accompanied by a statement confirming if consultation has taken place and setting out the comments of CPC.

7.47 The proposed policy overlaps with paragraphs 39 to 46 of the NPPF. It also addresses a series of process matters. In this context I sought advice from CPC about its approach to this matter. In its response to the clarification note it advised that:

- it is the intention of the policy to benefit any developers by encouraging pre-application involvement with the community, via CPC; and
- the Parish Council has local knowledge, is familiar with the neighbourhood plan and Local Plan, can offer advice, raise matters of concern, and provide information thus adding value to the planning process.

7.48 I note the intention of the policy, and its relationship to the commentary on this matter in the NPPF. Nevertheless, the policy reads as a process matter rather than a land use planning policy. Moreover, it does not bring any added value to the determination of development proposals beyond the content of the development plan. In these circumstances I recommend the deletion of the policy.

7.49 I have considered the appropriateness of retaining the Reasoned Justification in the Plan in the absence of a policy on this matter. On the balance of the evidence, I recommend that a revised version of the supporting text should remain in the Plan. This will serve to complement the approach taken in the NPPF and draw attention to relevant local arrangements. The wording used draws attention to the pre-application advice service offered by CYC. In this context developer engagement with CPC should complement that offered by CYC (in its capacity as the local planning authority).

Delete the policy

Replace the Reasoned Justification with:

'However carefully a planning policy document is prepared, it will not be able to anticipate all circumstances and provide suitable advice for decision-makers to help them determine all planning applications with equal certainty or sensitivity. Pre-application advice is available from the City of York Council. In addition, developers are encouraged to engage in pre-application consultations with the Parish Council to minimise any site issues or planning problems that may arise. This may be particularly helpful in circumstances where conditions or planning obligations are instrumental in making acceptable an otherwise unacceptable planning application.'

Other Matters - General

7.50 This report has recommended a series of modifications both to the policies and to the supporting text in the submitted Plan. Where consequential changes to the text are required directly because of my recommended modification to the policy concerned, I have highlighted them in this report. However other changes to the general text may be required elsewhere in the Plan because of the recommended modifications to the policies. Similarly, changes may be necessary to paragraph numbers in the Plan, to accommodate other administrative matters, and to ensure that the Plan is otherwise up-to-date. It will be appropriate for CYC and CPC to have the flexibility to make any necessary consequential changes to the general text. I recommend accordingly.

Modification of general text (where necessary) to achieve consistency with the modified policies, to accommodate any administrative and technical changes, and to ensure that the Plan is up-to-date.

Other Matters – The adoption of the CYC Local Plan

7.51 The Plan has been carefully prepared in recent years so that it would take account of what was the emerging Local Plan at that time. The Local Plan has now been adopted. In these circumstances, I recommend that the various references throughout the Plan refer to the adopted Plan.

Update all references in the Plan to the emerging Local Plan so that they refer to the adopted Local Plan.

8 Summary and Conclusions

Summary

8.1 The Plan sets out a range of policies to guide and direct development proposals in the period up to 2037. It is distinctive in addressing a specific set of issues that have been identified and refined by the wider community. It recognises the sensitive location of the parish in the Green Belt, and proposes a series of policies on design, affordable housing, and community facilities.

8.2 Following the independent examination of the Plan, I have concluded that the Copmanthorpe Neighbourhood Development Plan meets the basic conditions for the preparation of a neighbourhood plan subject to a series of recommended modifications.

Conclusion

8.3 On the basis of the findings in this report, I recommend to the City of York Council that subject to the incorporation of the modifications set out in this report the Copmanthorpe Neighbourhood Development Plan should proceed to referendum.

Other Matters

8.4 I am required to consider whether the referendum area should be extended beyond the neighbourhood area. In my view, the neighbourhood area is entirely appropriate for this purpose and no evidence has been submitted to suggest that this is not the case. I therefore recommend that the Plan should proceed to referendum based on the neighbourhood area as approved by the City of York Council on 7 January 2014.

8.5 I am grateful to everyone who has helped in any way to ensure that this examination has run in a smooth manner. The responses to the clarification note were detailed, informative and delivered in a timely fashion.

Andrew Ashcroft
Independent Examiner
14 August 2025

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City of York Council

COPMANTHORPE NEIGHBOURHOOD PLAN:
POST- EXAMINATION DECISION STATEMENT

Regulation 18 of the Neighbourhood Planning (General) Regulations 2012 (as amended)

This document is the decision statement required to be prepared under Regulation 18(2) of the Neighbourhood Planning Regulations 2012 (as amended). It sets out the Council's response to each of the recommendations contained within the Report to City of York Council of the independent examination of the Copmanthorpe Neighbourhood Plan ("the Plan") by independent Examiner Andrew Ashcroft, which was submitted to the Council on 14 August 2025.

This decision statement, the independent Examiner's Report and the submission version of the Copmanthorpe Neighbourhood Plan and supporting documents can be viewed on the Council's website: https://www.york.gov.uk/planning-policy/copmanthorpe-neighbourhood-plan in line with the current arrangements in the Council's update Statement of Community Involvement.[1]

1.0 BACKGROUND

1.1 Under the Town and Country Planning Act 1990 (as amended), City of York Council ("the Council") has a statutory duty to assist communities in the preparation of neighbourhood (development) plans and to take plans through a process of examination and referendum. The Localism Act 2011 (Part 6, Chapter 3) sets out the Local Planning Authority's responsibilities under neighbourhood planning.

1.2 This statement confirms that the modifications proposed by the Examiner's Report have been considered and accepted and that subject to making the recommended modifications (and other minor modifications) the Plan may now be submitted to referendum.

1.3 The Copmanthorpe Neighbourhood Plan area was designated by the Council as a Neighbourhood Area in January 2014. The Plan covers the entire parish of Copmanthorpe, situated to the south west of the City of York. The parish has a population of 4,109 residents. It is entirely within the Local Planning Authority's area.

1.4 Copmanthorpe Parish Council undertook two pre-submission consultations on the draft Plan in accordance with Regulation 14, during September 2014 and May 2017.

[1] https://democracy.york.gov.uk/ieDecisionDetails.aspx?AIId=67005

1.5 Following the submission of the Copmanthorpe Neighbourhood Plan to the Council in January 2025, the Council publicised the draft Plan and representations were invited in accordance with Regulation 16. The Submission consultation took place between 26th March 2025 and 14th May 2025.

2.0 INDEPENDENT EXAMINATION

2.1 The Council appointed Andrew Ashcroft, (BA (Hons), MA, DMS, MRTPI), with the consent of Copmanthorpe Parish Council, to undertake the independent examination of the Copmanthorpe Neighbourhood Plan and to prepare a report of the independent examination.

2.2 The Examiner examined the Plan by way of written representations supported by an unaccompanied site visit of the Neighbourhood Plan Area. Clarification on a number of issues was sought from the Qualifying Body, and the City of York Council during the Examination process.

2.3 The Examiner's Report was formally submitted to the Council on 14 August 2025. The Report concludes that subject to making the modifications recommended by the Examiner, the Plan meets the basic conditions set out in the legislation and should proceed to referendum.

2.4 Following receipt of the Examiner's Report, legislation requires that the Council consider each of the modifications recommended, the reasons for them, and decide what action to take. The Council is also required to consider whether to extend the area to which the referendum is to take place.

3.0 DECISION AND REASONS

3.1 Having considered each of the recommendations made in the Examiner's Report and the reasons for them, the Council, has decided to accept all of the Examiner's recommended modifications to the draft Plan. These are set out in Table 1 below.

3.2 The Council considers that, subject to the modifications being made to the Plan as set out in Table 1 below, the Copmanthorpe Neighbourhood Plan meets the basic conditions mentioned in paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990 (as amended) is compatible with the Convention rights and meets the requirements of paragraph 8(1) of Schedule 4B to the Town and Country Planning Act 1990 (as amended).

3.3 The submitted version of the Copmanthorpe Neighbourhood Plan will be modified to reflect the required modifications, for it then to proceed to referendum.

3.4 The Examiner recommended that the Neighbourhood Plan should proceed to referendum based on the boundary of the Neighbourhood Plan, as designated by the City of York Council on 7th January 2014.

3.5 This decision was made at a meeting of the Council's Executive on 7th October 2025.

3.6 This decision statement is dated 7th October 2025.

Other information:

The Neighbourhood Plan document will be updated to incorporate all the modifications required and re-titled Referendum Version. The date for the referendum and further details will be publicised shortly once a date is set by the Council.

Table 1: Examiner's Recommended Modifications

Copmanthorpe Neighbourhood Plan Policy	Examiner's Report Reference	Recommended Modification	CYC Consideration/ Justification
N/A	Recommendation 1	**Replace 'The Next Steps' with 'The Preparation of the Plan and Next Steps'**	Agree with the modifications for the reasons set out in the Examiners Report.
N/A	Recommendation 2	**Replace map of the neighbourhood area in the Introduction with one of a similar scale to that of the neighbourhood area in the Basic Conditions Statement**	Agree with the modifications for the reasons set out in the Examiners Report.
CNP1 (Housing Quantity)	Recommendation 3	**Replace the policy with:** **'Residential development in the parish will be focused on the two allocated sites set out in the City of York Local Plan (sites ST31 and H29).** **In addition, small-scale development of eight units or less which can be satisfactorily integrated into the existing built-up area of the village will be supported where they comply with other development plan policies and the Village Design Statement.'**	Agree with the modifications for the reasons set out in the Examiners Report.
CNP2 (Design Principles)	Recommendation 4	**In the first part of the policy replace 'encourage' with 'promote' and 'all development' with 'development proposals'** **In the second part of the policy replace 'all new development is expected to adhere to the following design principles:' with 'as appropriate to their scale, nature and location development proposals should respond positively to the**	Agree with the modifications for the reasons set out in the Examiners Report.

		following principles:' **Replace the fifth principle with: 'Developers should create bespoke house types which are appropriate for Copmanthorpe.'**	
CNP3 (Affordable and Special Housing)	Recommendation 5	**Replace the policy with:** **'Affordable housing (including social rented housing where there is a proven need) will be delivered in line with City of York Council policy and in accordance with Policy CNP 4 (Local Occupancy) of this Plan.** **Where housing need is the same, preference will be given to residents or those with a local connection as detailed in Policy CNP4 (Local Occupancy).'** *At the end of the second paragraph of the Reasoned Justification add:* *'The target level of affordable and special housing per residential development scheme will be set in line with City of York Council policy from time to time in force. Housing needs for older people will be established in consultation with City of York Council.'*	Agree with the modifications for the reasons set out in the Examiners Report.
CNP4 (Local Occupancy)	Recommendation 6	**Replace the opening element of the policy with: 'Affordable housing will be subject to local occupancy restrictions as follows:'** *Replace the Reasoned Justification with: 'There is a need for affordable housing in Copmanthorpe for younger local people, who can be priced out of the conventional local housing market, and for older people who wish to downsize, all of whom wish to stay in the village for local connection reasons.'* *Replace the Intention with: 'A local occupancy policy for affordable housing will restrict*	Agree with the modifications for the reasons set out in the Examiners Report.

		the occupation of such housing to local people in the first instance.'	
CNP5 (Community Facilities and Organisations)	Recommendation 7	**Replace the policy with: 'Development proposals for additional sports and leisure uses and allotments will be supported.'** *At the end of the third paragraph of the Reasoned Justification add: 'In this context any off-site financial obligation on developers to provide public open space or recreation facilities will be ring-fenced to deliver further recreation facilities within Copmanthorpe. Furthermore, the local element of Community Infrastructure Levy funding arising out of developments will also be ring-fenced by the Parish Council to deliver infrastructure benefits in Copmanthorpe.'*	Agree with the modifications for the reasons set out in the Examiners Report.
CNP6 (Green Belt)	Recommendation 8	**Delete the policy** *Replace the Reasoned Justification (1-7) and the Intention (1-5) with:* *'The adopted City of York Local Plan defines the boundary of the Green Belt. The village of Copmanthorpe is inset from the Green Belt whilst the remainder of the parish of Copmanthorpe lies within the York Green Belt. The Green Belt includes land to the west of Copmanthorpe. The Local Plan comments that the protection of the Green Belt is an overriding planning consideration and one, which, in the case of most forms of development, strongly militates against the granting of planning permission. Its supporting text advises that in defining these boundaries, care has been taken to follow readily recognisable physical features that are likely to endure.* *Policy GB1 (Development in the Green Belt) of the Local Plan advises that inappropriate development will not be approved except in very special circumstances. Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other*	Agree with the modifications for the reasons set out in the Examiners Report.

		considerations. The policy also comments that the construction of new buildings (with limited exceptions) is inappropriate development. *Paragraph 142 of the NPPF advises that the essential characteristics of Green Belts are their openness and their permanence. The openness characteristic is particularly the case along the western boundary of Copmanthorpe village where this openness is much prized by Copmanthorpe residents. The emotional and spiritual value of this open land to the people of Copmanthorpe should not be underestimated.* *The Green Belt along the western flank of Copmanthorpe also plays a significant role in defining and protecting the special character and setting of the historic City of York, and especially as it is approached from the west along the A64 trunk road, the principal gateway to York for visitors arriving by road. The special character of York is not limited to the walled City; it refers to a much wider concept which includes the open countryside around York, the open approaches to the City and its relationship with its surrounding villages.* *In addition, the western approach into the City along the A64 in this gateway location fulfils the key function of promoting and enhancing the setting of York as a prime tourist destination by checking further suburban sprawl in an area where the open and low-lying character of the countryside can mean that development has an urbanising effect far beyond its immediate boundaries.* *The Green Belt surrounding Copmanthorpe has a high landscape and heritage value, characterised as it is by a network of small-scale fields, ancient hedgerows, fences, copses and lanes with individual farmsteads and associated outbuildings. The Landscape Appraisal carried out for City of York Council by the University of Sheffield Environmental Consultancy in December 1996 stated that the landscape west of Copmanthorpe was one of the highest quality landscapes surrounding the City. It was defined as a small-scale landscape of high conservation and aesthetic value. The open land to the west of the village and south of Colton Lane was part of the medieval High West Field, part of an open field system where feudal strip farming was practised*	

		from the time of the Norman Conquest until the Enclosure Acts of the 18th Century. *Most of the land surrounding Copmanthorpe, and particularly that area to the west of the village, is prime food-producing arable farmland, the latter being classified as Grade 2 by the Department of the Environment, Food, and Rural Affairs. This grading puts the land into the top 16% of land by quality in the Yorkshire and Humberside Region. With a rapidly growing world population and the increasing demand for meat and a more 'Western' diet caused by growing prosperity in developing countries, the pressure on food-producing land is increasing dramatically. Food sourcing and food security are becoming significant issues and it is becoming crucial to retain the country's good quality farmland in food production.* *The Green Belt to the west of Copmanthorpe also plays an important role in providing a haven for wildlife including several species on the 'red list'. The British Trust for Ornithology carries out regular surveys on the fields adjoining the west of the village, and the red-listed birds and mammals present over the two years (2012 and 2013) were: corn-bunting, skylark, lapwing, linnet, yellowhammer, and brown hare.'*	
CNP7 (Green Infrastructure)	Recommendation 9	**Replace the policy with:** **'As appropriate to their scale, nature and location, development proposals should safeguard and, where practicable, enhance the green infrastructure within and surrounding Copmanthorpe (as shown on the maps on pages 25, 26, 27) and connect to surrounding habitat.** **Development proposals which would directly or indirectly harm the integrity or quality of the identified infrastructure will not be supported.** **Development proposals should ensure that the development of Site ST31 does not result in damage to the notified features of Askham Bog Site of Special**	Agree with the modifications for the reasons set out in the Examiners Report.

		Scientific Interest (SSSI) and nature reserve through changes to the water levels at Askham Bog. In addition, development proposals should respond positively to any potential impacts on water quality and water levels at Askham Bog SSSI from water drainage into the SSSI arising from the development of Site ST31.' *Delete the green infrastructure outside the defined neighbourhood area as shown on the maps on pages 25 and 26.*	
CNP8 (Parish Consultation)	Recommendation 10	**Delete the policy** *Replace the Reasoned Justification with:* *'However carefully a planning policy document is prepared, it will not be able to anticipate all circumstances and provide suitable advice for decision-makers to help them determine all planning applications with equal certainty or sensitivity. Pre-application advice is available from the City of York Council. In addition, developers are encouraged to engage in pre-application consultations with the Parish Council to minimise any site issues or planning problems that may arise. This may be particularly helpful in circumstances where conditions or planning obligations are instrumental in making acceptable an otherwise unacceptable planning application.'*	Agree with the modifications for the reasons set out in the Examiners Report.
Other Matters - General	Recommendation 11	*Modification of general text (where necessary) to achieve consistency with the modified policies, to accommodate any administrative and technical changes, and to ensure that the Plan is up-to-date.*	Agree with the modifications for the reasons set out in the Examiners Report.
Other Matters – The adoption of the CYC Local Plan	Recommendation 12	*Update all references in the Plan to the emerging Local Plan so that they refer to the adopted Local Plan.*	Agree with the modifications for the reasons set out in the Examiners Report.

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	City Development
Service Area:	Strategic Planning Policy
Name of the proposal :	Copmanthorpe Neighbourhood Plan Examiner's Report and Decision Statement
Lead officer:	Alison Cooke Head of Strategic Planning Policy
Date assessment completed:	12th August 2025

Names of those who contributed to the assessment :			
Name	**Job title**	**Organisation**	**Area of expertise**
Alison Stockdale	Principal Strategic Planning Policy Officer	City of York Council	Strategic Planning Policy
John Roberts	Strategic Planning Policy Officer	City of York Council	Strategic Planning Policy

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	The Copmanthorpe Neighbourhood Plan has been through its Examination, following its Submission Consultation. The Neighbourhood Plan has been developed by the Parish Council in consultation with the community and in accordance with appropriate legislation including the Neighbourhood Planning Regulations 2012. Policies within the Plan relate to land use planning and seek to guide development within the plan area (in this instance Copmanthorpe Parish). These have been produced to strategically align with York's Local Plan, which sets the planning policy framework for the York area. The Examination commenced on Monday 2nd June 2025, and the independent Examiner, Andrew Ashcroft, has assessed the Plan for soundness and whether it meets the Basic Conditions and is compatible with legislation, as required by the Neighbourhood Planning (General) Regulations 2012. The Council has received the Examiner's report which makes recommendations for modifications considered necessary to make the Plan sound. The proposal now is for Members to consider the recommendations in the Examiner's report and agree that the Plan proceeds to a local referendum. Following a successful referendum, the Plan would be 'made' by the City of York Council and become part of the development plan for the area. Policies within the draft Neighbourhood Plan cover issues around housing, design, affordable and special housing, local occupancy, community facilities, green belt, green infrastructure and parish consultations. These policies aim to guide development in the local area but do not for example, allocate new sites for development; they focus on conserving the character of Copmanthorpe and key assets within the Parish. Prior to the examination, the City of York Council was required to undertake a public consultation on the neighbourhood plan for 6 weeks. Although the consultation was open to anyone to comment on it, it is aimed at those people who live, work, or carry out business within the neighbourhood plan area. The consultation was carried out in accordance with an agreed consultation strategy.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	Neighbourhood Plans were introduced under the Localism Act 2011 with the regulatory details defined within the Neighbourhood Planning Regulations 2012. A Neighbourhood Plan must also meet the basic conditions defined within Schedule 4b of the Town and Country Planning Act 1990. These include the requirement that the plan has regard to national policies and advice included in guidance issued by the Secretary of State. Regulation 16 of The Neighbourhood Planning (General) Regulations (amended) requires Local Planning Authorities to publicise a neighbourhood plan as soon as possible after receiving it. This includes publicising the documents on their website, in such a manner that they consider is likely to bring the proposals to the attention of those who live, work or carry out business in the neighbourhood plan area. Additionally, the Council's duties under the Equalities Act 2010 and the Human Rights Act 1998 are key considerations in the process.

1.3	**Who are the stakeholders and what are their interests?**
	The Neighbourhood Plan will provide policies to guide development in the area which will be relevant to residents, developers, businesses and other consultation (statutory) bodies. The stakeholders therefore include people who live, work and carry out business in Copmanthorpe Parish as well as those submitting planning applications in the area.
1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	Once the Neighbourhood Plan has been 'made' it will become part of the development plan for the area and will be used to guide development and in the determination of planning applications.

	The Plan aims to provide a better knowledge and localised spatial planning framework for the future development of the Copmanthorpe parish, within the statutory framework of the City of York Local Plan and National Planning Policy Framework. It aims to produce a policy compliant tool to help consider planning applications in the Parish, improving the environment and making the Parish a more fulfilling area to live and work. The Plan particularly links the following priorities in the Council Plan 2023-2027: • a) Health and wellbeing: A health generating city for children and adults; • c) Economy: A fair, thriving green economy for all; • e) Housing: Increasing the supply of affordable housing; • f) Sustainability: Cutting carbon, enhancing the environment for our future. Section 12 of the Council Plan (Working with Communities) champions working in partnership with providers in the City, learning from community groups, listening to residents through various mediums. This is reflected in the community led approach promoted by neighbourhood plans.

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**
Submission version of the Copmanthorpe Neighbourhood Plan and consultation on it	The Submission version of the Copmanthorpe Neighbourhood Plan and its consultation, together with its supporting documents (Consultation Statement, Basic Conditions Statement, HRA & SEA) provide an important source of evidence and insight into the needs and expectations of the residents of Copmanthorpe Parish.

	The Copmanthorpe Neighbourhood Plan Examiner considered the impacts of the Submission version of the Neighbourhood Plan on human rights and concluded in his report (paragraph 6.18): *"I am satisfied that the submitted Plan has had regard to the fundamental rights and freedoms guaranteed under the European Convention on Human Rights (ECHR) and that it complies with the Human Rights Act. There is no evidence that has been submitted to me to suggest otherwise. There has been full and adequate opportunity for all interested parties to take part in the preparation of the Plan and to make their comments known. On this basis, I conclude that the submitted Plan does not breach, nor is in any way incompatible with, the ECHR."*
Pre-Submission version of the Copmanthorpe Neighbourhood Plan and consultation on it.	The Pre-Submission version of the Copmanthorpe Neighbourhood Plan and its consultation, together with its supporting documents (Consultation Statement, Basic Conditions Statement, HRA & SEA) provide an important source of evidence and insight into the needs and expectations of the residents of Copmanthorpe Parish
City of York Local Plan (Submission version 2018) and its subsequent modifications (between 2018-2025) City of York adopted Local Plan (2025)	Provides the overarching planning policies and framework to address the spatial framework for the Copmanthorpe Neighbourhood Plan; the neighbourhood plan has been prepared to be in strategic conformity with this framework. The Local Plan has been subject to equalities assessments at key stages of preparation. The City of York Local Plan was adopted on 27 February 2025. The Examiner has considered the adopted plan in their examination and to inform their conclusions.
Statutory legislation as set out in Section 1.2 above	Sets out the requirements and formal framework for developing a neighbourhood plan.

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**
N/a	N/a

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	**Key Findings/Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
Age	The Neighbourhood Plan includes policy CNP3 (Affordable and Special Housing) which supports older persons accommodation, and also policies regarding residential design. It also continues to be reliant on the local plan and national policy context. This proposal is not expected to impact on that characteristic.	0	N/A
Disability	The Neighbourhood Plan includes policies regarding residential design but does not expand on the strategic position in relation to accessibility standards; this continues to be reliant on the local plan and national policy	0	N/A

	context. This proposal therefore is not expected to impact on that characteristic.		
Gender	This proposal is not expected to impact on that characteristic.	0	N/A
Gender Reassignment	This proposal is not expected to impact on that characteristic.	0	N/A
Marriage and civil partnership	This proposal is not expected to impact on that characteristic.	0	N/A
Pregnancy and maternity	This proposal is not expected to impact on that characteristic.	0	N/A
Race	This proposal is not expected to impact on that characteristic.	0	N/A
Religion and belief	This proposal is not expected to impact on that characteristic.	0	N/A
Sexual orientation	This proposal is not expected to impact on that characteristic.	0	N/A
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	This proposal is not expected to impact on that characteristic.	**0**	N/A
Low income groups	Whilst affordable housing may come forward as a proposal (Policy CNP3 Affordable and Special Housing), guided in design by this plan, no specific sites are allocated. This proposal is expected to have a low positive impact on that characteristic.	**+**	L
Veterans, Armed Forces Community	This proposal is not expected to impact on that characteristic.	**0**	N/A
Other	N/A – no other groups identified	**0**	N/A

Impact on human rights:			
List any human rights impacted.	This proposal is not expected to impact on that characteristic.		N/A

Use the following guidance to inform your responses:

Indicate:

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

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

High impact (The proposal or process is very equality relevant)	There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.
Medium impact (The proposal or process is somewhat equality relevant)	There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights

Low impact (The proposal or process might be equality relevant)	There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**

The Copmanthorpe Neighbourhood Plan has been developed by the Parish Council in consultation with the local community to produce land use planning policies to guide development in the area. The submission consultation was run by City of York Council; this took place in accordance with relevant legislation, including our Statement of Community Involvement with an agreed consultation strategy. Consultation sought to ensure all those who work, live and carry out business within the parish as well as consultation bodies, as defined within the legislation, we're notified and informed.

The Examination into the Neighbourhood Plan considered the Submission version of the Neighbourhood Plan, together with the responses to the public consultation to ascertain its soundness and whether it meets the Basic Conditions and is compatible with legislation, as required by the Neighbourhood Planning (General) Regulations 2012. The independent Examiner has had regard to the fundamental rights and freedoms guaranteed under the European Convention on Human Rights (ECHR) and concludes that it complies with the Human Rights Act.

Step 6 – Recommendations and conclusions of the assessment

6.1	**Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:**
- **No major change to the proposal** – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.	
- **Adjust the proposal –** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations. - **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty - **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed. **Important:** If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.	
Option selected	**Conclusions/justification**
No major change to the proposal	The EIA demonstrates the proposal is robust. The neighbourhood plan has been developed by the Parish Council in consultation with the community to produce land-use policies to guide development in the area. It has been through a further period of consultation, undertaken by CYC in accordance with an agreed consultation strategy and in line with Regulation 16 of the Neighbourhood Planning Regulations, prior to the Examination. The conclusion of the independent Examiner also states they consider this are satisfied that the plan has been prepared and is in accordance with the requisite equalities and human right legislation.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
N/A	N/A	N/A	N/A

Step 8 - Monitor, review and improve

8. 1	**How will the impact of your proposal be monitored and improved upon going forward?** Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	This Executive report asks for a decision to proceed to referendum. Subject to a successful referendum, then CYC are required to formally 'make' the Plan. While there is no requirement to update or review a neighbourhood plan, best practise would suggest that the policies are regularly reviewed to reflect current national and local policy. At this time, new local or national level policy will be considered in the production of the plan.

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Meeting:	Executive
Meeting date:	7 October 2025
Report of:	Pauline Stuchfield, Director of Housing and Communities
Portfolio of:	Councillor Michael Pavlovic, Executive Member for Housing, Planning and Safer Communities

Decision Report: Delivering More Affordable Housing in York – update on the Housing Delivery Programme

Subject of Report

1. In June 2025, the Government announced the outcome of the Comprehensive Spending Review which placed housing at its centre with a commitment to deliver the biggest increase in social and affordable housing in a generation. The new Social and Affordable Homes Programme (SAHP) provides a decade of certainty over funding to support the delivery of new homes between 2026-2036. This paper seeks to use the security of the national position to support the delivery of new affordable homes throughout York, building a strong pipeline to seize the opportunities this funding presents.

2. The affordability of housing in York continues to be a significant challenge for the City's residents. It is a clear priority set in the Council Plan (2023-27) for the Council to play a leading role in both direct delivery of new affordable homes through its established Housing Delivery Programme as well as working with Registered Provider partners to increase capacity and maximise delivery. This report presents an update on the work carried out by the Housing Delivery Programme to date and seeks to support to continue this work to deliver additional affordable housing sites and develop an ongoing pipeline of new build housing sites.

3. This report seeks decisions in respect of:

a) Establishing a construction budget and enter a build contract to deliver 101 homes at Ordnance Lane as an 100% affordable, net-zero carbon properties;

b) Seek authorisation to procure a development partner for Willow House and Lowfield A with a full business case to be presented to Executive prior to entering contract;

c) Note the progress of the Walmgate Improvement Proposals and approve request for delegated authorities to allocate Neighbourhood Improvement Programme funding towards this and other such projects;

d) Developing a strong new build pipeline with a budget to commence design work on Former Manor School, and submit a planning application;

e) Note that grant funding bids will be submitted to YNYMCA Brownfield Fund for Castle Mills, Former Manor School and 68 Centre.

Benefits and Challenges

4. Utilising council owned land to deliver affordable housing ensures that the maximum benefit is being achieved through our land assets. The Council has built an established and experienced team who are able to directly deliver much needed affordable homes in the city which meet the needs of our residents. All future projects are designed as 100% affordable housing, maximising both internal funding such as Right to Buy and the newly announced Homes England funding combined with devolved funding through the York and North Yorkshire Mayoral Combined Authority (YNYMCA). The proposed developments remain mixed tenure combining social rented homes with shared ownership to provide a range of housing options for residents in various forms of housing need across the city.

5. Delivering the homes directly in the Housing Revenue Account (HRA) ensures that the Council continues to replenish housing stock lost through Right to Buy and that the income generated through rent continues to increase over the course of the 30-year business plan, supporting the ability to invest in existing homes. In the short-term, developing homes directly results in increased

borrowing to support the delivery of new homes, however increasing the number of homes in the council's housing stock has a positive long-term impact.

Policy Basis for Decision

6. One of the seven priorities outlined in the Council Plan (2023-27) is to increase the supply of good quality affordable housing. The plan seeks to explore options for achieving 100% affordable Passivhaus standard housing through the Housing Delivery Programme.

7. The Housing Delivery Programme has a broad agenda around meeting affordable housing need but also tackling issues around mental and physical health and wellbeing, sustainable transport, equality, and climate change. The principles of the programme and recommendations contained within this report are supportive of achieving the objectives set out in the Climate Change, Health and Wellbeing, and Economic Strategies.

Financial Strategy Implications

8. The delivery of Ordnance Lane as 100% affordable housing requires additional borrowing to support the delivery of 50 new build social rented homes, 51 new build shared ownership homes and two commercial units. The business case in Appendix A sets out the proposed funding to deliver Ordnance Lane and requires £13m of long term HRA investment to deliver the project. This long-term investment is combined with external grant funding along with Right to Buy receipts to maximise the use of available grant to subsidise the costs of this project. Whilst the abnormal site conditions of this stalled site combined with net-zero, Passivhaus certified construction methods result in higher-than-average build costs, this is offset using subsidy to ensure delivery of a site that has been underutilised for over a decade. The business case meets the financial hurdle rates and presents a viable investment of funds.

   The paper proposes the strengthening of the new build pipeline by seeking to procure a development partner for Willow House and Lowfield A and obtain a budget to support the design work up-to the submission of a planning application on the former Manor School site. The paper also proposes to agree delegated authority for the Neighbourhood Improvement Programme funding to support South Walmgate regeneration work along with similar

projects across the city combined with the introduction of a 'Integrated Neighbourhood Team' Model in the heart of Walmgate to empower residents through a person-centred, strength-based community development model including ongoing estate regeneration, and effective early intervention and prevention over a two year trial period.

Recommendation and Reasons

9. Executive are asked to**:**

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

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

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

d) Agree to the application to Homes England for funding to deliver the Shared Ownership properties on Ordnance Lane and accept, if successful, and to delegate authority to the Director of Housing and Communities (in consultation with the Director of Finance and the Director of Governance) to enter into any resulting grant funding agreements.

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

f) Agree to utilise the existing project budget to procure a contractor to operate under a Pre-Contract Services Agreement to collaboratively design Willow House to RIBA 4 and price the design to enable a full business case in respect of the development at Willow House to be presented to the Executive for approval and to delegate authority to the Director of Housing and Communities (in consultation with the Director of Finance and the Director of Governance) to

take such steps as are necessary to procure, award and enter into the resulting pre-contract services agreement.

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

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

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

j) Pending successful bid for YNYCA Brownfield Fund, to agree to the development of designs and submission of a planning application on the Former Manor School site.

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

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

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

Background

10. Central to the success of the Council's Housing Delivery Programme (HDP) is the belief that a high-quality, affordable, comfortable home is essential for residents to thrive. Good quality housing impacts all areas of life from increased educational attainment and better health to improved economic outcomes. The Housing Delivery Programme aims to deliver an exemplar for housing developments nationally, by building homes to net-zero, Passivhaus standards that prioritise placemaking and building sustainable and supportive communities.

11. The first Passivhaus developments are now achieving completion with 34 homes and a commercial space complete at Duncombe Barracks and a further 78 homes due to complete this financial year at Burnholme Green. These developments are pioneering and have garnered much attention both locally and nationally. The first social housing customers are moving into their new homes imminently and many of the shared ownership and market sales are progressing through the conveyance process with future homeowners expected to move into the development throughout autumn/winter 2025. Following the successful completion of these projects, this paper seeks to build a robust pipeline to continue to the work of the Housing Delivery Programme incorporating the Executive's core objective to deliver all homes on council land as 100% affordable.

12. In addition to the homes delivered directly through the council's Housing Delivery team, the team are also actively working with wider partners across the Registered Provider (RP) sector to expediate the delivery of new affordable homes by disposing of unused land assets owned by the council as set out in the Executive Report from July 2024. To date, the council have a development partner for the Clifton Without School and a planning submission is expected in early 2026. it is estimated that this site will deliver 13 affordable homes. Additionally, Woolnough House, Morrell House and the 68 Centre have been marketed to RPs with bids returned for both Woolnough and 68 Centre in September 2025. These bids are currently being evaluated and these sites are

expected to deliver approximately 20 new affordable homes, with the majority being social rent homes. The Housing Delivery team continue to build on the strong foundations with RP partners through future pipeline sites in order to expediate delivery.

Consultation Analysis

13. The work of the Housing Delivery Programme continues to be driven by the values outlined in the approved Design Manual 'Building Better Places' which was developed in partnership with key stakeholders across the City. This document sets a clear vision for the ways in which the housing we build can meet a range of objectives around supporting better mental and physical health, tackling climate change, eliminating fuel poverty and increasing healthy and sustainable transport object.

14. It is also critical to work with neighbourhoods to codesign the projects with meaningful engagement from local people, businesses and charity groups. This has been exemplified on the Willow House project where we have established a resident engagement panel along with a youth engagement panel and open drop-in events to ensure local people's voices are reflected in the design from initiation. This has been particularly important on Willow House as the scope of the project also includes undertaking a detailed review if the wider South Walmgate area to deliver a South Walmgate Improvement Proposals. During the process the team has focussed on listening to residents and other stakeholders and identified areas for improvement and then developed and refined the ideas together with the design team to produce a costed plan for future investment. This highlights to the council the needs for the area and identifies ways that the council can support the good things that already are going on and future opportunities, as well as informing the basis of future funding bids and identifying what initiatives there is support for in the area. The options to progress this work are further detailed in the options analysis below.

15. In addition to consultation with key stakeholders in the city, the team continues to build strong relationships with Registered providers working in the city. All potential sites allocated for disposal for 100% affordable housing are tested with RP sector to ensure there is sufficient interest and the projects are indicatively viable prior to marketing.

Options Analysis and Evidential Basis

Ordnance Lane

16. Ordnance Lane will be the first 100% affordable housing development in the Housing Delivery Programme and consequently is a flagship site for delivering the priority commitments of the Council's Executive. This site has been under-utilised and stalled for many years. A previous planning application was developed by the council in 2016 but due to complex reasons around viability, the option to develop was not pursued. Further to this unsuccessful development proposal, the council continued to lease the Hospital Fields Road part of the site for light industrial use whilst the Ordnance Lane continued to be used as hostel accommodation. The site came into the Housing Delivery Programme and work commenced on design in 2019. Following the election in May 2023 and subsequent Executive approval in November that year, the scheme has been redesigned as 100% affordable housing.

17. The redesigned development achieved planning approval in August 2024 and will create 101 new homes including 25 intergenerational apartments, as well as a further 2 commercial spaces, 2 community spaces, and 3 new areas of public open space. All new homes on Ordnance Lane will respond to the climate emergency by being built to certified Passivhaus standard and will be zero carbon in use (regulated energy) meaning residents will see a reduction in energy bills of over 70%. The development also retains and enhances the best and largest building on the site at the heart of the development, the previous military accommodation known as 'The Married Quarters'. This building will be retrofitted to very high thermal performance standards to ensure that homes will be comfortable and energy efficient for future occupiers.

18. Due to the site's previous light-industrial use, there were significant risks to developing the land such as contamination, utility diversions and existing buildings requiring demolition. To reduce the amount of risk a Principal Contractor would factor into a building contract, enabling works were undertaken, funded from grant received from One Public Estate's Brownfield Land Release Fund. The enabling works were completed in November 2024 significantly reducing the site 'abnormal' costs for a Principal Contractor. Following the completion of the enabling works, the

building contract tender was published in January 2025 and concluded in June 2025. Bids have been evaluated, and a budget is required to move the project into the delivery phase.

19. To date, there has been £4,262m spent on the design and site preparation of Ordnance Lane, which has been offset by the grant funding obtained by the One Public Estate (OPE) Brownfield Housing Fund which totalled £2.249m. This report seeks a total construction budget of £37,894m which is inclusive of a 10% contingency and all fees to deliver this exemplar affordable housing project. It is understood that the quality of this net-zero project combined with ongoing abnormal costs such retaining the Married Quarters results in higher-than-average build costs, however extensive work has been undertaken to offset these costs by utilising public subsidy to reduce the long-term investment required from the Housing Revenue Account (HRA). The project has received £2.02m of additional Brownfield Funding from the York and North Yorkshire Mayoral Combined Authority (YNYMCA) and the council entered into a Grant Funding Agreement with YNYMCA in May 2025. The business case (Confidential Annex A) seeks to utilise unspent Right to Buy (RtB) receipts to subsidise the 50 social rented homes on the development and also seeks to continue the strong partnership working established with Homes England to submit a bid to support the delivery of 51 shared ownership properties on the development. Indicatively Homes England are supportive of this proposal, and this paper seeks to submit a bid to the new Social and Affordable Homes Programme (SAHP) once it opens for applications in early 2026.

20. On the basis that the Homes England grant funding bid is successful, the net HRA investment (excluding RtB receipts) for a 100% affordable housing scheme would total £13,011m, inclusive of borrowing costs, to deliver 101 affordable homes resulting in a cost of £129k per affordable, net zero carbon Passivhaus home. The proposal has undergone thorough viability testing and exceeds key financial rates for affordable housing. Details are provided in the financial implications as well as a business case provided in the confidential Annex A.

21. It is important that opportunities are taken through our delivery of a large housing development to add social value to the local area. Within the draft construction contract the successful bidder has committed to a set of social value outputs that will benefit local Small and Medium-sized Enterprises (SME) including allocating a minimum of 30% of supply chain contracts to local businesses,

either directly through the successful bidder or via support from their supply chain partners, supporting local SME's through training, mentoring, and access to work packages. The successful bidder will also host 'Meet the Buyer' events and training sessions including health & safety and tendering for local SME businesses to support them in meeting prequalification and capability standards. In addition, the successful bidder has committed to social value outputs which will benefit the local economy including the creation of 10 new roles across site management, trades, logistics, and administration, creation of temporary and part-time positions for local people including return-to-work candidates and individuals from underrepresented groups. At least 11 work experience placements for local jobseekers and college leavers, placements for care leavers, and a minimum of 3 apprenticeships will be delivered by collaborating with employment partners such as York Carers Centre, Jobcentre Plus, and local charities.

Willow House

22. In November 2023, the HDP received approval to develop a housing scheme in order to submit a planning application. This work has been ongoing, working closely and collaboratively with community to codesign the planning application for the Willow House site, comprising a former care home and garage courts in Walmgate to be developed into 36 affordable homes and associated amenity spaces. The homes that are delivered will be spacious and fit for the future, being zero carbon in operation and with very low energy bills, aiming to be certified Passivhaus homes. It is anticipated that the new build development will be submitted for planning approval in Autumn 2025.

23. In order to ensure the design is as efficient and buildable as possible, this report seeks support to engage a Principal Contractor at an earlier stage in order to undertake the detailed design stage together. This approach will mean that the contractor has the ability to influence the design from an earlier stage and work collaboratively to develop a superstructure design and identify the supply chain to derisking the project. The scope will ensure there are clear output for delivery of the RIBA 4 design so that the council own a design that could be priced by other contractors if it was felt that the appointed contractor's price did not offer good value for money. It is anticipated that to complete the RIBA stage 4 design with a contractor will cost in the region of £300k and this will be funded utilising the £1,120m obtained from the YNYMCA Brownfield Funding.

24. Willow House has several abnormal costs including the need to demolish the existing care home, remove historic service connections and clear the site. The site will require enhanced archaeological investigation following the site clearance and so it is critical to commence this work as soon as possible to reduce any delay to the construction of the new homes. This report therefore seeks permission to undertake a procurement activity to engage a contractor to deliver an enabling package of works. The options for this procurement have been reviewed and it is felt that it is beneficial to separate the main works package from the Principal Contractor procurement to allow for better engagement with local SME contractors and start-on-site as soon as possible. A scope for the enabling package is being finalised and it is anticipated the value of this work will be approximately £500k which will be funded from the existing project budget combined with YNYMCA Brownfield Funding.

25. The team are also producing Walmgate Improvement Proposals, this is an evolving document being developed collaboratively and the current draft is appended in Annex C. During the process of developing this plan the team has focussed on listening to residents and other stakeholders, identifying areas for improvement and then developing and refining the ideas together with the design team. This work highlights to the council the needs of the area and identifies ways that the council can support the good things that already are going on, identify future opportunities, as well as informing the basis of future funding bids and identifying what initiatives there is support for locally.

26. The Walmgate Improvement Proposals highlights thirteen projects within the South Walmgate area ranging from small interventions on housing land to create secure space for local residents to have more control over shared garden spaces, to developing a heritage trail to celebrate the local history of the area, to bigger more ambitious projects to create new homes on in-fill sites and improve the surrounding streets.

27. It is acknowledged that the development of the Walmgate Improvement Proposal is the first step to implementing regeneration to the area and that the involvement of local people will need to be central to this ongoing work at every stage to ensure that delivery meets the expectations of those living in the

community. The Walmgate Improvement Proposals will be further developed and proposals refined with local people and ward councillors in coming weeks before a final document is published. It is felt that the Walmgate area is high priority area for an intensive intervention utilising the York Neighbourhood Model to improve the experiences of residents living in the area.

28. In order to deliver the aspirations set out in the Walmgate Improvement Plan funding sources may include the Neighbourhood Investment Programme, as described in the Housing Landlord Annual Report at June's Executive Meeting:

> *The HRA budget includes a £170k annual capital budget for investing into estates. This Neighbourhood Investment Programme will deliver improvements to the areas around Council homes. The primary focus of the funds will be:*
>
> - *Building community capacity to co-manage shared spaces.*
>
> - *Support wider estate regeneration work, for example supporting The Groves Neighbourhood Plan objectives and supporting the development of neighbourhood plans in other areas.*
>
> - *Supporting measures to reduce ASB, for example through new lighting, security gates and the closing off of unsafe passageways.*
>
> - *Improving communal areas around council houses and apartments, such as improving hardstanding areas, tree and shrub planting, and enabling community and resident activity.*
>
> *This funding will not be used for building repair tasks, this work will be funded from general repairs budgets.*

This report recommends to Executive that the decision making for the future allocation of Neighbourhood Improvement Programme (NIP) funding is delegated to the Director of Housing and Communities in consultation with Executive Member for Housing, Planning and Community Safety to support projects such as those outlined in Walmgate Improvement Plan.

29. A dedicated Regeneration Officer will act as a conduit between the community, City of York Council services, and external funding

bodies, ensuring sustainability and ongoing growth of the project in Walmgate. They will work with the teams delivering the sensitive planning application at Willow House, to ensure that neighbours are fully engaged and they will seek funding, partners and capacity to deliver on the Walmgate Improvement Proposals. To measure the benefits of this trial it will be critical to have clear measurable outputs which are reviewed and reported on to the Executive at 12 months and 24 months to inform the success of the trial and support future initiatives.

30. Several of the projects identified in the Walmgate Improvement Proposals focus on public realm and funding bids will be required to support these projects however, where the projects identified are to be delivered on housing land with direct benefit to council tenants, it is proposed that funding from the Neighbourhood Improvement Programme (NIP) is utilised to deliver these in the short-to-medium term. This will demonstrate commitment to delivery and also act as a catalyst for the wider area regeneration. It is anticipated that NIP funding will be utilised to focus on the most immediately deliverable interventions such as enhancing shared garden spaces, securing areas by reducing through routes to improve safety, increasing privacy planting and creating interesting features to celebrate the history of the area such as a heritage trail.

31. An independent cost report has been undertaken to review the funding required for all the projects listed in the Walmgate Improvement Proposals. Many of the small-to-medium scale interventions may be funded through NIP and will result a meaningful improvement to the area by tackling issues such as anti-social behaviour and underused communal space whilst creating momentum and empowering residents to change the area. This paper seeks to allocate funding from the established Neighbourhood Improvement Programme budget under the recommended delegations as outlined at paragraph 9. Where larger interventions such as infill development or retrofit measures are to be explored, this will be part of a longer-term regeneration approach to the area and will require further in-depth feasibility work, neighbourhood engagement and a detailed business case.

32. To deliver these improvements, the Executive are also asked to note the change to the red line boundary for the site (Annex B) This area includes several additional marginal areas in need of

remediation with the new build development, including a site of a possible substation and a small alleyway.

Lowfield Green Plot A

33. In September 2024, Executive agreed to approve the development of Plot A at Lowfield Green for specialist housing for adults with learning disabilities and / or autism. Since this approval, early design work has been undertaken and an initial RIBA Stage 1 design developed. To date, three successful stakeholder events have taken place, two with people with lived experience of learning disabilities and autism, and one for neighbours to the scheme. All events were successful and will inform the future scheme refinement.

34. The project successfully gained £392k of Brownfield Funding and CYC entered into the grant agreement in May 2025. Work to develop the RIBA Stage 2 design is underway and the aim is to submit a planning application in early 2026.

35. With a view to expediating the timeframes for delivery and meeting the grant funding milestones, this paper seeks to engage a contractor earlier in the design process and maximise their input at an early stage in the project. The funding for this procurement activity is allowed for within the existing budgets a full business case will be returned to Executive prior to letting a build contract.

Future pipeline sites

36. There are several additional sites that have been allocated for direct delivery through the Housing Delivery Programme, namely Manor School Site and Askham Bar. Given the national support for delivering affordable housing, the paper seeks to build a strong pipeline setting the aspiration for the coming funding period.

Former Manor School site

37. The Former Manor School site is located in Acomb ward, has been vacant for over a decade since the school was relocated to Millfield Lane. The site is bounded by Low Poppleton Lane and A59 Boroughbridge Road. It is divided into two sections due to the provision of an access road, which, when built, will serve as the entrance to the ABF British Sugar development site located to the north of our site. The council's land ownership is shown below (see Figure 1). A planning application (17/01072/FUL) for this access

road was approved in May 2017, and CYC have agreed to sell the road access to the ABF British Sugar.



(Figure 1)

38. The ABF British Sugar site is a major development site in the York Local Plan, designated as ST1, and is set to deliver 1,100 new homes. It is understood that this site will soon undergo enabling work to prepare the site for housing and then will be subject to a monitoring period by the Environment Agency. The northwest portion of the site contains the foundation of the former Manor School (shown as site A), while the southeast portion is an open green field currently used as informal public realm (shown as site B).

39. The development of this site via the Council's Housing Delivery Programme has been delayed pending clarity on when the ABF site will be developed however, given the extensive enabling work and subsequent monitoring required to bring the site forward, it is

felt that progress on the council owned land should no longer be delayed and the council should progress work to develop the part of the site shown as Site A above. An initial massing study has been undertaken which demonstrates that the 1.52ha site (Site A) could deliver approximately 70 homes whilst maintaining a large area of open space for enjoyment by the local community. Retaining the area shown as Site B in Fig. 1 above will ensure valuable green space is secured and enhanced for future generations in the Acomb ward which currently has the lowest green space per capita in the city. Additionally, preserving the established trees which boundary Boroughbridge Road will be a key focus of future design proposals acknowledging the benefits this green infrastructure brings in offsetting the impacts of traffic and high congestion in the immediate vicinity.

40. Using the high-level massing study carried out to date along with independent cost advice, an outline business case has been created to ensure the project is viable prior to seeking a budget for further design development. This early business case anticipates utilising both Homes England and YNYMCA Brownfield funding to support the delivery of the site, and based on receipt of this subsidy the long-term HRA investment of £13.5m which would be repaid over 43 years through rental income, representing a sound investment in accordance with well-established development finance modelling. The initial business case will evolve through the next design stage.

41. This report seeks £1.6m from HRA Housing Delivery Funding to take the project through design stages RIBA 1-3 and submit a planning application. A bid will be made to the YNYMCA Brownfield Fund Round 3 to support this project and this budget request is dependent on this bid being successful.

42. The project will be subject to internal governance at each design stage to ensure the project stays within the brief and remains viable and updates will be provided to the Executive. A procurement exercise will be undertaken to appoint a design team for the project.

Askham Bar

43. The Council have been successful in bidding for revenue funding from Homes England to undertake feasibility studies in order to build a further new build pipeline. Askham Bar is a designated Housing site in the local Plan and will be a key target for this revenue funding. The site is located in the Dringhouses ward of the city and is boundaried by a large supermarket to the West, a railway line to the north and a busy roundabout to the eastern frontage resulting in a challenging development site. The site is currently leased to Nimbuscare who operate a community diagnostics centre from the site.

44. Feasibility work will be underway between September 2025 and March 2026 to undertake a range of surveys and initial design work to support proposals for a mixed-use development. This work will inform future development options, which will be presented to the Executive in Spring 2026.

Castle Mills

45. In July 2024, a paper was presented to the Executive seeking permission to progress discussions with a Registered Provider who was interesting in acquiring the Castle Mills site to deliver 100% affordable housing. These discussions have been ongoing however, they have been subject to delay whilst further information on funding was awaited from central government in the Comprehensive Spending Review in June 2025.

46. Given the clarity provided regarding funding for affordable housing as part of the Affordable and Social Homes Programme the council is now reviewing options both with an RP partner organisation as well as options to develop the site directly utilising the Housing Delivery Programme to deliver the site as 100% affordable housing. This is a challenging site with increased abnormals such a easements and flood attenuation which means there is a requirement for brownfield funding in order to make the scheme viable. The council has applied for Brownfield Funding from YNYMCA for Castle Mills to further support the delivery of this scheme as affordable housing and develop an options appraisal to be presented to the Executive.

47. A review of the project is currently underway to rationalise the previous advanced design work and undertake an independent cost review. Indicatively, this rationalisation combined with the

increased grant rates through both Homes England and YNYMCA suggest the site is likely to be viable for delivery as a fully affordable city-centre scheme, focussed on delivering much-needed key working accommodation. A further paper will be presented to the Executive shortly to seek a decision on the preferred delivery route for this site.

Organisational Impact and Implications

48. **Financial,** Council has approved £4,579k to date to deliver a housing scheme at Ordnance Lane Hospital Fields Road. This included £2,429k of One Public Estate grant funding that has allowed decontamination and enabling works at the site.

The proposals in this report identify a scheme going forward to construction and delivering at a value of £37.9m.

This will be funded from HRA resources and the budgeted breakdown is as follows

	£'000
Shared Ownership Sales Income	7,746
Right to Buy Receipts	*11,292*
Homes England Grant (estimate - not secured)	*3,825*
YNYMCA Brownfield Funding	*2,020*
HRA Resources	*13,017*

The government has announced new flexibilities around the use of Right to Buy Receipts going forward and therefore the funding split above is indicative. The Director of Finance will ultimately determine the most appropriate funding allocation of HRA resources including Right to Buys when funding capital expenditure each year within the overall budgetary approvals.

The confidential annex a) gives a breakdown of the costs of the project including contingencies.

The borrowing costs are assumed to be c £650k per annum and this can be funded from the assumed rent levels at the development. Rent levels will increase by inflation whereas debt costs remain flat and therefore over time the development provides a net surplus for the business plan whilst providing additional social housing units.

The land at Hospital Fields Road (value £1.85m) will need to be appropriated from General Fund to the Housing Revenue Account.

The financial impact of this appropriation will be that an adjustment equivalent to the market value of the land to be transferred will be made to the apportionment of the council's debt financing costs; increasing the costs to the HRA and decreasing the costs to the General Fund by approximately £75k per year. The increased costs will need to be met from existing HRA budgets.

The costs arising from the proposals to continue to develop schemes at Willow House, Lowfield Plot B and Manor School can be funded from funding awarded from the YNYMCA brownfield fund alongside resources approved within the Housing Delivery Programme project Team.

Human Resources (HR), There are no direct HR implications contained within the report however the paper represents a significant increase in ambition, and it should be noted that it is likely that additional resource will be required to deliver the outcomes detailed in the report. Where additional resource is required, these costs will be capitalised to the projects and costs will be included within proposed business plans and established and resourced in accordance with council policy.

Legal, There are a number of proposals set out in this report and these legal implications address general points arising from those proposals.
Any proposed works and services will need to be commissioned via a compliant procurement process under the Procurement Act 2023 and the council's Contract Procedure Rules.

It is likely Homes England, YNYCA and any other funding bodies will require any applications for grant funding to be accompanied by a Subsidy Control assessment to ensure the proposed funding complies with the Subsidy Control Act 2022. If the assessment is not required at the application stage, it will be required prior to signing any grant funding agreement. Legal Services will carry out a review of any proposed grant funding agreements and any required Subsidy Control assessments to confirm whether any mitigating actions need to be taken prior to entering into the arrangements.

Where CYC intends to pass on any of the funding to another party, this must be subject to a further grant agreement, to ensure that relevant terms and conditions under the grant agreement with the funding body are passed on accordingly. Similarly, any contracts for works or services that are to be funded by the grant funding

must be drafted to ensure relevant terms and conditions under the relevant grant agreement are passed on accordingly.

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

Health and Wellbeing, A good quality, affordable home is one of the underlying health-creating assets which the York Health and Wellbeing Strategy 2022-2032 identifies as improving health and narrowing inequalities in Healthy Life Expectancy in the city. The proposals in this report will contribute to achieving this strategy, both through measures to increase the affordability of housing and by incorporating the healthy place-making principles set out in the Housing Delivery Programme Design Manual, which the public health team were involved in creating.

As proposals are developed the Public Health Team would like to maintain engagement to ensure these developments meet up-to-date healthy place making standards including child friendly housing, autism friendly outdoor spaces, Make space for girls and all age accessibility including life time homes which can be adapted as our population ages.

Environment and Climate action, The built environment accounts for over 60% of direct carbon emissions from within City of York's local authority boundary; and half of these emissions are associated with domestic buildings. It is therefore essential that the construction and operation of any new or refurbished homes are low/zero carbon.

The new homes at Ordnance Lane will respond to the climate emergency by being built to certified Passivhaus standard and will be zero carbon in use (regulated energy) meaning residents will see a reduction in energy bills of over 70%. Willow House development will be fit for the future, being zero carbon in

operation and with very low energy bills, aiming to be certified Passivhaus homes.

Future designs should aim for zero carbon in use and Passivhaus standard to minimise the environmental impact and minimise energy bills for residents.

In addition to operational emissions, these projects should seek to minimise environmental impact during the construction phase (embodied carbon). This should start at design with a carbon impact assessment and lifecycle analysis."

Affordability, Provision of additional low-cost housing in York will help to address the current lack of affordable housing for those in the city on low incomes, along with potentially reducing travel costs and improving health and wellbeing of residents. As the report states good quality housing impacts all areas of life from increased educational attainment and better health outcomes to improved economic outcomes, equalising opportunity across the city.

Equalities and Human Rights, A full EIA is included at Annex H and identifies positive impacts for several groups, in particular those with lower income.

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

Communications, The housing delivery programme remains an important part of the story of the council's work to support communities. As such we will continue to identify opportunities for positive communications around this work. As sites are developed, more targeting communications and marketing support will be delivered to support the specific outcomes for each area.

Economy*,* The York Economic Strategy 2022-32 recognises the challenges of affordable housing in York and its impact on economic growth. The proposals in this paper are well aligned with

that strategy and would help bring benefit to tenants, employees, and businesses in York.

Risks and Mitigations

49. Cost Increases – there has been high levels of inflation across the construction industry in recent years, and the sector can be subject to disproportionate increases. Once the council enters into a build contract with the preferred bidder this will fix the cost and transfer inflation risk for the project to the contractor to insulate against further construction inflation, however any changes made within this contract will be subject to inflation and increased costs. The scope is thorough to minimise the changes once in contract however, this remains a risk. A 10% contingency is also built into the budget to help mitigate other cost pressures.

50. Delays – Whilst contract prices are fixed, delays that are due to the client would lead to increased contract costs. Pre-agreement of highways and drainage designs before construction commencement will mitigate against other common causes of cost increase. Significant ground investigation work has also been undertaken and extensive surveys of the Married Quarters and enabling works at Ordnance Lane, however it is not possible to fully remove all risk from the project. Given the complexity of this net-zero PH project, a 10% contingency has been allowed.

51. Sales Prices for Shared Ownership homes – these are reliant on the market. The York market is generally strong however, it has certainly been less buoyant in recent years and interest rates on shared ownership mortgages have been high, however despite this the Council have continued to run successful shared ownership programmes so it is felt the risk is minimal. There are also exit strategies around moving to an intermediate rent if required.

52. External Grants – the shared ownership element of the schemes are viable due to the inclusion of grant from Homes England. Should this not be fully achieved this could lead to the schemes being unviable. Failure to secure sufficient grant would require a revised business case to be brought back before Executive for consideration.

53. Interest Rates – the borrowing costs are based on interest rate levels of 5%. Should these increase beyond those levels at the time of borrowing this would impact the scheme viability.

Wards Impacted

Fishergate, Guildhall, Westfield, Dringhouses, Acomb.

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Date:	16/09/2025

Annexes –

(Confidential) Annex A – Ordnance Lane Business Case
Annex B – Willow House Red line Plan
Annex C – Draft Walmgate Improvement Proposals
Annex D – Ordnance Lane Red line Plan
Annex E – Lowfield A Red line Plan
Annex F – Former Manor School Site Red line plan
Annex G – Askham Bar Red line Plan
Annex H – Equalities Impact Assessment (EIA)

Abbreviations

HDP - Housing Delivery Programme
YNYMCA - York and North Yorkshire Mayoral Combined Authority
RP - Registered Providers
OPE – One Public Estate
RtB – Right to Buy
SAHP – Social and Affordable Homes Programme

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

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Site Red Line Boundary

Change ID	Change Name	Comment

Revision	Issued	Issue Title

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HEALTH, SAFETY AND ENVIRONMENTAL INFORMATION BOX

Notes: This drawing is to be read in conjunction with the risk register produced for inclusion in the health and safety plan. The hazard notes are in addition to normal hazards and risks faced by a competent contractor when dealing with the type of works detailed on the drawing.

NOT FOR CONSTRUCTION
DO NOT SCALE FROM THIS DRAWING

All measurements given are indicative, on site dimensions must be determined prior to the purchaser manufacture of any components. All discrepancies between indicative dimensions given and those measured on site to be brought to architect's attention.

DRAWING TITLE:

Existing Site Plan

PROJECT:
Willow House

CLIENT:
HDP - City of York Council

DATE:
13/08/2025

DRAWING STATUS:

SCALE:
1:500 @ A3

Project: Drawing No.
#Pln (EX) 002

Revision

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MIKHAIL
RICHES





South Walmgate Improvement Proposals

Brief & Process
Summary

Mikhail Riches and their multi-disciplinary design team have been appointed by the Housing Delivery Programme at the City of York Council to; review the wider South Walmgate area and produce an Improvement Proposals that collates resident ideas & design recommendations to instigate change in the area that benefits the existing residents.

The following report collates the research, mapping, engagement and project ideas to come out of this piece of work.



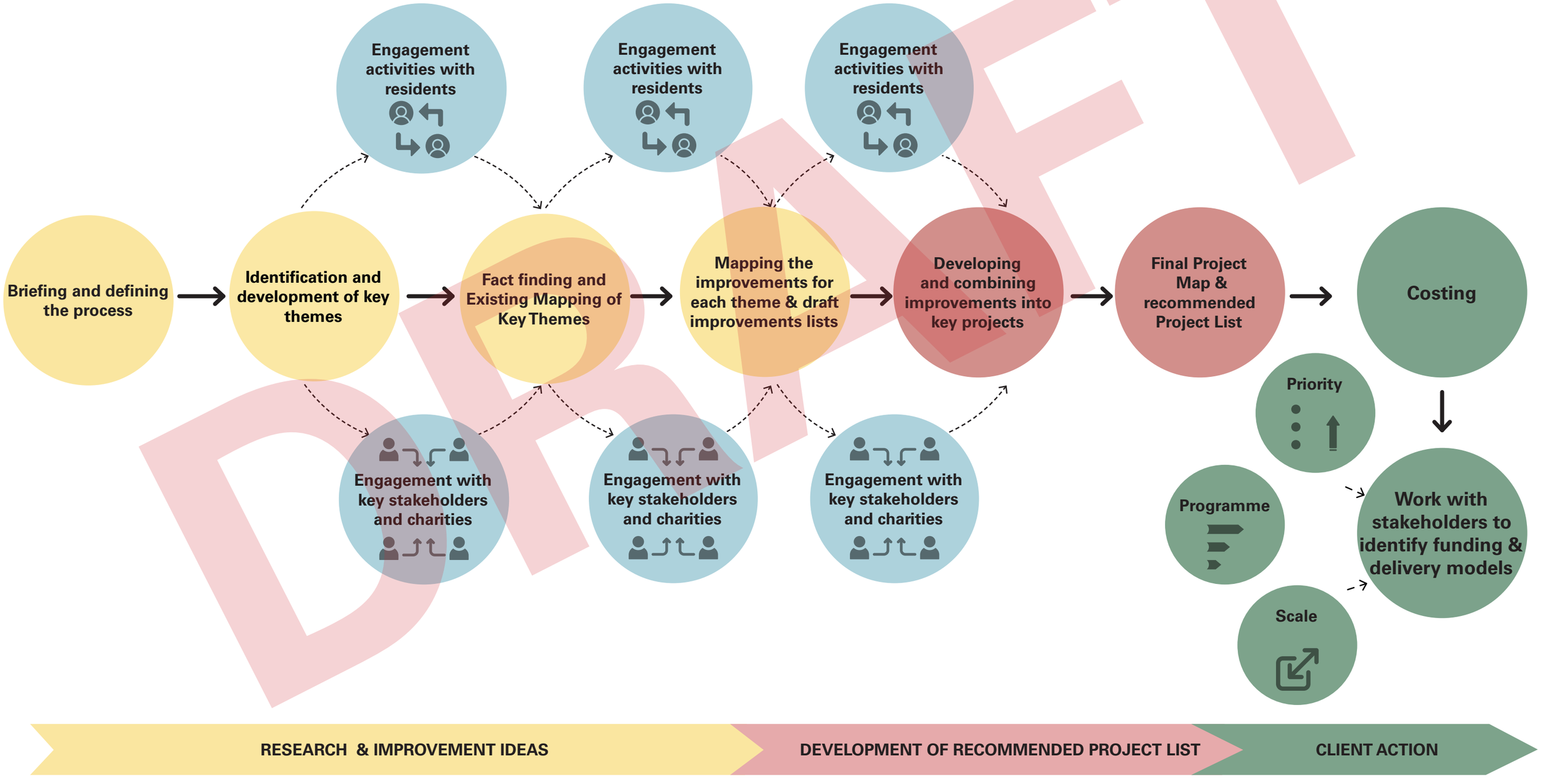
South Walmgate boundary

DRAFT

Brief & Process

Proposed Process

The diagram below outlines the process for the South Walmgate Improvement Proposals.



DRAFT

Brief & Process

Briefing and Defining the Process

Whilst carrying out the detailed design work for Willow House, it is understood that the council want to understand the issues facing the wider south Walmgate area, with a view to scoping possible improvements to benefit the residents of Walmgate.

It has been made clear to the project team and to stakeholders when engaging on the Walmgate Improvement Proposals, that there is no confirmed funding for projects at this stage.

The plan is designed to:
Identify the needs for the area, projects that there is support for, and to identify ways that the Council can support the good things that are happening in the area.
Highlight further opportunities for development and inform the basis of future funding bids

This will enable the council to develop an onward strategy for positive change in the area.

Identification and Development of Key Themes

The key themes are developed through a synthesis of a number of work streams and dialogues with hundreds of local stakeholders including residents, businesses, the Walmgate Community Panel and community groups.

The conversations around these themes started in 2021 when previous feasibility studies were undertaken and are developed and added to during this latest stage of work in 2024.

Fact finding and Existing Mapping of Key Themes

The South Walmgate area has been analysed under each theme to highlight issue areas that require intervention or areas that lack provision.

The mapping is developed using information received from conversations at engagement events as well as lived experience and observations.

Mapping the improvements for each theme & draft project list

Improvement ideas are developed under each theme. Suggested improvements range in scale.

The improvement ideas have been shared with stakeholders including residents and the community panel who have given their feedback and input

Developing key projects

The improvements listed under the different themes were then reviewed and grouped into projects, primarily based on location. A selection of these projects are described and illustrated in the following pages.

Final Project Map & Recommended Project List

The project team has produced a site-wide Project Map with a final recommended project list and associated descriptions.

Costing

The projects within the Improvement Proposals will be costed.

Work with stakeholders to identify funding & delivery models

The report's findings will be reviewed, and a strategy is to be put in place to work with stakeholders to identify funding and deliver positive change to the community of South Walmgate.

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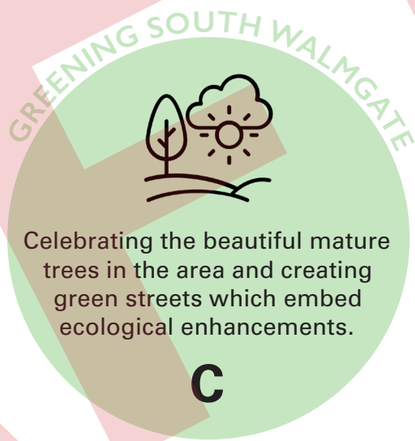
Identification and Development of Key Themes

Key Themes

Following the site analysis and early engagement events, 8 key themes to map were agreed..

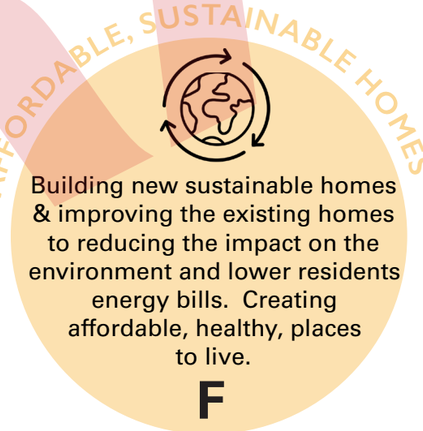
















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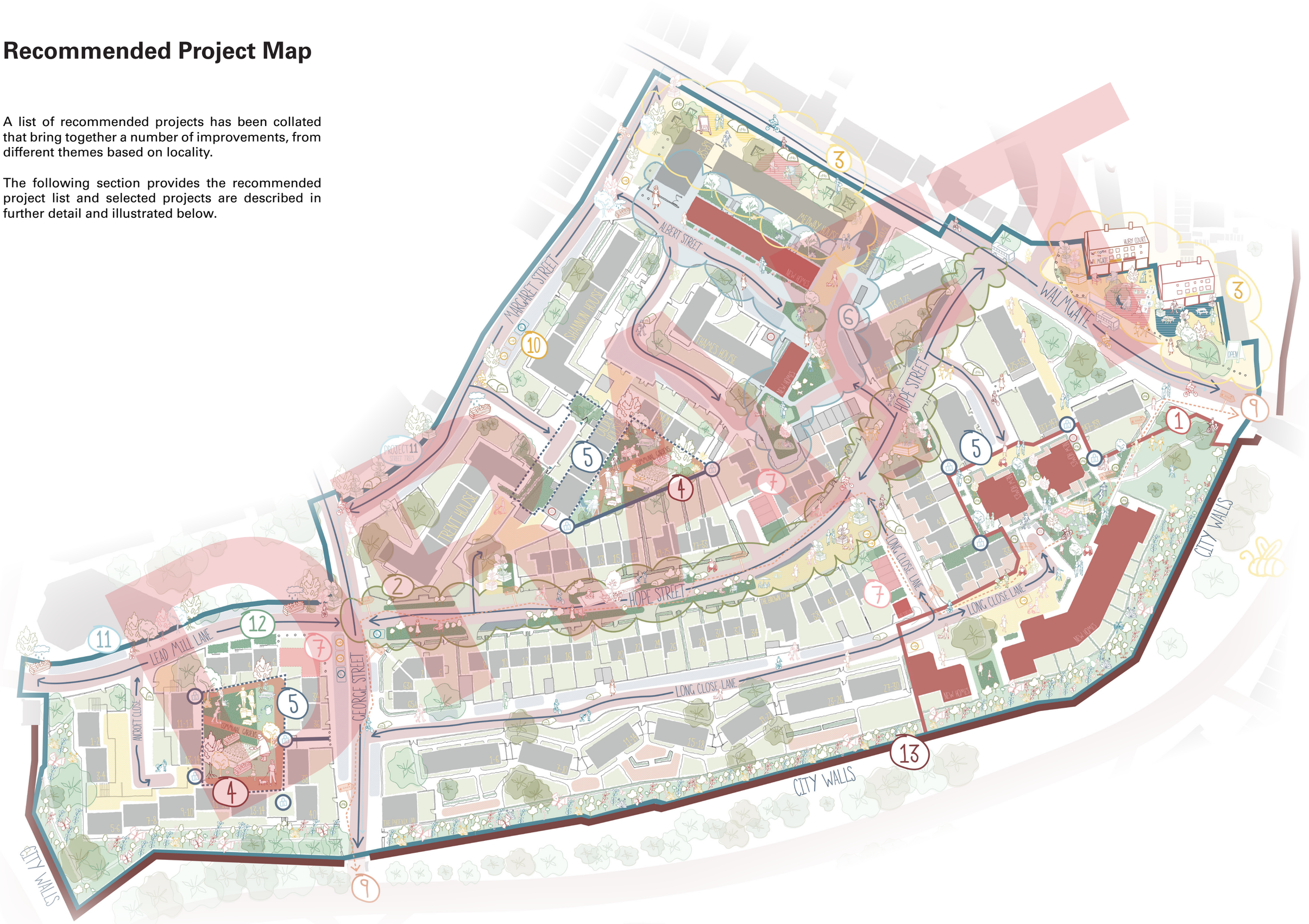
Project List

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Recommended Project Map

A list of recommended projects has been collated that bring together a number of improvements, from different themes based on locality.

The following section provides the recommended project list and selected projects are described in further detail and illustrated below.



Recommended Project List

The following list of recommended projects range in size from large capital cost projects to smaller more local interventions. Each of these projects are recommendations of the consultant team based on their research and conversations with residents. Projects have not been discussed with statutory consultees.

A high level cost, benefit reach, and expected programme key is provided.

Lower capital cost =
ranging to
High capital cost =

Benefit reach - to fewer people =
ranging to
Impact on greatest amount of people =

Short-term:
Completion by the end of 2026 =

Medium-term:
Completion by the end of 2028 =

Long-term:
Completion by the end of 2030 =

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Recommended Project List

Project	Description	Cost	Benefit Reach	Programme	Recommended Next Steps & Funding
1 WILLOW HOUSE	The Housing Development Programme are submitting a planning application for 36 new, Passivhaus homes within a net zero carbon in operation development. **Combines improvements:** **D.1, G.1, H.1**				• The Planning application is due to be submitted in early Autumn. • Pending planning permission demolition of existing building will take place in Spring 2026 • **There is identified funding for this project**
2 HOPE STREET	Improvements to the public street to increase accessibility, biodiversity, play and social amenity. Improvements include; • Resurfacing of pavements to allow for wider, level pavement sections, for prams and mobility scooters. • New street trees • Rain gardens - for sustainable surface drainage which incorporate planting and play features • Areas for communal food growing • Benches and places to rest • The Walmgate Heritage trail markers • Bike hanger storage • Pocket parks on under utilised corners **Combines improvements:** **C.2, D.2, A.2**				• High level costing has been carried out • Funding opportunities to be investigated • Funding to be secured • Site boundary to be defined • Further engagement with the residents of Hope Street to be carried out • Engagement with Statutory stakeholders • Consultant team to be appointed for design stages • **Funding <u>not</u> yet identified for this project**
3 WALMGATE PARADE	Improvements to the public area in front of the shops & the development of a retail provision strategy that best serves the local community. Improvements include; • Level access to shops by resurfacing the area • Places to sit and rest • Larger, well maintained planting beds under existing trees • Inclusion of public art • Play along the way features **Combines improvements:** **C.3, D.3, E.2-E.8, H.2**				• High level costing has been carried out • Funding to be secured • Site boundary to be defined • Further engagement with the residents and business owners • Artist and graphic designers to be appointed for public art and signage • Engagement with Statutory stakeholders • Consultant team to be appointed for design stages • **Potential funding identifed for this project**

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Recommended Project List

Project	Description	Cost	Benefit Reach	Programme	Recommended Next Steps & Funding
4 COMMUNAL GARDEN STEWARDSHIP SCHEME	The identification of a process that allows residents to take greater ownership of their shared garden areas. This may include; • Upfront costs to provide water-butts, sheds, raised beds, equipment or play features. • Stewardship Scheme put in place to allow residents to manage and maintain the spaces. **Combines improvements:** **B.7, C.4, C.5, C.6, C.7, D.4**	●○○	●○○	●○○	• High level costing has been carried out • Further engagement with all residents that have access to shared gardens • Funding to be secured • Internal City of York Council project teams to implement. • **Potential funding identifed for this project**
5 SECURING AREAS AND REDUCING ROUTE THROUGH	Re-landscape areas of South Walmgate to reduce the number of unsafe, secondary pedestrian routes through. Areas identified include: • Closing off the alleyway to the south of the shared garden for Calder and Avon House. The area of the alleyway can be included in the shared garden, increasing its total size. • Closing off the footpaths linking Hope Street, Margaret Street and Albert Street, to the rear of Trent House and Shannon House • Securing the shared communal space to the rear of Ancroft Close, 2-6 Lead Mill Lane and George Street. **Combines improvements:** **B.4, B.7, B.8, B.5, C.8**	●○○	●○○	●○○	• High level costing has been carried out • Funding to be secured • Household by household consultation required • Site boundaries to be defined • Engagement with Statutory stakeholders required, specifically Highways • Legal ownership implications to be reviewed • **Potential funding identifed for this project**
6 ALBERT STREET	This area has been identified as an unsafe place. Anti-social and illegal behaviour has been highlighted by residents as a key concern. The current arrangement of back of shops, garages, dead-ends & cut-throughs make this an unsuccessful space. Feasible options for the re-design of this area should be developed. This could include; • New homes • Improved public realm • A new public street which provides accessible, bio-diverse, playful & social spaces. **Combines improvements:** **B.3, G.2**	●●●	●●○	●●●	• Estimated GEA provided for high level costing to be carried out. • Estimated total site area provided for high level costing. • Legal and ownership review to be carried out by Council • Detailed review of site potential and viability to be carried out by the Council. • Conversations with relevant Statutory authorities to be carried out. • **Potential funding identifed for this project**

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Recommended Project List

Project	Description	Cost	Benefit Reach	Programme	Recommended Next Steps & Funding
7 INFILL SITES	There are a small number of potential infill sites that could be appropriate for small developments or self-build plots. These include: • The garage plot adjacent to no. 39 -41 Hope Street • The corner Lead Mill Lane and George Street • The garages connecting Hope Street and Long Close Lane The possible sale of these sites could provide capital to be re-invested in the area. **Combines improvements:** **G.3, G.5, G.6**	 n/a at this stage due to unknown development model			• Estimated GEA provided for high level costing to be carried out. • Estimated total site area provided for high level costing. • Legal and ownership review to be carried out by Council • Detailed review of site potential and viability to be carried out by the Council. • Conversations with relevant Statutory to be carried out. • **This could be a net profit project**
8 RETROFIT STRATEGY	A retrofit strategy for the area should be developed, inclusive of all tenures. A strategy should align with the "City of York Council Retrofit Action Plan' which has been developed to help meet the city's ambition for net-zero carbon emissions by 2030.				• Internal Council departments to develop • **Potential funding identifed for this project**
9 HERITAGE TRAIL	Development of a Walmgate Heritage Trail: Areas of special interest within the South Walmgate area to be physically marked either within the paving or as part of a series of contemporary information plaques. The trail would aim to be an extension of the trail along the City Wall, allowing pedestrians the opportunity to learn more about the rich history of the people and residents of the South Walmgate Area See Improvement A.2 for further detail.				• Team to be assembled to decide route & collate information to be displayed within Heritage Trail. To include; - Friends of York Wall - York Archaeology - York Civic Trust • High level costing has been carried out • **Potential funding identifed for this project**

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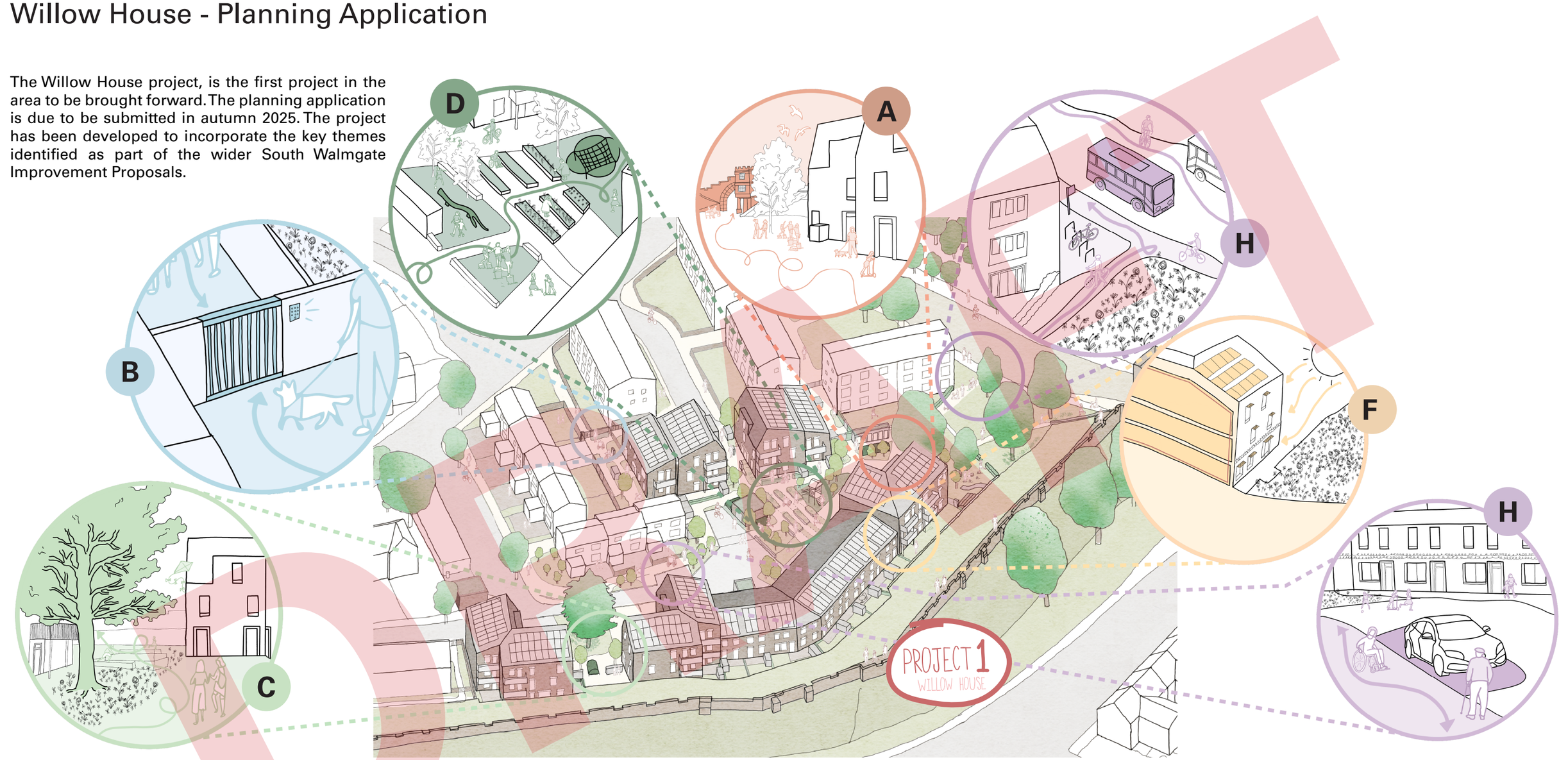
Project List

Project	Description	Cost	Benefit Reach	Programme	Recommended Next Steps & Funding
10 SUSTAINABLE TRAVEL	Addition of sustainable travel infrastructure including: • New on-road bike hangers for existing resident bike storage • Provision of electrical vehicle charging spaces • Car club spaces. **Combines improvements:** **H.3, H.4**	●○○	●●○	●○○	• High level costing has been carried out • Funding opportunities to be investigated • Resident surveys to be carried out to understand requirements • Feasibilities to be carried out on appropriate location to be defined • Funding to be secured • **Funding not yet identified for this project**
11 STREET TREES	Improvements to the public streets to increase biodiversity and improve drainage along Lead Mill Lane and Margaret Street Improvements include; • New street trees • Rain-gardens - for sustainable surface drainage which incorporate planting and play features	●○○	●●○	●○○	• High level costing has been carried out • Funding opportunities to be investigated • Detailed review of potential sites to be carried out by the Council. • Conversations with relevant Council's Street and Highways team. • **Funding not yet identified for this project**
12 PRIVACY PLANTING	There are a number of homes in the area which are particularly exposed at ground floor. Security, and sense of privacy in these homes could be improved by; • Hedge planting • Greater allowance for front garden areas **Combines improvements:** **C.10**	●○○	●○○	●○○	• All locations to be identified • High level costing has been carried out • Household by household consultation required • **Potential funding identifed for this project**
13 RAMPART PLANTING	Friends of the Wall have been working with Historic England and Natural England to test areas of planting along the ramparts of the City Wall. An extension of this could increase biodiversity and visual amenity along the ramparts. Planting would need to be low maintenance and similar to a wild meadow seed mix. **Combines improvements:** **C.9**	●○○	●○○	●○○	• High level costing has been carried out • Funding opportunities to be investigated • Discuss with Friend's of the Wall and Historic England to understand possibility of extension of existing project and capital cost required. • **Funding not yet identified for this project**

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Project 1
Willow House - Planning Application

The Willow House project, is the first project in the area to be brought forward. The planning application is due to be submitted in autumn 2025. The project has been developed to incorporate the key themes identified as part of the wider South Walmgate Improvement Proposals.



CELEBRATING LOCAL HERITAGE

Designing a heritage trail exploring the history and heritage of South Walmgate. Ensuring that new homes that are built retain views of York Minster from the City Wall.

A

IMPROVED SAFETY + SECURITY

Increase safety and security by improving pedestrian routes and reducing areas for anti-social behaviour.

B

GREENING SOUTH WALMGATE

Celebrating the beautiful mature trees in the area and creating green streets which embed ecological enhancements.

C

PLAY + SOCIAL AMENITY

Safe children's play for all ages. Play spaces are well overlooked by dwellings and integrated into a rich biodiverse landscape, enhancing social connectivity.

D

AFFORDABLE, SUSTAINABLE HOMES

Building new sustainable homes & improving existing homes to reducing impact on the environment and lower residents energy bills. Creating affordable, healthy, places to live.

F

ACTIVE TRAVEL + ACCESSIBLE STREETS

Prioritising pedestrians, cyclists + those with accessible needs through the provision of safe, level streets and spaces. Reducing car dependency by providing alternative solution.

H

Project 2
Hope Street

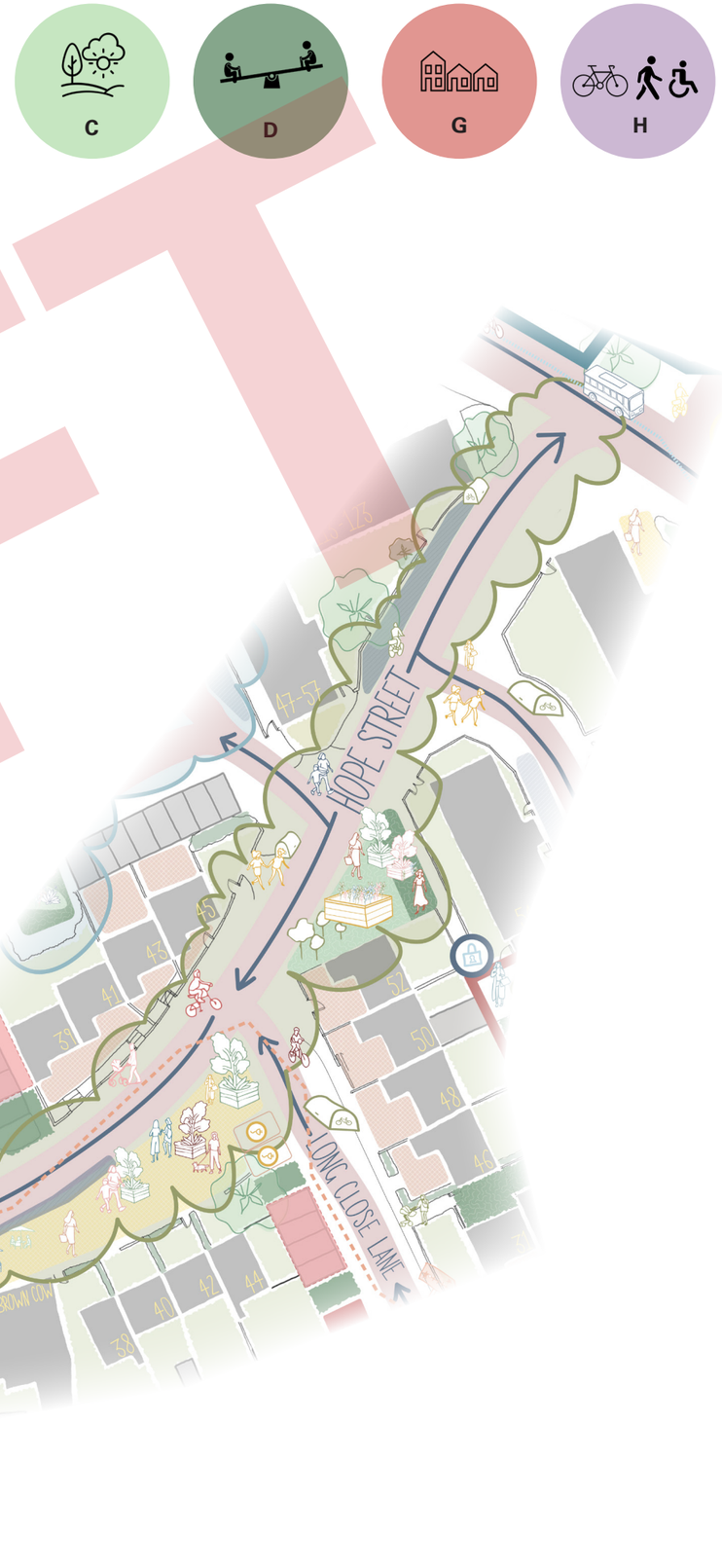
Hope Street is one of the key routes through South Walmgate, a route shared by pedestrians, cyclists and cars. Improvements to the public street are proposed to increase accessibility, biodiversity, play and social amenity.

Improvement ideas from themes C, D, G & H have been incorporated into the project.

Proposal includes;

- Resurfacing of pavements to allow for wider, level pavement sections, for prams and mobility scooters.
- New street trees
- Rain gardens - for sustainable surface drainage which incorporate planting and play features
- Areas for communal food growing
- Benches and places to rest
- The Walmgate Heritage trail markers
- Bike hanger storage
- Pocket parks on under utilised corners
- Consideration of 2-way cycle route

This project is a high capital cost project, which would directly benefit a large number of people. These include both the South Walmgate residents and people who pass through and use the amenities in the area.



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Project 2
Hope Street Illustrations

C D G H

Areas for communal food growing

Planting along Hope Street with new street trees and rain gardens

Places for rest

Secure bike storage to encourage active travel

Wide, level pavements suitable for those with accessible needs





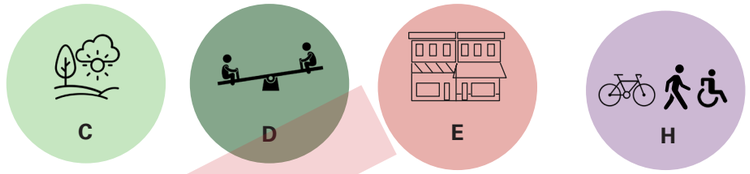
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Project 3
Walmgate Parade

This is a key area of regeneration.

Improvements to the public area in front of the existing shops as well as the development of a retail provision strategy that best serves the local community would benefit a large number of residents across the South Walmgate area.

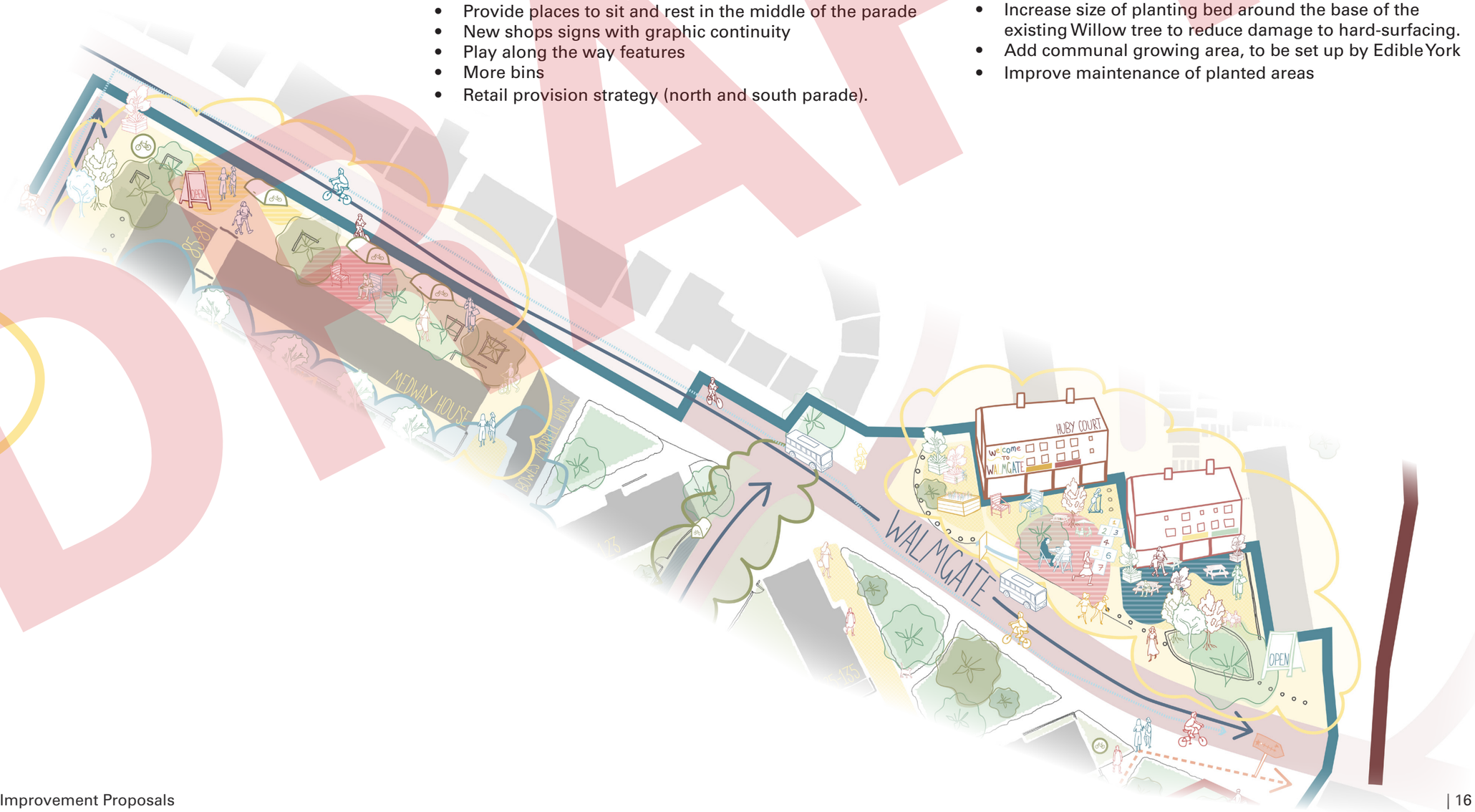
Parts of the project have larger associated cost, however there are items that could be progressed through existing partnerships and council resource. Programming the potential works to this area could help bring forward more immediate change.



Proposal includes;

North Parade:
- Level access to shops by resurfacing the paved area outside Medway House.
- Removal of unnecessary walls
- Remove or re-purpose existing telephone box
- Increase size of planting beds around the base of the existing trees to reduce damage to new hard-surfacing.
- Improve maintenance of planted areas
- Rationalise bike hoops to either end of the parade
- Provide places to sit and rest in the middle of the parade
- New shops signs with graphic continuity
- Play along the way features
- More bins
- Retail provision strategy (north and south parade).

South Parade:
- Localised ramping to thresholds to allow level access to shops
- Paving stones cleaned and painted to make more vibrant
- Play along the way features, including drawn games on existing tarmac
- Provide places to sit and rest in the middle
- Inclusion of public art
- New shops signs with graphic continuity
- Increase size of planting bed around the base of the existing Willow tree to reduce damage to hard-surfacing.
- Add communal growing area, to be set up by Edible York
- Improve maintenance of planted areas



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Project 3
Walmgate Parade

C D G H









Areas for communal food growing

More space for existing trees

Edible planted gardens

Book swap in existing phone box

Space for play along the way

Public seating

Public art murals

Painted paving and active, coherent shop fronts

Sheffield stands and bike storage encouraging active travel

Level access to shops

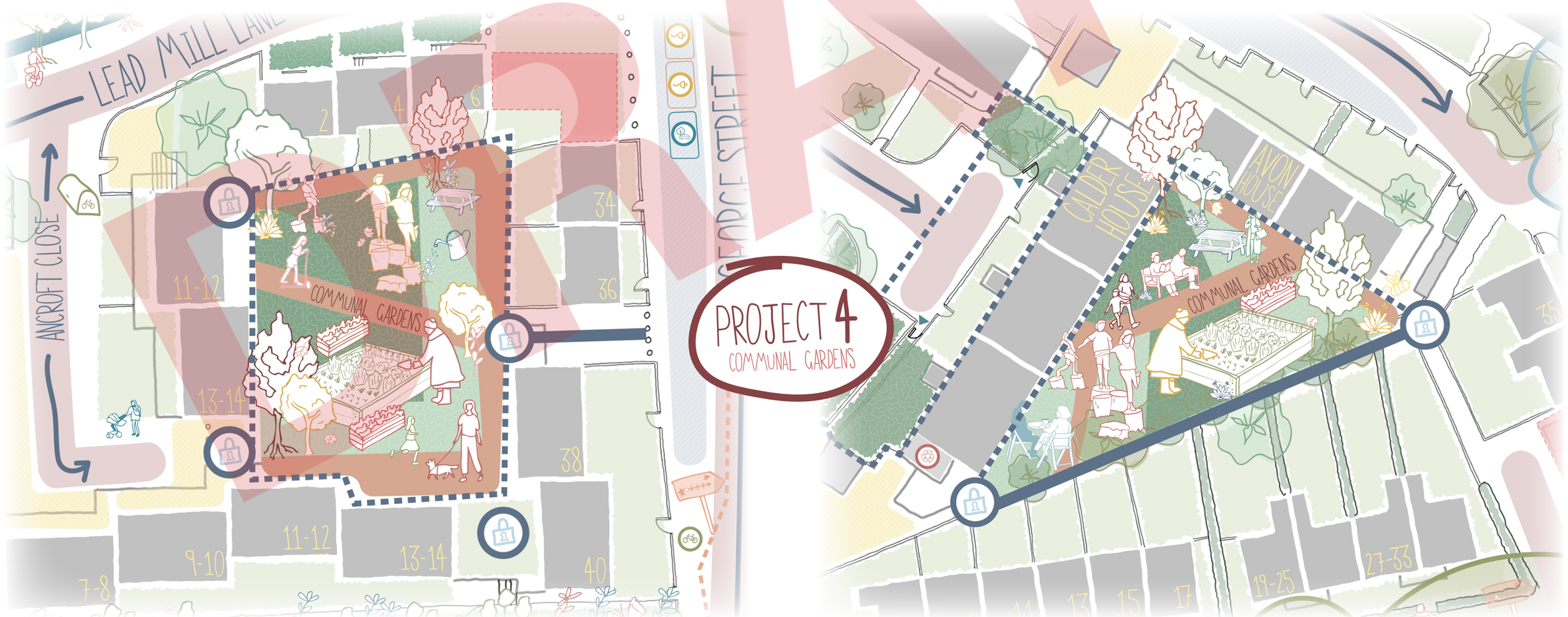
Project 4
Communal Garden stewardship schemes

B C D

The identification and Council sign-off of a process that allows residents to take greater ownership of their shared garden areas.

Existing shared gardens are often under utilised spaces, without any features. Improvements can be made to these spaces and with relatively small up front costs, and without the need for any additional service charges. If the gardens feel more welcoming, residents would be encouraged to use and take ownership of the spaces.

Proposals include:
- Upfront costs to provide water-butts, sheds, raised beds, equipment or play features.
- Agreed stewardship scheme that allows residents greater freedom to manage and maintain the spaces.



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Project 4

Communal Gardens - The need for a new Communal Spaces Policy

B C D

Diverse planting in existing green spaces

Shared raised beds for accessible community growing





Water butts

Integrated outdoor play





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Project 5
Securing areas and reducing routes through

Re-landscaping areas of South Walmgate to reduce the number of unsafe, secondary pedestrian routes through.

Areas identified include:

1 - Routes around the existing Willow House and garage site.

This area is included in the Willow House planning application (Project 1). Conversations with some of the existing residents have lead to the design that includes more private, secure areas to the rear of existing gardens.

2 - The alleyway to the south of the shared garden for Calder and Avon House

It is proposed that this alleyway is removed, the area of the alleyway can be included in the shared garden, increasing its total size. This would help secure the rear gardens of the homes on Hope Street. Secure access points would be agreed with residents.

3 - The footpaths linking Hope Street, Margaret Street, and Albert Street, to the rear of Trent House and Shannon House

It is proposed that this through route is closed off and the areas given over to private front gardens of Calder House and the shared gardens of Trent and Shannon House. Complexities around resident access to bin stores and private stores need to be understood as the design is progressed. All residents need to be consulted.

4 - The shared communal space to the rear of Ancroft Close, 2-6 Lead Mill Lane and George Street.

This garden area is currently full accessible to the public. The central garden could be made more secure, however it is not currently understood if this would be preferred by the residents. Consultation required before any proposals are developed.

B



1

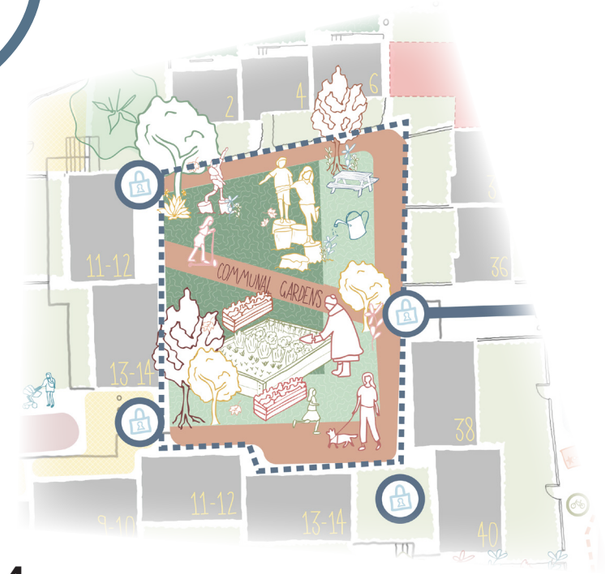


2

PROJECT 5
SECURE AREAS



3



4

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Project 5
Securing areas and reducing route through

B

Secured spaces where existing through routes were.

These existing routes are given over to existing residents gardens.





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Project 6
Development on Albert Street

This area has been identified as an unsafe place by residents. Anti-social and illegal behaviour has been highlighted by residents as a key concern.

The current arrangement of back of shops, garages, dead-ends & cut-throughs make this an unsuccessful space.

Feasible options for the re-design of this area should be developed. This could include;

- New homes

  It is estimated that 18-24 new homes could be provided within this area.

- A site boundary that allows for an improved public realm, with a new public street which could provide, accessible, bio-diverse, playful & social spaces.

  There is the potential to open up a pedestrian route from Margaret Street, through to Hope Street. The removal of garages in this are would enable a clear route with good lines of site through the area.

Careful consideration of the existing access to the homes on the 1st and 2nd floor of Medway House and the access requirements to the ground floor commercial unit will be required.

An estimated GEA has been identified for costing.

G

Potential new homes with active frontages.

Improved public realm with diverse planting and play along the way.





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Project 7
Infill Sites

There are a small number of potential infill sites that could be appropriate for small developments or self-build plots.

These include:

- The garage plot adjacent to no. 39 -41 Hope Street
- The corner Lead Mill Lane and George Street
- The garages connecting Hope Street and Long Close Lane

These are small site that would likely provide a maximum of three flats across 3 floors or 1no. house.

Sale receipts from this land could contribute to improvements in the wider area.

Potential new homes on existing garage site.

G





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Project 8

F

The City of York Council announced a climate emergency in 2019, and upgrading their building stock will be a vital contribution towards the City's ambition to be a Net Zero city by 2030. An area wide retrofit strategy is suggested in order to improve the comfort and thermal performance of the existing homes.

This is a complex process and requires specialist teams both within the council and externally to design and deliver. It is vital that the building physics are analysed and moisture calculations are carried out on all proposed changes.

The Council has produced an Retrofit Action Plan, received various revenues of funding and implemented initiatives such as 'Retrofit One-Stop Shop York'.

The process on this page is outlined as a proposed way engaging residents and starting conversations between the Council, council tenants and owner occupiers.

It should be noted that the current conditions of residents homes and their feeling towards them is not something that has been discussed in detail as part of this piece of work.

Proposed Outline Process:

HOLD SMALL DROP-IN WORKSHOPS WITH RESIDENTS

INVITE EVERYONE TO REPORT ON BUILDING ISSUES

Importance given to community confidence and agency in understand retrofit. This should be arranged per building type as repeated issues are likely to arise and be discussed. This could also help support a whole building approach.

SURVEY EXISTING CONDITIONS OF THE HOMES AND FEEDBACK TO RESIDENTS

This is key in understanding issues, if they repeated across build typologies, and what the impact of issues and effect on residents is.

DEVELOP, TYPOLOGY SPECIFIC IMPROVEMENTS TO BUILDING FABRIC & VENTILATION AND ENERGY SYSTEMS. COMMUNICATE TO RESIDENTS.

It is vital building are looked at in a holistic approach. Building physicist should instruct core samples, and build-ups and thermal bridges should be modelled to review moisture impact.

HELP RESIDENTS IN UNDERSTANDING FINANCIAL SUPPORT AS WELL AS THE IMPACT OF THE RETROFIT BUILDING WORKS.

Communicate how financial impact can be supported through grant funding, both as Council customers and owner occupiers.

understanding retrofit challenges is vital to encouraging residents to actively opt-in to solutions.

WHAT CAN BE DONE TO TRANSFORM YOUR HOME?



UPGRADE BUILDING FABRIC

Make Improvements to the external walls, roofs , floors, windows and doors.

Improve the thermal comfort of the home, use less energy and reduce bills.



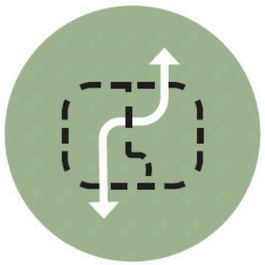
MECHANICAL VENTILATION

Ensure homes are adequately ventilated through MVHRs to avoid moisture build up, condensation and mould.



BUILDING SERVICES AND ENERGY SYSTEMS

Upgrade energy systems and install renewables (PV solar panels).



IMPROVE INTERNAL & EXTERNAL SPATIAL LAYOUTS

Improve layouts inside and outside the homes through a range of interventions from small to large based on needs.

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Project 12
Privacy Planting

There are a number of homes in the area which are particularly exposed at ground floor.

Security, and sense of privacy in these homes could be improved by;

- Hedge planting
- Greater allowance for front garden areas

These areas include:

- The rear of 31-33 Long Close Lane (changes to this area are now being included in the Willow House planning application.

- Numbers 1-6 Lead Mill Lane as shown in the illustrations on this page.

Note: Legal implications and land ownership to be reviewed

B

C

New hedges and trees for privacy.

Addition of front gardens with soft planting to existing homes.







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Project 13
Rampart Planting

Friends of the Wall have been working with Historic England and Natural England to test areas of planting along the ramparts of the City Wall. An extension of this could increase biodiversity and visual amenity along the ramparts. Planting would need to be low maintenance and similar to a wild meadow seed mix.

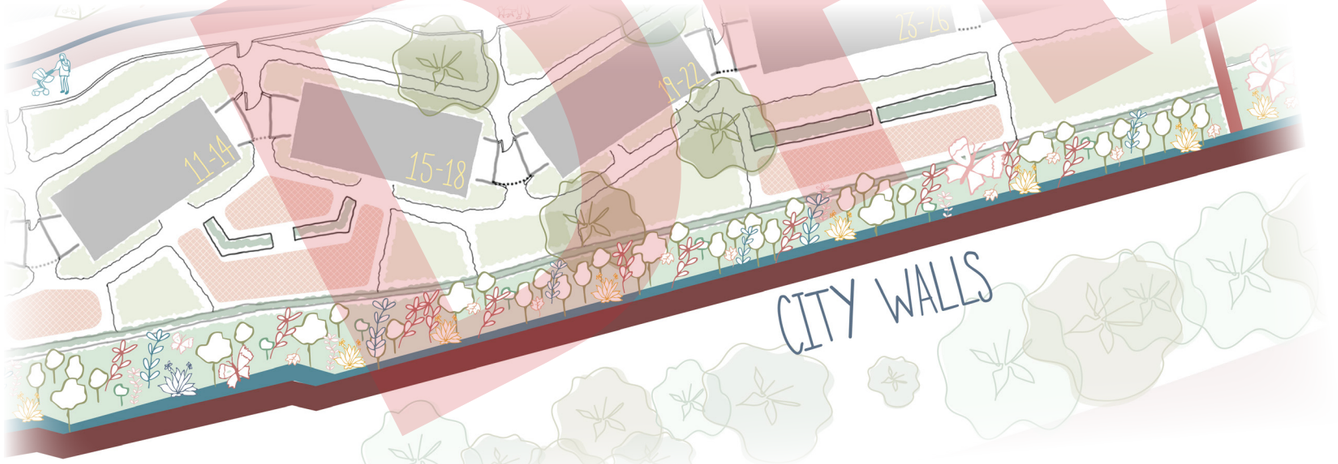
The planting could help alleviate Long Close Lane resident concerns regarding lack of security and over looking of amenity space from the walking along the City Wall.

This project needs too be brought forward in partnership with Friends of the Wall to understand cost and programme.

C

Varied planting along the city walls, encouraging biodiversity.







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Engagement Summary

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Engagement Summary
Call to Action & next Steps

Here the list of key community recommendations following the Engagement Process:

A

Celebrating Local Heritage

Community Recommendation: Integrate archaeology and local stories into designs, a trail, and spaces. Use heritage to celebrate place identity while ensuring designs remain sustainable and inclusive.

B

Improved Safety and Security

Community Recommendation: Prioritise gating, lighting, public realm improvements as well as defensible planting Replace unsafe garages and telephone boxes with active uses. Involve Police and Housing partners in visible, ongoing safety action.

C

Greening South Walmgate

Community Recommendation: Adopt a new shared garden policy that allows community growing, planting, and flexible use. Provide clear maintenance/governance models (e.g. allotment-style) and basic infrastructure like tool sheds, water butts, and cycle stores.

Community Recommendation: Embed rewilding, fruit trees, food growing, and shade from trees into open spaces. Co-design planting schemes with local groups (e.g. Edible York), neighbours in blocks and commit to long-term maintenance for public spaces.

D

Play and Social Amenity

Community Recommendation: Deliver a flexible, ground-floor community hub or café early on. Programme it with outreach projects, skills-sharing, and cultural activity.

Community Recommendation: Create safe, overlooked play areas embedded within everyday routes. Design for intergenerational use so adults can gather while children play.

E

A Thriving Local Centre

Community Recommendation: Improve accessible access and general quality of the area.

Community Recommendation: Lease the commercial spaces to shops that best serve the local community.

F G

Affordable and Sustainable Homes

Community Recommendation: Balance housing numbers with careful massing, daylight protection, and respect for heritage views. Ensure housing mix avoids clustering vulnerable groups and integrates practical infrastructure like storage and delivery points.

H

Active Travel & Accessible Streets

Community Recommendation: Provide clear plans for visitor car parking, car-free living, and sustainable travel options. Prioritise secure cycle storage, ensure accessible routes and resting spaces for older people, wheelchair users, and families with buggies.

Trust, Delivery and Communication

Community Recommendation: Tackle “everyday basics” alongside the regeneration work - repairs, mould, drainage, engergy retrofit, and safety issues. Communicate timelines clearly, phase construction transparently, and show visible progress on maintenance alongside new builds.

Partnerships and Local Benefits

Community Recommendation: Foster ongoing partnerships with local groups. Involve students and local businesses in placemaking initiatives. Source construction materials locally where possible to spread economic benefit.

Key messages from residents:

“I believe people now need to see genuine action and follow-through before re-engaging.”

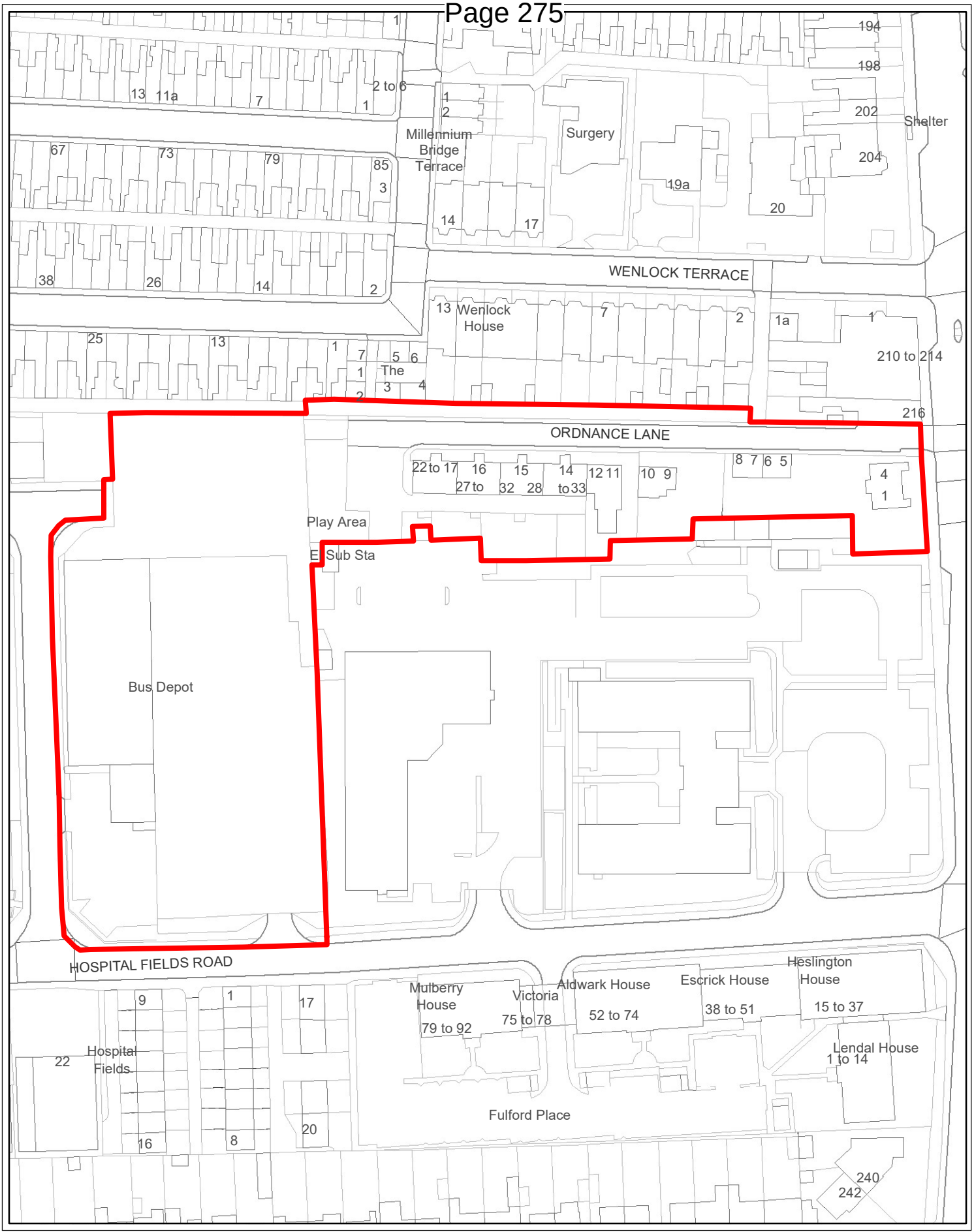
“If you make spaces nicer, then people will use them and feel safer.”
Resident, Community Design Panel Member

“I don’t walk though the estate after dark and tell my daughters to do the same’
Local Resident

“I lock up the front and back door during the day when I am alone in the office”.
Local Employee

“We need more amenities for people living with disabilities”
Local Resident

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CITY OF YORK COUNCIL

Asset & Property Management

Land at Hospital Fields Road

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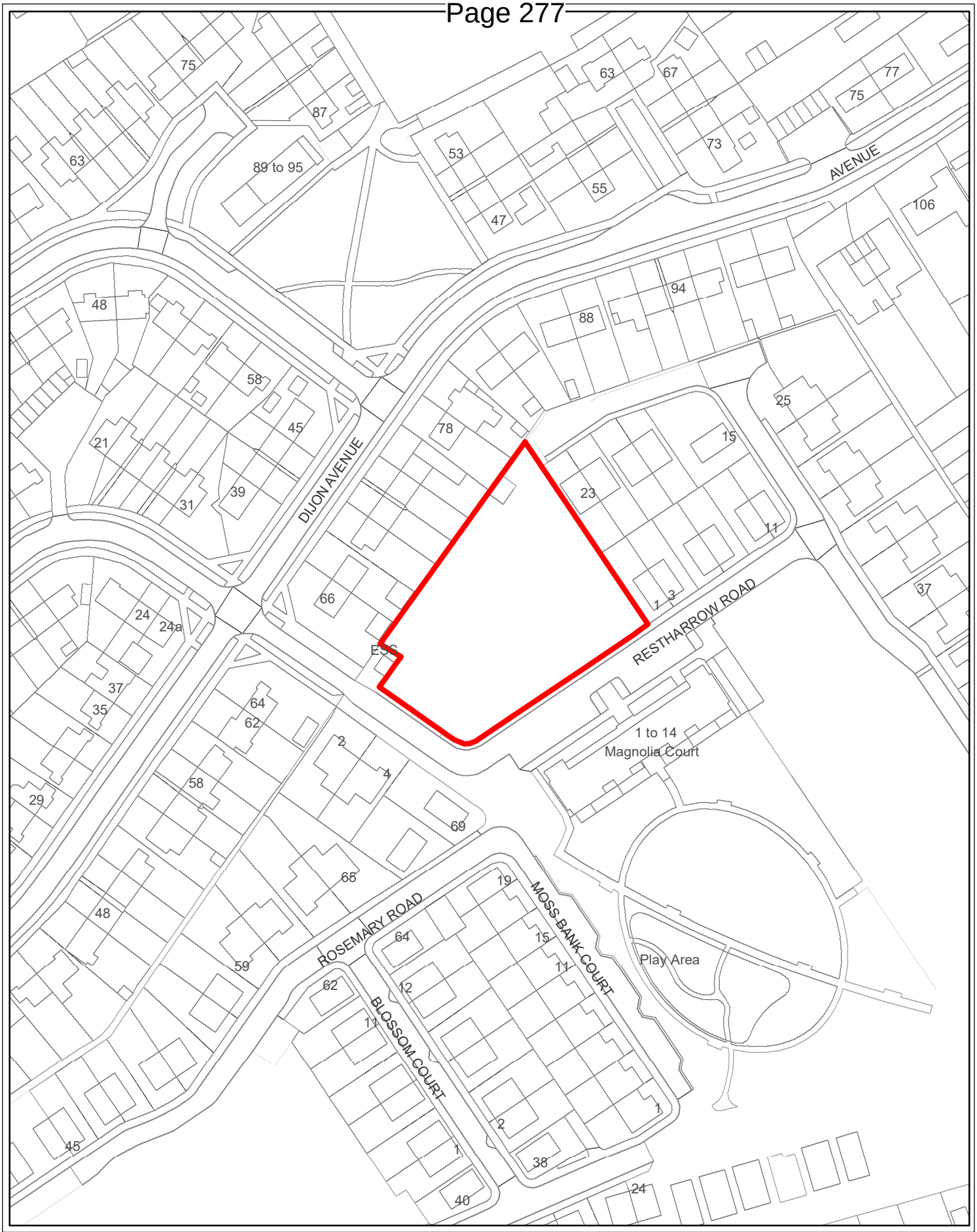
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Asset & Property Management

Lowfield Green Vacant Plot A

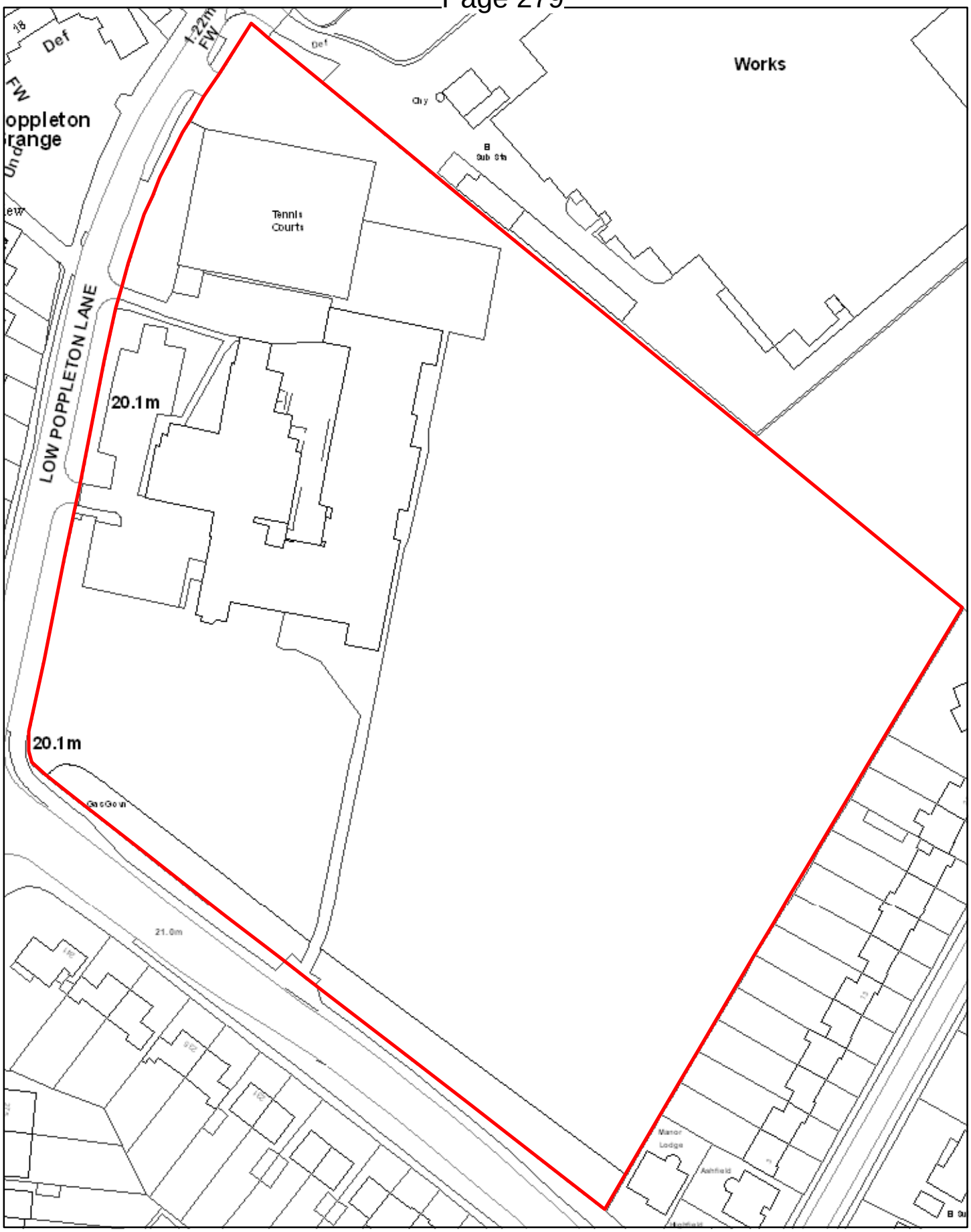
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Resources
Property Services

PLAN A Former Manor School Site

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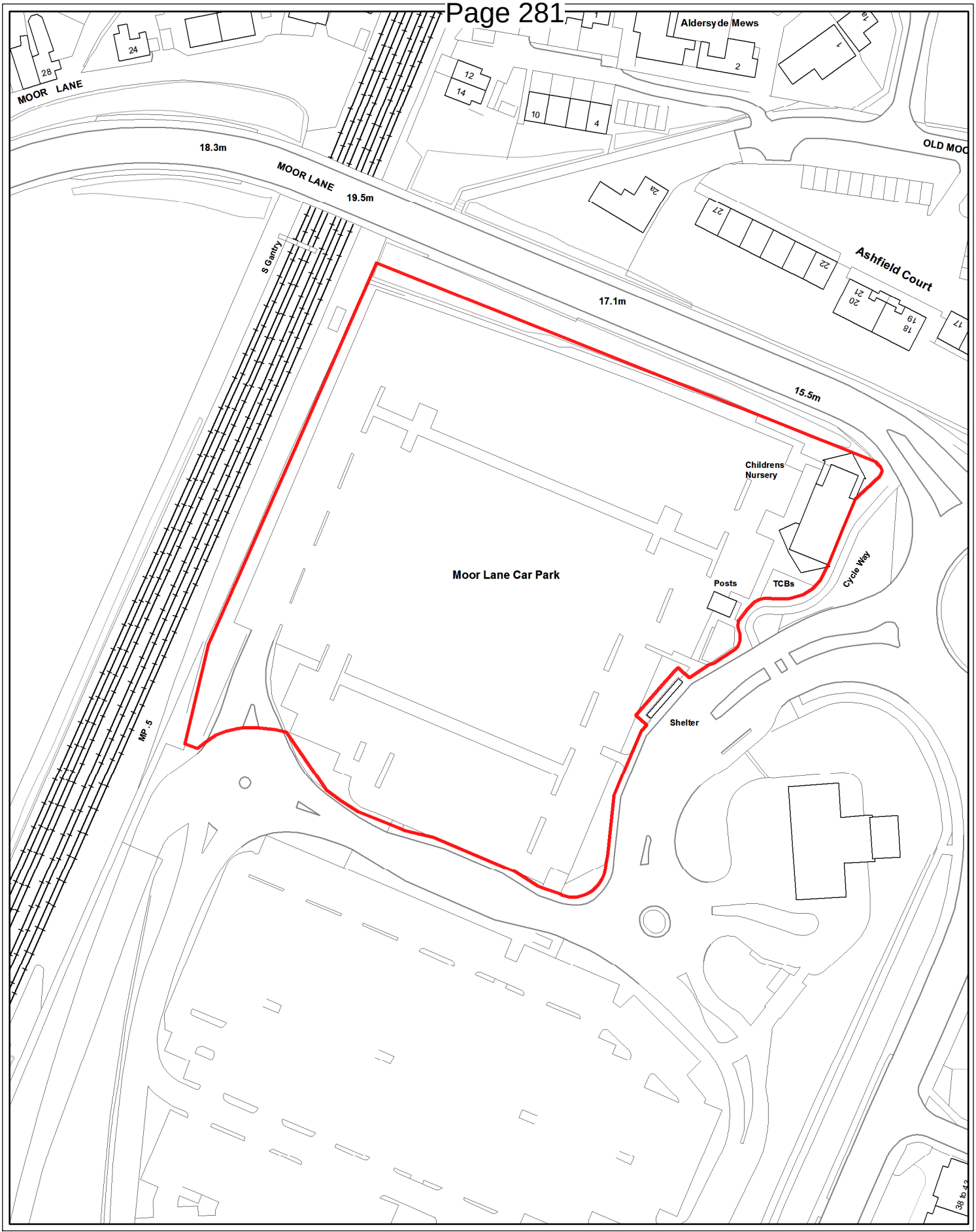
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CITY OF YORK COUNCIL

CBSS
Asset & Property Management

Former Askham Bar Park & Ride Car Park

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Originating Group:
Asset & Property Management

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City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Housing & Communities
Service Area:	Housing Delivery
Name of the proposal :	Delivering More Affordable Housing in York – update on the Housing Delivery Programme
Lead officer:	Sophie Round
Date assessment completed:	14/08/2025

Names of those who contributed to the assessment :			
Name	**Job title**	**Organisation**	**Area of expertise**
Charlotte Bates	**Housing Development Manager**	**CYC**	**Housing development**

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	The paper seeks to establish a construction budget and enter a build contract to deliver 101 homes at Ordnance Lane as an 100% affordable, net-zero carbon development and apply to Homes England for funding to deliver Shared Ownership properties; seek authorisation to procure a development partner for Willow House and Lowfield A; seek approval to deliver wider area regeneration work in on HRA land within South Walmgate using the newly established Neighbourhood Improvement Programme; seek to develop a strong new build pipeline with a budget to commence design work on Former Manor School, and submit a planning application; note that grant funding bids will be submitted to YNYMCA Brownfield Fund for Castle Mills, Former Manor School, Morrell House and 68 Centre.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	The Homes England Social and Affordable Homes Programme (SAHP) sets eligibility criteria for the Shared Ownership properties funded utilising the grant funding.

1.3	**Who are the stakeholders and what are their interests?**
	- City of York Council – key stakeholders within the Council include Housing Services, Building Services, Communities team, Climate reduction team - Ward Councillors - Residents and local business within existing neighbourhoods surrounding Ordnance Lane, Willow House, Lowfield A, and Manor School site

1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2023-2027) and other corporate strategies and plans.
	The recommendations set out in the paper reflect the 4 Core Commitments of the Council Plan 2023-2027 1) Equalities and Human Rights The paper proposes the development and delivery of affordable housing across the City which benefits those from lower socioeconomic backgrounds ensuring good quality housing provision. The new build homes will be built to a minimum standard of Part M4(2) 'Accessible and Adaptable dwelling' ensuring that the homes provide a good level of accessibility for residents throughout their lives. Approximately 10% of new build homes will be delivered as Part M4(3) 'Wheelchair accessible dwelling' ensuring a supply of adapted housing for residents with additional needs. Ordnance Lane also presents intergenerational housing to support aging communities to live independently. Lowfield Plot A proposes to deliver specialist housing for adults with learning disabilities and/or autism. 2) Affordability The affordability of housing is a key issue for residents of York evidenced by the fact that the average house price is in excess of 10 times the average salary in the city. Increasing the supply of affordable housing for a broad range of residents including those on the housing waiting list, key workers, and adults with learning disabilities and/or autism. 3) Climate All homes delivered directly by the Housing Delivery Programme aims to achieve certified Passivhaus and utilise renewables such as Heat pumps and Photovoltaic panels. 4) Health and Wellbeing Good quality affordable housing has a positive benefit to the health and wellbeing of the residents. This paper aims to deliver high levels of affordable housing and improve access to good quality housing for the city's residents

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**
Resident engagement at Ordnance Lane and Willow House	This information has been gathered throughout the design process by hosting events for local people to promote co-design and ensure residents have influence over the places created as part of the Housing Delivery Programme. Feedback from the Willow House events has resulted in working collaboratively with the local community to codesign the planning application.
Stakeholder events at Lowfield Plot A	To date three events have taken place, two with people with lived experience of learning disabilities and autism and one for neighbours to scheme. The events will inform the future scheme refinement.
Lettings and Housing Management staff within CYC	Understanding the housing demand within the city is critical to designing homes needed by our residents. The Local Housing Needs Assessment demonstrates the greatest need for affordable housing is for smaller properties which is considered during each projects design phase. A good balance of smaller and larger properties to ensure a wide housing need is addressed by these developments

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**
The report does not bring forward business cases for Willow House or Lowfield A. These will need to be presented to Executive once the building contract has been tendered. Moving to 100% affordable housing will require a mixed tenure approach including low cost home ownership and rented homes. The business case will need to manage the financial challenges whilst ensuring the homes are affordable to the residents and meet the objectives of the Council Plan will be critical.	Detailed financial modelling to be undertaken once tenders are received. The Housing Delivery team will need to work closely with wider internal and external stakeholders to ensure the proposed housing meets key affordability criteria, reflecting the needs of residents across the city.
Further consultation is needed as detailed designs are developed to ensure the accessibility standards are met. Whilst we use the standards set within Building Regulations to design the homes, further detailed engagement from the community will have positive benefits to the projects.	Engage with the Council's Access Officer and present future Designs to the York Access Forum.
Engagement with Former Manor School residents, and neighbouring British Sugar site, Morell House and 68 Centre residents is needed as designs are developed to ensure a collaborative approach is taken.	Arrange engagements events at the relevant time within each project.

Step 4 – Analysing the impacts or effects.

4.1	**Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?** Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations**.**		
Equality Groups and Human Rights.	**Key Findings/Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
Age	**Ordnance Lane proposes intergenerational housing alongside homes designed to high accessibility standards. Willow House will be designed to the high accessibility standards and to ensure homes are designed for residents at all stages of life.**	**Positive**	**Medium**
Disability	**A minimum of 10% of new build homes will be designed to meet M4(3) Wheelchair accessible dwellings with all homes designed to meet M4(2) Accessible and Adaptable homes. The proportion of fully accessible homes will be reviewed during engagement with stakeholders and increased where there is a known housing need.** **Lowfield A is providing specialist housing for adults with learning disabilities and/or autism**	**Positive**	**Medium**
Gender	**The proposals do not relate directly to gender. There are no known implications related to gender.**	**Neutral**	**Low**
Gender Reassignment	**The proposals do not relate directly to those undergoing gender reassignment. There are no known implications related to gender reassignment.**	**Neutral**	**Low**

Marriage and civil partnership	**The proposals do not relate directly to marriage and civil partnership. There are no known implications related to marriage and civil partnership.**	**Neutral**	**Low**
Pregnancy and maternity	**The proposals do not relate directly to pregnancy and maternity. There are no known implications related to pregnancy and marriage.**	**Neutral**	**Low**
Race	**The proposals would support the housing position of Protected Characteristics Groups and provide accommodation for households with a very high level of need. The risk of community perceptions around this aspect of the Local Authority Housing Fund proposals will be managed with the support of the council's Minority Communities Officer, and the Communications team, and in particular emphasising that the plans are to increase overall affordable housing capacity which will benefit local residents as a whole within the City.**	**Positive**	**Low**
Religion and belief	**The proposals do no relate directly to religion and belief. There are no known implications related to religion and belief.**	**Neutral**	**Low**
Sexual orientation	**The proposals do not relate directly to sexual orientation. There are no known implications related to pregnancy and marriage.**	**Neutral**	**Low**
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	**The proposals do not relate directly to carers.**	**Neutral**	**Low**
Low income groups	**The proposals benefit low income groups. Affordable housing is more accessible to low income groups.**	**Positive**	**High**

Veterans, Armed Forces Community	**There is a high prevalence of homelessness among this socio-economic group and therefore the increased provision of affordable housing will impact this group.**	**Positive**	**Low**
Other			
Impact on human rights:			
List any human rights impacted.	**N/A**		

Use the following guidance to inform your responses:

Indicate:

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

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

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**
No adverse impacts have been noted above through the analysis however the projects will need to be managed thoroughly to ensure the benefits are realised. Affordability is critical to the delivery of the Council Plan's objectives and therefore this will need to be monitored closely to ensure that these objectives are delivered.	

Step 6 – Recommendations and conclusions of the assessment

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

- **Adjust the proposal –** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.

- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty

- **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

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

Option selected	**Conclusions/justification**
No major change to the proposals	The analysis demonstrates that the proposals are robust with no negative impact to individuals or communities with protected characteristics. The Housing Delivery Programme is committed to creating inclusive and welcoming communities and will work collaboratively with stakeholders throughout the design and development process to deliver against objectives and monitor and adjust to any failure to meet these outcomes.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	**Action to be taken**	**Person responsible**	**Timescale**
Engagement events at pipeline sites	Host regular events to engage stakeholders in the delivery process	Sophie Round	Spring 2026

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?
	Continuous discussion and communication with residents and other stakeholders to identify and issues or improvement. Post occupation surveys to be carried out of new build projects to understand the outcomes for protected characteristic and marginalised groups. Fortnightly cross-department meetings to review progress. The project will also be reviewed by Housing Delivery and Asset Management Board on a monthly basis.

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Meeting:	Executive
Meeting date:	7 October 2025
Report of:	Dave Atkinson, Director of Environment and Regulatory Services
Portfolio of:	Councillor Jenny Kent (Executive Member for the Environment and Climate Emergency)

Decision Report: Local Flood Risk Management Strategy

Subject of Report

1. York has a history of flooding. There are currently 8,478 properties at risk from main rivers and 16,566 properties at risk from local flood risk sources (Surface water, ordinary watercourses and groundwater).

2. Significant flooding occurred in the city on Boxing Day 2015 which saw 627 households and businesses affected and led to more than £100million of funding to improve the future resilience of the cities defences. Further significant floods occurred in 2000 (highest on record), and 2012 in September and November. More recently surface water flooding affected large areas of York in 2018.

3. City of York Council as Lead Local Flood Authority is required by the Flood and Water Management Act (2010) to *"develop, maintain, apply and monitor a local flood risk strategy"*. City of York Council first published the Local Flood Risk Management Strategy (LFRMS) in 2015.

4. Section 9 of the FWMA requires LLFAs to "develop, maintain, apply and monitor a strategy for local flood risk management in its area". Local flood risk is defined as flood risk from surface runoff, groundwater and ordinary watercourses flooding. Due to the interactions between flood risks from a variety of sources, our strategy looks at all flood risks in the Council area.

5. The strategy is included in full in Annex 1 of this report. Executive are recommended to approve the Local Flood Risk Management Strategy.

Benefits and Challenges

By approving the Local Flood Risk Management Strategy (LFRMS) this enable all stakeholders and communities to have the opportunity to understand the roles and responsibilities of the Risk Management Authorities tasked with managing flood risk within York. This will enable them to seek out resolutions and hold Risk management Authorities to account. The LFRMS will also enable communities to be at the heart of the decision-making process in protecting York from flood risk.

The actions contained within the LFRNS are not legally binding and there is no legal requirement, for example, for partner organisations to fund or part fund any schemes that involve multiple sources of flooding e.g. main river, sewers etc

Policy Basis for Decision

6.

***Affordability**;*

The implementation of flood schemes is based on a cost/benefit basis and any scheme is assessed in terms of the avoided damages i.e. benefits being greater than the costs. Each scheme will include a needs based assessment with a series of options identifying the most cost beneficial option.

***Environment**;*

City of York Councils ‘One City, for all’ plan sets out the priorities for 2023 – 2027. Part of this includes a Climate Change Strategy with the aim of being net zero by 2030. A key component of this plan is *‘Sustainability: Cutting carbon, enhancing the environment for our future’* with plans to *‘Develop an Adaptations Strategy to prepare the city for the impact of climate change’. A range of adaptive measures relating to flood risk such as early warning systems, flood defences and measures within and upstream of York to ‘Slow the Flow’ will be integral to this plan.*

City of York’s Local Transport Strategy sets out a vision in which York is more climate/flood resilient with improved health and well-

being through place shaping. The incorporation of blue green infrastructure, referring to a network of green spaces (and 'blue' water systems) is embodied within the Movement and Places Plan whereby opportunities exist to incorporate blue green infrastructure e.g. Sustainable Drainage Systems (SuDS) as part of improvements to the public realm including parks/open spaces and active travel infrastructure.

Equalities and Human Rights

The provision of flood risk measures is based on risk to flooding rather than any protected characteristics. The Council intends to implement flood resilience and mitigation measures and the impacts will be positive for people, property and infrastructure.

Health Inequalities

Through the safeguarding of existing and protection of future communities, the strategy supports the well being of those who live work and visit York.

Financial Strategy Implications

7. The Strategy Action Plan (Section 2) contains costs which are either estimates and not approved (with confirmation of a funding source where applicable) or have been approved and the funding source is identified within the Action Plan. The Council also has a capital programme of works.

8. The Local Flood Risk Strategy will assist in aligning with National and Regional Government Strategies in addition to partner ambitions e.g. Yorkshire Water, York and North Yorkshire Combined Authority. The Government announced funding of £4.2 billion towards flood defence spending over three years (2026 - 2029). The Council will seek opportunities through these funding streams and any others that come forward to ensure costs to the Council.

Recommendation and Reasons

9. Recommendation: that Executive delegates authority to the Director of Environmental and Regulatory Services to commence public consultation, as referenced in the report.

Reason: to comply with consultation requirements.

Background

10. We have a long association with flood risk and future risks are predicted to increase due to climate change. It is essential that we continue to develop ways to minimise current risks and ensure future development is managed to ensure that risk is not increased. Flooding is a natural process and while it is not technically, economically or environmentally feasible to prevent all flooding, a risk based approach targets resources to those areas where they can have the most beneficial effect in reducing its impact. Several bodies have responsibility for flood risk management and historically it has been difficult to take a coordinated or strategic approach in its management, particularly at a local level.

11. The aim of the strategy is to understand flood risk from all sources in the city, reduce its likelihood and impact on residents and visitors and take the opportunity to improve the city environment. It is a living document which will provide an ongoing comprehensive framework for managing York's flood risk. As new technical information associated with flood risk management evolves, and real events occur, it will need to change to take this new information into account.

12. The York Flood Risk Management Strategy comprises a collection of six guidance documents which aim to advise and direct the reader to further information to increase knowledge and understanding of flood risk management. These are bound together by the Policy Framework and Strategic Action Plan sections.

Consultation Analysis

13. This is a draft strategy for consultation with internal and external partners, prior to public consultation. Public consultation documents will be compiled following review of all comments and a period of public consultation events (12 weeks) will follow approval, to consult, by Executive in October 2025.

14. To date the strategy has been reviewed by the Head of Service, Director of Service and in addition the Portfolio Holder for Flood

Risk (Executive Member for the Environment and Climate Emergency). In addition, key stakeholders and Risk Management Authorities (RMAs) were sent a draft of the Strategy on the 20/06/2025 and a meeting was held with key stakeholders and RMAs on the 30/07/2025 to review the strategy. Updates from these stakeholders have been incorporated.

15. It is proposed to publish the full strategy in late 2025 and it will be fully reviewed in line with the six year Flood Risk Regulations cycle. It is intended that changes and updates to the individual guidance notes (Sections 3-8) would be agreed and endorsed through the relevant committee, scrutiny or member decision making session. Any changes or updates to the Policy Framework or Strategic Action Plan would be brought to Executive for approval. The Strategy and its action plan will be monitored by the North Yorkshire Flood Risk Partnership.

Options Analysis and Evidential Basis

16.

Option 1

Councillors do not accept the report at Annex 1 in its current form and approach and recommendations are made to steer the development of a fully revised strategy.

Advantages – the form and content of the Local Flood Risk Management Strategy is partly dictated by the requirements and expectations of the Flood and Water Management Act. A separate approach could be developed to ensure the strategy delivers a wider role and remit.

Disadvantages – There is a risk of non-compliance and limitations in linking with future funding strategies for all partners. The strategy in its current form already makes links to wider programmes and strategies.

Option 2

Councillors accept the need for a Local Flood Risk Management Strategy in its current form at Annex 1 and make recommendations and comments to be incorporated into the final report

Advantages – the strategy delivers the Councils requirements as part of the Flood and Water Management Act (2010) and forms an important tool to identify and attract future flood risk funding.

Disadvantages – further opportunity for comments and recommendations may be required.

Organisational Impact and Implications

- ***Financial*** - The Strategic Action Plan at Section 2 of the strategy includes estimated costs for interventions. This is a needs based assessment based on varying existing investment programmes from a range of partners. Delivering the individual interventions will require formal funding bids and assessments to be developed by all partners. Individual appraisal studies will be commenced to take this forward. The Council also has a capital programme of works.

- ***Human Resources (HR)*** - There are no HR implications contained within this report

- ***Legal*** - The realisation and delivery of the range of flood risk management interventions is underpinned by a range of flood risk legislation and guidance. This is detailed in Section 5 of the strategy and all individual appraisals and studies will be progressed within this legislative context. In addition, any contracts to be commissioned for any interventions and projects detailed in the strategy will require the advice and input of Legal Services. Likewise, any external grant funding for any interventions and projects detailed within the strategy will need to be assessed by Legal Services to ensure compliance with the Subsidy Control Act 2022 at the earliest opportunity, and any grant funding terms and conditions will require the advice and input of Legal Services.

- ***Procurement*** – There are projects proposals that have been identified within the Strategy Action Plan. Some are being progressed and reviewed by Procurement where as others will need to follow procurement guidelines when initiated.

- ***Health and Wellbeing*** – The Strategy is focussed on improving the wellbeing of residents and businesses within York through flood resilience measures. It is acknowledged flooding causes major health issues and again these will

have a disproportionate impact on disabled and older people as well as anyone else prone to disease and infection.

- ***Environment and Climate action*** – Climate change is likely to increase the frequency and intensity of flooding events. The ambitions of the Climate Change Strategy to become a net zero and climate ready city, align with those of the Local Flood Management Strategy. The Climate Action Plan includes actions relating to flood management, acknowledging this as a key requirement for being a climate ready city.

- ***Affordability*** – The Strategy Action Plan at Section 2 has indicative costs associated with a series of measures. As and when these are developed they will be brought forward for scrutiny and review by the Council to assess their affordability.

- ***Equalities and Human Rights*** – Please see the attached Equalities Impact Assessment. Whilst the Local Flood Risk management strategy is to manage risk, which is universal, it should be noted the impacts will be very individual with the resilience of some more limited e.g. older people or those who are disabled due to the impacts on form example access more limited access during times of flooding. These issues are recognised within the EiA and the LFRMS.

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

- **Communications** – The draft strategy will follow a period of public consultation following a review of the strategy internally and with key stakeholders. Communications will play a vital role in supporting the implementation of the Local Flood Risk Management Strategy by ensuring clear, consistent, and timely messaging. This includes raising public awareness of flood risks, promoting community

engagement opportunities, and facilitating updates on progress and decisions.

- **Economy** – The Strategy Action Plan set out in Section 2 includes ongoing projects and proposed projects that will support the economy of York through the provision of flood schemes to provide resilience and mitigation to properties, people and infrastructure.

Risks and Mitigations

17. The main risk is non-compliance with the Council's statutory duty to "develop, maintain, apply and monitor a strategy for local flood risk management in its area". In addition, this will risk the ability of the Council to secure opportunities to fund local flood risk schemes to ensure well being or residents and sustain and improve the economy of York.

Wards Impacted

This Strategy covers all wards within the administrative boundary of York.

Contact details

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

Author

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Report approved:	Yes
Date:	25/09/2025

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Service Area:	Environmental and Regulatory Services
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Report approved:	Yes
Date:	25/09/2025

Background Papers:

Annexes

Annex 1 – York Flood Risk Management Strategy

Annex 2 – Equalities Impact Assessment

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Local Flood Risk Management

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City of York Council
Local Flood Risk Management

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Glossary and terminology

Acronym	Definition
AMP	Asset Management Plan (Yorkshire Water Services)
Defra	Department for Environment, Food and Rural Affairs
CYC	City of York Council
EA	Environment Agency
FDGiA	Flood Defence Grant in Aid
FWMA	Flood and Water Management Act 2010
FRMP	Flood Risk Management Plan
IDB	Internal Drainage Board
LDF	Local Development Framework
LLFA	Lead Local Flood Authority
LPA	Local Planning Authority
LRF	Local Resilience Forum
NaFRA2	National Flood Risk Assessment
NbS	Nature Based Solutions
NFM	Natural Flood Risk Management
NPPF	National Planning Policy Framework
NYLRF	North Yorkshire Local Resilience Forum
PFR	Property Flood Resilience

Acronym	Definition
RBD	River Basin District
RMAs	Risk Management Authorities
RoFSW	Risk of Flooding from Surface Water
SEA	Strategic Environment Assessment
SFRA	Strategic Flood Risk Assessment
SuDS	Sustainable Drainage Systems
SWMP	Surface Water Management Plan
YNYCA	York and North Yorkshire Combined Authority
YWS	Yorkshire Water Services
YRFCC	Yorkshire Regional Flood and Coastal Committee

Term	Definition
Annual Exceedance Probability (AEP)	The chance of a flood of a given size happening in any one year e.g. a flood with a 1% AEP will happen, on average, once every 100 years.
Catchment	A catchment is the total area draining into a river or other drainage system.
Chance of flooding	The chance of flooding is used to describe the frequency of a flood event occurring in any given year, for example. there is a 1 in 100 chance of flooding in this location in any given year. This can also be described as an annual probability, for

Term	Definition
	example. a 1% annual probability of flooding in any given year. (See AEP).
Climate Change	A long-term change in weather patterns, climate change is predicted to produce more frequent and severe rainfall events.
Exceedance flows	Excess flow that appears on the surface once the capacity of the underground drainage system is exceeded.
Floods Directive (2007)	The EU Floods Directive is designed to help Member States prevent and limit the impact of floods on people, property and the environment.
Fluvial (River) Flooding	Flooding that occurs when a river or stream cannot cope with the water draining into it from the surrounding land (catchment).
Groundwater flooding	Flooding that occurs when levels of water in the ground rise above the surface. It is most likely to happen in areas where the ground contains aquifers. These are permeable rocks that water can soak into or pass through.
Local Flood Risk	The risk of flooding arising from ordinary watercourses, surface water and groundwater.
Main River	Main Rivers are watercourses marked as such on a main river map. Generally main rivers are larger streams or rivers but can be smaller watercourses in critical locations. The Environment Agency has powers to manage such watercourses.
Ordinary watercourse	An ordinary watercourse is any other river, stream, ditch, cut, sluice, dyke or non-public sewer which is not a Main River. The local authority or IDB has powers to manage such watercourses.

Term	Definition
Pluvial (surface water) flooding	Flooding that occurs when rainwater does not drain away through the normal drainage system or soak into the ground but lies on or flows over the ground instead. This type of flooding can be difficult to predict and pinpoint, much more so than river or coastal flooding.
Riparian owners	A riparian owner is someone who owns land or property adjacent to a watercourse. Riparian owners have a duty to maintain the watercourse and allow flow to pass through their land freely.
Sewer flooding	Flooding that occurs when sewers are overwhelmed by heavy rainfall or when they become blocked. The chance of flooding depends on the capacity of the local sewerage system and amount of rain that falls. Land and property can be flooded with water contaminated with raw sewage as a result. Rivers can also become polluted by sewers that overflow.
Sustainable Drainage Systems (SuDS)	A sequence of management practices and control measures designed to mimic natural drainage processes by allowing rainfall to infiltrate and by attenuating and conveying surface water runoff slowly, compared to conventional drainage.
Water Framework Directive (2000)	The European Water Framework Directive (WFD) became part of UK law in December 2003. It requires member states to plan and deliver a better water environment, focussing on ecology. The WFD sets environmental and ecological objectives for all inland and coastal waters in the UK. The EA are the lead organisation for WFD.

Key contact details

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Environment Agency
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Floodline
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Met Office
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Yorkshire Water
Telephone: 0845 124 24 24
Website: www.yorkshirewater.com

Ainsty (2008), Foss (2008) & Ouse and Derwent Internal Drainage Boards

York Consortium of Drainage Boards
Telephone: 01904 720785
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Kyle & Upper Ouse Internal Drainage Board

Telephone: 01904 655202
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1. Policy framework

1.1 Background to the strategy

- Flood risk is predicted to increase due to climate change and development needs to be managed to ensure that risk is not increased. Flooding is a natural process and while it is not technically, economically or environmentally feasible to prevent all flooding, an adaptive and risk-based approach targets resources to those areas where they can have the most beneficial effect in reducing its impact.

- Several bodies known as Risk Management Authoritieshave responsibility for flood risk management and historically it has been difficult to take a coordinated or strategic approach in its management, particularly at a local level.

- Following the flooding of 2007, which affected over 55,000 homes and businesses across the UK and caused £3 billion worth of damage, the Flood and Water Management Act 2010 (FWMA) was introduced to provide legislation for the management of risks associated with flooding and coastal erosion. This gives City of York Council responsibilities as the Lead Local Flood Authority (LLFA) for its area, with a range of local flood risk management duties.

- Section 9 of the FWMA requires LLFAs to “develop, maintain, apply and monitor a strategy for local flood risk management in its area”. Local flood risk is defined as flood risk from surface runoff, groundwater and ordinary watercourses.

- Responsibility for the management of flood risk from main rivers, the sea and reservoirs remains with the Environment Agency (EA). The EA has published its National Flood Risk and Coastal Erosion Risk Management Strategy for England, which outlines its responsibilities for the management of flood risk from these sources.

- However, as the cause of flooding is often not straightforward, the Strategy deals with risks from all sources and the Council will work in partnership with the EA and other flood Risk Management Authorities (RMAs) in the delivery of the measures detailed in the Strategic Action Plan. (Section 2)

York is at risk from a range of flood sources – a total of 8,478 properties from our rivers and 16,566 from surface water risk which can cause significant disruption to our travel networks, properties and businesses.

We have experienced a wide range of flood events from our rivers - major flooding in 1982, 2000 and 2015 and flooding has occurred in recent years from severe storms and surface runoff.

York is affected primarily by a vast river catchment known as the Swale, Ure, Nidd and Ouse (SUNO). Therefore, any measures to protect and make York more resilient will need to embrace an adaptive catchment wide approach which includes the maintenance of the existing traditional flood defences but also upstream measures such as Nature based Solutions, including Natural Flood Management.

Presently flood defences protect the vast majority of sites from flooding on the Ouse, Foss, Derwent and their tributaries and further work has progressed post 2015 to ensure their effectiveness following climate change. However, a residual risk remains behind flood defences where drainage networks can be overwhelmed and coordinated action from all partners during flood events is vital.

In addition, the standard of protection from the current flood defences for the River Ouse will be reduced in the coming years due to the impacts of climate change owing to increases in rainfall and in turn river levels.

Therefore, holding and/or slowing the flow of water upstream of York will be necessary to maintain a similar standard of protection into the future whilst providing multiple co-benefits including enhanced biodiversity, water quality and carbon storage.

The Ousewem project is considering measures which compliment traditional flood protection and providing a number of these co benefits. This innovative flood resilience project is identifying and delivering nature-based solutions (NbS), including natural flood management (NFM), to reduce flood risk in vulnerable North Yorkshire communities, spanning Yorkshire's Swale, Ure, Nidd and Ouse (SUNO) catchments. This project is funded by Defra as part of the £200 million Flood and Coastal Innovation Programmes which is managed by the Environment Agency. The programmes will drive innovation in flood and coastal resilience and adaptation to a changing climate with the aim of not only assisting in making communities more flood resilient but also bring co-benefits such as improvements to water quality, biodiversity and carbon storage.

The project is led by the City of York Council in close collaboration with North Yorkshire Council alongside our delivery partners JBA, Natural England, Yorkshire Dales Rivers Trust and the University of York."

1.2 The National Flood and Coastal Erosion Risk Management Strategy for England

1.2.1 The National Strategy identifies how flood risk should be managed, providing strategic information about the various kinds of flood risk and the organisations responsible for their management to 'progress towards a nation resilient to flooding and coastal change'. The Strategy has three long term ambitions:

- Climate resilient places: working with partners to bolster resilience to flooding and coastal change across the nation, both now and in the face of climate change.
- today's growth and infrastructure resilient in tomorrow's climate: making the right investment and planning decisions to secure sustainable growth and environmental improvements, as well as infrastructure resilient to flooding and coastal change.
- a nation ready to respond and adapt to flooding and coastal change: ensuring local people understand their risk to flooding and coastal change, and know their responsibilities and how to take action.

The Flood and Water Management Act 2010 requires RMA's (local authorities, internal drainage boards, sewerage companies and highway authorities) to act consistently with the National Strategy in carrying out their flood and coastal erosion risk management functions.

The York Local Flood Risk Management Strategy principles have been developed in line with the principles of the National Strategy.

1.3 The York Local Flood Risk Management Strategy

1.3.1 Principles of the strategy

The principles which inform the Councils overall approach to flood risk management are:

1. Flooding is a natural process that is being exacerbated by the non-natural consequences of man-made climate change and will occur despite all efforts to prevent it. Therefore, the most effective approach is risk management working with communities and

harnessing natural processes at a local and catchment scale to mitigate and adapt to the impacts of flooding.

2. Improving the level of knowledge and understanding about flood risk and in addition the impacts of flooding is a vital process which needs to be continued.

3. As well as focussing on measures to minimise the impacts of flooding it is important to manage the disruption when it does happen, and afterwards.

4. Effective flood risk management can reduce long-term flood damage costs and make homes, businesses and communities more resilient; it is a worthwhile investment for both the public and private sector.

5. Flood risk management can provide other environmental benefits, such as improving or creating new wildlife habitats, sustainable growth in the local and wider economy.

6. York's resilience depends not only on assets within the city but on coordinated, catchment-wide action. Decisions on where local resources are focused should be evidence-based and made against clear criteria, this may be outside of the city boundary to deliver catchment scale solutions.

7. No single organisation can effectively manage flood risk alone and co-operation is needed from public agencies, the private sector and households, including via the planning process.

8. Flood risk management contributes to the Council's priorities for York.

9. An effective communications strategy will be required, raising public and business awareness of risks and potential remedies and opportunities.

Ongoing investment in modelling and upstream nature-based measures will be essential to manage changing hydrology and unlock long-term benefits for communities, water quality, biodiversity and carbon storage.

1.3.2 Aim of the strategy

The aim of the strategy is to better understand flood risk from all sources in the city, reduce its impact on residents and visitors and take the opportunity to improve the city environment. It is a living document which will provide an ongoing comprehensive framework for managing York's flood risk. As new technical information associated with flood risk management evolves, and real events occur, it will need to change to take this new information into account.

The original strategy was published in 2015, this updated strategy has been revised to include recent flooding information and changes to legislation and policy, however, the core document and approach remains consistent to the first strategy.

The strategy has drawn on existing plans and knowledge to form an understanding of the various flood risks, what management is already in place and where risk remains a concern.

As the principal document for managing York's flood risk it:

1. Explains the current understanding of all flood risk affecting the Council's area.
2. Refers and links to key documents.
3. Outlines the legislative framework.
4. Specifies the responsibilities of the Risk Management Authorities in York and their functions.
5. Provides a basis for co-ordinating flood risk management activities in York and the wider catchment.
6. Contributes to securing and prioritising investment.
7. Explains how flood risk management can contribute to environmental objectives.
8. Explains how flood risk management can contribute to the Council's priorities for York.

The strategy seeks to achieve this aim through the following objectives:

1. Ensure that there is an accurate, comprehensive and clearly documented understanding of flooding and flood risk in York and the wider catchment.
2. Work with our partners to identify the areas of focus and priority for flood risk management in York and communicate it to those at risk.
3. Work to secure, prioritise and deliver investment in mitigating flood risk to deliver social, economic and environmental benefits both locally and at a catchment scale.
4. Ensure that planning decisions properly address all aspects of flood risk and that surface water flows are managed and controlled in a sustainable manner.
5. Maintain drainage infrastructure and watercourses to ensure that their operation maximises effectiveness.

The Strategic Action Plan details the measures required to deliver these objectives.

1.3.3 Other strategies

There are a number of strategies within and outside the council that are complementary with the objectives of the Local Flood Risk Management Strategy (LFRMS) Wherever possible the Council will ensure that the LFRMS is cross cutting with these complimentary strategies. A brief outline of these strategies are detailed below;

City of York Councils 'One City, for all' plan sets out the priorities for 2023 – 2027. Part of this includes a Climate Change Strategy with the aim of being net zero by 2030. A key component of this plan is *'Sustainability: Cutting carbon, enhancing the environment for our future'* with plans to *'Develop an Adaptations Strategy to prepare the city for the impact of climate change'. A range of adaptive measures relating to flood risk such as early warning systems, flood defences and measures within and upstream of York to 'Slow the Flow' will be integral to this plan.*

City of York's Local Transport Strategy sets out a vision in which York is more climate/flood resilient with improved health and well-being through

place shaping. The incorporation of blue green infrastructure, referring to a network of green spaces (and ‘blue’ water systems) is embodied within the Movement and Places Plan whereby opportunities exist to incorporate blue green infrastructure e.g. Sustainable Drainage Systems (SuDS) as part of improvements to the public realm including parks/open spaces and active travel infrastructure.

York and North Yorkshire Combined Authority have a strategic role within York and North Yorkshire with a key role in terms of investing in projects that contribute to sustainable economic growth which includes their with a key pillar being to deliver natural capital. This could, for example, include the implementation of blue green infrastructure both within and upstream of York thereby providing flood protection to York amongst many other projects that ensure York is flood resilient.

1.4 Next step

1.4.1 This is a draft strategy for consultation with internal and external partners prior to public consultation. Public consultation documents will be compiled following review of all comments and a period of public consultation events will follow.

1.4.2 It is proposed to publish the final strategy later in 2025 and it will be fully reviewed in line with the 6-year Flood Risk Regulations cycle.

1.4.3 It is intended that the Strategic Action Plan and the strategy will be considered and endorsed by the Council Executive before publication. Changes and updates to the individual guidance notes (Sections 3-8) would be agreed and endorsed through the relevant committee – Decision Session of the Executive Member for Environment and Climate Emergency.

1.4.4 All RMAs in the Council area work closely together as part of the North Yorkshire Flood Risk Partnership, the Strategy and its action plan will be monitored through the work of this group.

1.5 Structure of the strategy

1.5.1 The York Local Flood Risk Management Strategy comprises a collection of 6 guidance documents which aim to advise and direct the reader to further information to increase knowledge and understanding of flood risk management. These are bound together by the Policy Framework and Strategic Action Plan sections.

The York Local Flood Risk Management Strategy comprises the following elements:

- **Section 1** Policy Framework (this section) - The need for and aspirations of our strategy.
- **Section 2** Strategic Action Plan - The programme of actions and measures, for all Risk Management Authorities, that are able to deliver the aims of the strategy.
- **Section 3** York Flood Risk Overview - A summary of the key flood risk issues in York updated using NaFRA2 data.
- **Section 4** Incident Review Protocol - The way in which we will investigate future flood events to identify effective solutions to reduce their impacts.
- **Section 5** Legislative Framework - Summary of Flood Risk Management legislation and guidance.
- **Section 6** Risk Management Authorities and their Functions - Overview of all Flood Risk Management Authorities and their key responsibilities and functions.
- **Section 7** Development Management - An overview of the legislation and documentation which ensures that developments are built in a manner which is resilient and resistant to flooding.
- **Section 8** Community Action and Resilience - Information on how individuals and communities can be prepared for flooding and take action to reduce its impacts.

The strategy can be read as a complete document or the individual guidance document sections used individually as a resource.

2. Strategic action plan

2.1 Aim

2.1.1 The aim of the strategy is to understand flood risk from all sources in the city, reduce its impact on residents, businesses and visitors and take the opportunity to improve the city environment. As new information associated with flood risk management evolves, and real events occur, it will need to change to take this new information into account.

2.1.2 The Action plan will be reviewed annually with a full review carried out in parallel with the 6-year review cycle defined in the Flood Risk Regulations. The North Yorkshire Flood Risk Partnership will provide a mechanism for all partners to monitor and review the plan as investment strategies develop and change.

Objectives - To achieve this, the strategy has identified the following objectives:

1. Ensure that there is an accurate, comprehensive and clearly documented understanding of flooding and flood risk in York and the wider catchment.
2. Work with partners to identify areas of focus and priority for flood risk management in York and communicate it to those at risk.
3. Work to secure, prioritise and deliver investment in mitigating flood risk to deliver social, economic and environmental benefits both locally and at a catchment scale.
4. Ensure that planning decisions properly address all aspects of flood risk and that surface water flows are managed and controlled in a sustainable manner.
5. Maintain drainage infrastructure and watercourses to ensure that their operation maximises effectiveness.

Outcomes - This will result in:

- A clear understanding of the actions and investment priorities needed to manage flood risk in York and the wider catchment.
- An understanding by those at risk.
- Development that is sustainable and appropriate.
- Drainage infrastructure that is properly maintained and fit for purpose.
- Progress towards meeting the targets in the York Council Plan.

2.2 Measures proposed to achieve the objectives

2.2.1 This section sets out the actions that the Council has identified to achieve the objectives. This will be subject to consultation with internal and external partners and the public.

In proposing these actions, the following points have to be taken into account: There is an increased risk of flooding due to climate change, together with ever increasing financial pressures. This means that schemes and funding need to be looked at critically, and different ways of working need to be investigated to maximise opportunities and value for money.

- Risk Management Authorities have permissive powers with regard to watercourse management, therefore there is no obligation for any organisation to provide flood defence or mitigation schemes to residents or businesses at risk of flooding. However, where appropriate and suitable solutions are identified, and funding can be allocated, the Council will work with partners and local communities to increase flood resilience.
- New developments must be designed to be resilient to flooding and will not receive any government support for flood mitigation schemes in the future.

2.3 Action plan

2.3.1 With reference to the objectives identified above this section sets out: What we plan to do

- How we are planning to do it
- When action is likely to happen
- Who is likely to take the lead

Funding for individual programmes and schemes is likely to be from a variety of sources, Section 2.3.4 highlights potential funding mechanisms which may contribute to delivery of actions.

All actions are linked to the measures identified in Flood Risk Management Plans (2022-2027) as required by the Flood Risk Regulations. This ensures that all partners are developing actions that

can be measured and monitored in their delivery of this primary flood risk legislation.

It is similarly expected that an action plan, aligned with primary legislative drivers and objectives, will support a more effective investment bid for schemes and programmes within the action plan. A summary of the first action plan produced in 2015 and progress made has been included in section 2.6.

2.3.2 The following terms, from the EU Floods Directive[1], are used to group and describe the kind of actions that can be pursued:

- **Prevention of risk:** for example, by not building homes in areas that can be flooded we can prevent risks from arising in the first instance.

- **Protection from risk:** for example, by delivery of flood alleviation schemes, property flood resilience (such as flood door and airbrick covers which reduce damage to properties), or natural flood risk management measures to hold and slow the flow of water in the catchment.

- **Preparing for risk:** for example, by improving awareness of flood risk, or by providing warning and forecasting for floods, people can take precautions to safeguard themselves and their valuables.

- **Recovery and review of risk:** for example, by improving our knowledge and understanding of flood events we can design and develop works to reduce the impacts of future floods.

2.3.3 The actions will take varying timescales to achieve and are dependent on securing funding. The action plan will be reviewed as funding is secured, but the actions have initially been placed in one of the following three categories:

- Short term – up to two years
- Medium term – two to five years
- Long term – over five years

[1] Following Brexit, the UK is no longer legally bound by EU directives, including the Floods Directive. However, the UK initially retained much of the EU environmental legislation through the European Union (Withdrawal) Act 2018, which converted EU law into domestic law on exit day

2.3.4 Potential sources of funding that have been identified are:

- **City of York Council revenue**
- **City of York Council capital**

  The Flood Risk Management Team is funded to ensure essential investigation and maintenance of waterways and highways is carried out to prevent flooding. Strong funding cases are required to ensure the continued provision of revenue monies and capital schemes are, like all other schemes, supported where need is greatest within the funding available to the Council.

- **Planning gain, S106/S278**

  Section 106 (S106) of the Town and Country Planning Act 1990 allows a Local Planning Authority (LPA) to enter into a legally-binding agreement or planning obligation with a landowner / developer in association with the granting of planning permission. The obligation is termed a Section 106 Agreement. These agreements are a way of delivering or addressing matters that are necessary to make a development acceptable in planning terms and often refer to off-site infrastructure works such as highway improvements or new facilities such as play areas or local education improvements.

  Section 278 (S278) of the Highways Act 1980 allows developers to make permanent improvements to a public highway as part of a planning approval. In some circumstances S278 funding may be used to develop improvements to highway drainage or localised drainage assets.

The Environment Agency monitors and administers the delivery of funding and overall programmes are developed and endorsed through the Yorkshire Regional Flood and Coastal Committee (RFCC) and its sub area-based Flood Risk Partnerships (York is part of the North Yorkshire Flood Risk Partnership). The Yorkshire RFCC is the gatekeeper for all Flood Defence Grant in Aid (FDGiA) and local levy in Yorkshire.

- **Defra partnership funding**

  Partnership funding is a way of allocating capital funding to flood and coastal erosion risk management projects for all RMAs in the form of FDGiA. Partnership Funding allocates an element of FDGiA to all schemes according to their benefit realisation, where the FDGiA allocation can only part fund a scheme contributions need to be identified to allow it to progress. It is expected that all schemes, even where they can be 100% FDGiA funded, seek contributions to enable the oversubscribed national FDGiA funding to realise wider benefits.

  Schemes are assessed according to the number of households receiving an improved standard of protection from flooding or coastal erosion, the overall economic benefits of the investment programme and important environmental outcomes, such as creating new habitats.

  The current partnership funding eligibility criteria, as described above, is being reviewed and will change from April 2026. The current proposal is to look at simplifying the current assessment process to enable more Natural Flood Management and Property Flood Resilience to be funded alongside increased funding for existing flood risk assets. An allocation of £4.3 billion has been allocated nationally for flood risk management projects for the period of 2026 -2029. This will fund both capital, repair and maintenance works.

- **Yorkshire Regional Flood and Coastal Committee local levy**

  The c. £2M local levy money raised each year by direct levies on all 14 Lead Local Flood Authorities in Yorkshire is used as contributions to Partnership Funding schemes or to fully fund schemes that do not fit the criteria required to attract FDGiA Funding. Local levy funding allows some innovative and marginal schemes to be developed.

- **Environment Agency revenue**

  EA revenue funds the delivery of flood forecasting, warning and informing, development control and enforcement and the delivery of mapping, modelling and investigations to underpin future flood

alleviation scheme delivery. EA revenue is essential in the delivery of all asset management practices from inspection, monitoring, operation and maintenance of existing defences and river channels and large scale replacement and renewal of key flood risk management assets. All EA revenue monies are allocated in a prioritised basis according to risk.

- **Water industry**

  Yorkshire Water Services (YWS) as the water and sewage company in the Council area, works to five year funding cycles or Asset Management Plan (AMP) periods. They have compiled a needs based assessment of all funding for the 2025-2030 period and some flood risk management spending requirements have been included. This has led to £1 billion plus of investment for the 2025-2030 period to reduce sewage spills from their 'Combined Sewer Overflows' (CSOs) within the area they cover. There are a number CSOs within York that are included within this programme. A combination of measures to achieve this could include building surface water sewers, underground storage tanks, using nature based solutions, lining sewers and diverting surface water from 'combined sewers' (i.e. those sewers that carry sewage and surface water.)

  Sewer flooding events are assessed according to regulatory guidelines, we work with YWS to identify where their investment can deliver flood resilience alongside their wider objectives. Other funding is available to allow YWS to work with all RMA's to investigate, model and deliver flood risk management operations.

- **Internal Drainage Board (IDB) revenue and grant**

  IDB expenditure is predominantly funded by the local beneficiaries of the water level management work that they provide through collection of drainage rates. A portion of payments to IDBs operating in the City of York area is paid for through a 'Special Levy' (Approximately £990k annually from the City of York Council) as secured via Council tax from householders who live within the Internal Drainage Board areas. Each IDB sets a budget for its planned work in the forthcoming year and any investments it needs to make for wider projects. As a RMA, the IDB has to assess and mitigate flood risks within its area.

- **Other**

‘Core’ flood risk management funding is dependent on contributions as required by Partnership Funding, similarly, funding available to RMAs can only be used to address flood risks to existing beneficiaries (where constructed prior to 2012 as there is a presumption that recent developments were built resilient and resistant to flooding) and regeneration economics cannot normally be considered.

Key funding streams from the York and North Yorkshire Combined Authority, private businesses/investors or other non ‘core’ funders are essential to enable flood risk management interventions to play a role in good place making and the facilitation of sustainable developments.

Funding to deliver natural flood risk management (NFM) interventions and wider environmental benefits is beginning to influence and support whole catchment programmes of works. This will be essential to our work in York and North Yorkshire during the lifespan of this strategy and beyond.

2.4 Monitoring delivery

2.4.1 The action plan will be monitored by the North Yorkshire Flood Risk Partnership, all RMA’s attend the partnership and the delivery of actions and investment needs will be measured through its work.

The partnership is one of four across Yorkshire that identifies sub regional flood risk priorities and feeds them into the wider work and investment planning of the Yorkshire Regional Flood and Coastal Committee.

The proposed measures in the following tables indicate those required, at this moment in time, to deliver against the identified need and an assessment of the funding is that which is required to deliver them.

All funding sources listed in section 2.3 require detailed assessments of costs and benefits to identify which needs based schemes can be approved for inclusion on future funding programmes. Further work is often then required to confirm formal approval of funding from the programme for the identified measures.

The following coding is used to broadly indicate the status of the funding needs across all sources indicated in section 2.3:

- *Need Identified – but works not in a current funding program*
- Need Accepted – in a current funding programme but funding is not allocated
- **Need Supported – approved funding allocation / works in progress**

2.4 Proposed measures

Sources: Surface Water (SW), Ground Water (GW), Fluvial (F)

Support organisations: Environment Agency (EA), Internal Drainage Boards (IDB), Yorkshire Water Services (YWS), North Yorkshire County Council (NYCC)

Proposed measures - Prevention

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
SW, GW, F	2/3	Ensure that planning decisions properly address all aspects of flood risk and that surface water flows are managed and controlled in a sustainable manner. Development of sustainable places better adapted to manage flood risk. Identification of planning gain opportunities to deliver flood risk management infrastructure delivery	Short term/ ongoing	CYC - Local Planning Authority	EA, IDB, YWS, NYC	Core part of delivery with no capital cost, may require periodic capital costs to develop detail and understanding. *£5k to £10k per study*. (Funding source to be confirmed)

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
SW, GW, F	2/3	Input into strategic planning and strategic development sites to identify sustainable flood risk and drainage solutions.	Short Term	CYC - Local Planning Authority	EA, IDB, YWS, NYC	*£5k to £10k per study.* *(CYC Funded)*
SW, GW, F		Support the development of any updates to the local plan and Strategic Flood Risk Assessment.	Short/Ongoing	CYC - Local Planning Authority	EA, IDB, YWS, NYCC	*£TBC.* *(CYC Funded)*
SW	2/3	Undertake periodic review of the the CYC Sustainable Drainage Systems Guidance for Developers in accordance with updated national policy and guidance.	Short/Ongoing	CYC	EA, IDB, YWS	*£10k per review.* *(CYC Funded)*
SW	2/3	Produce a SuDS Highway Design Guidance to support the adoption and maintenance of SuDS within the highway and public realm. Promote and communicate the benefits of SuDS (e.g. improvements in amenity/biodiversity/water	Short Short	CYC CYC	YWS YWS, Developers	£TBC (CYC Funded) *£TBC*

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
		quality/flood risk to residents/developers and stakeholders. This should include linking with and promoting of the council's own policies and plans (e,g, Local Transport Plan/Movement and Places Plan) and exemplar projects located within the public realm and highways.				*(Funding sources not identified)*
SW, F	2/3	Working with York and North Yorkshire Combined Authority and wider funders to identify strategic sites where flood prevention work can act as an enabler to regeneration and development.	Short/Ongoing	CYC	EA, IDB, YWS, Network Rail, DfT, YNYCA, etc	Site dependant £25 to £100k. (Source of funding TBC)
SW, F	1/2	Flood Risk Management Partners will work together to create integrated catchment models based on principal watercourses and drainage network where needed (YWS Drainage and Wastewater Management Plans. IDB	Long	CYC	EA, IDB, YWS	*£50 to £100k per study.* *(Source of funding TBC)*

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
		Programme of works). Opportunities for habitat and ecology improvements will be sought in line with Water Framework Directive (WFD), Local Nature Recovery Strategies The Council will work with the EA and partners to attract funding for studies through the Local Levy and Flood Defence Grant in Aid and with wider partners such as YNYCA for wider funding.				
SW, F	1/2	Seek opportunities to work with Yorkshire Water, land managers and academia to investigate water quality impacts in the city and where possible co-deliver programmes to reduce the impacts of combined sewer overflows and diffuse agricultural pollution. Incorporate water quality modelling outputs from the	Medium	CYC	YWS, EA, Land managers, NFU, NYC, academia	*c. £100k study/model/ appraisal works.* *(Source of funding TBC)*

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
		modelling carried out by Ousewem.				
SW, F	1/2	Deliver Ousewem to provide innovative solutions to better protect York and North Yorkshire Communities.	Medium	CYC	YWS, EA, Land managers, NFU, NYC, academia	**£6m.**
		Work with neighbouring LLFAs and partners to provide catchment-based approaches to tackle flood risk across administrative boundaries. This will include working with landowners in the upstream areas to provide benefits for those downstream. Work with the York and North Yorkshire Combined Authority to support cross boundary working. Develop Ousewem into a legacy/strategic approach to flood risk management to	Medium Short	CYC CYC/NYC	NYC, Land owners, EA, YWS, YNYCA, etc	*c. £100k study/model/ appraisal* *Future operating costs of potential strategic delivery model TBC.* **Ousewem is being**

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
		enable a sustained programme of NFM and nature-based interventions beyond the life of the innovation pilot. This could include securing short term funding for Ousewem to develop a pipeline of NFM projects and supporting the development of a long term strategy for NFM/NbS funding and delivery within the Swale Ure Nidd and Ouse catchment. Utilise lessons from the Ousewem project to inform future investment and decision-making. This should include the lessons learned and expertise gained from the project which is supporting peer learning to upskill across the region through knowledge exchange events, shared monitoring practices and active engagement with farmers,	Short	CYC/NYC	Land owners, EA, YWS, YNYCA, etc NYC, Land owners, EA, YWS, YNYCA, etc	**funded through current project.** *(Source of funding TBC)*

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
		landowners and community groups.				

Proposed measures - Protection

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
SW, GW, F	2	Develop, maintain and review a prioritised programme of projects, to include Local Levy, for submission and consideration by the Yorkshire Regional Flood and Coastal Committee (RFCC). Contributions from stakeholders and beneficiaries will be sought in line with Defra Partnership Funding requirements.	Ongoing / annual	CYC	EA, RFCC, North Yorkshire Flood Risk Partnership	£25k. (CYC Funded)
SW, GW, F	1/2	Deliver a programme of flood risk management projects to reduce the impacts of local flooding.	Ongoing	CYC	EA, IDB, YWS	*TBC following appraisals.*
F	1/2	Delivery of final phases of York Flood Alleviation Scheme – Clifton Ings, Foss Basin Project, PFR rollout.	Short	EA	CYC	*£TBC*

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
F	1/2	Germany Beck, , Tower Gardens. Deliver a Flood Alleviation Scheme on the Germany Beck	Short Short	CYC CYC	IDB, EA YW, IDB	*(Funding source TBC)* **£4.6m** **(CYC, Central Government Funding)**
F	1/2	Burdyke combined study and appraisal.	Medium	EA/YW	CYC	*TBC.*
F	4	Delivery of EA maintenance programme to ensure optimal, safe and effective operation of all defences and Main River watercourses and assets in the CYC area and upstream management in the NYCC area. Review and scrutiny by the North Yorkshire Flood Risk Partnership and the RFCC, lobbying and pressure from CYC officers and members.	Ongoing - annual	EA	CYC, IDB	**£1m p.a.** Needs based assessment, future budget needs may increase with new flood scheme need.

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
F	4	Delivery of IDB maintenance programme to ensure optimal, safe and effective operation of all IDB managed watercourses and assets in the CYC area. Review and scrutiny by the North Yorkshire Flood Risk Partnership and the RFCC, lobbying and pressure from CYC officers and members.	Ongoing - annual	IDB	CYC, EA	**Approximately £990k Council paid Special Levy to support IDB works in our area.**

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
SW, GW, F	4	Delivery of CYC maintenance programme to ensure optimal, safe and effective operation of all CYC managed watercourses in the CYC area, with improved biodiversity outcomes where possible as part of routine maintenance	Ongoing - annual	CYC	EA, YWS, IDB	**£200k p.a.** highways investigation /remediation. **£100k p.a.** watercourse maintenance. **£25k p.a.** reservoir management. (All of the above are CYC funded)

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
SW,GW, F	4	Review and where appropriate apply the adaptation pathways approach to climate change impacts and risks associated with flood risk. This could include an assessment of the impacts of flooding damage .e.g. infrastructure, disruption to travel networks, loss of business, damage to property, displacement of people from their homes, risk to safety, increased cost of insurance	Medium	CYC	NYC,YNYCA,EA,IDB,YW	*TBC* *(Funding source TBC)*

Proposed measures -Preparedness

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
SW, GW, F	1/2	Support actions (individually costed in this plan or TBD) within the 2022 Humber River Basin Management Plan that impact on identified Flood Risk Areas in York and the upstream catchment. Review the plan throughout the lifespan of this action plan.	Medium	EA	CYC, NYC, YWS, Land managers, catchment partners	£TBC (EA Funded)
SW, GW, F	1/2	Support actions (individually costed in this plan or TBD) within the 2022 Flood Risk Management Plan to deliver Flood Risk Regulations outcomes in the Humber River Basin District. Review the plan throughout the lifespan of this action plan.	Medium	EA	CYC, NYC, IDBs	£TBC (EA Funded)

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
SW, GW, F	1/4	Work with the North Yorkshire Local Resilience Forum (NYLRF) and CYC Emergency Planning Unit to support community resilience work such as creation of Community Emergency Plans and public education programmes as set out in the Community Resilience Action Plan, increase flood warning uptake and input into the CYC River Flood Emergency Plan. Encourage local knowledge of community resilience work and volunteering through CYC and ward level communications, including CIO's and ward councillors.	Ongoing	CYC Emergency Planning Unit and EA	CYC, all professional partners	£TBC (CYC Funded)
F, SW, GW	1	Work with residents, businesses and insurance providers in the city and lobby Government to ensure affordable and effective flood risk cover is attainable, delivery of workshops with key	Short	CYC	EA	*£10k.* *(CYC Funded)*

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
		stakeholders and insurance providers in the Council area.				
F, SW, GW	1	Develop, improve and maintain the CYC website flood pages to provide an effective resource for residents and businesses wanting information on flood risk management; with relevant information and links to partner organisations/other media outlets and signposting e.g. best practice case studies, success stories, funding opportunities and advice for communities on ways to help/reduce flood risk.e.g. permeable paving, leaky water butts etc	Short	CYC		£2k p.a. (CYC Funded)
F, SW, GW	1	Develop a communications strategy to ensure the delivery of effective media messages and campaigns to enable residents and businesses to become more resilient to flood risk. Work	Short/Ongoing	CYC	EA/YW	TBC

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
		alongside IDBs to to raise awareness of riparian responsibilities.				(CYC Funded)

Proposed measures - Recovery and review

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisations	Estimated Cost
SW, GW, F	1/4	Deliver investigations in accordance with Section 19 of the Flood & Water Management Act and deliver all necessary post flood remedial works and actions. Working with public & businesses to raise awareness of flood risks and to identify community led solutions.	Short/Ongoing	CYC	EA, IDB, YWS, all professional partners	*c. £100k per event*, existing CYC / RMA funding streams.
		Install Improved flood risk signage in the city.	Short/Medium	CYC	EA	£50k

						(CYC Funded).
SW, GW, F	1/2/4	Maintain and improve remote data collection systems for GIS data entry in the field to support drainage investigation work and flood response actions.	Short	CYC		£2k p.a. licences. (CYC Funded)

2.5 Previous Actions and progress made

Prevention

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Progress
SW	2/3	Develop processes and guidance to deliver Schedule 3 of the Flood and Water Management Act following commencement by Defra. All new developments will incorporate sustainable drainage systems unless exemptions apply.	Schedule 3 not enacted by Government, National Planning Policy Framework amended to ensure SuDS are considered in all major applications, National Guidance developed to support this. CYC have developed a guidance document to support developers, Sustainable Drainage Systems Guidance for Developers. All key planning applications are scrutinised by a dedicated Flood Risk Management Engineer.

SW/F	2/3	Working with Local Enterprise Partnership and EU funders to identify strategic sites where flood prevention work can act as an enabler to regeneration and development. York Central site has identified support from the Local Growth Fund and work continues to identify European Structural and Investment Funds opportunities.	The CYC Flood Risk Management Team competed a hydraulic study of Holgate Beck to assess the current and future risks in the catchment and the emerging development site. The outputs showed that future drainage needs could be provided through current planning controls and significant investment in the catchment was not needed to facilitate this, a wider funding bid was not required. The Flood Risk Management Team are working with the project team to identify sustainable drainage solutions for the site.
SW/F	1/2	Flood Risk Management Partners will work together to create integrated sub catchment models based on principal watercourses and drainage network (YWS Drainage Area Plans). Opportunities for habitat and ecology improvements will be sought in line with Water Framework Directive (WFD) and the Local Plan The Council will work with the EA to attract funding for studies through the Local Levy and Flood Defence Grant in Aid and with wider partners such as the LEP for wider funding (i.e. York Central / Holgate Beck study).	Modelling and appraisal works have been carried out throughout the city following the Boxing Day 2015 floods. Some catchment models were already in progress – Holgate Beck, South Beck.

Protection

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Progress
SW/GW/F	2	Develop, maintain and review a prioritised programme of projects, to include Local Levy, for submission and consideration by the Yorkshire Regional Flood and Coastal Committee (RFCC) Contributions from stakeholders and beneficiaries will be sought in line with Defra Partnership Funding requirements	Funding bids from CYC and partners have led to the delivery of a wide range of schemes during the lifespan of the first edition of the strategy – see below.
SW/GW/F	1/2	Deliver a programme of flood risk management projects to reduce the impacts of local flooding	EA & CYC were able to attract >£100m of funding to improve and extend the existing defences in the city and make them resilient to future climate change – see main strategy document. Wider schemes have been developed to manage surface water i.e. Ings Cliff Drain, Nunthorpe Road and investment has continued to manage highways linked issues around the city. Property Flood Resilience measures have been supported through the CYC delivery of Defra Pathfinder funding across Yorkshire. Environmental enhancement schemes have been undertaken in Hull Road Park and the Flood Risk Management Team have attracted c.£6m of funding to incentivise and increase the uptake

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Progress
			of Natural Flood Risk Management measures across the River Swale, Ure and Nidd catchments – see main strategy document.
F	1/2	City of York Flood Defence Improvement Strategy and works arising to all existing defences Close working between EA and CYC, likely need for similar levels of funding in contributions to enable works to progress	EA & CYC were able to attract >£100m of funding to improve and extend the existing defences in the city and make them resilient to future climate change – see main strategy document. Catchment scale works are required to support the future resilience of the defences in the city, Defra Innovative Resilience funds and EA flood storage schemes will be integrated to deliver this – see current action plan and main strategy document
F	1/2	Foss Barrier Upgrade	Works completed as part of package of delivery following the Boxing Day 2015 floods
F	1/2	Burdyke / Holgate Pumping Station appraisal and Replacements	Holgate Beck appraisal completed, no major works needed to increase the performance of the pumped section of the catchment. Will continue to work with the EA to ensure appropriate investment is available for the effective management of the pumping station Burdyke was appraised as part of the main works in the city following the Boxing Day 2015 event, defence improvements have been carried out but no change to the pumping station. EA & CYC agreed a study is needed to look at all sources of risk, included in latest action plan

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Progress
F	1/2	Clifton Ings Barrier Bank Restoration	Under construction as part of the York Flood Alleviation Scheme project, works to be completed by the end of 2025
F	1/2	Develop and deliver a range of measures to reduce the impacts of flooding in the unprotected areas of York – Bishopthorpe, Acaster Malbis, Fulford, Clementhorpe, Naburn, Kings Staith/Tower Street, Nether Poppleton Close working and coordination is required between EA and CYC, property level resilience measures are likely to be the optimal solution. Work with residents and businesses to deliver collectively funded protection measures.	Works at Bishopthorpe, Acaster Malbis, Fulford, Clementhorpe, and Naburn included in the York Flood Alleviation Scheme programme and completed/under delivery by EA/CYC – see main strategy document Further actions for remaining issues included in current action plan
F	4	Delivery of EA maintenance programme to ensure optimal, safe and effective operation of all defences and Main River watercourses and assets in the CYC area and upstream management in the NYCC area Review and scrutiny by the North Yorkshire Flood Risk Partnership and the RFCC, lobbying and pressure from CYC officers and members	EA continue to deliver maintenance and operation of York's defences, action ongoing and included in current action plan
F	4	Delivery of IDB maintenance programme to ensure optimal, safe and effective operation of	IDB's continue to deliver maintenance and operation of a range of drains and watercourses in York, action ongoing and included in current action plan

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Progress
		all IDB managed watercourses and assets in the CYC area Review and scrutiny by the North Yorkshire Flood Risk Partnership and the RFCC, lobbying and pressure from CYC officers and members	

Preparedness

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisation(s)	Estimated Cost
SW, GW, F	1/2	Create Management Catchment Plans for Flood Risk Regulations – providing a high level assessment of flood risk and risk management actions/measures for each catchment within CYC and neighbouring NYCC authority area	First cycle Flood Risk Management Plans completed, second cycle published in 2022. CYC have inputted and supported throughout.			

SW, GW, F	1/2	Work with neighbouring LLFAs to provide input to Management Catchment Plans for those catchments which cross into other authority areas – NYCC to ensure collaborative upstream actions and ERYC regarding the River Derwent	Innovative Flood Resilience Programme NFM scheme developed with all upstream partners, delivery commencing summer 2022 through to 2027, action ongoing and included in current action plan.
SW, GW, F	1/4	Work with the North Yorkshire Local Resilience Forum (NYLRF) and CYC Emergency Planning Unit to support community resilience work such as creation of Community Emergency Plans and public education programmes as set out in the Community Resilience Action Plan, increase flood warning uptake and input into the CYC River Flood Emergency Plan	The LRF continues to promote effective working across all partners. Reviews and investigations following the Boxing Day 2015 floods and a number of events in recent years continue to test and improve the plans of all partners, action ongoing and included in current action plan.
F, SW, GW	1	Work with residents, businesses and insurance providers in the city and lobby Government to ensure affordable and effective flood risk cover is attainable Delivery of workshops with key stakeholders and insurance providers in the Council area	CYC and partners have worked with a number of residents and businesses following the Boxing Day 2015 and more recent flood events to support their discussions with insurance providers. More specific work in this area is required, action ongoing and included in current action plan.
F, SW, GW	1	Develop, improve and maintain the CYC website flood pages to provide an effective resource for residents and businesses wanting information on flood risk management.	Currently in progress, action ongoing and included in current action plan.
F, SW, GW	1	Develop a communications strategy to ensure the delivery of effective media messages and	Completed early in the lifespan of the last action plan, requires refresh and updating, action ongoing and included in current action plan.

		campaigns to enable residents and businesses to become more resilient to flood risk	

Recovery and review

Source	Local Flood Risk Strategy Objective (Section 2.1)	Action	Timescale	Lead Organisation	Support Organisation(s)	Estimated Cost
SW, GW, F	1/4	Deliver investigations in accordance with Section 19 of the Flood & Water Management Act and deliver all necessary post flood remedial works and actions Working with public & businesses to raise awareness of flood risks and to identify community led solutions	A series of flood investigations have been published following significant flood events and are Badger Hill/Hull Road – 10th June 2012 Leeman Road – 26/27th September 2012 Various locations – 26th December 2015 City Wide - 13th August 2018			
		Install Improved flood risk signage in the city, procure a rainfall monitoring system able to analyse future events and support event investigations.	A number of signs have been improved throughout the city were there is an identified need.			
SW, GW, F	1/2/4	Maintain and improve remote data collection systems for GIS data entry in the field to support drainage investigation work and flood response actions	The Council utilise an integrated software package and regularly update asset and flood event information to inform the operational and planning elements of the Council's functions.			

3. Flood risk in York

3.1 Introduction

3.1.1 The city of York is located in the Vale of York on the confluence of the rivers Ouse and Foss. Centred on this urban core, the administrative area extends to include villages of varying sizes and largely rural land with the River Derwent forming the eastern boundary. While these main rivers drain two separate catchments they are both included in the area covered by the EA's River Humber Basin Management Plan.

3.1.2 The York Local Flood Risk Management Strategy takes a catchment wide approach to addressing the risks of flooding for the York area. The strategy covers the risk of flooding from the Rivers Ouse, Foss and Derwent as well as local flood risk from minor watercourses and surface water.

3.1.3 Predictions indicate that the country will experience warmer, wetter winters and hotter, drier summers resulting in more extreme rainfall events. As a result, flooding of greater magnitude and frequency from all sources is expected. City of York Council have developed a wide range of climate change adaptation and mitigation ambitions, this will support and inform our flood risk management approaches City of York Climate Change.

3.1.4 This section provides an overview of the sources of flood risk affecting the council's area, based on the range of documents that have been produced both by the Environment Agency and the Council.

3.2 Flood risk from rivers

Flood risk from main rivers

3.2.1 Being on the confluence of the Rivers Ouse and Foss, York is well known for flooding from those rivers. There are 8,478 properties at risk from main rivers as confirmed by the updated flood maps as of March 2025 (National Assessment of Flood Risk 2- NaFRA2) The EA leads in the management of flood risk from this source.

3.2.2 Although the upstream Yorkshire Dales rivers, the River Swale, Ure and Nidd, which form the Ouse, rise and fall rapidly, by the time the flows reach York the river is meandering and slower flowing. The EA's well established catchment wide monitoring enables warnings

for York to be issued ahead of the peak flood level through the city. River flood events are therefore predictable, and rises in river levels are relatively slow and always affect the same areas. This allows a consistent and effective multi-agency response to be provided in accordance with the Council's Emergency Flood Plan and also a post event recovery operation targeted at known risk areas.

3.2.3 Many areas in the City benefit from flood defences constructed following flooding in 1978. This event triggered a defence building programme and the first scheme to be constructed, protecting the Leeman Road area, was completed in the early 1980s. This successfully protected 225 properties against flooding in March 1982, the highest on record at the time, subsequent defences were built to protect other areas of the city.

3.2.4 Further significant floods occurred in 2000 (highest on record), and 2012 in September and November. The September level equalled that reached in 1982. The defences performed successfully with no property flooding within the defended areas, but approximately 50 – 60 properties in unprotected areas were affected. Large scale flooding from the sewage system behind flood defences in the Leeman Road area was avoided following emergency operations by all partners.

3.2.5 Although the cities defences were originally designed for a 1 in 100 year event (a flood event with a 1% chance of occurring in any one year), the standard of protection was perceived to have fallen to 1 in 50 years as data from subsequent flood events and a better understanding of catchment hydrology and climate change were gained over recent years.

3.2.6 Significant flooding occurred in the city on Boxing Day 2015 which saw 627 households and businesses affected. Intense rainfall gave rise to record flows on the River Foss which overwhelmed the Foss Barrier and equalled the second highest historic levels observed on the River Ouse, significant disruption occurred and many communities were displaced for many months afterwards. An independent flood review investigated the causes, impacts and responses - York Flood Inquiry.

3.2.7 The 2015 Boxing Day floods followed closely after the 2012 events, all had tested the cities River Ouse defences significantly. Similarly it was accepted that the standard of protection provided by the cities defences would continue to further reduce over time due to increases in flood risk from climate change.

The EA and CYC were successful in developing a case to attract more than £100m of funding to improve the future resilience of the cities defences.

The Environment Agency has been working with CYC on the York Flood Alleviation Scheme, an extensive programme of works to ensure that existing flood defences meet the challenges of a changing climate and to build new assets in places that were previously undefended. This included raising walls and embankments, building new walls, extensively upgrading the Foss Barrier and a programme of Property Flood Resilience works. A new flood storage area on the Foss will further attenuate flows.

The City's flood defences include:

- The Foss Barrier, originally built in 1986/7, a gate which when lowered in place, cuts the Foss off from the Ouse stopping water from passing back upstream. Flow from the Foss is pumped through the barrier into the Ouse. It underwent a refurbishment following the Boxing Day floods in 2015.
- North Street: a series of flood gates and walls installed in 1992/3,
- Lower Ebor Street: concrete flood walls with valves to isolate sewage,
- Holgate Beck: Upstream tributaries of the beck were diverted to empty directly into the Ouse, and a pumping station was installed to pump flows into the Ouse,
- Lower Bootham: a 650m earth flood bank and 280m concrete flood wall,
- Acomb Landing: a reinforced retaining wall was added to existing embankments after the 1982 floods to protect York's drinking water abstraction at this point,
- Clifton Ings: modified natural flood-plain which can hold 2.3 million cubic metres of water - impounding within raised flood banks can lower the peak flood level in the city by almost six inches.
- Leeman Road: A flood bank was built in 1980, following the 1978 floods, and raised in 1982, following further floods. The defences have now been upgraded again in a £4 million project that has included raising the banks further and adding a flood wall at Water End.
- Also a flood gates at Almery Terrace (x 13), 2x flood gates at Clementhorpe, 1x new flood gate at Bishopthorpe,13 on Earlsborough Terrace (including Marygate) and 2 sets of demountable defences at the Memorial Gardens (North St)

- Approximately 100 glass panels

3.2.8 All of the defences are now designed to mitigate the impacts of a 1 in 100 year flood and some defences have been raised to a level able to manage climate change impacts for the next 100 years. However, in many locations this would have led to defences of a height that would sever riverside communities from our rivers and impact on the enjoyment and usage of our waterways for residents and visitors, in these locations the defence level is set slightly lower.

3.2.9 In these locations further work will be required to mitigate the impacts of climate change after 2039, projects are being developed to assess options for reducing peak flows on the Ouse through activity upstream of the city. These catchment scale works could entail natural flood risk management, flood storage or changes to land management regimes. An example of this is

3.2.10 The EA is responsible for the flood walls, gates, embankments and Foss Barrier flood defences.

3.2.11 All of the areas protected from the Rivers Ouse and Foss are susceptible to floodwater by-passing the defences, both through the sewerage and surface water outfalls. To manage this, many protected areas have a pumping station on the sewerage system and penstocks to close off the flows from the river. These are closed as the river rises, and the stations are switched on, pumping flows forward to a point outside the protected area. These are owned and operated by YWS.

3.2.12 The protection of these areas is reliant on co-ordinated action by the Council, EA and YWS as the river rises.

3.2.13 The eastern boundary of the Council's area is formed by the River Derwent which drains the North York Moors.

It is also a slow rising and falling river, and the village of Elvington is the only significant settlement in the City of York Council boundary which can be affected by this river. Works carried out in 2009 provide protection to a standard of 1 in 100. This includes a pumping station, operated by the Ouse and Derwent IDB, which pumps flows from the Elvington Beck catchment to the River Derwent at times of high river levels.

3.2.14 The urbanised lengths of Blue Beck, Burdyke and Holgate Beck (tributaries of the River Ouse) and Tang Hall Beck and Osbaldwick Beck (tributaries of the River Foss) are also Main Rivers. Holgate Beck and Burdyke have pumping stations, owned and operated by the EA, near their confluences with the River Ouse, which prevent the river flooding areas remote from the river in Holgate and Clifton.

Flood risk from ordinary watercourses

3.2.15 The majority of ordinary watercourses in the Council's area are in the permissive management of 4 Internal Drainage Boards which have responsibility for a defined network of watercourses within their districts, all of which extend well beyond the CYC boundary into adjoining authority areas.

These are:

- Ainsty (2008) IDB covering the west and south west of York, extending into the former Harrogate Borough and Selby District Council areas of North Yorkshire Council, with the River Ouse as its eastern boundary. It includes Holgate Beck upstream of the length designated as Main River.

- Foss (2008) IDB covering an area centred on the River Foss north of York extending into the North Yorkshire Council area. It includes Tang Hall and Osbaldwick Becks upstream of the lengths designated as Main River, and also non-main river watercourses Westfield Beck and part of South Beck.

- Kyle and Upper Ouse IDB covering the north west of York extending into the former Hambleton District Council area of North Yorkshire Council with the River Ouse as its western boundary. It includes Burdyke and Blue Beck upstream of the lengths designated as Main River.

- Ouse and Derwent IDB covering an area south and east of York extending into the former Selby District Council area of North Yorkshire Council with the River Ouse forming its western boundary and the River Derwent its eastern boundary. It includes non-Main River watercourses Elvington Beck, Germany Beck and Tunnel Drain.

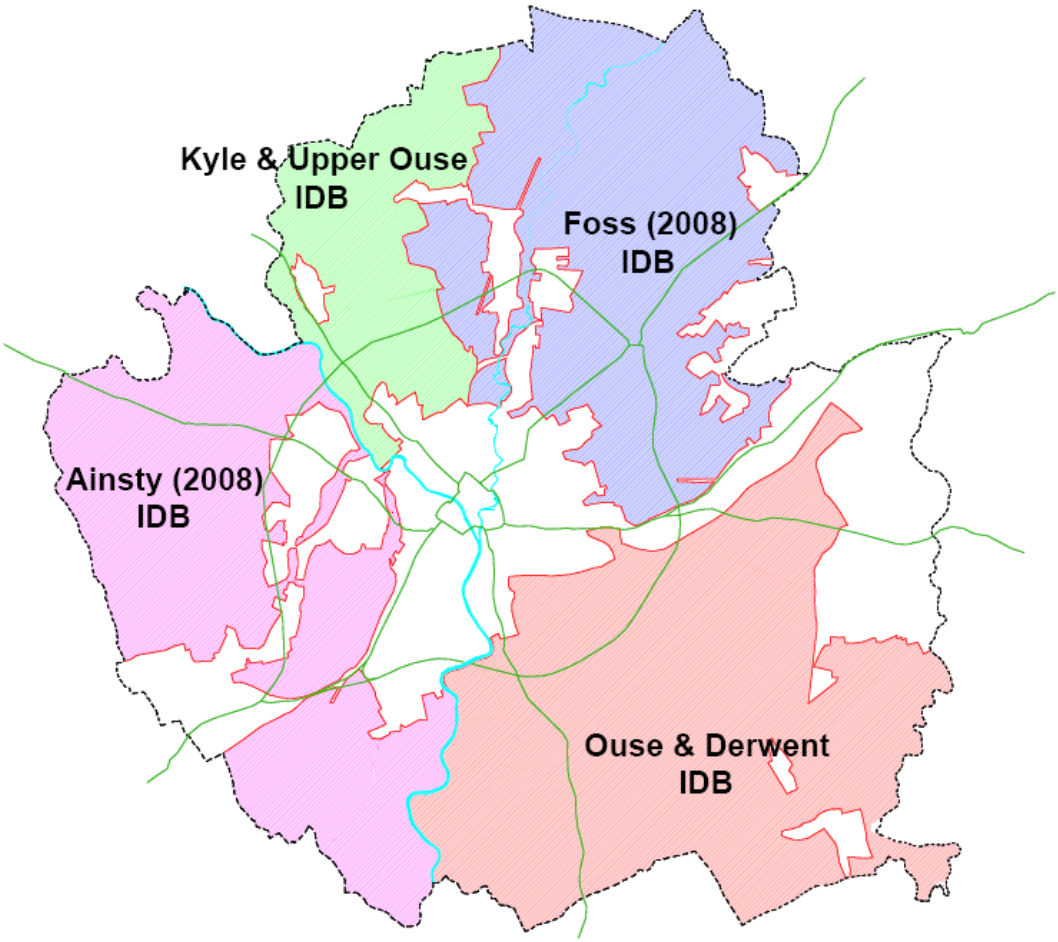


Figure: Internal Drainage Boards Districts within the York boundary

3.2.16 The Council is the land drainage authority for the areas not in IDB districts. Although the EA has powers to maintain the main rivers within this and IDB districts, its routine maintenance regime only includes the cleaning of trash screens at culvert inlets. Responsibility for any watercourse remains that of the riparian owners to ensure that flows are not obstructed. This may be the Council's responsibility where it is the owner of land through which these watercourses pass.

Flood Risk from Local Sources

3.2.17 Local flood risk is defined as flooding from ordinary watercourses, surface water and groundwater. The Council, as LLFA, is responsible for the management of flood risk from these sources.

3.2.18 Two versions of a Preliminary Flood Risk Assessment (PFRA) have been carried out for York - in 2011 and the latest to support the Humber Flood Risk Management Plan (2022-2027), both have been developed in response to the requirements of the Flood Risk Regulations

2009. The plans are a high level screening exercise to compile information on 'nationally significant' local flood risk from past and predicted future floods using available information about historic flooding, and the surface water mapping provided by the EA. In relation to 'Flood Risk from Local Sources' it concluded that York does not exceed the nationally defined local flood risk threshold and therefore has no local flood risk area for further investigation under the regulations.

3.2.19 On the basis of past flooding data, the PFRA also concluded that no historical events from local flood risk sources are considered to have had "significant harmful consequences" (following the definition laid down in the regulations). Future events will be added to support future PFRAs and this Strategy.

3.2.20 The PFRA also concluded that the available surface water mapping provides the best available overview of the future flood risk from surface water across York and is considered to be the most appropriate source of information for this purpose.

Flood risk from Surface Water

3.2.21 Surface water flooding occurs when rainfall exceeds the capacity of piped systems or cannot soak into the ground. It typically occurs as a result of high intensity rainfall and can be aggravated by pipe or channel blockage.

3.2.22 Detailed knowledge of the effects of surface water flooding in York is limited. Such flooding is difficult to predict and record due to its very localised effects and usually brief duration. The effect of events that have been recorded, notably in the summer of 2007, 2012, 2013 and 2019 are of localised flooding at various locations, different on each occasion, across the city. This pattern is typical in the Council's area as a whole and is considered to be due to the flat topography which does not cause rapid runoff on a large scale.

3.2.23 The EA produced the Risk of Flooding from Surface Water (RoFSW) map to assist LLFAs in assessing surface water flood risk for their PFRAs. These maps had previously been updated in 2013 and more recently in January 2025 as part of the National Flood Risk Assessment (NAFRA2).

Figure: Risk of flooding from surface water city scale indicative map.

3.2.24 The Risk of Flooding from Surface Water maps shows predicted flood effects of three likely events for High:3.3% (1 in 30), medium: 1% (1 in 100) and low: 0.1% (1 in 1000 year) in any given year at a variety of depths. The mapping represents the impact in terms of extent, depth and also future impacts of climate change from 2040 to 2060. The updated mapping (2025) has shown that the number of properties in total at risk from these surface water events are over 16,000 (3 times as many as previously estimated under the previous mapping).

3.2.25 Whilst the updated flood risk maps show a large increase in properties within York at risk from surface water flooding the properties were largely already at risk and the data is just better able to highlight this risk. Therefore, the increase in properties at risk is largely based on improvements in modelling, rainfall data etc and does not indicate a change in the characteristics or nature of surface water flood risk in York.

3.2.26 It is extremely unlikely that this number of properties would be affected simultaneously as the rainfall that causes this type of flooding is usually very localised.

Similarly, the likelihood of a medium or low risk event occurring anywhere in the Council area - a 1% or 0.1% chance of happening in any one year is very limited. On the basis of observed events, it has been found that the RoFSW is a reliable indicator of surface water flood risk locations.

3.2.27 Analysing information from investigations at known flood locations, the EA mapping and site specific modelling, it established that there is a lack of knowledge of the location, extent and condition of surface water drainage infrastructure throughout the Council’s area. It identified that minimal maintenance has resulted in problems with blocked drains, compounded by the adverse effect of development on natural flow paths and the flatness of the Council’s area, all of which can increase surface water flood risk on a local scale. It also concluded that the areas that have been affected by surface water are unconnected with those suffering fluvial flooding and that, throughout the Council’s area, there is not considered to be a link between the two types of event.

Surface water flooding in 2012, 2013 and 2019 further confirmed this conclusion.

3.2.28 It is considered that, while the updated RoFSW indicates potential locations of surface water flooding it is not currently proposed to carry out any further site specific modelling but as extreme rainfall events occur in the future the effects will be recorded and modelled if it is considered to be of benefit in understanding the cause and delivering projects to better protect properties.

Flood Risk from Sewers

3.2.29 Rainwater falling on impermeable surfaces in developed areas drains into either surface water or combined sewers (which convey both surface water and sewage). Until approximately ninety years ago the use of combined sewers was standard practice, with excess flow in times of storm discharged through combined sewer overflows to an adjacent watercourse. A large part of the central core of the city of York is drained in this way. Post 1930s development is largely drained by separate sewerage systems with surface water sewers ultimately discharging to local watercourses. Flooding can result when the sewers are overwhelmed by intense rainfall and this can be aggravated by inadequate capacity or blockage.

3.2.30 Yorkshire Water Services (YWS) is the water and sewerage company serving the York area. Overall the sewerage system has remained largely unchanged over the years, but at some locations schemes have been implemented to address local flooding issues.

3.2.31 Reduced hydraulic capacity from siltation is a particular problem in York due to the flatness of the area and the difficulty in designing sewerage systems that are self-cleansing i.e. provides sewer flow velocities sufficient to pick up and disperse solids. This is also the case with piped and open systems in other ownerships and has been highlighted in the SWMP.

3.2.32 Further problems can occur where sewerage systems are isolated behind flood defences in times of raised river levels. Systems are in place to manage these occurrences (pumping stations or sluices), but they can be compromised and present risks to areas that are defended – i.e. Leeman Road in 2012.

3.2.33 Yorkshire Water have an investment programme from 2025-2030 aimed at reducing the amount of wastewater (sewage) being

discharged into the rivers and watercourses from their storm overflows. CYC are working closely with YWS to identify opportunities to reduce flooding alongside reducing the wastewater from storm overflows.

Flood Risk from Groundwater

3.1.32 Groundwater flooding occurs as a result of water rising up from the underlying aquifer or from water flowing from abnormal springs. This tends to occur after long periods of sustained high rainfall, and the areas at most risk are often low-lying where the water table is more likely to be at shallow depth. Groundwater flooding is known to occur in areas underlain by major aquifers, although increasingly it is also being associated with more localised floodplain sands and gravels.

3.1.33 The EA has produced groundwater susceptibility mapping which suggests that there may be a potential for groundwater flooding in the south of the Council's area, as noted in the PFRA. However, there is no experience of flooding from this source, and it is considered to be a very low risk.

3.1.34 Due to the predominance of clay across the area, drainage of land is often very poor, and there are many areas where standing water is evident after prolonged rainfall. This is not groundwater flooding, but a characteristic of the geology of the area where water cannot soak into the ground from above.

4. Investigation of flooding incidents

4.1 Overview

4.1.1 CYC as the LLFA has a responsibility to record and report flood incidents as detailed within Section 19 of the FWMA:

> **Section 19**
>
> **(1)** On becoming aware of a flood in its area, a lead local flood authority must, to the extent that it considers it necessary or appropriate, investigate:
>
> (a) which risk management authorities have relevant flood risk management functions, and
>
> (b) whether each of those risk management authorities has exercised, or is proposing to exercise, those functions in response to the flood.
>
> **(2)** Where an authority carries out an investigation under sub-section (1) it must:
>
> (a) publish the results of its investigation, and
>
> (b) notify any relevant risk management authorities.

4.2 Section 19 investigation triggers

4.2.1 The decision as to whether a flood event is significant and merits a formal investigation or not is at the discretion of the LLFA. Following reports of flooding, an initial response will highlight the issues and where the following two criteria are met a formal investigation may be initiated under these powers:

- The incident resulted in internal flooding of the habitable area of a property or of a business premises.
- There is ambiguity surrounding the source or responsibility of the flood.

The investigation will bring all relevant information together to identify those authorities with relevant flood risk management functions and what actions they have taken and propose to take.

The report will provide the details of the conditions leading to the flooding, the impacts of the flooding, and the roles and responsibilities of all operating authorities in the area. Recommendations and conclusions will be given in full cooperation with all relevant risk management authorities and other partners.

4.2.2 Following approval by the Council the report on the investigation will be published on our website.

The Section 19 report does not compel all involved to take action and is no guarantee that similar issues will not occur again in future. All recommendations will be subject to funding and priority consideration by each responsible authority. It is recommended that the reports are considered by the North Yorkshire Flood Risk Partnership to enable recommendations to be included in formal funding programmes as necessary.

4.2.3 Three previous S.19 reports have been produced and published at:

- City Wide - **13th August 2018**
- Badger Hill/Hull Road – 10th June 2012
- Leeman Road – 26/27th September 2012
- Various locations – 26th December 2015

4.3 Informal investigations

4.3.1 Many drainage problems and minor flood events will be of a localised nature or they may be of a recurring nature from a well-known source of flood risk. In such cases the Section 19 report trigger may not be relevant, and a formal report may not be initiated.

4.3.2 The day-to-day work of the CYC Flood Risk Management team and the flood risk management functions of all Risk Management Authorities will be called upon in such situations to assess the impacts of an event and to ensure the issues are understood, prioritised and acted upon as necessary.

5. Legislative framework and context of the strategy

5.1 Introduction

5.1.1 This section provides a guide to the legislative context of the strategy and how it fits in the Council's corporate strategy.

The legal and regulatory framework

5.2 The Pitt Flooding Review (June 2008)

5.2.1 In June 2008, Sir Michael Pitt published his report "Learning Lessons from the 2007 Floods", which called for urgent and fundamental changes in the way the country is adapting to the increased risk of flooding. The report includes 92 recommendations, of which 21 are specifically designated to local authorities.

5.2.2 The report identified that there were significant gaps in the powers held by various bodies in trying to reduce and respond to the risk of flooding. The Government response to the Pitt Review was the Flood and Water Management Act 2010 which is the principal legislation overseeing flood risk management in England.

5.3 The Flood and Water Management Act 2010

5.3.1 The Flood and Water Management Act 2010 (FWMA) requires flood risk to be managed by a National Strategy for England and Wales, prepared by the EA, with Local Strategies prepared by LLFAs.

5.3.2 LLFAs have significant roles and responsibilities to manage and reduce flood risk in a co-ordinated way by:

- Defining who is responsible for managing the various sources of flood risk.
- Enabling effective partnerships to be formed.
- Encouraging more sustainable forms of drainage in new development.

5.4 The National Flood and Coastal Erosion Risk Management Strategy for England (FCRM), 2020

5.4.1 The FWMA requires the Environment Agency to 'develop, maintain, apply and monitor a strategy for flood and coastal erosion risk management in England'.

The Agency has updated its national strategy and has published the National Flood and Coastal Erosion Risk Management Strategy for England 2020 (the National Strategy), the strategy was developed following a period of extensive consultation with all RMA's and stakeholders.

5.4.2 The Strategy sets a challenging long term vision: 'A nation ready for, and resilient to, flooding and coastal change – today, tomorrow and to the year 2100.' The National Strategy provides strategic information about the various kinds of flood risk, sets out the principles for how flood risk from all sources should be managed and identifies the organisations responsible for their management.

5.4.3 The Strategy has three long-term ambitions:

- **Climate resilient places:** working with partners to bolster resilience to flooding and coastal change across the nation, both now and in the face of climate change
- **Today's growth and infrastructure resilient in tomorrow's climate:** making the right investment and planning decisions to secure sustainable growth and environmental improvements, as well as infrastructure resilient to flooding and coastal change
- **A nation ready to respond and adapt to flooding and coastal change:** ensuring local people understand their risk to flooding and coastal change, and know their responsibilities and how to take action

5.4.4 The FWMA requires risk management authorities (Environment Agency, local authorities, internal drainage boards, sewerage companies and highway authorities) to act consistently with the National Strategy in carrying out their flood and coastal erosion risk management functions.

The national strategy is available to view at: National Flood and Coastal Erosion Risk Management Strategy for England.

5.4.5 The York Local Flood Risk Management Strategy has been developed around these guiding principles to ensure that communities in York and the wider North Yorkshire catchment benefit from a coordinated and fully aligned approach. All aspects of the York and North Yorkshire Strategies have been coordinated to achieve this aim.

5.5 The 25 Year Environment Plan

Governments 25 Year Environment Plan was published in 2019 and set out the vision for a greener future to improve the environment, this also provided much of the wider strategy context for the National Strategy.

The 25 Year Environment Plan identifies a number of areas that relate to this strategy:

- Thriving plants and wildlife.
- Reduce the risk of harm from environmental hazards.
- Enhance the natural environment.
- Mitigate and adapt to climate change.

5.6 Local Flood Risk Management Strategies

5.6.1 The FWMA designates CYC as the Lead Local Flood Authority (LLFA) for its area. This gives it duties and powers to lead the co-ordination of flood risk management as well as the specific role of managing flood risk from local sources, which are identified as:

- Surface water
- Ordinary watercourses
- Groundwater

5.6.2 The EA is responsible for managing the risk of flooding from the main rivers and reservoirs. YW owns and manages the public sewer network and is responsible for managing its flood risk. Ainsty (2008), Foss (2008), Kyle and Upper Ouse, and Ouse and Derwent IDBs are responsible for managing flood risk within their defined districts. Further information is in Sections 3 and 6.

5.6.3 The FWMA places a duty on all risk management authorities to act in accordance with the relevant local flood risk management strategy when carrying out their flood risk management functions. These functions are subject to scrutiny in accordance with the LLFA's democratic processes.

5.6.4 The FWMA gives CYC responsibilities as a LLFA:

- Maintain a register of drainage and flood assets
- Investigate flooding incidents
- Prepare a local flood risk management strategy
- Power to designate flood risk management structures
- Power to undertake works
- Consenting to works on ordinary watercourses

5.6.5 The powers are permissive and can be used at the discretion of the LLFA.

5.7 The EU floods directive and the flood risk regulations 2009

5.7.1 The Flood Risk Regulations 2009 came into force on 10 December 2009, transposing the EU Floods Directive into UK law.However, following Brexit, the UK is no longer legally bound by EU directives, including the Floods Directive. None the less, the UK initially retained much of the EU environmental legislation through the European Union (Withdrawal) Act 2018, which converted EU law into domestic law on exit day

5.7.2 A requirement of the EU Directive was for the EA to assess, map and manage flood risk from the sea, main rivers and reservoirs, and require LLFAs to do so for other flood risks. The approach is based on a 6 year cycle of planning which begins with the publication of Preliminary Flood Risk Assessments (PFRA), Hazard and Risk Maps and Flood Risk management Plans. Second cycle plans were published in 2022 and will be in place until 2027

5.7.3 The PFRA is a high level screening exercise bringing together information on past and future significant local flood risk based on readily available information, it identifies significant flood risk areas. The Council

has worked with the Environment agency on two PFRA submissions across both cycles, both have concluded that York does not exceed the national local flood risk threshold and therefore no further action is required to assess these local risks.

5.7.4 The EA has published second cycle Flood Risk Management Plans for Main Rivers and the sea as part of the requirements of the Flood Risk Regulations. The Council has cooperated with the EA in the preparation of plans for the Humber River Basin District to ensure flood risks from local sources are included in the plans. The plan has been widely consulted, actions from the Flood Risk Management Plan have been included in the Strategic Action Plan in Section 2 of this report.

5.8 National Planning Policy Framework

5.8.1 The National Planning Policy Framework (NPPF) was introduced in 2012 by the government to make the planning system less complex and more accessible, it was revised on 20 July 2021 and again in December 2024. Further detail on flood risk management requirement in planning policy and delivery can be found in Section 7: Development Management.

5.9 Emergency Flood Planning

5.9.1 Emergency planning and incident management are vital to reduce the impact of flooding on people and property. Appropriate and timely action can minimise its consequences and can have a positive effect on the wellbeing of individuals and the resilience of communities.

5.9.2 The Civil Contingencies Act 2004 is the main piece of legislation governing emergency planning which includes flooding. It formalises duties on local authorities, the emergency services and other organisations.

5.9.3 The Council River Flood Emergency Plan provides a co-ordinated multi-agency response to river flooding with the aim of minimising its impact on the public and key infrastructure. It is prepared, maintained and updated by the Council's Emergency Planning Unit and is updated every 3 years.

Where required CYC will work alongside NYLRF partner agencies to respond to surface water incidents and elements of the Emergency Plan may be used during the response.

Land drainage and water quality

5.10 Land drainage law and regulation

5.10.1 The Land Drainage Acts 1991 and 1994 give CYC permissive powers to maintain the flow in ordinary watercourses within the City boundary and to ensure they are free from obstruction. The Council can require landowners to carry out work to remove obstructions and maintain flow. It can also carry out works on ordinary watercourses and undertake works on private land to prevent flooding. The IDB has similar powers within its districts in York. The EA also has similar powers in respect of ordinary watercourses and main rivers.

5.10.2 Although CYC and the EA have permissive powers relating to the maintenance of flow in watercourses they are only legally responsible for the physical maintenance of the watercourses where they themselves are the landowner.

5.11 Riparian ownership

5.11.1 Owners of land or buildings next to a watercourse, or with a watercourse running through their land or buildings are defined as riparian owners under common law. The EA have developed guidance for those who live and own land adjacent to a watercourse, this informs riparian owners' of their responsibilities and rights. In summary, these responsibilities relate to the upkeep of watercourses and allowing water to flow unhindered and free from pollution, this can be found at the following link: Owning a Watercourse.

5.11.2 RMA's will seek to ensure riparian owners carry out appropriate works to ensure they deliver their responsibilities, however, there will be times where this is not possible and in such occasions RMA's permissive powers may be used where risks justify action. This will be addressed on an individual case by case basis.

5.12 The Water Framework Directive 2000

5.12.1 The EU Water Framework Directive (WFD) came into effect in 2000 and was transposed into law in England and Wales by the Water Environment (Water Framework Directive) (England and Wales) Regulations 2003. Member States must aim to reach good chemical and ecological status in inland and coastal waters.

5.12.2 The Water Framework Directive establishes new and better ways of protecting and improving rivers, lakes, groundwater, transitional (where freshwater and sea water mix) and coastal waters. It is designed to:

- prevent deterioration in the classification status of aquatic ecosystems, protect them and improve the ecological condition of waters;
- achieve at least good status for all waters by 2021 or 2027;
- promote sustainable use of water as a natural resource;
- conserve habitats and species that depend directly on water;
- progressively reduce or phase out the release of individual pollutants or groups of pollutants that present a significant threat to the aquatic environment;
- progressively reduce the pollution of groundwater and prevent or limit the entry of pollutants; and
- contribute to mitigating the effects of floods and droughts.

5.12.3 To deliver this the EA, as the responsible authority, has embarked on River Basin Management planning to develop new and better ways of protecting and improving the water environment. York is located in the Humber River catchment and is part of the Swale, Ure, Nidd and Upper Ouse sub-catchment with the Yorkshire Derwent sub-catchment forming its eastern boundary. The second cycle of plans were published in 2022, a 6-year cycle of planning is also in place for these plans.

5.12.4 It is important that measures to manage local flood risk do not cause deterioration of water bodies and the activities of all of the RMAs can contribute to achieving WFD targets and objectives.

Opportunities for this should be considered as an integral part of any flood risk management activities, and examples of these are:

- Consenting works on watercourses
- Maintaining flow in watercourses

- Promoting the use of SuDS with developers and the highway authority
- Approving, and when required adopting, SuDS which comply with agreed standards of design and construction
- Planning policies relating to environmental issues
- Exclusion of foul sewage from watercourses and surface water drains and sewers

5.13 York Council Plan known as ‘One City, for all’

5.13.1 The Council has set out its programme for the years 2023 to 2027. The targets it is committed to meet are in 8 priority areas:

- Health and wellbeing
- Education and Skills
- Economy and good employment
- Transport
- Housing
- Sustainability
- How the council operates

5.13.2 The Strategy will be updated in line with revised corporate plans. It is worth noting that in 2024 the government revised the existing housing targets for local authorities with an increased target of 1,251 (up from 1,020) over a 5 year period. Flood risk management interventions are well placed to facilitate, safeguard and enhance many features of the current plan and are likely to be key contributors to the aspirations of future Council plans.

5.13.3

6. Risk management authorities and their functions

6.1 Partnership Working and the Functions of Risk Management Authorities

6.1.1 The FWMA defines certain organisations as risk management authorities (RMAs) to work with the LLFA in managing flood risk. In York these are:

- The LLFA (City of York Council)
- The Highways Authority (City of York Council)
- National Highways (A64)
- The Environment Agency
- Yorkshire Water Services as sewerage undertaker
- Ainsty (2008), Foss (2008), Kyle and Upper Ouse, and Ouse and Derwent Internal Drainage Boards as bodies responsible for land drainage in their respective districts
- Adjacent LLFAs – North Yorkshire Council (NYC) and East Riding of Yorkshire Council (ERYC)

6.1.2 As well as having specific responsibilities and functions relating to flooding, the RMAs have shared duties and powers under the Act, which are:

- A duty to act consistently with the Local Flood Risk Management Strategy when carrying out their flood risk management functions
- A duty to work in partnership to manage flood risk in the York area and to co-ordinate flood risk management activities
- A duty to share information and data relating to their flood risk management activities
- A duty to be subject to the scrutiny of the LLFA's democratic processes in respect of their flood risk functions
- The power to delegate flood risk management functions to other RMAs, subject to mutual agreement

6.2 City of York Council as Lead Local Flood Authority

6.2.1 CYC has an important role as LLFA in delivering local flood risk management in its area and in co-ordinating the activities of the relevant agencies. As well as this general responsibility, the LLFA has specific management functions relating to local flood risk. This is defined as flooding from surface water, groundwater and ordinary watercourses.

6.2.2 Risk management functions are expressed as duties or permissive powers. A duty is a legal obligation, and the use of a power is discretionary.

6.2.3 CYC's risk management duties under the FWMA are:

- A duty to develop, maintain and apply a Local Flood Risk Management Strategy
- To develop and maintain information on flooding from surface water, ordinary watercourses and groundwater
- A duty to investigate incidents of flooding in its area where appropriate and necessary and to publish reports
- To maintain a register of structures and features which have a significant effect on flood risk

6.2.4 CYC's permissive powers are:

- To designate any structure or feature that affects flooding (Schedule 1 of the FWMA)
- To decide whether third party works on ordinary watercourses can take place and, where appropriate, grant consent to the works in accordance with the Land Drainage Act 1991
- To carry out works to manage flood risk from surface water and groundwater (Section 14A, LDA).

6.2.5 In addition to this CYC has powers under the Land Drainage Act 1991 to:

- Maintain and improve ordinary watercourses and build new worksServe notice on any person or body requiring them to

carry out necessary works to maintain flow in ordinary watercourses(Sections 21, 24 & 25 LDA).

- Powers to make byelaws (Section 66, LDA) to secure the efficient working of a drainage system; regulate the effects on the environment of a drainage system; secure the effectiveness of works (section 14A and Section 39 of the FWMA.

6.2.6 Although CYC has powers to work in Ordinary watercourses it is only responsible for the maintenance of watercourses where it is the riparian owner.

6.3 Investigation of flooding incidents

6.3.1 As LLFA, the Council has a responsibility to investigate any significant flood event and publish a report (S19 of the Flood and Water Management Act 2010). This is to determine:

- which risk management authorities have relevant flood risk management functions, and
- whether each of those risk management authorities has exercised, or is proposing to exercise, those functions in response to the flood.

6.3.2 The decision as to whether a flood event is significant or not is at the discretion of the LLFA. The Council approach to flood risk management investigations is detail in Section 4: Incident Review Protocol.

6.4 Maintaining a register of assets

6.4.1 The register of assets will contain details of structures and features which have a significant impact on flood risk. This will include information on its ownership and state of repair. The register will include assets which are primary defences against flooding such as embankments and flood walls, and features such as watercourses and culverts which are critical to the conveyance of water. This register will be available for public inspection.

6.4.2 The purpose of the register is to:

- Raise awareness of the important flood risk structures and features
- Help identify suitable maintenance regimes
- Inform investigations into flooding incidents

6.5 The council as highway authority

6.5.1 CYC has a duty to maintain the public highway network, the only exception being the A64 which is a trunk road. It has a responsibility under the Highways Act 1980 to drain the highway of surface water and maintain highway drainage systems. The Highway Authority may undertake works on the highway or the adjoining land for the purpose of draining the highway, or to prevent surface water flowing on to it and causing flooding.

6.5.2 Highway gully locations are recorded on the CYC highway management systems, but there are limited records of the drainage system serving them or details of connectivity. The YWS statutory sewer records provide some guidance where public sewers may serve the gullies, but there is no information in many areas of the City regarding the location of any highway drainage network. The SWMP established that a large number of major arterial roads around York have no records of drainage infrastructure. Significant investment has been targeted in this area over the lifespan of the previous strategy and a field based remote data management system has been adopted and the dataset has been increased, this information is used to inform investment bids and a prioritised delivery of work programmes.

6.6 The council as planning authority

6.6.1 The City of York Council Local Plan sets out:

- At a strategic level what is going to happen where, and how it is going to happen
- The preferred and acceptable uses for land in the Council's area
- Criteria and policies for determining planning applications

6.6.2 The role of the planning authority in flood risk management is:

- To avoid inappropriate development in areas at risk of flooding
- To mitigate the impacts of surface water runoff from new development

6.6.3 CYC takes a risk-based approach when determining planning applications in accordance with the National Planning Policy Framework. This assesses both the vulnerability to flooding and the risk of causing flooding. The SFRA contains guidelines for developers and planners. Further information is available in Section 7 of this strategy.

6.7 The council as riparian owner

6.7.1 As a landowner, CYC is the riparian owner of Main River and ordinary watercourses passing through its land. Its duties as a riparian owner are:

- To let water flow over its land without any obstruction, pollution or diversion which would affect the rights of others
- To accept flood flows through its land, even if these are caused by inadequate capacity downstream
- To maintain the bed and banks of the watercourse free of obstructions which may affect the flow of water

6.8 The Environment Agency

6.8.1 The Environment Agency (EA) and the Department of the Environment and Rural Affairs (DEFRA) have jointly developed and implemented a National Flood and Coastal Erosion Risk Management Strategy for England. The EA has a strategic overview role for all sources of flooding as well as an operational role in managing flood risk from main rivers and reservoirs.

6.8.2 The National Strategy outlines the EA’s strategic functions as:

- Providing an overview of the current and future risks from all sources of flooding and coastal erosion
- Advising government on the management of risks from all sources of flooding and coastal change, including the impacts

on people, businesses, infrastructure and the environment, as well as the future investment needs

- Providing data and evidence – through risk mapping, modelling and assessment – to help inform the decisions made by risk management authorities at a range of spatial scales

- Providing advice and guidance on improving information sharing and collaboration between risk management authorities and between the owners of flood and coastal defences

- Facilitating effective partnerships in local places where there is local support that partnership working will help to reduce risk from flooding and coastal change

- Providing evidence and advice to inform risk management authorities, planning authorities and national infrastructure providers on how they can plan and adapt to all sources of flooding and coastal change in the face of a changing climate

- Providing advice to risk management authorities on how investments to manage flooding and coastal change projects can deliver integrated nature-based solutions that protect and enhance the environment

- Providing advice on the skills risk management authorities need to effectively address flooding and coastal change

- Coordinating risk management authority investments in managing all sources of flooding and coastal change through regional programmes, which are approved by regional flood and coastal committees

- Administering national grants and local levies to support the delivery of regional programmes, with the consent of regional flood and coastal committees

6.9 The Environment Agency's operational role

6.9.1 The EA's operational functions are:

- Risk based management of flooding from main rivers – the Ouse, Foss and Derwent together with lengths of Burdyke,

Blue Beck, Holgate Beck, Tang Hall Beck and Osbaldwick Beck. This includes permissive powers to carry out works including flood defences

- Regulation of works in main rivers through the consenting process
- Regulation of reservoirs with a capacity exceeding 25,000m^3
- Emergency planning, working with the Met Office to provide forecasts and warnings of flooding from main rivers
- The maintenance and operational management of main river assets including flood defences throughout the Ouse, Derwent and Foss catchments in the city through the management of critical infrastructure such as raised flood defence walls, banks and pumping stations.
- Statutory consultee to the development planning process
- The power to serve notice on any person or body requiring them to carry out necessary works to maintain the flow in main rivers.

6.10 Yorkshire Water

6.10.1 Yorkshire Water is one of eleven water and sewage companies responsible for water supply and disposal in England and Wales. Their activities are regulated by OFWAT through the Water Industry Acts 1991 and 1999, and the Water Act 2003 to ensure that consumers' interests are protected. Their flood risk management responsibilities relate to their operations as sewerage undertakers, reservoir owners and providers of infrastructure to new development.

6.11 Yorkshire Water services and their flood risk management functions

6.11.1 Most rainwater falling onto properties and roads drains into the public sewer system, which in York is owned by Yorkshire Water Services. It enters either:

- The combined sewer networks and on to sewage treatment works, or

- Surface water sewer networks and discharged to rivers and streams

As the sewerage undertaker for York, YWS are a risk management authority under the FWMA, responsible for managing the risk of flooding due to storm water from its sewers.

6.11.2 YWS have the following risk management functions in relation to its sewerage services:

- To operate, maintain and upgrade the sewer system to agreed standards advised by Ofwat and DEFRA
- To assess the vulnerability of assets to flooding and prioritise investment
- To maintain a register of properties affected by, or at risk of flooding
- To enhance the sewer system in accordance with asset management plans approved by Ofwat
- To respond to flooding from sewers
- To co-operate with the LLFA in investigating significant flooding incidents
- To adopt private sewers where appropriate
- To be subject to scrutiny from LLFAs as part of their democratic process
- To act consistently with the national flood risk management strategy and have regard to the local strategy

6.11.3 YWS have an important role to play in the drainage of new development. These will usually drain, with discharge rates controlled, to separate surface water sewers either constructed or adopted by YWS in accordance with powers under the Water Industry Act 1991.

6.12 Internal Drainage Boards

6.12.1 Internal Drainage Boards (IDBs) manage land drainage and flood risk in their defined districts. They have a duty to exercise general

supervision over all matters relating to the drainage of land, and their powers are set out in their byelaws which are approved by Defra.

6.12.2 Membership and financial matters are covered by the Land Drainage Act 1991. They are funded by landowners as direct ratepayers and local authorities who pay a special levy in respect of non-agricultural land.

6.13 Internal Drainage Boards and their flood risk management functions

6.13.1 Internal Drainage Board functions include the supervision of land drainage and flood defence works on ordinary watercourses or other flood sources as requested by local authorities or the Environment Agency.

6.13.2 Each IDB has permissive powers to undertake work to provide water level management within their Internal Drainage District (IDD), undertaking works to reduce flood risk to people and property and manage water levels for local needs. Much of their work involves the maintenance of rivers, drainage channels, outfalls and pumping stations, facilitating drainage of new developments and advising on planning applications. They also have statutory duties with regard to the environment and recreation when exercising their permissive powers.

6.13.3 There are four IDBs which overlap into the CYC area, their boundaries can be seen in figure 3.1:

- Ainsty (2008) Internal Drainage Board
- Foss (2008) Internal Drainage Board
- Kyle and Upper Ouse Internal Drainage Board
- Ouse and Derwent Internal Drainage Board

6.14 Adjacent LLFAs

6.14.1 The two adjacent LLFAs, North Yorkshire Council (NYC) and East Riding of Yorkshire Council (ERYC), have the same duties and responsibilities as the Council.

6.14.2 With the River Derwent forming the boundary between ourselves and ERYC, we work closely with themselves and the EA to ensure the effective management of this watercourse.

6.14.3 Our links, partnerships and joint working with NYC is fundamental to an effective delivery of our Flood Risk Management service. Both authorities and other RMAs need to understand the impact of upstream management practices on communities downstream. This is essential not just for York with NYC or EA activities on the River Swale, Ure or Nidd catchments, but also for the former Selby DC area of NYC downstream of York.

6.14.4 These relationships are strong and we share views and approaches to strategic flood risk management. Our Local Flood Risk Management Strategies have been aligned and will be monitored through the North Yorkshire Flood Risk Partnership. A number of actions in the action plan will further develop catchment scale solutions and partnership delivery during the lifespan of the strategy.

6.15 Yorkshire Regional Flood and Coastal Committee

6.15.1 The Yorkshire RFCC comprises appointed members from the 14 Lead Local Flood Authorities in the Yorkshire area with 5 independent members from the wider industry or academia. The committee has three main purposes:

- to ensure there are coherent plans for identifying, communicating and managing flood and coastal erosion risks across catchments and shorelines
- to encourage efficient, targeted and risk-based investment in flood and coastal erosion risk management that represents value for money and benefits local communities
- to provide a link between the Environment Agency, LLFAs, other risk management authorities, and other relevant bodies to build understanding of flood and coastal erosion risks in its area

6.16 North Yorkshire Flood Risk Partnership

6.16.1 The Yorkshire RFCC area represents a wide range of geographic, social and environmental challenges, similarly the type and extent of flood risks across the area change significantly. Four flood risk partnerships have been set up based on the sub-regional pattern. CYC sits on the North Yorkshire Flood Risk Partnership with North Yorkshire Council, Internal Drainage Boards, Yorkshire Water Services and the Environment Agency.

6.16.2 The two LLFA's alternate the chairing of the meeting and all RMA's contribute to the makeup and content of the meetings. One of the key outcomes from the meeting is a locally prioritised programme of flood risk management works which are used to influence and develop the regional programme developed by the RFCC.

7. Development management

7.1 National Planning Policy Framework

7.1.1 The National Planning Policy Framework (NPPF) was introduced in 2012 by the government to make the planning system less complex and more accessible, the framework was revised on 20 July 2021. It has simplified the number of policy pages about planning and has enhanced detail relating to flood risk management from the earlier Planning Policy Statement 25.

7.1.2 The York Strategic Flood Risk Assessment provides more detailed information on the main rivers and associated flood risk. It supports the management of flood risk in future development and was produced in response to the NPPF which is current Government policy on planning for flood risk. It assesses the different levels of fluvial flood risk in the York area and maps these to assist with statutory land use planning. An updated version of this document has been published alongside the LLFA in 2023.

7.1.3 The NPPF policy on flood risk states that:

> "Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere. All plans should apply a sequential, risk-based approach to the location of development – taking into account all sources of flood risk and the current and future impacts of climate change – so as to avoid, where possible, flood risk to people and property. They should do this, and manage any residual risk, by:
>
> - Applying the sequential test and then, if necessary, the exception test as set out below
>
> - Safeguarding land from development that is required, or likely to be required, for current or future flood management
>
> - Using opportunities provided by new development and improvements in green and other infrastructure to reduce the causes and impacts of flooding, (making as much use as possible of natural flood management techniques as part of an integrated approach to flood risk management); and

- Where climate change is expected to increase flood risk so that some existing development may not be sustainable in the long-term, seeking opportunities to relocate development, including housing, to more sustainable locations."

7.1.4 The government requires that the NPPF is taken into account in the preparation of local plans and is a material consideration in planning decisions. It supports a positive approach that reflects the presumption in favour of sustainable development when considering development proposals, CYC will take full consideration of the SFRA requirements.

7.1.5 City of York Council have developed wider guidance to support applicants through flood risk and drainage requirements for all new developments and redevelopment proposals. The document outlines the data needed and assessments required to be submitted through the planning process for approval by the Flood Risk Management Team - Sustainable Drainage Systems Guidance for Developers, the document should be used alongside the Strategic Flood Risk Assessment.

7.1.6 Further planning approvals and consents may be required by the Environment Agency or Internal Drainage Boards, the guidance document outlines these requirements but direct consultation with the relevant organisation may be required. Byelaws and consents are in place to ensure drainage works do not overwhelm receiving watercourses, maintain their water quality and ecological status and to ensure that the maintaining authority can access the channel for future maintenance and operational works.

7.2 Local Plan

7.2.1 The Local Plan is the development plan for CYC drawn up in accordance with Section 20 of the Planning and Compulsory Purchase Act 2004 and the NPPF. It addresses the spatial implications of economic, social and environmental change and set out the opportunities for development and clear policies on what will or will not be permitted and where.

7.2.2 The current Local Plan, published in February 2025, was approved for development management purposes and underpins our development management decisions.

7.2.3 Two policies contained within the local plan detail the requirements with regards to flood risk and drainage when determining building and development:

- **ENV4: Flood risk**

  New development shall not be subject to unacceptable flood risk and shall be designed and constructed in such a way that mitigates against current and future flood events.

  An assessment of whether proposed development is likely to be affected by flooding and whether it will increase flood risk locally and elsewhere in the catchment must be undertaken. The assessment of proposed development against its flood risk vulnerability and its compatibility with this vulnerability, as defined in the most up to date Strategic Flood Risk Assessment (SFRA), will determine whether development is appropriate, what detailed policies for the resultant flood zone classification, as stated in the SFRA will apply, and whether a further Exception Test (that makes provision for sites in a zone with a higher probability of flooding to be assessed against wider sustainability benefits, provided that the flood risk posed is controlled and mitigated to an acceptable level) is subsequently required.

  Where flood risk is present, development will only be permitted when the local planning authority is satisfied that any flood risk within the catchment will be successfully managed (through a management and maintenance plan for the lifetime of the development) and there are details of proposed necessary mitigation measures.

  A flood risk assessment must be submitted with any planning application where flood risk is an issue, regardless of its location within the flood zones. In addition, a site specific flood risk assessment that takes account of future climate change must be carried out for all planning applications of 1 hectare or greater in Flood Zone 1 and for all applications in Flood Zones 2, 3a, 3a(i) and 3b. Areas of greater flood risk may be utilised for appropriate green infrastructure spaces.

- **ENV5: Sustainable drainage**

  For all development on brownfield sites, surface water flow shall be restricted to 70% of the existing runoff rate (i.e. 30% reduction in existing runoff), unless it can demonstrated that it is not reasonably practicable to achieve this reduction in runoff.

  Sufficient attenuation and long term storage should be provided to ensure surface water flow does not exceed the restricted runoff rate. Such attenuation and storage measures must accommodate at least a 1 in 30 year storm. Any design should also ensure that storm water resulting from a 1 in 100 year event plus the recommended additional flows from the latest climate change advice, to account for climate change and surcharging the drainage system, can be stored on the site without risk to people or property and without overflowing into a watercourse or adjacent areas.

  Where these surface water run-off limitations are likely to be exceeded development may be approved provided sufficient facilities for the long-term storage of surface water are installed within the development or a suitable location elsewhere. Long term surface water storage facilities must not cause detriment to existing heritage and environmental assets.

  For new development on greenfield sites, surface water flows arising from the development, once it is complete (and including any intermediate stages), shall be no higher than the existing rate prior to development taking place, unless it can be demonstrated that it is not reasonably practicable to achieve this.

  Sustainable Drainage System (SuDS) methods of source control and water quality improvement should be utilised for all new development, to minimise the risk of pollution and to attenuate flood volumes. Such facilities should be provided on-site, or where this is not possible, close to the site.

8. Community Action and Resilience

8.1 Community Resilience

8.1.1 We cannot always prevent floods from happening. It is therefore essential that our communities have an understanding of their flood risk so that they can prepare and take appropriate action before, during and after a flood. This action, along with any action of the Council can help to minimise the impacts of flooding. City of York Council, as the Lead Local Flood Authority and all supporting RMAs will aim to build knowledge of flood risk in the Council area through the delivery of the Strategy.

8.1.2 A wide range of information is available to inform residents and businesses what can be done to prepare for flooding and other emergencies. This is predominantly managed through the work of the North Yorkshire Local Resilience Forum (NYLRF) and the City of York Council Emergency Planning Unit.

8.1.3 Communities are strongly encouraged to engage with the risk management authorities by reporting flood incidents or blocked drains/watercourses, this helps RMAs to respond to incidents before problems arise and to learn from flood events to develop interventions to reduce their future impacts.

8.1.4 There are a number of preparations and actions that individuals and communities can take to make themselves more resilient:

8.1.5 Household and Community Emergency Plans

It is recommended that both personal and community emergency plans are prepared. Creating a plan enables families and communities to identify their risks and actions they may need to take should certain criteria be met.

Simply by creating plans, people automatically become more aware of risk.

Parish/Ward Councils usually take on the responsibility of creating a community emergency plan, however any community group can create one should they wish to do so.

For more information on emergency plans, communities should contact the Emergency Planning team.

Templates and information are also available on the NYLRF website:

- Community Plans
- Household Plans

8.1.6 Grab Bags

Along with an emergency plan, it is recommended that a Flood Grab Bag is created. Preparing a few essential items such as water and a torch, along with copies of important documents such as house insurance can reduce a lot of stress and time wasted should people need to be evacuated from their property. Further information can be found here.

8.1.7 Flood and Weather Warnings

The EA have a Flood warning system that is available for the public to sign up to receive by phone, text or email. This is an advance warning system which warns people of rising risks and river levels.

Details of the EA Flood Warnings Direct service and how to sign up can be found here: Sign up for Flood Warnings. The EA website also has a page where river levels can be monitored in real time (updated every 15 minutes in a flood): River, Sea, Groundwater and Rainfall Levels

The Met Office provide severe weather warnings for the public. They can either be accessed via their website, via an app or via email when signed up for alerts. These warnings cover a range of weather types, not just rain and storms. Details of the Met Office weather warnings and how to sign up for them can be found here: www.metoffice.gov.uk.

Yorkshire Ready Together it is an accessible, free, and real time conversational tool that helps users prepare for major risks in their own time. The intention was to create a way for businesses, communities, and individuals to talk to an expert about any major risks or emergencies that might affect them. It has been developed by the Local Resilience Forums that cover Yorkshire and the Humber.

8.1.8 Property Flood Resilience

A range of flood resilience products are available to prevent water from entering properties and reduce its impacts. A range of door barriers and airbrick covers prevent flood water access into the fabric of the building and sewer pipe valves and bungs can prevent sewerage ‘backing up’. More complex arrangements of pumps or the ‘tanking’ of basements to

prevent groundwater penetration can be carried out where the flood water sources are more difficult to manage.

It is important to understand the type of flood risk that properties face and the limitations and advantages of using property level resilience measures, the EA and council can provide a wide range of information in this respect and, whilst advice can be sought from both, recommendations or endorsement of any specific product cannot be offered.

It is ultimately the responsibility of the home or premise owner to consider the ways in which they can make their property more resilient to flooding. The National Flood Forum 'Blue Pages' has advice and suggested supplies of property flood resilience products: www.bluepages.org.uk.

8.1.9 Insurance

For those residents who have been affected by flooding or are located in an area where they are at flood risk a scheme known as Flood Re provides affordable flood risk home insurance.

8.2.0 Flood Wardens

York has a small number of flood wardens who work with the EA to report any flooding issues in their area. They are also asked to report any issues which may cause a flood risk e.g. blocked drains, culverts or trash screens.

Flood wardens are recruited and trained by the EA in conjunction with the local authority. Please visit Communities Prepared for more information on how to sign up to become a flood warden. You can also sign up as a volunteer to assist during times of flooding as a Ready for Anything Volunteer.

City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Environment and Climate Emergency
Service Area:	Highway Asset Management
Name of the proposal :	Local Flood Risk Management Strategy
Lead officer:	Mark Henderson
Date assessment completed:	26/08/2025

Names of those who contributed to the assessment:

Name	Job title	Organisation	Area of expertise
Mark Henderson	Flood Risk Manager	City of York Council	Flood Risk

Step 1 – Aims and intended outcomes

1.1	**What is the purpose of the proposal?** Please explain your proposal in Plain English avoiding acronyms and jargon.
	There is a current process is in place for supporting the community in the event of a flood event and this EiA is to review process of how we notify people of the scheme. Please see section 2 and 8 of the LFRMS which provides further detail on how the Local Flood Risk Management Strategy (LFRMS) is to notify people. In summary: Section 2'Action Plan' of the LFRMS intends to: 'Work with the North Yorkshire Local Resilience Forum (NYLRF) and CYC Emergency Planning Unit to support community resilience work such as creation of Community Emergency Plans and public education programmes as set out in the Community Resilience Action Plan, increase flood warning uptake and input into the CYC River Flood Emergency Plan. Encourage local knowledge of community resilience work and volunteering through CYC and ward level communications, including CIO's and ward councillors.' Section 8 ' Community Action and Resilience details the support provided to communities and signposts to further help. This includes: the work undertaken by the North Yorkshire Local Resilience Forum (NYLRF), information on Community and Household Flood Plans, information on how to prepare for a flood, Information on signing up to the Environment Agency Flood Warning System,Information on better protecting household and business properties, Insurance for those who struggle to secure insurance and the availability of flood wardens and volunteer services to support vulnerable people.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	The Flood Risk Regulations 2009 and the Flood and Water Management Act 2010 enacted by Government in response to the recommendations of the Pitt Review (2007). The Act gives local authorities a role, namely Lead Local Flooding Authority (LLFA) responsibilities for leading and co-ordinating the management of local flood risk - surface water run-off, groundwater and smaller watercourses and ditches known as ordinary watercourses. In addition, the delivery of a LFRMS is statutory requirement by the Act to: • assess the local flood risk • set out objectives for managing local flooding • list the costs and benefits of measures proposed to meet these objectives, and how the measures will be paid for

1.3	**Who are the stakeholders and what are their interests?**
	The following groups have an interest in flood risk management as they are affected by or can affect the delivery of flood risk work within York. We will consult with the following: • Risk Management Authorities as defined by the Flood and Water Management Act 2010. • Residents and businesses • Parish/Ward Councils. • Community Groups including those with protected characteristics

1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.

	• CYC has a duty to develop, maintain, apply and monitor a strategy for local flood risk management in York under the Flood and Water Management Act 2010. This strategy will set out how local flooding will be managed in the City. • CYC has a large population and a dynamic economy. Due to the historic development of the city around rivers and watercourses, and its geography including a very large catchment (Swale,Ure Nidd and Ouse) as well as a very large and combined surface and sewage network there is a significant risk of flooding from river and surface water. These sources of risk are significant in York and threaten the safety and wellbeing of York's residents, and the sustainability of its economy. • Through the Local Flood Risk Management Strategy for York, we aim is to improve the safety and wellbeing of York's residents and the economy of York through appropriate flood risk management. To do this we will work effectively with communities and partners, adapt to climate change, and utilise natural processes to provide multiple benefits, where possible. Any projects that are as a direct result of this Local Strategy will be subjected to a separate EIA. • This Local Flood Risk Management Strategy will build upon the lessons CYC have learned from previous local strategies for York to reduce flood risk in the areas identified as at risk, will enable CYC to continue to develop an understanding of flood risk, and improve how we work together with partners and communities. • The objectives for this Local Flood Risk Management Strategy reflect the need to build on the improvements achieved to date and to address the challenges that we face now, and in the future. The objectives include: understanding flood risk, reduce the risk of flooding, resilient planning, and resilient communities. • All actions stated within this Local Strategy for have been analysed to determine any potential positive or negative impacts on the protected characteristics. We have found that the actions stated to achieve have potential impacts on protected characteristics, including age and disability; this is discussed further in Section 4 and Section 7 and of this EIA. • York's Local Flood Risk Management Strategy will be available on the CYC website and can be produced in other formats, if requested. We have considered whether the detail provided within the Local Flood Risk Management Strategy would have a negative or positive impact for the nine protected characteristics; we did not find any evidence to suggest this and have ensured the document is comprehensive for the

	general population of York with links to further information. For evidence, the census data (2021) was reviewed to ensure the general population of York was considered. • Overall, the Local Flood Risk Management Strategy will continue to provide information in an accessible way for all protected groups, whilst fulfilling our obligations as laid out in the Flood and Water Management Act.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?** Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.

Source of data/supporting evidence	**Reason for using**
Public Consultation - Consultation questionnaire	This will enable those living and working in York to provide input into the proposals.
Meetings with Key Stakeholders	Enable in-depth discussions around the accuracy, brevity and potential opportunities of the Local Flood Risk Management Strategy.

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**
Understanding if any residents or businesses are affected by flooding and if they are in need of support	Communicate and promote the flood risk service offered through various sources e.g. libraries, social media, local newspapers, schools, volunteer groups associated with emergency response

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	**Key Findings/Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
Age	Approximately 25% of Yorks population is over the age of 65. This group may have difficulty in accessing and/or reading material published to advise about flood risk and mitigation measures, or reporting flood events due to poor eyesight, reduced access to the internet, and/or a lesser technical ability.	**0**	**L**

	It needs to be ensured that any publications or reporting mechanisms are accessible. For example, using Alt Text to describe any images within the document, a point of contact to verbally discuss the Local Strategy, printed publications to be available on request, Large Print copies available and for the website that the document is published on to have the option to be read by an automated voice. This group is identified as more vulnerable during flood events and may require additional support/assistance. The Norfolk Local Resilience Forum made up of category 1 responders is a multi agency response group responding to large scale emergency events. The **Major Incident Response Team (MIRT)** is part of North Yorkshire Council and the City of York Council's 24-hour emergency response service (linked to the **North Yorkshire Local Resilience Forum**), normally 'called out' by the emergency services or council emergency planning units. They provide services to those who are vulnerable to flooding. The LFRMS promotes this service and signposts those who may need additional support.		
Disability	Disabled people make up 17% of York's population. This group may have difficulty reading material published to advise about flood risk and mitigation measures, or reporting flood events due to poor eyesight, reduced access to the internet, and/or a lesser technical ability. For example, using Alt Text to describe any images within the document, a point of contact to verbally discuss the Local Strategy, printed publications to be available on request,	**0**	**L**

	Large Print copies available and for the website that the document is published on to have the option to be read by an automated voice. This group is identified as more vulnerable during flood events and may require additional support/assistance. The Norfolk Local Resilience Forum made up of category 1 responders is a multi agency response group responding to large scale emergency events. The **Major Incident Response Team (MIRT)** is part of North Yorkshire Council and the City of York Council's 24-hour emergency response service (linked to the **North Yorkshire Local Resilience Forum**), normally 'called out' by the emergency services or council emergency planning units. They provide services to those who are vulnerable to flooding. The LFRMS promotes this service and signposts those who may need additional support.The LFRMS has series of actions identified in Section 2 'Action Plan' to promote the services offered by the **North Yorkshire Local Resilience Forum** and this will involve ensuring that vulnerable groups are targeted to ensure that their needs are captured.		
Gender	The Council are providing support to residents regardless of their protected characteristics. The provision of flood risk measures is based on risk to flooding rather than any protected characteristics. In respect to this particular protected characteristic, challenges and barriers to protecting this community will be identified through the consultation process and any issues or concerns identified will be reviewed and addressed where	**0**	**L**

	possible. When considering other protected characteristics through intersectionality, where disability, age or race is relevant, existing processes have already been identified.		
Gender Reassignment	The Council are providing support to residents regardless of their protected characteristics. The provision of flood risk measures is based on risk to flooding rather than any protected characteristics. In respect to this particular protected characteristic, challenges and barriers to protecting this community will be identified through the consultation process and any issues or concerns identified will be reviewed and addressed where possible. When considering other protected characteristics through intersectionality, where disability, age or race is relevant, existing processes have already been identified.	**0**	**L**
Marriage and civil partnership	The Council are providing support to residents regardless of their protected characteristics. The provision of flood risk measures is based on risk to flooding rather than any protected characteristics. In respect to this particular protected characteristic, challenges and barriers to protecting this community will be identified through the consultation process and any issues or concerns identified will be reviewed and addressed where possible. When considering other protected characteristics through intersectionality, where disability, age or race is relevant, existing processes have already been identified.	**0**	**L**

Pregnancy and maternity	The Council are providing support to residents regardless of their protected characteristics. The provision of flood risk measures is based on risk to flooding rather than any protected characteristics. In respect to this particular protected characteristic, challenges and barriers to protecting this community will be identified through the consultation process and any issues or concerns identified will be reviewed and addressed where possible. When considering other protected characteristics through intersectionality, where disability, age or race is relevant, existing processes have already been identified.	**0**	**L**
Race	It is acknowledged that 13% of the York population is from an ethnic minority background and therefore they will need the strategy to be available in different languages, which will be provided on request. This will be clear on the website. In respect to this particular protected characteristic, challenges and barriers to protecting this community will be identified through the consultation process and any issues or concerns identified will be reviewed and addressed where possible. When considering other protected characteristics through intersectionality, where disability, age or race is relevant, existing processes have already been identified.	**0**	**L**
Religion and belief	The Council are providing support to residents regardless of their protected characteristics. The provision of flood risk measures is based on risk to flooding rather than any protected characteristics.	**0**	**L**

	In respect to this particular protected characteristic, challenges and barriers to protecting this community will be identified through the consultation process and any issues or concerns identified will be reviewed and addressed where possible. When considering other protected characteristics through intersectionality, where disability, age or race is relevant, existing processes have already been identified.		
Sexual orientation	The Council are providing support to residents regardless of their protected characteristics. The provision of flood risk measures is based on risk to flooding rather than any protected characteristics. In respect to this particular protected characteristic, challenges and barriers to protecting this community will be identified through the consultation process and any issues or concerns identified will be reviewed and addressed where possible. When considering other protected characteristics through intersectionality, where disability, age or race is relevant, existing processes have already been identified.	**0**	**L**
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	No	**0**	**L**
Low income groups	No	**0**	**L**

Veterans, Armed Forces Community	No	**0**	**L**
Other		**0**	**L**
Impact on human rights:			
List any human rights impacted.	The Council intends to implement flood resilience and mitigation measures and the impacts will be positive for people, property and infrastructure.	**0**	**L**

Use the following guidance to inform your responses:

Indicate:

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

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

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**
The overall strategy at this time is considered to be neutral, however this may change following the consultation and what we learn about the impacts on the different protected characteristics and whether these can be mitigated.	

Step 6 – Recommendations and conclusions of the assessment

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

- **Adjust the proposal –** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.

- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty

- **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

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

Option selected	**Conclusions/justification**
No major change to the proposal	The proposal is being put forward to protect all of those working, living, visiting or studying in York from the current and future risks of flooding which in part are increasing in risk due to Climate Change and does not discriminate nor disadvantage anyone with protected characteristics and overall will provide a positive benefit.

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**
Lack of understanding of the local flood risk management strategy including the flood risk management roles and responsibilities of the organisations serving the public	Promote the Local Flood Risk Management Strategy and ask for feedback on the actions and measures put forward to protect people, property and infrastructure. This is an opportunity to raise awareness of flood management schemes so that those who are affected by flooding are aware of the protection that may be available.	Mark Henderson	Autumn 2025
Ability to access or read the LFRMS	It needs to be ensured that any publications or reporting mechanisms are accessible. For example, using Alt Text to describe any images within the document, a point of contact to verbally discuss the Local Strategy, printed publications to be available on request, Large Print copies available and for the website that the document is published	Mark Henderson	Autumn 2025

	on to have the option to be read by an automated voice.		

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?
	Any feedback from the public consultation will be fed back into the draft Local Flood Risk Management Strategy and outcomes will be recorded.

Meeting:	Executive
Meeting date:	7 October 2025
Report of:	Director of City Development
Portfolio of:	Councillor Kate Ravilious, Executive Member for Transport

Decision Report: Park and Ride: Site Improvements and New Bus Service Contract

Subject of Report

1. The report presents two connected projects for approval: firstly, a range of infrastructure improvements to five Park and Ride sites to be funded through Bus Service Improvement Plan (BSIP) grant. Secondly a two-year extension to the contract for the operation of Park and Ride bus services is proposed to enable continuity of service until wider conversations with the York and North Yorkshire Combined Authority (YNYCA) are concluded.

2. A range of infrastructure changes are required to replace and refresh existing aging site facilities, improve security and offer a more dynamic Park and Ride product. An extension to the contract for the operation of the bus services is essential to ensure continuity of the service and to enable the Council to reduce congestion in the city.

Benefits and Challenges

3. Maintaining a fresh and attractive Park and Ride product is essential for reducing car trips into York City Centre. Whilst Poppleton Bar and Askham Bar are relatively new sites with modern facilities, Rawcliffe Bar and Grimston Bar in particular were constructed in the mid 1990's and are in need of more substantial updating. The current buildings at Grimston Bar housing the staff and toilet facilities are in poor repair, are not located next to the bus stop, do not have sufficient space for optimal toilet facilities and would benefit from replacement.

Rawcliffe Bar suffers from antisocial behaviour and the current layout of the building does not offer quality facilities for passengers.

4. A key element of the BSIP work was to turn the Park and Ride sites into integrated transport hubs and to enable more trips where more than just a bus journey may be required. The proposed infrastructure changes include improving cycle parking provision for both Park and Cycle and those who cycle to the P&R site then take the bus into the city centre, car club bays, micromobility parking and coach (National Express and Flixbus) stops at Askham Bar.

5. Site security is also an issue at Monks Cross where the building has regularly been a target for antisocial behaviour. This situation has resulted in the toilets being closed when the site supervisor leaves and passengers having to use other toilet facilities in the vicinity which is not desirable.

6. A wide range of improvements can be made to improve the accessibility at the Park and Ride sites. From improving the dimensions of accessible parking bays, to introducing the first Changing Places facilities at Park and Ride sites the infrastructure funding will enable more people to comfortably use the service.

7. Overnight Parking at two Park and Ride sites will enable more people to use the service and can reduce the number of vehicles arriving into York Centre looking for a parking space. This can reduce congestion, particularly on Friday afternoons where bus operating conditions are challenging. Visitors arriving for a long weekend will be able to park overnight at Rawcliffe Bar or Askham Bar in a dedicated area with 24/7 access and use the bus to get into the centre, then pick their vehicle up on the day of their departure.

8. The contract for the operation of the bus services and day to day site management expires at the end of January 2026. Optimally a long-term contract would be issued to enable operators to bid for the service, unlock potential longer-term investment in improved buses and provide best value for the Council. However, with the transfer of public transport powers to the YNYCA, work needs to be undertaken to identify the best future model for how the public sector will deliver it's public transport responsibilities and priorities.

Policy Basis for Decision

9. A new Park and Ride contract and improving facilities at Park and Ride sites contributes towards all four Council Plan commitments;

    a. **Equalities and Human Rights.** The proposed projects include improved accessible parking, electric vehicle charging for accessible parking spaces, more accessible real time information, changing places facilities and improved accessible toilets. All of which benefit protected groups.
    b. **Affordability.** Park and Ride offers a more affordable way of parking a car and accessing York. Enabling people to park overnight at the sites will offer opportunities for people who need to drive, but cannot afford to park in central York to access the City Centre.
    c. **Climate.** Reducing the number of cars coming into York City Centre and replacing the final leg of the trip with a bus journey reduces carbon emissions.
    d. **Health.** Shifting car journeys onto an electric bus improves air quality within the city, thereby having a knock-on positive impact on respiratory conditions.

    Park and Ride contributes to several of the ten policies contained within the Council's Local Transport Strategy and is a core component of the Council's approved Bus Service Improvement Plan.

Financial Strategy Implications

10. The Park and Ride site improvements have a £4m allocation through Bus Service Improvement Plan funding. A further £250,000 of YNYCA Local Transport Grant funding has been allocated to the project for the 25/26 financial year. The options identified in Annex A have been developed to the £4.25m budget.

11. The current Park and Ride contract operates effectively on a zero-cost basis to the Council. An extended contract could potentially incur some cost, though the risk of this scenario is minimised by contracting the existing level of service provision. Should there be a cost, then BSIP1 service improvement underspend can be used for February and March 2026, then a request for YNYCA Bus Grant funding would need to be made for 26/27 onwards or cost savings identified. The likely contract value (including revenue

generated) is approximately £6m per annum. Any cost to the public sector to continue service operation to current standard would be far less.

Recommendation and Reasons

12. Executive is asked to;

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

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

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

   Reason: To ensure expedient delivery of the projects.

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

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

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

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

Background

13. York's Park and Ride network is one of the most successful in the United Kingdom. There are six sites on key approaches to the city providing approximately 5,000 parking spaces. Between the six sites 3.8 million passengers were carried during 2024;

Site	2024 Total Annual Patronage – all boardings, to the nearest 1000.
Askham Bar	648,000
Designer Outlet	877,000
Grimston Bar	569,000
Monks Cross	762,000
Poppleton Bar	233,000
Rawcliffe Bar	687,000

14. The Council's BSIP (October 2021) makes two commitments regarding Park and Ride, these being;

15. **Commitment P&R1** – is to maintain and improve the existing services so that they continue to enjoy high customer satisfaction and provide an attractive way for visitors and commuters to access central York.

16. **Commitment P&R2** – is to consider how the estate can be used to cater for other trips by developing it into a series of mobility hubs. Elsewhere we are aware that park and ride sites are used by inter-urban buses and coach services, travelling through the sites rather than terminating there - something which offers the potential to reduce trip making on the trunk road network.

17. The second commitment was supplemented by an ask for £5m to fund the work. £4m was allocated by the Department for Transport to the Council as part of the successful BSIP1 award to deliver overnight parking, develop complementary services at the site and to update Grimston Bar and Rawcliffe Bar.

18. Design work has been undertaken to deliver improvements in line with the expectation in the BSIP and budget allocated by the Department for Transport; these proposals were consulted on in May/June 2025 and listed in Annex A. The Designer Outlet Park and Ride site has been excluded from the improvement programme due to the Council not having long term control over the lease.

19. Whilst the Council has responsibility for delivering new infrastructure at the Park and Ride sites, the management and general maintenance of the sites plus the operation of the bus services connecting the sites with the City Centre lies within a contract, currently held by First Group. The current contract is due to expire on 31st January 2026. The contract has run for eight years. As per The Public Service Obligations in Transport Regulation 2023, the maximum a public transport contract can be let for is ten years.

20. YNYCA is now the Local Transport Authority (LTA) for York. The LTA holds a range of powers, duties and responsibilities in relation to Public Transport. These powers, duties and responsibilities have been delegated back to both City of York and North Yorkshire Councils until the end of March 2026, when it is hoped that a permanent model for delivery of public transport functions will have been agreed across North Yorkshire and York.

21. YNYCA is currently commissioning a number of studies to help establish a future direction for public transport across its area. One such study is a network review. There are a wide range of options about how the York Park and Ride network and contract could be adapted to deliver wider benefits to public transport across York and into North Yorkshire. Procuring a new service with a contract length of 5 plus years, which is what would ordinarily be procured, would likely prevent some shorter-term opportunities identified by the network review from being delivered.

Consultation Analysis

22. Several briefings and discussions were held to understand the views of stakeholders prior to public consultation. Groups engaged included; York Access Forum, York Bus Forum, York Tourism Advisory Board, the York Enhanced Bus Partnership, both operator and stakeholder groups. The views articulated by

attendees at these meetings directly informed the design proposals presented at public consultation.

23. The public consultation comprised an online questionnaire, supplemented by opportunities to speak in person with staff from the project team on a weekday and Saturday at all sites identified for infrastructure works. The consultation was relatively light touch with officers particularly keen to seek the views of existing users of the sites. The consultation was publicised through media (including coverage in the Yorkshire Post and BBC), via social media channels (with 49,636 views in total) and through CYC newsletters. Accessible versions were also available and materials were written in an engaging and accessible style. Posters were also placed in each of York's libraries and Explore centres, as well as several to surrounding towns such as Tadcaster, Selby and Sherburn.

24. The online questionnaire received 433 responses with a further 74 responses received through in person conversations, emails and direct social media engagement. Approximately 400 people had conversations with the project team at the in-person events too. A summary of the responses is detailed in Annex B.

Options Analysis and Evidential Basis

25. **Option One:** Proceed with the £4.25m infrastructure work package to improve Park and Ride sites. Recommended.

26. **Reason:** The projects have been developed in line with the principles outlined in the Councils BSIP, have been fully consulted on, through stakeholder meetings, in person conversations and an online questionnaire and are deliverable within the funding available.

27. This enables delivery of Council priorities; it will add an overnight parking option to two sites, will deliver two changing places facilities, will offer a much-improved passenger experience at Grimston Bar and Rawcliffe Bar, will improve security across the sites in scope and will improve accessibility and passenger information provision.

28. **Option Two:** Do not proceed with the work package as proposed. Not Recommended.

29. Taking this option would result in cost and timescale changes, may not be in line with the priorities outlined in the BSIP and could, depending on changes proposed require further consultation.

30. **Option Three:** Agree to extend the Park and Ride contract for bus operations and day to day site management for a further two-year period.

31. **Reason:** To enable continuity of the Park and Ride service in the city and to allow work to be concluded with the YNYCA around delivery of public sector public transport functions.

32. A short-term extension will provide a service in line with current provision, is achievable under current legislation and will enable consistent provision in the timescales before the current contract end date.

33. Not extending the Park and Ride service contract is not considered an option due to the serious negative impacts on access to the city, it's economy and congestion and air quality.

34. Tendering a full new contract is not possible within the available timeframes and would potentially preclude the delivery of some of the outcomes to be identified from the YNYCA wider review. There are a range of detailed options which need full consideration prior to a major retendering such as whether routes could be packaged in groups, or individually, whether routes could be extended, or linked and whether site management is included in contract for bus operation.

35. **Option Four**: Allowing the Director of City Development to investigate commercial opportunities will mean that prices can be set for overnight parking, agreements can be made for the provision of facilities such as coffee vans and overnight motorhome parking can be fully considered. Should these matters not be delegated then further decisions will need to be politically agreed in future which would prevent quick delivery of the project.

Organisational Impact and Implications

- ***Financial**, Capital funding is available through the Council's BSIP1 allocation and the York and North Yorkshire Combined Authority Bus Grant. Should there be a cost to the Council from the proposed contract extension, revenue funding would need to be sought from existing BSIP funds (for February and March 2026) and future Bus Grant allocations.*
- ***Human Resources (HR)**, There are no HR implications associated with this report.*
- ***Legal**, In implementing the proposed Park and Ride site Infrastructure improvements, any proposed works and services, including those funded by the grant funding identified in this report, will need to be commissioned via a compliant procurement process under the Procurement Act 2023 and the council's Contract Procedure Rules. Any associated contracts will need to ensure that relevant terms and conditions under the Grant Agreement with the YNYCA are passed on accordingly.*
- *In exploring further income opportunities associated with Park and Ride, consideration will need to be given to the existing contractual and lease agreements in place at each site to ensure any identified income opportunities can be accommodated within the terms of those agreements or whether any variations are likely to be needed.*
- *The current Park and Ride contract has been in place since 15 February 2018 and was extended in accordance with the terms of the contract to 31 January 2026. The further extension of the Park and Ride contract will necessitate a variation to the contract to enable it to be extended. Such an extension will be in accordance with The Public Service Obligations in Transport Regulations 2023 which allows such contracts to be in place for up to ten years.*
- *There are leases in place with third parties for some of the Park & Ride sites which will also need to be extended to correspond with the extension of the contract.*
- ***Procurement**, The infrastructure improvements will need to be delivered in accordance with corporate procurement guidelines.*
- ***Health and Wellbeing**, Improved Park and Ride sites will help better connect people to the wide range of recreational, employment, sporting and volunteering opportunities in the*

city. The sites will also offer improved active travel connections and by reducing the number of private cars in the city centre, replacing them with electric bus journeys, will also contribute to improving air quality, reducing congestion and emissions

- ***Environment and Climate action****,* The objectives of this report align with the Council's Climate Change Ambition and the objective to increase the uptake of active travel and public transport in the city.
- ***Affordability****,* Park and Ride offers a cheaper way of accessing York City Centre for residents and visitors alike. Improved facilities and overnight parking help make Park and Ride a better value product.
- ***Equalities and Human Rights****.* An EIA for the Park and Ride Site Improvements is included at Annex C.
- ***Data Protection and Privacy,*** The data protection impact assessment (DPIAs) screening questions were completed for the recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.
- ***Communications****,* The communications team works closely with transport colleagues and partners to promote Park and Ride services and any potential changes to the service. This was evidenced through support for the recent engagement around potential improvements.
  Any improvements to Park and Ride sites will be supported by a communications strategy covering before, during and after any construction work and will tie in with wider marketing and promotion of Park and Ride. On top of this communications support will also be required as any new contract/extension is signed relating to the Park and Ride, in conjunction with partners.
- ***Economy****,* Improved Park and Ride provision and an extended contract will minimise the number of vehicles accessing York City Centre whilst maintaining access for everyone. Overnight parking at Park and Ride sites has the opportunity to make multi-night stays more attractive.

Risks and Mitigations

36. If the infrastructure works are not progressed then there is a high risk that the Department for Transport would request the funding to be returned. This would leave the Council to seek alternative funding, either from its own funds or YNYCA sources to replace or refurbish the aging facilities at Grimston Bar and Rawcliffe Bar. The maintenance costs of these sites in particular will increase without the proposed investment and the cost of that would be passed onto the Council through any future operating contract.

37. There is a cost risk. To manage the risk of an overspend the Council has engaged external cost management professionals throughout the BSIP programme and emerging designs are regularly reviewed to keep the cost plan current.

38. The main risk associated with this report is that without a contract in place the Park and Ride services would cease to exist. City Centre Car Parks would not be able to cope with the increase in demand and the city would highly likely lose significant visitor income. There would be major negative impacts for people working in the City Centre (parking cost, availability etc.) and for residents accessing destinations such as Designer Outlet or Monks Cross on the fringe of the city.

Wards Impacted

39. All

Contact details

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

Author

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Report approved:	Yes
Date:	26-09-2026

Co-author

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Service Area:	Highways and Transportation
Telephone:	01904 551 550
Report approved:	Yes
Date:	14-08-2025

Background papers

N/a

Annexes

- Annex A: Park and Ride site improvements
- Annex B: Park and Ride site improvement consultation summary
- Annex C: EQIA

Annex A: Park and Ride Site Improvements

Across all sites (Poppleton Bar, Rawcliffe Bar, Monks Cross, Grimston Bar and Askham Bar)

1. Improve site security
2. Upgrade accessible parking bays
3. Accessible EV charging
4. Upgrade lighting to LED
5. Basic repairs, lining and signing
6. Defibrillators
7. New cycle lockers
8. Bike repair stands
9. Parcel lockers
10. Increased EV charging where feasible.
11. E-scooter parking areas
12. New real time bus information

Site specific: Rawcliffe Bar

1. New overnight parking area
2. Relocated oversized vehicle parking
3. New cover for existing cycle parking
4. Refurbishment of existing building
5. New canopy to provide improved passenger shelter & information
6. Upgraded building security
7. New bus stand and shelter

Site specific: Monks Cross

1. Canopy for existing cycle parking
2. Refurbished toilets and waiting area
3. Improved building security

Site Specific: Grimston Bar

1. Replacement of toilet block and ticket office with a new building located optimally for the bus stop.
2. Provision of a changing places compliant facility
3. Improvements to layout and paving
4. Landscaping works
5. Upgrade existing oversized vehicle parking area

Site Specific: Askham Bar

1. New overnight parking area
2. Relocated oversized vehicle parking area
3. Additional bus/coach stop location

Due to Poppleton Bar being a newer site, the improvements there comprise the 12 items listed in the all sites section.

ANNEX B: Park and Ride site improvement consultation summary

This annex is divided into two parts; the first describes the promotion of the consultation and the second gives an overview of the responses.

Part 1: Park and Ride Consultation: promotional evaluation

Summary:

The CYC comms team supported transport colleagues in launching and publicising the Park and Ride consultation both digitally and via printed materials. Press coverage came from the BBC, York Press and Yorkshire Post, with comms proactively reaching out to ensure not just launch comms but updates as the consultation progressed.

Media coverage: BBC, York Press and Yorkshire Post all covered the story at various points in the consultation and helped raise the profile of the online survey and our events.

Stakeholder comms:

- **Tourism Advisory Board:** this well attended stakeholder group had a presentation and circulated the consultation materials resulting in responses from the hospitality industry
- **Make it York:** Make it York shared the comms with their members to encourage businesses and hospitality trades to take part.
- **Mumbler – York, Selby, Tad, Harrogate:** comms were shared with this popular family news outlet who shared the consultation on their website and social media [LT has asked for examples]
- **Libraries** – A4 posters were sent to 15 across York, as well as seven of the nearest in North Yorkshire (Selby, Tadcaster, Sherburn etc).

CYC newsletters:

The story was featured in several of the CYC newsletters and also raised the profile of the in-person events. Dates included:

- 15 May – Resident Update – to 6,929 Recipients
- 22 May – Families Newsletter – to 5,759 Recipients
- 22 May – Staff newsletter – to 2,619 Recipients

Social Media:

- Total views across all platforms: 49,636
- Facebook – views - 31,597
- X – views – 7,580
- Instagram – 4,405
- LinkedIn – shared to 17,048 followers
- Next Door - Impressions (Reach): 6,054
  Example posts below





City of York Council
27 May at 10:00 ·

There's less than 2 Weeks left to have your say on improvements to the Park and Ride sites in York.

Don't miss your chance to make a difference – let us know what improvements would make these sites better for your journeys.

Complete the survey before 9 June 👇
https://ourbigconversation.york.gov.uk/

17 53 4

Like Comment

Most relevant

Carren Armytage
They should run later in the evening so you can go to the theatre or a meal out and not have to rush back for 8pm.
1w 13

View all 2 replies

David Cooper
Bring back a smoking section at the rear of the top deck of busses
1w 2

Andrew Edward Prior
Run them later so visitors can stay in town for dinner/drinks/theatre. Run more frequently when the shops close - often seen long

City of York Council
17,048 followers
1w

Have you had your say yet? There's just one week left to let us know what you think about our plans to improve to the Park and Ride sites in York.

Whether you're a business owner, York resident, regular commuter or only visit every so often, we want you to use the Park and Ride, and think our improvements will encourage greater use of the sites. If you've never used the Park and Ride this survey is for you too!

Take ten minutes to fill in the survey before 9 June 👇
https://lnkd.in/eizf9-EJ

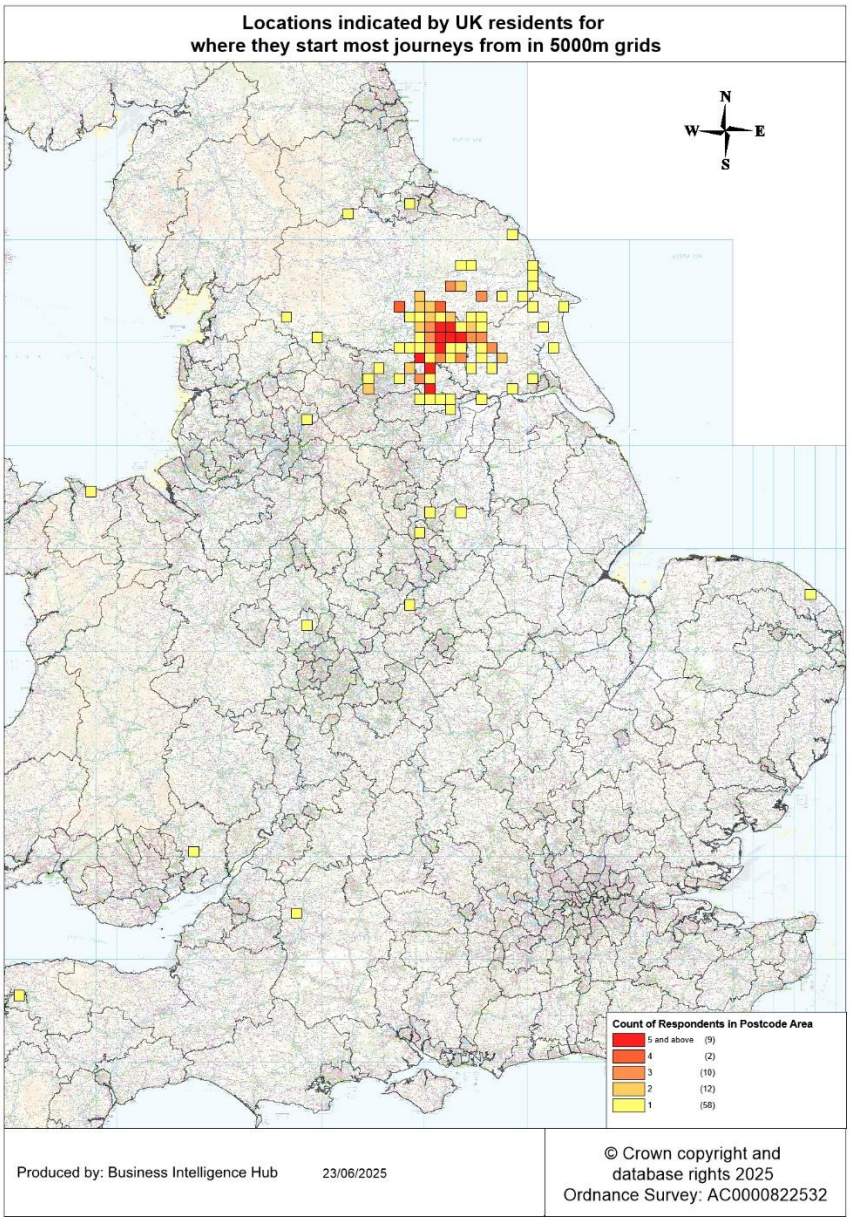


Part 2: Headline analysis of responses

Responses were received from across the UK and different demographics. These included online responses from as far afield as North Devon and Norfolk, although as you can see from the map below, the vast majority were from York and the immediate surrounding area.

In total we heard from just under 1000 people across the online responses, social media, and particularly our in-person events, where we held eight events over five days, including weekends and week days, to allow us to chat with existing Park and Ride users.

The largest proportion of people who responded online were aged between 40 and 55. If we look at the gender of people responding online, 5.69% preferred not to say; 42.15% were from men, 51.90% percent from women and 0.24% from non-binary.



Looking at the key questions

81% of people responding online have used one of the Park and Ride sites in the last 12 months.

We asked, “Would our proposed improvements encourage you to use the Park & Ride more?” and answers were given by site: note the percentages reported here do not include those who did not answer this specific question.

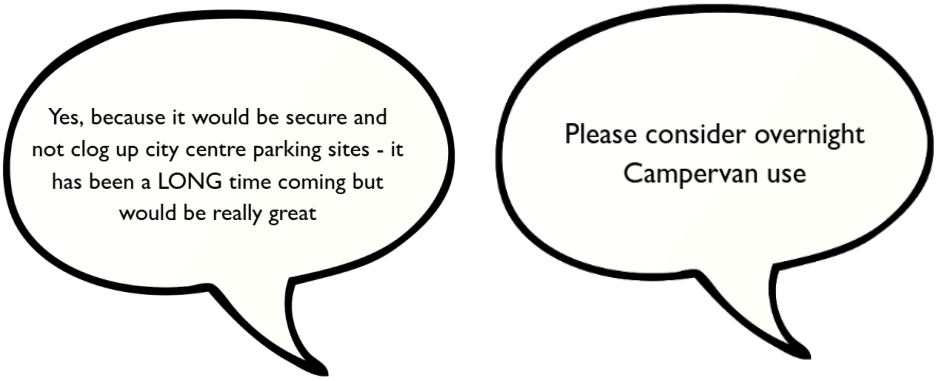
- Askham Bar: answered yes or maybe: 60.45%
- Poppleton Bar: answered yes or maybe: 39.57%
- Monks Cross: answered yes or maybe: 41.45%
- Rawcliffe Bar: answered yes or maybe: 50.3%
- Grimston Bar: answered yes or maybe: 37.18%

Overnight parking

We were interested to know why and how often people might use the overnight parking, and so for the two sites where this is proposed we asked, “Would you (or your visitors) use the overnight parking areas at Askham Bar (service 3), and how often?”

- Askham Bar - most popular answer was to use for leisure and tourism, less often than once a month (36.78% of respondees)
- Rawcliffe Bar – the most popular answer was the same, to use it for leisure and tourism, less often than once a month (25.61%)

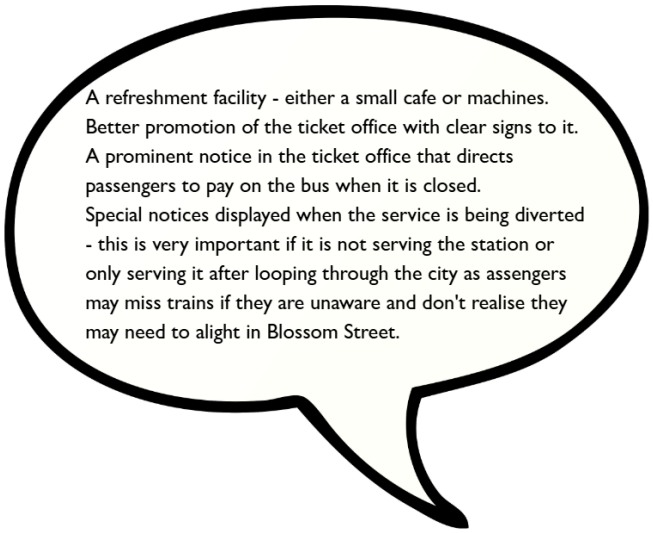
Quotes from this section:





We also gave respondents the opportunity to tell us if we had missed anything from the proposals; many said they wanted to see longer opening hours (which was not part of the consultation but which has happened since). Others called for more secure cycle parking; pedestrian routes along existing desire lines and more:

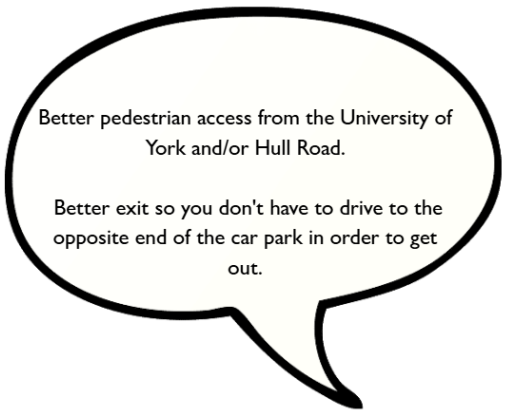
Online comments about Askham Bar:





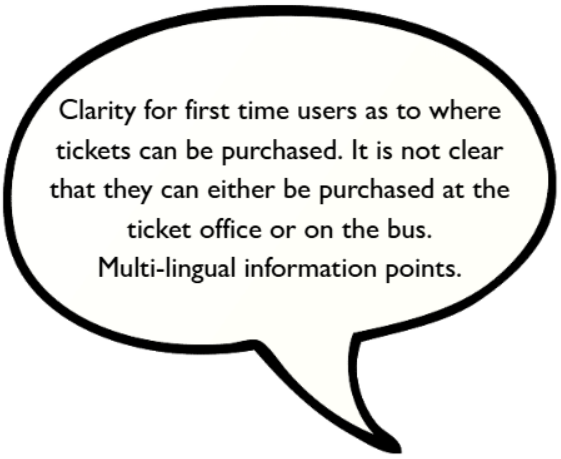


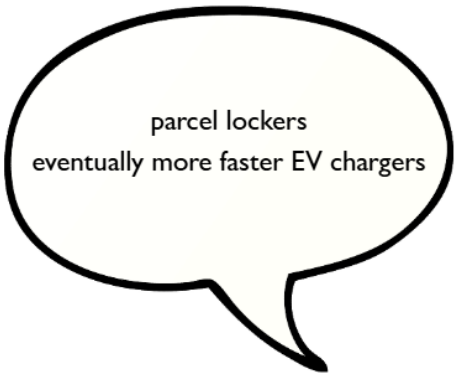
Online comments about Grimston Bar:





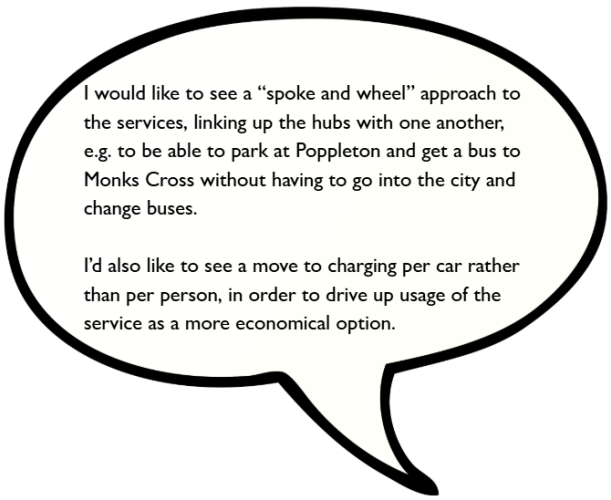
Online comments about Monks Cross:







Online comments about Poppleton Bar:

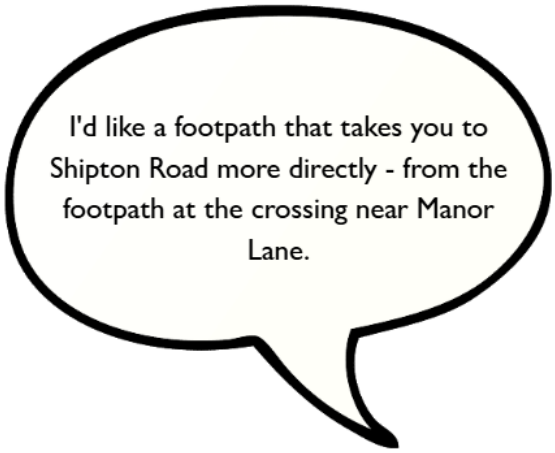




Online comments about Rawcliffe Bar:









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City of York Council
Equalities Impact Assessment
(April 2025)

Who is submitting this proposal?	
Directorate	Place
Service Area	Highways and Transport
Name of Proposal	Park and Ride Site Improvements
Lead Officer	Tom Horner
Date assessment completed	24/04/2025

Names of those who contributed to the assessment			
Name	**Job Title**	**Organisation**	**Area of Expertise**
Tom Horner	Head of Transport Policy and Travel Behaviour	City of York Council	Strategy and policy
Jacob Milner	Project Manager	Turner & Townsend	Project Management
Lara Thornton	Communications Manager	City of York Council	Engagement

Step 1	Aims and intended outcomes

1.1	**What is the purpose of the proposal**
	Please explain your proposal in Plain English avoiding acronyms and jargon.
	Five of York's six Park and Ride sites have been identified for improvement. £4.25m has been secured to deliver a range of measures to improve the user experience of the Park and Ride sites, to improve accessibility, to deliver better connections between different types of transport and to improve security. The proposed works to be implemented are; • **Across all sites (Poppleton Bar, Rawcliffe Bar, Monks Cross, Grimston Bar and Askham Bar)** 1. Improve site security 2. Upgrade accessible parking bays 3. Accessible electric vehicle charging 4. Upgrade lighting 5. Basic repairs, lining and signing 6. Defibrillators 7. New cycle lockers 8. Bike repair stands 9. Parcel lockers 10. Increased electric vehicle charging where feasible. 11. E-scooter parking areas 12. New real time bus information • **Site specific: Rawcliffe Bar** 1. New overnight parking area 2. Relocated oversized vehicle parking 3. New cover for existing cycle parking

4. Refurbishment of existing building
5. New canopy to provide improved passenger shelter & information
6. Upgraded building security
7. New bus stand and shelter

- **Site specific: Monks Cross**
  1. Canopy for existing cycle parking
  2. Refurbished toilets and waiting area
  3. Improved building security

- **Site Specific: Grimston Bar**
  1. Replacement of toilet block and ticket office with a new building located optimally for the bus stop.
  2. Provision of a changing places compliant facility
  3. Improvements to layout and paving
  4. Landscaping works
  5. Upgrade existing oversized vehicle parking area

- **Site Specific: Askham Bar**
  1. New overnight parking area
  2. Relocated oversized vehicle parking area
  3. Additional bus/coach stop location

Due to Poppleton Bar being a newer site, the improvements there comprise the 12 items listed in the all sites section.

1.2	**Are there any external considerations?**
	Legislation / government directive / codes of practice etc.)
	Equality Act 2010: Link to Equality Act: Link to the Equality Act 2010 LGA New Conversations: Link to LGA New Conversations: Link to LGA New Conversations Nesta new operating models Upstream Collaborative: Link to Introducing New Operating Models for Local Government Inclusive Mobility. A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure Cycle infrastructure design (LTN 1/20) - GOV.UK

1.3	**Who are the stakeholders and what are their interests?**
	These will be internal (employees or contractors) or external (people living in our communities)
	External stakeholders are anyone who uses, could use, or may use, York's Park and Ride Service. Groups the Council works with that have an interest in the project include, York Access Forum, York Bus Forum, York Tourism Advisory Bureau, Make it York, York Business Improvement District. All have been briefed on the proposals and their comments have influenced the subsequent works package. Internal stakeholders include, the Equality Officer, Property Services, Public Transport, Highways, Finance, Drainage, Street Lighting and Information Governance. Methods of delivery and engagement with stakeholders are categorised below. • public spaces and libraries. • fully accessible online engagement platform

	• social media & digital comms • media campaign to raise profile of the consultation period and share case studies of different users. • In person engagement at Park and Ride sites. • Conversations and briefings for interested groups/internal stakeholders.

1.4	**What results/outcomes do we want to achieve and for whom?**	
	This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan and other corporate strategies and plans.	
	The objectives of The Project are:	
	Objective	Action
	1. Optimise multi modal opportunities across Park and Ride sites	Provide car club spaces, cycle parking improvements, micromobility parking, EV charging improvements and interchange opportunities for coach and bus to Leeds at Askham Bar.
	2. Improve Park and Ride patronage	Through better facilities and new elements to the product (overnight parking at Askham Bar and Rawcliffe Bar) plus additional bus service improvements (outside the scope of this project) Park and Ride should be a more attractive option.
	3. Improve accessibility	Install two changing places facilities, improve accessible parking space markings and access to bus stops. EV charging for accessible spaces.

	4. Raise cycle locker usage by 60% over each of the five sites by 2027.	Install improved cycle lockers with simple electronic access and booking plus increase promotion of the service.
	5. Reduce ongoing maintenance liability of older sites	Rawcliffe Bar and Grimston Bar in particular are approximately 30 years old, new and/or refurbished buildings plus improved lighting and drainage at other sites will reduce ongoing cost to the Council and the Park and Ride contract holder.
	6. Improved user safety – zero incidents on site target from 2027.	Update road layouts, improved site security through barriers, lighting and CCTV upgrades and path upgrades.
	7. Expand the use of sites as community hubs	Provision of parcel lockers, potential additional services and other commercial opportunities to be explored in line with the report recommendations.

The Plan

The Councils Bus Service Improvement Plan contains the rationale behind the Park and Ride Site Improvement project and is available at the link below;

Annex A York BSIP.pdf

1. Improving facilities at Park and Ride sites contributes towards all four Council Plan commitments.

    a. **Equalities and Human Rights.** The proposed projects include improved accessible parking, electric vehicle charging for accessible parking spaces, more accessible real time information, changing places facilities and improved accessible toilets. All of which benefit protected groups.
    b. **Affordability.** Park and Ride offers a more affordable way of parking a car and accessing York. Enabling people to park overnight at the sites will offer opportunities for people who need to drive, but cannot afford to park in central York to access the City Centre.

	c. **Climate.** Reducing the number of cars coming into York City Centre and replacing the final leg of the trip with a bus journey reduces carbon emissions. d. **Health.** Shifting car journeys onto an electric bus improves air quality within the city, thereby having a knock-on positive impact on respiratory conditions.

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**
	Key bus user stakeholder groups: Bus forum, EP Forum	Key groups with direct experience and offering valuable guidance
	Accessibility stakeholder groups: York Access Forum	Key groups with direct experience and offering valuable guidance
	Business and tourism groups: Visit York, Make it York, FSB, TAB, Chamber of Commerce	Key potential users and high demand both for visitors and for staff

	Survey – online and off-line versions	To gather feedback from as wide a geographical and demographic sample as possible
	External data – e.g. National Travel Survey	Identifies trends and patterns for different types of transport user. I.e. NTS 2023: Trends in public transport use and multi-modal public transport trips - GOV.UK
	In person events	To target commuters and leisure users, plus offer local residents an opportunity to discuss with the team

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	**Actions to deal with this**
	How and when residents and non-residents would use overnight parking,	Further work to understand likely demand, identification of parking areas that can be easily expanded should demand exceed expectations.
	Likely car club use	Market testing

Step 4	Analysing the impacts or effects			
4.1	**Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?**			
	Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.			
	Equality Groups and Human Rights	**Key Findings / Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
	Age	Young people (17-20) are the age group most likely to use the bus and people aged 70 or over are also one of the highest user groups. The improvements to waiting areas will enable a far better place to sit and wait for a bus than is currently the case, particularly at Grimston Bar which will be of significant benefit to those in older age groups.	+	M

	Disability	The proposals will deliver two new changing places compliant facilities, improved waiting areas, better access to the bus stops, improved and more accessible parking spaces and electric vehicle charging provision for accessible spaces.	+	H
	Gender	Not considered to be impacted as part of the Park and Ride site improvements.	0	
	Gender Reassignment	Not considered to be impacted as part of the Park and Ride site improvements.	0	
	Marriage & Civil Partnership	Not considered to be impacted as part of the Park and Ride site improvements.	0	
	Pregnancy & Maternity	Improved layouts and facilities at Rawcliffe Bar and Grimston bar will provided vastly improved baby changing provision.	+	M
	Race	Not considered to be impacted as part of the Park and Ride site improvements.	0	
	Religion & Belief	Not considered to be impacted as part of the Park and Ride site improvements.	0	
	Sexual Orientation	Not considered to be impacted as part of the Park and Ride site improvements.	0	

	Other socio-economic groups (inc)	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	Carer	Not considered to be impacted as part of the Park and Ride site improvements.	0	
	Low Income Groups	Lower income visitors to York coming by car are highly likely to use Park and Ride over city centre car parking. Cheaper overnight parking opportunities will make a city break more affordable.	+	M
	Veterans & armed forces community	Not considered to be impacted as part of the Park and Ride site improvements.	0	

	Impact on Human Rights	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
	n/a			

Use the following guidance to inform your responses:	
Positive (+)	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

Negative (-)	Where you think that the proposal could have a negative impact on any of the equality groups, i.e. it could disadvantage them.
Neutral (0)	Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.
It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.	

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

Step 5	**Mitigating adverse impacts and maximising positive impacts**

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact.**
	Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
	No unlawful prohibited conduct or unwanted adverse impact has been identified as a result of the proposals. Relating to the positive interventions, further work can be undertaken as part of the design process to ensure that the proposals are focussed on the requirements of disabled users and other groups with protected characteristics.

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:	
	Option Selected	**Conclusions / Justification**
	No major change to the proposal	Engagement has been undertaken with a wide range of members of the public and key stakeholders, including York Access Forum, in developing the proposals.

		Key interventions have been included that will support improved accessibility and improved facilities at Park and Ride sites.

Step 7	Recommendations and conclusions of the assessment
7.1	What action, by whom, will be undertaken as a result of the impact assessment.
	List all recommendations, who is responsible and any timescales.

Impact / Issue	Action to be taken	Person Responsible	Timescale
Detailed design needs to reflect user requirements	Work with the equality officer to ensure that as designs progress, the requirements of disabled users of the sites are fully considered.	Tom Horner	Ongoing – to completion of detailed design. Estimated. March 2026.

Step 8	Recommendations and conclusions of the assessment
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?
	• An engagement framework to be produced following this process to support council officers with ongoing engagement with Park and Ride users - bringing together the different frameworks that currently exist for different audiences.

	• Further work with the Park and Ride operator to ensure any passenger/site user surveys ask targeted questions to understand the benefit, or otherwise, achieved by the project proposals.

ENDS

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Meeting:	Executive
Meeting date:	7 October 2025
Report of:	Dave Atkinson, Director of Environmental and Regulatory Services
Portfolio of:	Councillor Jenny Kent, Executive Member for the Environment and Climate Emergency

Decision Report: £500k Parks Investment Fund – scheme approval

Subject of Report

1. At Budget Council in February 2025 £500k investment was approved into the Councils parks. The Executive is now being asked to approve a range of schemes using the weighted approach previously agreed at the Executive meeting on 15th July.

2. This decision will allow officers to commence the programme of investment and to carry out community and specialist consultation as necessary.

Benefits and Challenges

3. The benefits and challenges to this programme of investment are the same as those reported to the Executive on 15th July 2025 and are listed below.

4. This fund was established to improve our communities and ensure that residents can enjoy accessible parks, play areas, and green spaces fit for all. The fund also aligns with our Pride in Place values and will support improvement of community wellbeing, encouraging more people of all ages and abilities to spend time outdoors.

5. This initiative marks the first major investment in York's public spaces in several years and is part of the strategic ambitions laid out in the Council Plan 2023–2027, with widespread resident support. A key focus is ensuring accessible and sustainable

outdoor environments that enhance biodiversity, wellbeing, and social inclusion.

6. There are numerous benefits of investment into green spaces are best illustrated by The National Lottery Report *Space to Thrive* (2019). This was produced by researchers from Sheffield Hallam University and The University of Sheffield and identified

- *Physical health, mental wellbeing and life satisfaction are all enhanced through access to and use of parks and green spaces.*
- *Parks create important opportunities for social integration.*
- *Parks provide opportunities for community engagement and local residents value the chance to be involved in designing and improving their green spaces (e.g., through volunteering)*
- *Parks and green spaces highlight inequalities in society.*
- *There are economic benefits of parks and green spaces in terms of creating employment, hosting economic activities (such as cafes or events) and encouraging inward investment*

Full details can be found at https://www.heritagefund.org.uk/sites/default/files/media/attachments/Space%20to%20thrive_2019-A%20rapid%20evidence%20review%2014102019-a11y.pdf

7. It is recognised that regular use of our green spaces is not consistent across York's communities. In developing projects and schemes both users' and non-users' views will be sought to ensure best use is made of the investment, with the desired outcome that this programme of investment will seek to ensure our green spaces are more inclusive and enjoyed by a wide variety of people.

8. In managing York's green spaces Public Realm work closely with the Environment and Community Officers, Friends Of and with many volunteer groups across the city. Several thousand hours of volunteer activity supplement the maintenance and upkeep of our green spaces. This investment will promote and encourage our communities to help with the ongoing and future involvement in York's green spaces.

9. The opportunity exists to link this programme to the work of the Public Health and Communities team. They will review the impact of a proposed scheme or project and seek to maximise its benefits. This could be through seeking additional community or 3rd party

involvement in planting, future maintenance or contributing to cost, in cash or kind.

10. The biggest challenge that has been identified is that there is insufficient capacity within the current workforce to deliver this greatly expanded programme. To address this problem, a project officer has been recruited to deliver the programme and will be in place until 31st March 2027.

Policy Basis for Decision

11. The prioritisation of investment based on the weighting supports two of the Council's Core commitments:

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.

Health- Health and wellbeing - We will improve health and wellbeing and reduce health inequalities.

Financial Strategy Implications

12. Budget Council (February 2025) approved a £500k capital budget to be spent over two years to fund improvements to City Council parks, green spaces and play areas.

13. As reported at the Executive on 15th July 2025 the aim of this project is to make a real difference to our parks, green spaces and play areas. The amount of investment will vary between sites or project depending on need and how the site meets the criteria. The smallest investments are likely to be in the region of £10-£15k per project.

14. The council also holds developer Section 106 contributions for parks and open space infrastructure. The S106 funding available is up to an additional £500k to support the capital funding. Where S106 Agreements allow, funding will be pooled to provide an enhanced scheme; where funding is stand alone, projects will be delivered in parallel with the core Council programme of work.

15. This exercise, along with external funding means that the core programme budget is now close to £750k. Of which £602k is earmarked for the schemes, £85k for staff costs and £62k held in

reserve as a contingency. Including standalone 106 funded projects and money due to 3rd parties the overall budget to circa £925k.

Recommendation and Reasons

16. Members are recommended to:

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

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

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

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

3. Request a follow up report for July 2026.

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

Background

17. The Council Plan 2023-2027 which sets a clear vision for the council - *by working with the city we will establish the conditions that would make the city healthier, fairer, more affordable, more sustainable and more accessible*. As part of delivering this Plan, Budget Council in February 2025 approved a two year £500k investment into the Council parks.

Consultation Analysis

18. Previous reports on the investment criteria for funding allocations were considered by the Place Scrutiny Committee on 24th June 2025 and the Executive on 15th July 2025.

19. Based on feedback from the above meetings the Indices of Multiple Deprivation (IMD) catchment area data has been updated by the Councils Business Intelligence Unit and is now based on a 500m radius rather than the original 300m. This both widens the population catchment of our sites and for those sites with a play area more closely aligns with the Local Plan standards.

20. A draft of this report was considered by the Place Scrutiny Committee on 22nd September 2025 in the presence of the report authors, Director of Environment and Regulatory Services and the Executive Member for Environment and Climate Emergency. Following the meeting this report has been updated to include examples of infrastructure and a definition of what multi ward sites are. The Committee accepted the recommendations as written.

Proposed schemes

21. Officers have applied the weighted approach to nearly 60 Council play areas, parks, gardens, and smaller green spaces. As some sites have multiple issues this results in over 70 possible projects. Each of these has been scored and then weighting applied to reflect the agreed order of theme priority.

    1st IMD
    2nd Replacing play equipment over 20 years old
    3rd Key infrastructure

    Then equal 4th weight to

    Green Flag award
    Availability of external funds

22. Methodology: Each theme has been scored out of a 100% with 100 marks been allocated to the highest score within each theme. Lower scores are than awarded marks based on a % of the highest mark possible within each theme. The resulting scores are then given an added weighting to reflect the priority of that theme

    Indices of Multiple Deprivation (IMD) Scores range from 25.70 (100%) to 4.69 (19%). The higher the score the higher the level of deprivation. Weighting x 4.

    Investment into play areas. Scores range from 20 (100%) to 4 (20%). The higher the score the older the age of equipment in 5-year bands, 34 years being the age of the oldest equipment identified. The age of play equipment has been established via manufactures tags, photographic and tender records held by the service and Google Street View and noted in Annex 2. Weighting x 3.

Key infrastructure (includes footpaths, fencing, safety surfacing). Scores range from 15 (100%) to 3 (20%). The higher the score the greater the need for a rebuild, refresh or upgrade, new build, through to minor works. Weighting x 2.

Support the expansion and retention of Green Flag Award standard. A single score of 10 (100%) has been allocated. Weighting x 1.

Projects which have or have the potential for 3rd party funding contributions. Scores range from 10 (100%) to 2 (20%). The higher the score the greater the contribution defined as external or ward funding. Weighting x 1.

23. This can be summarised as follows

Theme					
IMD score	Play area equipment scores	Infrastructure scores	Green Flag score	3rd party £'s scores	Numerical score used in annex 2 *
25.70	20	15	10	10	100
					90
20.06	16	12			80
					70
15.04	12	9			60
				5	50
10.03	8	6			40
					30
5.01	4	3			20
				2	10

*to which weighting is then applied

24. A site-by-site assessment is detailed in Annex 2 including the indicative total cost and cost to the Parks fund. Those schemes recommend for investment and further investigation are listed in Annex 1

25. Where a site is known to be in good order and / or there is other funding available to rectify the issue, such sites have not been put forward even though they may score relatively high. An example of this is Tedder Road Play area line 12 Annex 2 – this is in a higher

IMD area and has older equipment. However, as the equipment is in good condition, not in need of renewal and has good access.

26. The following nineteen schemes are recommended for investment

Annex 2 ref no.	Site	Scheme features	Score	Ward
1	Chesney's Field play area - junior	new equipment, seating, new linking path	760	Westfield
2	Hull Road Park main play area	New items of equipment and accessible seating, safety surfacing	731	Hull Road
3	Chesney's Field play area - senior	New safety surfacing	680	Westfield
4	Crombie Avenue play area and adjoining games court	Near 100% rebuild of play area with new entrances. Surface work to games court	669	Clifton
5	Ashton Avenue play area (junior)	play equipment, access improvements	648	Clifton
8	Acomb Green play area	high footfall and wear, replacement steps required	603	Westfield
9	Rowntree Park play area	replacement 6m high pyramid climber	593	Micklegate
10	Brailsford Crescent play area - Junior	Complete replacement of old equipment	575	Rawcliffe and Clifton Without
14	Hull Road Park - footpath by beck	Rebuild footpath	551	Hull Road
15	Glen Gardens Basketball Court	court surface is worn out, perimeter fencing needs replacing	547	Heworth

16	Batchelor Hill - Tenant Rd entrance	Rebuild steps, install handrail	534	Westfield
18	Cemetery Road play area	Replacement of old remaining play equipment. Landscaping work	527	Fishergate
19	Bell Farm / Byland Avenue open space and play area	Create more coherent open space	522	Heworth
21	Hull Road Park - Lions Head area	Renewal of bow top fence, new handrails	511	Hull Road
22	Hull Road Park - Millfield Avenue boundary railings	Renew perimeter railings and new gate	511	Hull Road
23	Hull Road Park - Millfield Avenue footpath	Upgrade rough path to improve accessibility	511	Hull Road
26	Rowntree Park basketball court	New surface and boundary fence	476	Micklegate
29	Viking Road play area	Reclad bridge mound, renewal of few remaining old play equipment items, access improvements	455	Acomb
30	Cornlands Rd open spaces/ play area	New surfaced path across site with link to play area	454	Westfield

27. Nine of the above projects are at sites which serve more than one ward, some serve multiple wards. Multi ward sites are those which either contain a multiple facilities and choice of several activities or where the ward boundary runs down one side of the site. Column E in the Annex 1 identifies such sites

28. A further five high scoring possible schemes need further investigation into the practicality and cost before they can be recommended.

Annex 2 ref no.	Site	Scheme	Score	Ward
13	Clarence Gardens pavilion	Internal remodelling to allow community use / refreshments to be provided	559	Guildhall
20	Hull Road Park pavilion	Building needs modernising to expand use	511	Hull Road
25	Acomb Green - path access	Possible pedestrian ramp onto Green by bus stop	483	Acomb
28	Monkbridge Gardens	Rebuild access from Heworth Green, possible extension of tarmac path network	459	Heworth
38	Arran Place (King George V Memorial Playing Field)	Possible new accessible ramp from / to Fossway to supplement the existing steps	381	Heworth

Delivery

29. A Project Officer role has been created to deliver the schemes, for the duration of the programme. This will create the capacity to maximise best use of all funding opportunities to deliver the desired outcome.

30. The programme of work will start immediately; the first batch of projects will be delivered in 3 to 4 months, prioritising: -

Scheme 2 Hull Road Park - Main play area safety surfacing works
Scheme 3 Chesney's Field senior play area safety surfacing
Scheme 4 Crombie Avenue play area renewal
Scheme 22 Hull Road Park - Millfield Avenue fencing and gate

Thereafter, there will be a constant delivery of schemes over the lifetime of the project. This timetable allows for consultation with users, communities, ward councillors, and specialist advisers, as well as tendering and installation. Some schemes may be delivered in phases as they require different contactors for each element, Scheme 3 above for example. Records will be kept of before and after work takes place to illustrate this journey.

31. As stated in the July Executive report, as part of our plans to redevelop parks and play areas, we are committed to making them accessible and inclusive for everyone. We will work closely with the equalities team and partner with relevant external organisations to ensure that accessibility and inclusivity are at the heart of the design and delivery process.

32. Where possible, we will aim to make environmental improvements as part of or in parallel with the scheme or project, seeking to embed a sense of Pride in Place, improve planting for climate resilience and support Nature in our City. For example, new tree planting in play areas to increase shade, and plants that support the pollinator agenda.

33. Should businesses, civic or community groups have an interest in being involved in this programme, be it through sponsorship, in kind contributions or complimentary activity the council would be keen to explore all opportunities.

Organisational Impact and Implications

34. The implications are as follows:

- ***Financial****,* there are 19 schemes recommended in the first tranche which will receive funding from the Park Improvement Fund. The projected total cost is £687.5k including the project officer, leaving a contingency of £62.4k. This is funded from £500k parks fund, specific and general 106 funds and 3rd party contributions.

Costs and funding sources are shown in the table below

Costs	**£'000**	**Funding**	**£'000**
Scheme Costs	602.5	Park Fund	500.0
Project Officer	85.0	Specific s106 and 3rd party	97.6
Phase 1 Total	**687.5**	General s106	152.3
Retained	62.4		
Total	**749.9**		**749.9**

- ***Human Resources (HR)*** The additional resource referred to in paragraph 28 to deliver this programme has been established and resourced in accordance with council policy. There are no other HR implications contained within this report.

- ***Legal*** the Council does not have a statutory duty to maintain parks. However, the Council does have a duty of care to ensure the safety of public play areas and has a statutory duty under the Highways Act 1980 to maintain footpaths, and certain bridges, in a safe condition and fit for the type of traffic which is ordinarily expected to use it. Under the War Memorials (Local Authorities' Powers) Act 1923, the Council has the power, but not a duty, to maintain, repair and protect war memorials within its district The Councils policy approach to the management of parks should take into account all relevant considerations, as set out in this report. There is a growing body of case law which emphasises the importance of public bodies taking proportionate steps to combat climate change.

- ***Procurement.*** Whilst there are no direct procurement implications relating this report itself, procurement will be a main tool used to deliver some of works if this report is approved. Future procurements for all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Procurement Act 2023. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.

- ***Health and Wellbeing*** As highlighted earlier in this report, well maintained parks and play infrastructure support physical activity, but also encourage social interaction and community engagement, all of which are beneficial for health. Prioritising funding for open spaces and play areas for those living in less affluent areas is welcome. We would also encourage development of these areas to consider local need and views of residents including children, older adults, those in care homes etc. as evidence suggests this is key to maximising use of such spaces. Finally, we urge consideration to be given to groups currently less likely to access, or face barriers to accessing, the city's open spaces and play areas such as disabled people, people from BME backgrounds and teenage girls by implementing design principles e.g. Make Space for Girls and Active Design Checklist.

- ***Environment and Climate action*** Enhancement of the city's parks and green spaces can make an important contribution to tackling the challenges of climate change. The York Climate Change Strategy sets objectives for increased tree planting, increased carbon storage and sustainable land management. These objectives should be considered in the assessment of potential investment. Capital works have the potential to increase carbon emissions, and these should be mitigated and minimised wherever possible. Opportunities for biodiversity enhancement and climate adaptation could be considered as part of the assessment for potential investment.

- ***Affordability*****,** Investment in green spaces and play areas supports activities which are free at the point of participation.

- ***Equalities and Human Rights****,* An Equalities Impact Assessment (EIA) is not required at this stage but will be required for the proposed work package to be presented later to Members. Specific comments on the proposed way forward are contained within the main body of the report.
- ***Data Protection and Privacy*** The completion of data protection impact assessment (DPIA) screening questions evidenced there would be no processing of personal data, special categories of personal data or criminal offence data processed, so there is no requirement to complete a DPIA.

- ***Communications*** Local engagement in – and understanding of - this work will help the council to deliver this objective with the support of people in the areas affected. It is part of a wider story of support for communities across the city and information about this investment will be presented within the context of the range of activities making a difference on the ground. This will help council to explain how the different strands of work, including this investment, work together for the places where they live and work.

- ***Economy***, None.

Risks and Mitigations

35. The risks associated with this report, are that the programme of work is not delivered in a timely manner or by the project planned end date risking negative reputational impact. This was previously identified, and mitigation measures have been put in place through the appointment of a project officer employed in the role until 31st March 2027.

Wards Impacted

36. Those wards which are impacted are listed in paragraphs 25 and 28, and in Annex 1 and 2

Contact Details

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Background Papers

14 New Lane

Meeting of the Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion the Environment and Climate Emergency 16th January

https://democracy.york.gov.uk/ieListDocuments.aspx?CId=1060&MId=14518

Budget Council 27th February 2025

https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=15004

Meeting of the Executive Member for the Environment and Climate Emergency 29th April 2025

https://democracy.york.gov.uk/ieListDocuments.aspx?CId=870&MId=14599

Meeting of the Place Scrutiny Committee 24th June 2025

https://democracy.york.gov.uk/ieListDocuments.aspx?CId=1122&MId=15314

Meeting of the Executive 17th July 2025

https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=15173

Meeting of the Place Scrutiny Committee 22nd September 2025

https://democracy.york.gov.uk/ieListDocuments.aspx?CId=1122&MId=15315

Annexes

Annex 1 – Sites recommended for investment and further investigation
Annex 2 – Site Scores and provisional budget allocation
Annex 3 – Equality Impact Assessment

Abbreviations – IMD – Indices of Multiple Deprivation

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Key	Green - Recommended to progress																		
Ref	CYC Site	Scheme / issue	Ward	multi ward catchment site	IMD Score	% x 4	Play equipment age score	% x 3	infrastructure score	% x 2	Green Flag	% x 1	Ward & 3rd party contributions	% x 1	**Total marks**	Indicative gross cost	106, ward, other CYC and 3rd party contributions	Parks Fund requirement	Installation date where known of oldest item(s)
1	Chesney's Field play area - junior	new equipment, seating, 30m of new linking path	Westfield		25.07	400	16	240	9	120	0	0	0	0	**760**	£ 45,000	£ 1,637	£ 43,363	tag 1999
2	Hull Road Park main play area	New items of equipment, accessible seating,	Hull Road	yes	15.72	251	20	300	6	80	10	100	0	0	**731**	£ 35,000	£ 3,464	£ 31,536	pre 1996
3	Chesney's Field play area - senior	New safety surfacing	Westfield		25.07	400	8	120	12	160	0	0	0	0	**680**	£ 20,000	£ -	£ 20,000	2009-11
4	Crombie Avenue play area and adjoining games	Near 100% rebuild with new entrances. High after school use	Clifton		19.38	309	16	240	9	120	0	0	0	0	**669**	£ 75,000	£ 31,245	£ 43,755	pre 2000
5	Ashton Avenue play area (junior)	new play equipment, access improvements. Assumed extrnal grant	Clifton		18.65	298	12	180	6	120	0	0	5	50	**648**	£ 70,000	£ 20,000	£ 50,000	tag 2002
8	Acomb Green play area	high footfall and wear, replacement steps required	Westfield	yes	22.76	363	4	80	12	160	0	0	0	0	**603**	£ 20,000	£ 1,577	£ 18,423	2012
9	Rowntree Park play area	replacement 6m high pyramid climber	Micklegate	yes	12.07	193	20	300	0	0	10	100	0	0	**593**	£ 30,000	£ 4,123	£ 25,877	1991
10	Brailsford Crescent play area Junior	complete replacement of old equipment	Clifton Without and		20.98	335	16	240	0	0	0	0	0	0	**575**	£ 15,000	£ 1,188	£ 13,812	circa 2000
14	Hull Road Park	Rebuild 40m of path	Hull Road	yes	15.72	251	0	0	15	200	10	100	0	0	**551**	£ 20,000	£ -	£ 20,000	n/a
15	Glen Gardens Basketball Court	court surface is worn out, perimeter fencing needs replacing,	Heworth	yes	14.84	237	0	0	12	160	10	100	5	50	**547**	£ 45,000	£ 21,500	£ 23,500	circa 2000
16	Batchelor Hill - Tenant Rd entrance	rebuild steps, install handrail	Westfield		20.96	334	0	0	15	200	0	0	0	0	**534**	£ 10,000	£ -	£ 10,000	n/a
18	Cemetery Road play area	replacement of old remaining play equipment. Landscaping work, High after school	Fishergate		13.62	217	20	300	0	0	0	0	2	10	**527**	£ 25,000	£ 12,000	£ 13,000	pre 1996
19	Bell Farm / Byland Avenue open space	create coherent open space	Heworth		17.70	282	8	80	12	160	0	0	0	0	**522**	£ 15,000	£ -	£ 15,000	2009-11

21	Hull Road Park Lions Head area	renew up to 120m of bow top fence, new hand rails	Hull Road	yes	15.72	251	0	0	12	160	10	100	0	0	**511**	£ 15,000	£ -	£ 15,000	1960's ?
22	Hull Road Park Millfield Avenue boundary fencing	Renew 90m of perimeter railings and new gate	Hull Road	yes	15.72	251	0	0	12	160	10	100	0	0	**511**	£ 25,000	£ -	£ 25,000	1960's ?
23	Hull Road Park Millfield Avenue footpath	Upgrade 50m of rough path to improve assessiblity	Hull Road	yes	15.72	251	0	0	12	160	10	100	0	0	**511**	£ 25,000	£ -	£ 25,000	n/a
26	Rowntree Park basketball court	needs new surfacing and boundary fence	Micklegate	yes	11.08	176	0	0	15	200	10	100	0	0	**476**	£ 45,000	£ -	£ 45,000	approx 2005
29	Viking Road play area	Reclad bridge mound,renewal of few remaining old play equipment items, access improvements	Acomb		10.99	175	8	120	12	160	0	0	0	0	**455**	£ 40,000	£ 839	£ 39,161	2009-11
30	Cornlands Road open space and play area access	New surfaced path across site with link to play area 55m required	Westfield		20.96	334	0	0	9	120	0	0	0	0	**454**	£ 27,500	£ -	£ 27,500	n/a
																	£ 602,500	

Schemes requiring more investigation

13	Clarence Gardens pavilion	internal remodelling to allow community use / refreshments to be provided.	Guildhall	yes	15.62	249	0	0	12	160	10	100	5	50	**559**	£ -	£ -	£ -	1913
20	Hull Road Park pavillion	Building needs modernising to expand use	Hull Road	yes	15.72	251	0	0	12	160	10	100	0	0	**511**	£ -	£ -	£ -	1927
25	Acomb Green - path access	Possible ramp by bus stop	Westfield	yes	22.76	363	0	0	9	120	0	0	0	0	**483**	£ -	£ -	£ -	n/a
28	Monkbridge Gardens	Rebuild access from Heworth Green, possible extension of tarmac path network	Heworth		16.25	259	0	0	15	200	0	0	0	0	**459**	£ -	£ -	£ -	n/a
38	Arran Place (King George V Playing Field)	New accessible route from / to Fossway. 2m height drop	Heworth		16.34	261	0	0	9	120	0	0	0	0	**381**	£ -	£ -	£ -	n/a

Key	Green - schemes which could progress	Orange indicates where feasibity study / design work is required	Red - not recommended		Yellow - Work is already taking place or in prepartion via other funding routes								Blank - no investment required from £500k fund.						
Ref	CYC Site	Scheme / issue	Ward	multi ward catchment site	IMD Score	% x 4	Play equipment age score	% x 3	infrastructure score	% x 2	Green Flag	% x 1	Ward & 3rd party contributions	% x 1	**Total marks**	Indicative gross cost	106, ward, other CYC and 3rd party contributions	Parks Fund requirement	Installation date where known of oldest item(s)
1	Chesney's Field play area - ju	new equipment, seating, 30m of new	Westfield		25.07	400	16	240	9	120	0	0	0	0	**760**	£ 45,000	£ 1,637	£ 43,363	tag 1999
2	Hull Road Park main play area	New items of equipment, accessible seating, safety	Hull Road	yes	15.72	251	20	300	6	80	10	100	0	0	**731**	£ 35,000	£ 3,464	£ 31,536	pre 1996
3	Chesney's Field play area - senior	New safety surfacing	Westfield		25.07	400	8	120	12	160	0	0	0	0	**680**	£ 20,000	£ -	£ 20,000	2009-11
4	Crombie Avenue play area and adjoining games court	Near 100% rebuild with new entrances. High after school use	Clifton		19.38	309	16	240	9	120	0	0	0	0	**669**	£ 75,000	£ 31,245	£ 43,755	pre 2000
5	Ashton Avenue play area (junior)	new play equipment, access improvements. Assumed extrnal grant	Clifton		18.65	298	12	180	6	120	0	0	5	50	**648**	£ 70,000	£ 20,000	£ 50,000	tag 2002
6	Glen Gardens play area	complete replacement of old equipment, 106 funded scheme underway	Heworth	yes	14.84	237	20	300	0	0	10	100	0	0	**637**	£ -	£ 70,000	£ -	pre 1996
7	West Bank Park - senior play area	Complete replacement required - 14 New Lane funding available	Holgate	yes	14.58	233	20	300	0	0	10	100	0	0	**633**	£ -	£ -	£ -	pre 1996
8	Acomb Green play area	high footfall and wear, replacement steps required	Westfield	yes	22.76	363	4	80	12	160	0	0	0	0	**603**	£ 20,000	£ 1,577	£ 18,423	2012
9	Rowntree Park play area	replacement 6m high pyramid climber	Micklegate	yes	12.07	193	20	300	0	0	10	100	0	0	**593**	£ 30,000	£ 4,123	£ 25,877	1991
10	Brailsford Crescent play area Junior	complete replacement of old equipment	Clifton Without and Rawcliffe		20.98	335	16	240	0	0	0	0	0	0	**575**	£ 15,000	£ 1,188	£ 13,812	circa 2000
11	Brailsford Crescent play area Senior		Clifton Without and Rawcliffe		20.98	335	16	240	0	0	0	0	0	0	**575**	£ -	£ -	£ -	circa 2000
12	Tedder Road play area		Westfield		24.58	392	12	180	0	0	0	0	0	0	**572**	£ -	£ -	£ -	tag 2004
13	Clarence Gardens pavilion	internal remodelling to allow community use / refreshments to be provided.	Guildhall	yes	15.62	249	0	0	12	160	10	100	5	50	**559**	£ -	£ -	£ -	1913

14	Hull Road Park footpath by beck	Rebuild 40m of path	Hull Road	yes	15.72	251	0	0	15	200	10	100	0	0	**551**	£ 20,000	£ -	£ 20,000	n/a
15	Glen Gardens Basketball Court	court surface is worn out, perimeter fencing needs replacing, Community	Heworth	yes	14.84	237	0	0	12	160	10	100	5	50	**547**	£ 45,000	£ 21,500	£ 23,500	circa 2000
16	Batchelor Hill - Tenant Rd entrance	rebuild steps, install handrail	Westfield		20.96	334	0	0	15	200	0	0	0	0	**534**	£ 10,000	£ -	£ 10,000	n/a
17	Grange Lane play area	No path proposed as it would damage SINC grassland	Westfield		20.56	328	8	80	9	120	0	0	0	0	**528**	£ -	£ -	£ -	2009-11
18	Cemetery Road play area	replacement of old remaining play equipment. Landscaping work, High after school use. Ward	Fishergate		13.62	217	20	300	0	0	0	0	2	10	**527**	£ 25,000	£ 12,000	£ 13,000	pre 1996
19	Bell Farm / Byland Avenue open space and play area	create coherent open space	Heworth		17.70	282	8	80	12	160	0	0	0	0	**522**	£ 15,000	£ -	£ 15,000	2009-11
20	Hull Road Park pavillion	Building needs modernising to expand use	Hull Road	yes	15.72	251	0	0	12	160	10	100	0	0	**511**	£ -	£ -	£ -	1927
21	Hull Road Park Lions Head area	renew up to 120m of bow top fence, new hand rails	Hull Road	yes	15.72	251	0	0	12	160	10	100	0	0	**511**	£ 15,000	£ -	£ 15,000	1960's ?
22	Hull Road Park Millfield Avenue boundary fencing	Renew 90m of perimeter railings and	Hull Road	yes	15.72	251	0	0	12	160	10	100	0	0	**511**	£ 25,000	£ -	£ 25,000	1960's ?
23	Hull Road Park Millfield Avenue footpath	Upgrade 50m of rough path to improve assessiblity	Hull Road	yes	15.72	251	0	0	12	160	10	100	0	0	**511**	£ 25,000	£ -	£ 25,000	n/a
24	Upper St Paul's play area	Replacement of climber	Holgate		12.64	201	20	300	0	0	0	0	0	0	**501**	£ -	£ -	£ 10,000	pre 2000
25	Acomb Green - path access	Possible ramp by bus stop	Westfield	yes	22.76	363	0	0	9	120	0	0	0	0	**483**	£ -	£ -	£ -	n/a
26	Rowntree Park basketball court	needs new surfacing and boundary fence	Micklegate	yes	11.08	176	0	0	15	200	10	100	0	0	**476**	£ 45,000	£ -	£ 45,000	approx 2005
27	Hull Road Park small play area (Tang Hall Lane)		Hull Road	yes	15.72	251	8	120	0	0	10	100	0	0	**471**	£ -	£ -	£ -	tag 2009
28	Monkbridge Gardens	Rebuild access from Heworth Green, possible extension of tarmac path network	Heworth		16.25	259	0	0	15	200	0	0	0	0	**459**	£ -	£ -	£ -	n/a
29	Viking Road play area	Reclad bridge mound,renewal of few remaining old play equipment items, access improvements	Acomb		10.99	175	8	120	12	160	0	0	0	0	**455**	£ 40,000	£ 839	£ 39,161	2009-11

30	Cornlands Road open space and play area access	New surfaced path across site with link to play area 55m required	Westfield		20.96	334	0	0	9	120	0	0	0	0	**454**	£ 27,500	£ -	£ 27,500	n/a
31	Siddings Gardens play area	Slide area refresh, safety surfacing work	Holgate		14.04	224	12	180	3	40	0	0	0	0	**444**	£ 15,000	£ -	£ 15,000	circa 2005
32	Clarence Gardens play area		Guildhall		15.62	249	4	80	0	0	10	100	0	0	**429**	£ -	£ -	£ -	2015
33	Ashton Avenue play area		Clifton		18.65	298	8	120	0	2	0	0	0	0	**420**	£ -	£ -	£ -	2009-11
34	Barfield Road play area	limited access after gate, R&M issue	Heworth		15.10	240	8	120	3	60	0	0	0	0	**420**	£ -	£ -	£ -	2009-11
35	Cornlands Road play area equipment		Westfield		20.96	334	4	80	0	0	0	0	0	0	**414**	£ -	£ -	£ -	2014
36	West Bank Park -junior play area	a few items could be replaced - 14 New Lane funding may be	Holgate	yes	14.58	233	4	80	0	0	10	100	0	0	**413**	£ -	£ -	£ -	circa 2012
37	Leeside play area	replacement unit beng installed	Dringhouses and Woodthorpe		17.54	280	8	120	0	0	0	0	0	0	**400**	£ -	£ 4,710	£ 4,710	circa 2010
38	Arran Place (King George V Playing Field)	New accessible route from / to Fossway. 2m height drop	Heworth		16.34	261	0	0	9	120	0	0	0	0	**381**	£ -	£ -	£ -	n/a
39	Sovereign Park play area		Acomb		15.96	254	8	120	0	0	0	0	0	0	**374**	£ -	£ -	£ -	2009-11
40	Sowerby Road play area	new swings being	Holgate		15.56	248	8	120	0	0	0	0	0	0	**368**	£ -	£ 14,072	£ 14,072	2009-11
41	Upper St Paul's games court	court surface is worn out, opportunity to widen offer, develop for	Holgate		12.64	201	0	0	12	160	0	0	0	0	**361**	£ 20,000	£ -	£ 20,000	circa 2000
42	Saddlers Walk / Forge Close play areas	would benefit from refresh and rationalisation	Huntington and New Earswick		11.28	180	12	180	0	0	0	0	0	0	**360**	£ 20,000	£ -	£ 20,000	mid 2000's
43	Dewsbury Terrace play area	,	Micklegate		14.57	233	8	120	0	0	0	0	0	0	**353**		£ -	£ -	pre 2008
44	Rawcliffe Country Park play area	10m plus of new paved path into play area, new DDA gate & seating	Clifton Without and Rawcliffe	yes	5.63	90	0	0	12	160	10	100	0	0	**350**	£ 17,500	£ -	£ 17,500	circa 1996
45	Esk Drive play area	refresh of play equipment needed	Rural West		6.41	102	16	240	0	0	0	0	0	0	**342**	£ 40,000	£ -	£ 40,000	tag 1999
46	Arran Place (King George V Playing Field) play area		Heworth		16.34	261	4	80	0	0	0	0	0	0	**341**	£ -	£ -	£ -	2014
47	Littlethorpe Close play area	25 m of new footpath	Strensall		6.08	97	8	120	9	120	0	0	0	0	**337**	£ -	£ -	£ -	2009-11
48	Glen Gardens - main park	fitness equipment	Heworth	yes	14.84	237	0	0	0	0	10	100	0	0	**337**	£ -	£ 10,000	£ -	n/a
49	Foxwood Park (Bellhouse Way)		Dringhouses and Woodthorpe		20.51	327	0	0	0	0	0	0	0	0	**327**	£ -	£ -	£ -	n/a
50	Back Park play area		Holgate		11.56	184	8	120	0	0	0	0	0	0	**304**	£ -	£ -	£ -	2009-11
51	Mallard Close play area		Hull Road		11.56	184	8	120	0	0	0	0	0	0	**304**	£ -	£ -	£ -	circa 2010
52	Victoria Park play area	Needs 35m of linking path from Forth Street.	Holgate		10.99	175	0	0	9	120	0	0	0	0	**295**	£ 17,500	£ -	£ 17,500	n/a

53	Scarcroft Green	footpaths repair and new seating	Micklegate		12.33	197	0	0	6	80	0	0	0	0	**277**	£ -	£ -	£ 12,000	n/a
54	Fishponds Wood		Acomb		16.50	263	0	0	0	0	0	0	0	0	**263**	£ -	£ -	£ -	
55	Monkbridge Landing		Guildhall		16.25	259	0	0	0	0	0	0	0	0	**259**	£ -	£ -	£ -	n/a
56	Navigation Road play area		Guildhall		15.92	254	0	0	0	0	0	0	0	0	**254**	£ -	£ -	£ -	2024
57	Melrosegate playing field		Heworth		14.49	231	0	0	0	0	0	0	0	0	**231**	£ -	£ -	£ -	n/a
58	Woodthorpe Green play area		Dringhouses and Woodthorpe		14.04	224	0	0	0	0	0	0	0	0	**224**	£ -	£ -	£ -	2018
59	Laburnum Farm play area		Rural West		6.07	97	8	120	0	0	0	0	0	0	**217**	£ -	£ -	£ -	2008
60	Fulford Cross play unit		Fishergate		5.56	89	8	120	0	0	0	0	0	0	**209**	£ -	£ -	£ -	pre 2008
61	Broadstone Way play area	space for more equipment, Local 106 available	Clifton Without and Rawcliffe		5.54	88	8	120	0	0	0	0	0	0	**208**	£ -	£ -	£ -	pre 2008
62	Landalewood Road	surfacing work, limited life span of equipment. Local 106 available	Clifton Without and Rawcliffe		5.54	88	8	120	0	0	0	0	0	0	**208**	£ -	£ -	£ -	pre 2008
63	Kensington Road play area	Local 106 available	Clifton Without and Rawcliffe		5.15	82	8	120	0	0	0	0	0	0	**202**	£ -	£ -	£ -	pre 2008
64	Carlisle Street play area	new basket swing being installed	Holgate		11.92	190	0	0	0	0	0	0	0	0	**190**	£ -	£ 4,995	£ 4,995	n/a
65	Eccles Close play area	space for better unit available	Clifton Without and Rawcliffe		3.59	57	8	120	0	0	0	0	0	0	**177**	£ -	£ -	£ -	pre 2008
66	Nelson Lane	space for more equipment Local 106 available	Dringhouses and Woodthorpe		10.63	169	0	0	0	0	0	0	0	0	**169**	£ -	£ 13,033	£ 13,033	2018
67	Armstrong Way		Clifton Without and Rawcliffe		5.15	82	4	80	0	0	0	0	0	0	**162**	£ -	£ -	£ -	pre 2016
68	Knapton play area		Rural West		7.63	122	0	0	0	0	0	0	0	0	**122**	£ -	£ -	£ -	2022
69	Garnet Terrace play area		Holgate		14.67		8	120	0	0	0	0	0	0	**120**	£ -	£ -	£ -	2009-11
70	Badgerwood Walk play area		Hull Road		5.44	87	0	0	0	0	0	0	0	0	**87**	£ -	£ -	£ -	2019
71	Poppleton Community Centre play area		Rural West		4.69	75	0	0	0	0	0	0	0	0	**75**	£ -	£ -	£ -	2018

City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Environment and Regulatory Services
Service Area:	Public Realm
Name of the proposal :	Parks Investment Fund
Lead officer:	Dave Meigh
Date assessment completed:	26.09.25

Names of those who contributed to the assessment:

Name	Job title	Organisation	Area of expertise

Step 1 – Aims and intended outcomes

	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	The accompanying report and its recommendations provide a transparent means of allocating the parks capital programme funds. The Executive is being asked to decide which sites will receive investment. Over an 18-month period a minimum of nineteen schemes across 13 sites will be delivered, in parallel, site specific 106 investment will also take place at range of sites across the city. The aim of the programme is to deliver improved green spaces which better meet the needs of all York Residents.

1.2	**Are there any external considerations?** (Legislation/government directive/codes of practice etc.)
	The land detailed in this report is classified open space within the meaning of Section.122/123 of the Local Government Act 1972. The management of the above can assessed under the voluntary Green Flag Award administered by Keep Britain Tidy on behalf of HM Government (https://www.greenflagaward.org/. *"… scheme recognises and rewards well managed parks and green spaces, setting the benchmark standard for the management of recreational outdoor spaces across the United Kingdom and around the world".* Several schemes proposed in the report will contribute to both the retention and expansion the number of Council sites which meet this accreditation.

1.3	**Who are the stakeholders and what are their interests?**
	Residents from the surrounding wards and areas are stakeholders together with the Friends of (e.g., Friends of Hull Road Park), age specific interest groups (e.g., children and parents/careers) and site-specific user groups (e.g., Glen Gardens basketball players). Interest in each schemes varies by site, location within the site, and activity. Some schemes will have common threads or traits, others will be unique.

1.4	**What results/outcomes do we want to achieve and for whom?** This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans .
A	The desired outcome is to both improve the quality of experience for users and to widen the opportunity to participation in York's Green Spaces. The programme of work contributes to the following Core Commitment in the Council Plan 2023-27 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. Health- Health and wellbeing - We will improve health and wellbeing and reduce health inequalities. And specifically, to Priority f) Sustainability: Cutting carbon, enhancing the environment for our future. Specifically - Improve the physical environment

	• Make the most of our green and blue infrastructure, to increase biodiversity, improve health and wellbeing and support nature recovery, understanding the impact and the difference we make. • Increase investment in our natural assets and climate change projects.

Step 2 – Gathering the information and feedback

2.1	**What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?** Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.

Source of data/supporting evidence	**Reason for using**
Public Realm staff	Long term knowledge of sites
Specialist council advisers including Accessibility, Transport & Public Health	Local connections, national standards and best practice
Ward Councillors & site-based community groups e.g., Friends of	Local knowledge of community aspirations
Specialist users' and community groups	Local circumstances, national standards, and best practice
Green Flag award feedback	National standards and best practice, wider awareness of national trends and developments

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**
To be identified against each of the recommended schemes	Scheme specific consultation to reflect the nature of the proposed work

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	**Key /Impacts**	**Positive (+) Negative (-) Neutral (0)**	**High (H) Medium (M) Low (L)**
Age	A purpose of this programme of work is • to help secure good outcomes for children and younger people in their formative years through improved play opportunities	+	L

	• to aid mobility and rest opportunities for all ages as part of footpath rebuilds, seating replacement and improvements The successful of the programme should directly deliver positive outcomes multiple generations.		
Disability	A purpose of this programme of work is specifically deliver • more accessible play opportunities • remove physical barriers to access and improve the green space path network • site based improvement establish through consultation and scheme development	+	L
Gender	The proposal does not exclude different genders. Investment in some games court activities may reinforce gender biases.	+ and -	L
Gender Reassignment	The proposal is not expected to impact on this characteristic.	0	
Marriage and civil partnership	The proposal is not expected to impact on this characteristic.	0	
Pregnancy and maternity	The proposal is not expected to impact on this characteristic.	0	
Race	The proposals aim to be inclusive for all children and adults regardless of race. This will be tested through consultation and input ahead of scheme delivery.	0	L
Religion	The proposal is not expected to impact on this characteristic.	0	

and belief			
Sexual orientation	The proposal is not expected to impact on this characteristic.	0	
Other Socio-economic groups including :	**Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?**		
Carer	Schemes recommended to progress should strengthen support for children and those people that care for them.	+	L
Low income groups	The use of Indices of Multiple Deprivation (IMD) as the primary driver for selecting projects should help towards providing improving life chances.	+	L
Veterans, Armed Forces Community	The proposal is not expected to impact on this characteristic	0	
Other			
Impact on human rights:			
List any human rights impacted.	• Equality and non-discrimination – "The enjoyment of the rights and freedoms set forth… shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status" HUMAN RIGHTS ACT, ARTICLE 14 • Decent standard of living - "...the present Covenant recognizes the right of everyone to an adequate standard	+	L

	of living for himself and his family." INTERNATIONAL COVENANT ON ECONOMIC, SOCIAL AND CULTURAL RIGHTS, ARTICLE 11 • Health and social care - "The general duty of a local authority… is to promote that individual's well-being" CARE ACT 2014		

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	**Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?**
The assessment has found that there should be an overall positive impact from the implementation of the proposal. The proposal seeks to improve the accessible and quality of several of York's green spaces. The proposal will have a direct positive impact on the lives of children and young people, and their careers within neighbouring communities. It will offer more destinations of choice for all ages in so doing supporting health and wellbeing, social contact, and community relations.	

Step 6 – Recommendations and conclusions of the assessment

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

- **Adjust the proposal –** the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.

- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty

- **Stop and remove the proposal –** if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

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

Option selected	**Conclusions/justification**
No major change to the proposal	The schemes recommended to progress are based on the weighted criteria with priority given to 1st IMD 2nd Replacing play equipment over 20 years old 3rd Key infrastructure This results in positive package of improvement work weighted towards communities with higher IMD, where play equipment is old and where the physical nature of the space is either in a poor condition or has barriers to use. The assessment criteria used for scheme selection has been previously considered and recommend for use by both the Executive on 17th July 2025 and the Place Scrutiny Committee 24th June and 22nd September 2025

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**

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?
	For each of the schemes proposed there will be a separate project plan which will feed into the overall project plan, this will be presented to the Execute Member for Environment and Climate Emergency at regular intervals. To deliver schemes a project group (or groups) will be established with both expert and community representation, this will aid the development of shared experience both within and outside the Council.

Meeting:	Decision Session - Executive
Meeting date:	7 October 2025
Report of:	Dave Atkinson, Director of Environment and Regulatory Services
Portfolio of:	Councillor Kent, Executive Member for the Environment and Climate Emergency

Decision Report: Household waste recycling centre (HWRC) operations

Subject of Report

1. To consider future options for the operating of the city's Household Waste Recycling Centre's (HWRC).

2. In recent years, traffic build up and congestion has significantly increased causing disruption to local businesses and organisations around James Street and York

3. There are pressing safety concerns for road users and pedestrians, with drivers becoming frustrated in long queues. In addition, congestion is causing disruption to CYC operations entering and leaving the Eco Depot.

Benefits and Challenges

4. By introducing an accessible booking system, residents of York will be able to plan their visit to Hazel Court HWRC without the need to wait in long queues. Key to this is the configuration and flexibility of the system to ensure all residents are able to use, but the usage is managed through the day in order to reduce the impact on traffic on James Street and Hazel Court.

5. Moving to a booking system will reduce traffic congestion on Hazel Court and James Street, meaning a controlled and safer highway for road users and pedestrians.

6. Government do not recommend either way on having HWRC booking systems, however they do state that booking systems should not be obstructive. By Towthorpe remaining on a free to attend basis, York will have two HWRC sites that operate meaning residents have flexibility.

Policy Basis for Decision

7. **Environment -** The Council has a statutory duty to ensure there is at least one HWRC in the city and available for residents to dispose of household waste. There are currently two HWRC sites where waste and recyclable materials are separated and sent for processing and where possible recycled.

8. The Council's transport strategy is to reduce vehicle movements and congestion across the city. A booking system would provide the flexibility to limit the number of vehicles able to visit Hazel Court HWRC at certain times in the day reducing congestion and exhaust emissions.

9. **Affordability –** HWRC sites are free to visit and dispose of domestic household waste or recycling. Only commercial operators are charged for disposing of waste. Having hybrid operating across two sites would mean that residents have accessible options to dispose of household waste.

Financial Strategy Implications

10. The cost of operating a booking system is up to £15k per year and an annual cost estimated to be around £5k per year for a reciprocal arrangement with NYC, if NYC implementation a registration system that restricts usage of their HWRCs to residents only.

11. North Yorkshire Council (NYC) are proposing their HWRC's will only be available to NYC residents only which will be considered at

their Executive meeting later in 2025. Should CYC and NYC agree a reciprocal arrangement, this could cost CYC circa £5k per year.

12. Longer term options to relocate the City Centre HWRC are being explored. This would represent a significant capital investment if an appropriate site can be identified (circa £5m - £10m). This would be the subject of a future paper.

Recommendation and Reasons

13. The Executive Member is recommended to:

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

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

II. Agree that Towthorpe HWRC will operate without a booking system in place and remain as an open to attend.

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

III. To note, a number of options will be considered during the transition to a booking system that will give residents that opportunity to dispose of limited streams (e.g. garden waste, wood) at local sites

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

IV. To note that longer term options for Household Waste Recycling Centres in York are being explored.

Background

14. City of York Council has aims through the “Let’s talk less rubbish” regional strategy to minimise material going into waste streams and to offer opportunities to reuse and recycle materials. The Council has worked hard to drive these aims forward and the HWRC network has been a critical component in realising these outcomes.

15. The Council have two HWRC sites. Hazel Court; located close to the city centre (opened 2006) and Towthorpe; located on the outskirts of the city towards the west (opened 1993 license transferred to Yorwaste 2000).

16. Both sites are closed on a Wednesday in line with North Yorkshire. Towthorpe has been closed on a Wednesday since 2013 and Hazel Court has been closed on a Wednesday since May 2024 with an associated cost saving of £70k.

17. Hazel Court site is the busier of the two sites, with most residents opting to visit this site to dispose of their refuse and recyclable items. Annex A shows an approximate split in resident numbers in relation to nearest HWRC location.

18. Hazel Court also accepts commercial operators who are charged to use the facility. According to ANPR data commercial operators contribute to 5% of the visits to Hazel Court, which generates income. Towthorpe does not have a weighbridge and cannot therefore charge for commercial waste. As a result, it cannot currently accept commercial operators.

19. Both sites operate on a time free to attend basis i.e. no booking appointment required.

20. The number of visits to both HWRC’s have increased in the last 3 years (Annex D), however Hazel Court HWRC material tonnages have marginally fallen in the last 3 years (Annex C). This indicates residents are visiting more often but with less materials.

21. There are several commercial businesses on James Street and Hazel Court. In recent years several large businesses have opened premises, namely Screwfix, Jewsons, Cemex and Lidl.

These businesses are bringing welcome trade to the city, however this contributes to the traffic on the junction of James Street and Hazel Court.

22. The congestion, as well as affecting local businesses, is also impacting on CYC services delivered from Hazel Court.

23. Given the central location of the Hazel Court HWRC, it is not a location that attracts visitors from out of area. Analysis across September 2025 suggest only 2.2% of visitors are from out of area. Towthorpe HWRC is near the boundary with North Yorkshire and attracts a slightly higher number of out of areas visits (3.6%). Annex E shows the data collected for this period.

24. In the last 12 months, the Councils web and communications team have displayed information and pro-active messaging through various channels to encourage residents to check traffic congestion before travelling to HWRC's, as well as encouraging residents to consider visiting Towthorpe HWRC instead of Hazel Court HWRC or visiting at quieter times of the day. However, the traffic congestion around Hazel Court has remained.

25. Residents to the south-west of the city visit the HWRC at Tadcaster which is a North Yorkshire Council (NYC) operated HWRC. The number of York residents visiting NYC HWRC's is unknown.

26. Later in 2025, North Yorkshire Council (NYC) Executive will be receiving a paper on HWRC operation and this may lead to NYC restricting the usage of their HWRC network to NYC residents only. This could encourage more use of the Council's HWRCs by out of area residents. If this is put in place, NYC and CYC will work together to ensure residents on the boundary of NYC can still use the NYC HWRCs.

27. In the longer term, options for the provision of the HWRC network in York are being explored. This would likely be the identification of a site that would better serve York's growing population. This will be the subject of a future report.

Consultation Analysis

28. Officers have received multiple forms of communication from local business owners and residents expressing their concerns at the traffic congestions.

29. Business owners on Hazel Court and James Street claim to have had their trade impacted as customers are unable to access their premisses for retail or appointment purposes. Officers and Executive Member for Environment and Climate Emergency met with businesses based in Hazel Court and the surrounding area in August 2025 to hear their concerns and how the congestion has impacted their businesses.

30. Residents have contacted the Council to express their concern for safety of road users including cyclists and pedestrians. Those car users who are not visiting the HWRC, often become frustrated and make dangerous manoeuvres in the highway.

31. Place Scrutiny Committee acknowledged the need to improve safety for all road users and supported recommendations within this report. The following was noted as part of feedback:

    I. Consider York Car Club vehicles and how they would be able to visit HWRC's should a registration system be used given these may not be registered to a York address.
    II. Business or company car vehicles for residents and how they would be able to visit HWRC's should a registration system be used given these may not be registered to a York address.
    III. Ensure family or friends visiting residents in York would be able to visit HWRC's on residents behalf should a registration system be used given these may not be registered to a York address.

Options Analysis and Evidential Basis

32. The HWRC has the capacity to receive the demand that is currently been seen through the course of the day, i.e. the congestion isn't preventing residents from disposing of household waste, but they are being required to queue. This is exacerbating traffic issues at the junction of Hazel Court and James Street, which then has a knock-on effect along James Street in both directions. Access to commercial businesses has been affected, as well as operational vehicles from the CYC eco depot and public transport. As a consequence, the environment for all road users at the junction is becoming less safe.

33. The solution to the issue is to put in place a mechanism to even out the demand through the course of the day, particularly where the data is showing peaks. There are a number of mitigations that have been explored to achieve this.

i) Divert commercial visitors to Towthorpe HWRC

The data shows that only 5% of visitors to the Hazel Court HWRC are commercial visitors. This mitigation would likely reduce demand, but not to a level where the congestion around Hazel Court and James Street is impacted. This may also creating more journey miles within the administrative area, which is contrary to the Council's ambitions around the Local Transport Strategy.

A weigh bridge would need to be installed for commercial customers. This would come at a cost to the Council.

ii) Implement a registration system that will restrict usage of the Hazel Court HWRC to residents only

The Council operates Automatic Number Plate Recognition (ANPR) at both HWRC sites, however, a system would need to be implemented that would allow a resident to register number plates to their residence with an intervention at the HWRC if the visitor is a non-resident (or hasn't registered). This could slow down the process of accessing the site.

Although this could be a future consideration, the evidence suggests that the majority of visitors are York residents (97.8%),

so this mitigation is likely not to have an impact of traffic and congestion

iii) Implement a booking system

The implementation of an online booking system would enable the management of demand to the HWRC by offering a number of slots to book every half an hour. The purpose of this is to manage traffic around the Hazel Court HWRC, so it is suggested a trial there only and not Towthorpe using the booking system operated during Covid would be appropriate. Longer term if this is successful, the procurement of an external booking system can be explored.

The system can be configured to be flexible in terms of management of demand.

Central government do not state a preference on booking systems but do say booking systems should not obstructive https://www.gov.uk/government/consultations/household-waste-recycling-centres-diy-waste-disposal-charges-and-booking-systems/outcome/summary-of-responses-and-government-response#call-for-evidence-on-booking-systems-at-household-waste-recycling-centres If both sites were on booking systems then this could be viewed as obstructive. There are concerns that internal departments would not have the resource currently due to the ongoing CRM project that is a corporate priority.

Work will be done to ensure that offer is accessible.

iv) Status quo

Health and safety risks to road users and pedestrians at the James Street/Hazel court junction. The traffic congestion will remain, leading to further complaints from local businesses, and continued inefficiencies to CYC operations. In addition, reputational risk to the Council.

Organisational Impact and Implications

34. The implications are as follows.

- ***Financial****:* The proposal is to utilise an existing booking system contract already in place with the Council. Operating the booking system is expected to incur costs of up to £15,000 per year. The cost of implementation will be met from waste budget.
- ***Human Resources (HR)****:* There are no HR implications contained within this report.
- ***Legal:*** CYC Legal Services shall provide legal support in relation to any future procurement of booking systems (or other matters). All CYC public contracts are subject to the Procurement Act 2023 and the Council's Contract Procedure Rules. Further advice and support should be sought from CYC Legal Services, Procurement and other related departments (such as CYC Information Governance).
- ***Procurement:*** There are no immediate procurement implications to be covered in this report. The intention is to utilise a pre-existing booking system contract held by the council. However, it must be noted, this contract is due to expire August 2026 and will be re-procured with the relevant teams. The project team will need to ensure all requirements have been captured in the longer-term contract, should this be the long-term solution for HWRC. If any additional services of works are required as an outcome or future intentions change, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Procurement Act 2023. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team
- ***Health and Wellbeing****:* No Public Health implications.
- ***Environment and Climate action****:* The Council must provide at least one HWRC for the city, with any option there will still be two HWRC's for residents to attend. HWRC's are a critical component in ensuring recycling aims are met and increased where possible aligning to our regional strategy.
- ***Affordability****:* The cost of travelling further to another site due to traffic issues at Hazel Court, will have a negative impact on those with low incomes who may be restricted in how they can dispose of waste, which in turn may impact on their living conditions at home. The recommendations in this

report will have a positive impact on residents' ability to access the service closer to their home.

- ***Equalities and Human Rights****:* We have considered that any system we implement needs to be as accessible as possible and a therefore full EIA will be completed ahead of implementation in order to mitigate any negative impacts on those with protected characteristics.
- ***Data Protection and Privacy:*** The data protection impact assessment (DPIAs) screening questions were completed for the recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.
- ***Communications:*** The HWRC Operating Executive Report carries important communications implications, particularly around the introduction of a booking system at Hazel Court. Clear public messaging is essential to explain the trial's purpose — reducing congestion and improving safety — while emphasising accessibility through both online and phone booking options. Stakeholder engagement must address concerns from local businesses and residents, ensuring transparency and responsiveness.
- ***Economy****:* The proposals will have a small beneficial impact on the smooth running of the City's transport network, with benefits to our economy and productivity.
- ***Transport:*** Implementing the proposed booking system at Hazel Court HWRC is highly likely to address the queuing on Hazel Court and James Street. This will improve the operation of bus routes, which have experienced issues at busy time for the HWRC and will support the Council in delivering our Network Management Duty under the Traffic Management Act (2004). The booking system is also likely to improve road safety for all road users including cyclists and pedestrians.

Risks and Mitigations

35. There is a reputational risk if the Council do not act to endeavour to reduce the traffic congestion around Hazel Court. This could also lead to Businesses challenging the Council due to financial loss.

36. There are health and safety concerns for all road users using the James Street and Hazel Court pass through. By exploring options to limit the number of visitors to the HWRC congestion on Hazel Court and James Street can be managed leading to a safer environment for wheelers, walkers, cyclists and motor vehicles.

Wards Impacted

37. All Wards are in scope of this decision.

Contact details

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

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Date:	26/09/2025

Background papers

None

Annexes

Annex A - Resident split in relation to HWRC location

Annex B – HWRC Heat Map

Annex C – HWRC Material Tonnages (3 years)

Annex D – HWRC average visits per day, per site (3 years)

Annex E – HWRC September 2025 resident visits

Annex A – Resident split in relation to HWRC location

Approximately 44,870 residents in the North of York with Towthorpe being their nearest HWRC

- Strensall (8,342)
- Huntington and New Earswick (12,354)
- Haxby and Wigginton (11,699)
- Rawcliffe & Clifton Without (12,475)

In total York has 204,551 meaning 159,681 residents in the remaining wards would likely opt to visit Hazel Court as their first choice for location for tipping – over 4 x as many potential users as Towthorpe.

(Numbers from York Open data ward profiles 2024-20245 Q3)

https://data.yorkopendata.org/dataset/york-ward-profiles-2024-25-q3

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Hazel Court ANPR - March - May 2024

Time (bins)	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
08:00:00	544	350	314	193	436	395	612	2,844
09:00:00	808	878	795	496	886	907	797	5,567
10:00:00	1,051	1,081	1,019	715	1,059	1,129	1,024	7,078
11:00:00	1,139	1,110	1,026	791	1,112	1,154	1,114	7,446
12:00:00	1,106	1,040	943	698	1,052	949	1,099	6,887
13:00:00	1,099	991	908	642	996	981	1,068	6,685
14:00:00	1,048	984	948	685	1,042	1,002	1,203	6,912
15:00:00	885	830	725	525	815	739	1,096	5,615
16:00:00	6	597	600	377	557	618	852	3,607
17:00:00		190	162	63	206	201	184	1,006
18:00:00		53	60	59	33	52	50	307
Total	7,686	8,104	7,500	5,244	8,194	8,127	9,099	53,954

Hazel Court ANPR - August and September 2024

Time (bins)	Sun	Mon	Tue	Thu	Fri	Sat	Total
08:00:00	406	318	248	411	360	509	2,252
09:00:00	584	560	507	785	597	670	3,703
10:00:00	742	767	637	872	734	659	4,411
11:00:00	806	790	718	867	759	711	4,651
12:00:00	833	738	610	793	778	681	4,433
13:00:00	795	698	562	743	719	635	4,152
14:00:00	811	670	687	819	767	734	4,488
15:00:00	688	670	634	738	664	805	4,199
16:00:00		519	493	570	487	676	2,745
17:00:00		216	283	335	268	322	1,424
18:00:00				3			3
Total	5,665	5,946	5,379	6,936	6,133	6,402	36,461

Hazel Court ANPR - March - May 2025

Time (bins)	Sun	Mon	Tue	Thu	Fri	Sat	Total
08:00:00	757	535	526	721	628	847	4,014
09:00:00	1,134	939	1,013	1,515	1,063	1,143	6,807
10:00:00	1,262	1,164	1,261	1,374	1,290	1,169	7,520
11:00:00	1,243	1,217	1,365	1,351	1,300	1,162	7,638
12:00:00	1,267	1,254	1,458	1,439	1,201	1,305	7,924
13:00:00	1,201	1,270	1,362	1,530	1,150	1,285	7,798
14:00:00	1,235	1,154	1,353	1,551	1,158	1,357	7,808
15:00:00	977	1,048	1,124	1,283	973	1,425	6,830
16:00:00	6	834	843	1,026	667	1,213	4,589
17:00:00		229	241	301	200	344	1,315
18:00:00	2	1	3		1	10	17
Total	9,084	9,645	10,549	12,091	9,631	11,260	62,260

Towthorpe ANPR - March - May 2024

Time (bins)	Sun	Mon	Tue	Thu	Fri	Sat	Total
08:00:00	219	154	155	264	166	246	1,204
09:00:00	382	403	396	473	411	396	2,461
10:00:00	499	512	488	589	497	527	3,112
11:00:00	594	562	522	617	562	599	3,456
12:00:00	612	494	467	500	464	596	3,133
13:00:00	687	540	463	467	498	603	3,258
14:00:00	641	588	538	538	495	715	3,515
15:00:00	509	426	413	339	370	570	2,627
16:00:00	154	176	188	186	166	243	1,113
17:00:00	77	95	100	79	102	96	549
18:00:00	13	22	29	23	16	24	127
Total	4,387	3,972	3,759	4,075	3,747	4,615	24,555

Towthorpe ANPR - August and September 2024

Time (bins)	Sun	Mon	Tue	Thu	Fri	Sat	Total
08:00:00	180	135	106	178	128	145	872
09:00:00	283	294	251	390	296	313	1,827
10:00:00	455	372	351	530	367	371	2,446
11:00:00	531	402	380	504	384	413	2,614
12:00:00	510	353	312	549	363	468	2,555
13:00:00	486	385	358	435	359	409	2,432
14:00:00	522	424	419	425	398	423	2,611
15:00:00	392	348	361	373	348	470	2,292
16:00:00	248	248	268	244	281	343	1,632
17:00:00	142	132	142	156	154	158	884
18:00:00	1	1	1				3
Total	3,750	3,094	2,949	3,784	3,078	3,513	20,168

Towthorpe ANPR - March - May 2025

Time (bins)	Sun	Mon	Tue	Thu	Fri	Sat	Total
08:00:00	314	248	207	321	204	349	1,643
09:00:00	567	514	512	716	571	560	3,440
10:00:00	746	635	689	916	651	731	4,368
11:00:00	743	698	720	906	675	753	4,495
12:00:00	842	660	654	844	564	758	4,322
13:00:00	864	613	583	677	653	776	4,166
14:00:00	880	669	654	774	671	910	4,558
15:00:00	687	515	484	551	490	875	3,602
16:00:00	266	277	290	293	292	439	1,857
17:00:00	102	135	149	141	125	182	834
18:00:00						1	1
Total	6,011	4,964	4,942	6,139	4,896	6,334	33,286

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Hazel Court HWRC

	2021-22 Q4 Jan - Mar	2022-23 Q1 Apr - June	2022-23 Q2 Jul - Sept	2022-23 Q3 Oct - Dec	2022-23 Q4 Jan - Mar	Total Financial Year 22-23	2023-24 Q1 Apr - Jun	2023-24 Q2 Jul - Sep	2023-24 Q3 Oct - Dec	2023-24 Q4 Jan - Mar	Total Financial Year 23-24	% change from previous year	2024-25 Q1 Apr - Jun	2024-25 Q2 Jul - Sep	2024-25 Q3 Oct - Dec	2024-25 Q4 Jan - Mar	Total Financial Year 24-25	% change from previous year
Aluminium Coffee Pods															0.44	0.71	**1.15**	
Asbestos	5.78	7.58	8.42	6.04	3.22	**25.26**	10.28	3.48	4.20	5.08	**23.04**	**-10**	4.10	5.02	7.94	6.48	**23.54**	**2**
Batteries - Hazardous	0.84	0.78	0.84	0.60	0.72	**2.94**	0.84	1.56	0.66	1.06	**4.12**	**29**	1.72	1.24	1.61	1.02	**5.59**	**36**
Batteries - Vehicles	2.77	4.68	3.76	1.30	3.91	**13.65**	3.20	2.63	2.90	3.12	**11.85**	**-15**	3.32	3.42	1.40	3.45	**11.59**	**-2**
Bric-A-Brac	1.90	3.02	1.61	1.94	1.86	**8.43**	2.45	1.97	1.12	1.48	**7.02**	**-20**	1.27	1.67	1.28	2.28	**6.50**	**-7**
Bulky Waste					7.22	**7.22**												
Cans & Plastics	3.22	2.88	3.44	4.36	3.16	**13.84**	4.04	4.28	5.32	4.36	**18**	**23**	4.02	3.54	4.16	3.20	**14.92**	**-17**
Cardboard	195.08	167.15	172.20	180.76	186.67	**706.78**	162.94	181.86	185.11	191.26	**721.17**	**2**	177.40	174.30	166.21	136.52	**654.43**	**-9**
Cartons	0.92	1.00	1.06	2.00	1.48	**5.54**	1.19	0.84	0.75	1.44	**4.22**	**-31**	0.72	0.77	0.98	1.02	**3.49**	**-17**
Chemicals	0.76	0.19	0.42	0.17	0.12	**0.9**	0.05	0.05	0.07	0.17	**0.34**	**-165**	0.28	0.19	0.08	0.16	**0.71**	**108**
Engine Oil	2.31	1.60	1.33	2.14	1.07	**6.14**				0.98	**0.98**	**-527**	1.96	1.34	1.51	1.42	**6.23**	**536**
Flammables		0.41	0.67	0.33	0.27	**1.68**	0.16	0.19	0.34	0.14	**0.83**	**-102**	0.20	0.17	0.05	0.18	**0.60**	**-28**
Gas Bottles	0.50	0.14	0.45	0.16	0.31	**1.06**	0.27	0.15	0.24	3.44	**4.1**	**74**	0.42	0.75	0.42	0.16	**1.74**	**-58**
Glass	11.06	14.96	16.87	14.02	13.66	**59.51**	3.70	3.78	8.44	4.40	**20.32**	**-193**			3.34	5.80	**9.14**	**-55**
Greenwaste	302.36	361.58	373.86	221.38	270.48	**1227.3**	376.44	456.76	254.74	269.54	**1357.48**	**10**	410.94	501.08	282.08	289.34	**1483.44**	**9**
Hard Plastic	71.44	82.40	83.24	60.56	63.00	**289.2**	88.28	83.60	54.81	70.59	**297.28**	**3**	79.74	75.08	51.72	67.89	**274.43**	**-8**
Industrial & Commercial General					149.89	**149.89**												
Medical Equipment					0.10	**0.1**	0.10	0.10		0.20	**0.4**	**75**	0.20				**0.20**	**-50**
Mercury				0.01	0.00	**0.01**										0.00	**0.00**	
Metal	186.36	208.28	203.42	130.96	190.42	**733.08**	156.16	134.50	104.42	131.06	**526.14**	**-39**	183.94	26.44	151.98	181.72	**544.08**	**3**
Mixed Plastic				0.64		**0.64**												
Oil and Fat			1.00		0.55	**1.55**			0.64	0.91	**1.55**	**0**		0.55	0.27	0.27	**1.09**	**-30**
Paint		0.60	0.75	0.44	0.23	**2.02**	0.17	0.17	0.29	0.49	**1.12**	**-80**	0.32	0.46	0.12	0.64	**1.54**	**38**
Paper	29.78	17.46	22.86	18.14	18.46	**76.92**	19.82	27.64	22.68	25.28	**95.42**	**19**	20.80	21.02	24.78	38.36	**104.96**	**10**
Plasterboard	31.34	42.74	31.54	29.96	35.89	**140.13**	28.62	33.40	34.64	37.34	**134**	**-5**	34.78	36.00	36.74	33.00	**140.52**	**5**
Plastic Coffee Pods															0.35	0.40	**0.74**	
Residual Waste	1080.64	1024.68	1033.50	863.08	825.07	**3746.33**	996.26	1046.74	864.40	981.82	**3889.22**	**4**			253.54	888.84	**1142.38**	**-71**
Residual Waste including POPs													1071.24	985.64	639.48	126.10	**2822.46**	
Soil and Stones	217.20	321.20	288.82	189.96	187.44	**987.42**	284.88	266.38	204.00	178.82	**934.08**	**-6**	291.50	262.46	184.03	226.08	**964.07**	**3**
Textiles	25.06	26.00	26.34	20.60	24.85	**97.79**	26.31	28.54	26.38	31.44	**112.67**	**13**	32.16	28.06	28.81	27.64	**116.66**	**4**
Turf and Soil	81.96	173.82	121.92	59.52	36.14	**391.4**	179.98	87.62	37.96	43.44	**349**	**-12**	71.64	101.00	34.48	47.30	**254.42**	**-27**
UPVC or PVC Plastic					5.08	**5.08**	3.00		1.84	3.28	**8.12**	**37**	4.12	4.52	6.74	4.78	**20.16**	**148**
Vapes E Cigarettes															0.15	0.04	**0.18**	
WEEE	239.19	249.85	285.13	241.03	259.17	**1035.18**	254.63	258.56	236.79	229.68	**979.66**	**-6**	230.78	229.64	215.59	218.34	**894.35**	**-9**
Wood	739.16	814.06	797.45	548.06	736.57	**2896.14**	820.82	818.46	620.08	745.72	**3005.08**	**4**	841.54	773.44	595.80	724.48	**2935.26**	**-2**
Totals	**3229.63**	**3527.06**	**3480.90**	**2598.16**	**3033.39**	12639.51	**3424.59**	**3443.26**	**2672.82**	**2966.54**	12507.21	-1	**3469.11**	**3237.77**	**2696.08**	**3037.60**	12440.56	-1

Towthorpe HWRC

	2021-22 Q4 Jan - Mar	2022-23 Q1 Apr - June	2022-23 Q2 Jul - Sept	2022-23 Q3 Oct - Dec	2022-23 Q4 Jan - Mar	Total Financial Year 22-23	2023-24 Q1 Apr - Jun	2023-24 Q2 Jul - Sep	2023-24 Q3 Oct - Dec	2023-24 Q4 Jan - Mar	Total Financial Year 23-24	% change from previous year	2024-25 Q1 Apr - Jun	2024-25 Q2 Jul - Sep	2024-25 Q3 Oct - Dec	2024-25 Q4 Jan - Mar	Total Financial Year 24-25	% change from previous year
Aluminium Coffee Pods															0.11	0.58	**0.69**	
Asbestos																		
Batteries - Hazardous	0.34	0.54	0.24	0.12	0.36	**1.26**	0.36	0.48	0.24	0.24	**1.32**	**5**	0.64	0.62	0.71	0.63	**2.60**	**49**
Batteries - Vehicles		1.17			0.66	**1.83**	0.26			0.37	**0.63**	**-190**				0.56	**0.56**	**-14**
Cans & Plastics	1.47	1.70	2.26	3.08	2.16	**9.2**	3.32	2.90	2.24	3.85	**12.31**	**25**	5.52	2.08	2.76	5.48	**15.84**	**22**
Cardboard	61.02	56.44	57.26	61.38	52.94	**228.02**	67.32	69.68	74.50	79.28	**290.78**	**22**	83.28	68.34	74.10	81.93	**307.65**	**5**
Cartons	0.36	0.33	0.35	0.66	0.46	**1.8**	0.24	0.54	0.37	0.65	**1.8**	**0**	0.43	0.50	0.36	0.39	**1.67**	**-8**
Chemicals	0.30	0.30	0.31	0.22	0.23	**1.06**	0.40	0.32	0.18	0.25	**1.15**	**8**	0.28	0.25	0.16	0.37	**1.06**	**-8**
Engine Oil	0.89	0.80	0.80	0.89	0.98	**3.47**				1.33	**1.33**	**-161**	1.25	1.26			**2.51**	**47**
Flammables	0.19	0.41	0.25	0.17	0.16	**0.99**	0.49	0.26	0.22	0.10	**1.07**	**7**	0.21	0.19	0.16	0.24	**0.79**	**-35**
Gas Bottles																	**0.00**	
Glass	7.84	5.62	4.60	7.12	7.08	**24.42**	4.32				**4.32**	**-465**			12.32		**12.32**	**65**
Greenwaste	99.28	190.94	199.74	172.62	140.26	**703.56**	253.20	250.92	144.24	182.13	**830.49**	**15**	300.53	227.10	144.54	154.16	**826.33**	**-1**
Hard Plastic	22.26	26.02	27.88	20.50	17.08	**91.48**	27.72	24.82	16.20	19.73	**88.47**	**-3**	29.34	28.75	16.64	28.34	**103.07**	**14**
Medical Equipment					0.10	**0.1**	0.10	0.10		0.10	**0.3**	**67**	0.20	0.20	0.10	0.10	**0.60**	**50**
Metal	44.12	53.18	48.50	29.44	40.60	**171.72**	40.38	34.54	26.64	31.66	**133.22**	**-29**	58.64	8.66	43.28	65.20	**175.78**	**24**
Mixed Plastic		2.14				**2.14**		3.18			**3.18**	**33**					**0.00**	
Oil and Fat	0.73				0.27	**0.27**					**0**			0.73			**0.73**	**100**
Paint	0.44	0.61	0.64	0.59	0.62	**2.46**	0.85	0.86	0.55	0.24	**2.5**	**2**	0.36	0.40	0.33	0.56	**1.65**	**-52**
Paper													0.90				**0.90**	**100**
Plastic Coffee Pods															0.13	0.48	**0.61**	**100**
Residual Waste	227.84	259.32	238.64	203.88	194.70	**896.54**	254.58	213.16	232.12	210.82	**910.68**	**2**			79.16	256.17	**335.33**	**-172**
Residual Waste including POPs													225.12	274.60	158.10	31.08	**688.90**	**100**
Textiles	8.11	9.20	8.88	6.62	8.33	**33.03**	7.96	8.54	9.37	10.81	**36.68**	**10**	12.18	13.52	11.04	13.18	**49.92**	**27**
Turf and Soil	23.70	79.74	79.58	80.94	54.00	**294.26**	125.74	96.14	47.78	80.46	**350.12**	**16**	62.42	49.80	74.40	85.68	**272.30**	**-29**
Vapes E Cigarettes																0.06	**0.06**	**100**
WEEE	43.58	45.99	48.24	36.29	40.05	**170.57**	44.24	44.94	38.33	39.54	**167.05**	**-2**	48.94	49.86	38.81	51.24	**188.85**	**12**
Wood	146.86	232.14	227.54	172.94	174.19	**806.81**	244.94	288.29	160.92	231.42	**925.57**	**13**	296.58	222.98	197.32	247.58	**964.46**	**4**
Totals	**695.57**	**966.59**	**945.71**	**797.46**	**735.23**	3444.99	**1076.42**	**1039.67**	**753.90**	**892.98**	3762.97	**8**	**1126.82**	**949.83**	**854.52**	**1024.00**	3955.17	**5**

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TOWTHORPE DATA

Sum of Average Column Labels

	2022/23												2022/23 Total	2023/24											2023/24 Total	2024/25											2024/25 Total	Grand Total
Row Labels	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec		Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec		Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec		
Mon	135.6	201.25	198.75	351.25	305.4	270.5	275.25	324	201.25	217.4	194.75	137.5	2812.9	156.4	223.5	269	274.25	276	282.25	272.6	291	258.75	273.2	183.25	146.75	2906.95	249.5	236	301.8	261.6	397.75	349.25	344.2	416	285.4	285.75	208.75	349.8	3685.8	9405.65
Tue	143.6	164.5	180.25	311	274.4	278.25	240.5	296.6	269	229.25	147.2	197.75	2732.3	242	231.75	237	330.75	336.8	257.25	275.25	324.4	239.75	235	175.75	148.25	3033.95	268.25	257.5	330.25	294	335.25	334.25	287.8	420.75	316	267.2	214.5	272	3597.75	9364
Thu	158.5	185.25	184	327	282.5	325.4	292	338	282	196.5	182.25	257.4	3010.8	310.5	201.6	248.5	304	308	298.6	325	304.8	293	229.5	206.6	306	3336.1	247.2	251.75	434.75	305	372	380.5	356.5	475.4	351.5	319.8	265.75	188.25	3948.4	10295.3
Fri	134.75	164	165	245.2	254.5	257.75	249	281.25	224.8	191.75	185	229.4	2582.4	259.75	195.25	232.8	171.25	248.5	246.8	265.25	229.25	267.4	187.25	163.75	265.6	2732.85	221.6	263.25	334.75	244	324.8	315.75	294.5	378.8	298.75	278.25	238.8	286.5	3479.75	8795
Sat	177.25	233.75	242.5	282.2	324.25	341.5	292.4	326	312.25	230.6	214.75	204.8	3182.25	355.5	259	311.8	307.4	309.25	316.5	295	255.5	314.2	299.25	234.25	266	3523.65	341	308	436.4	376.5	387.75	372.2	395.25	406.2	371.25	305.75	268.4	258.75	4227.45	10933.35
Sun	148	240.5	270.5	288.75	297.8	288.75	274.2	336.5	324.5	275.2	254.5	156.75	3155.95	327.25	285.25	252.2	304	362.5	327.5	329.2	260.75	364	321.8	271	232	3637.45	309.5	328.25	420.2	358.25	420.75	413.6	407.25	473.75	371	347	320	296.2	4465.75	11259.15
Grand Total	897.7	1189.25	1241	1805.4	1738.85	1762.15	1623.35	1902.35	1613.8	1340.7	1178.45	1183.6	17476.6	1651.4	1396.35	1551.3	1691.65	1841.05	1728.9	1762.3	1665.7	1737.1	1546	1234.6	1364.6	19170.95	1637.05	1644.75	2258.15	1839.35	2238.3	2165.55	2085.5	2570.9	1993.9	1803.75	1516.2	1651.5	23404.9	60052.45

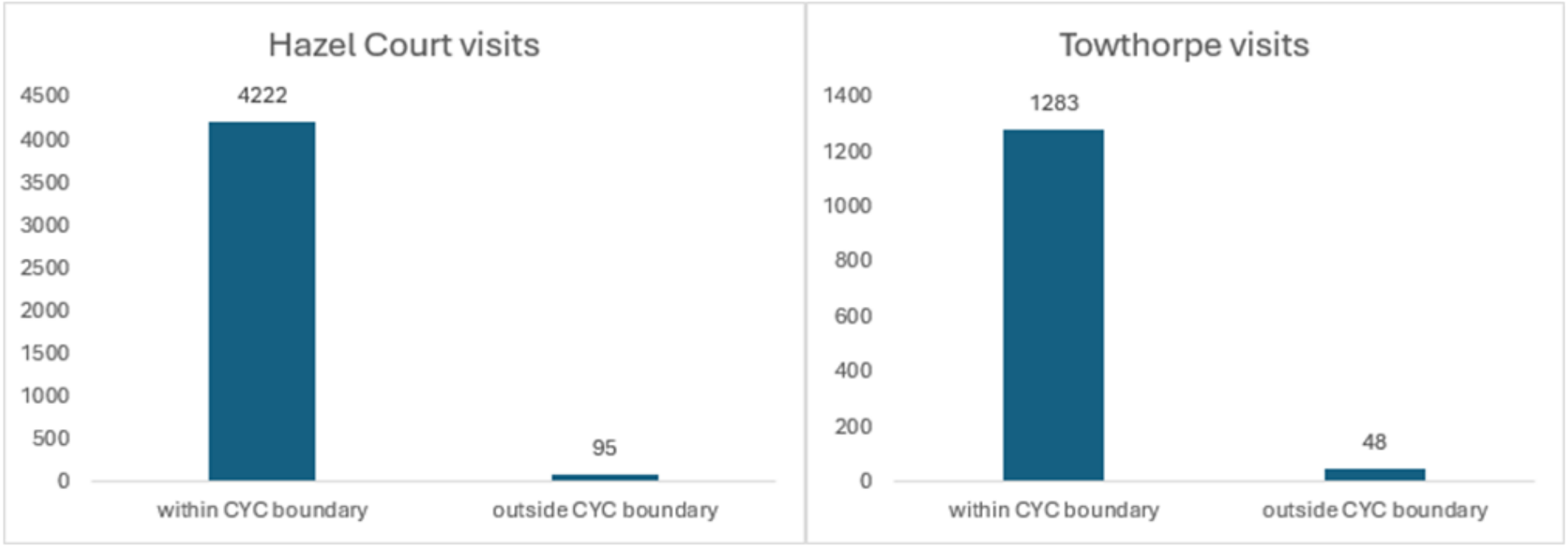
HAZEL COURT DATA

Sum of Average Column Labels

	2022/23												2022/23 Total	2023/24											2023/24 Total	2024/25											2024/25 Total	Grand Total
Row Labels	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec		Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec		Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec		
Mon	313.4	410.5	383.75	766.5	659	681.5	604.5	737	435.5	481.2	458.25	277.25	6208.35	347.4	431.5	525.5	572.75	643.2	615.25	665.6	684.25	626.5	107.8	393.5	266.75	5880	656.75	702.75	747.2	563.4	782	683.75	808	753.5	580.6	545.75	473.75	795.4	8092.85	20181.2
Tue	234.6	366.75	328.75	557.25	572.8	625.25	529.5	671.8	537.25	470.25	333.6	304	5531.8	464.4	496.5	483	518.75	601.6	543.25	637.5	692.6	460.5	85	346	247	5576.1	772.75	696.75	932.25	556.2	687	640.5	687.6	802	533.5	499.6	496.5	655.6	7960.25	19068.15
Wed	297	374.5	358.6	601.25	678	606.8	647	640.8	575	455.5	335.8	308.25	5878.5	463.8	424.25	561.5	547	588.6	558.75	627.25	672	561.75		376.4	359.25	5740.55	124.6	107.25	29.5	589.75	120.6	0.25	0.6			0.25	40.75	1013.55	12632.6
Thu	270.75	327.25	331.8	570	507	591.6	578.25	559.75	545	371.5	384.5	374	5411.4	436.75	399.2	514	471.75	479	581.2	615	544	439	2.25	367.6	435.5	5285.25	822	901.25	1032.75	559	769.2	836	851	842.6	669.5	636	714.75	668.75	9302.8	19999.45
Fri	256.5	364	331.2	497.4	592.25	508.75	565.8	592.5	489	436.5	396.75	376.4	5407.05	475.5	391.25	472	489	495.5	578.4	591.75	475.75	478.8	51	356	433.8	5288.75	692.6	731.5	840	565.25	689.8	704.5	745.75	753.6	579.75	502.25	460.4	648.75	7914.15	18609.95
Sat	316.75	431.25	463	514.4	639.75	843.5	647.6	609	586	499.4	512.5	366	6429.15	660	411.25	616.8	543.6	569.75	659	655.8	524.75	513.2	156.5	446.25	310.4	6067.3	866.75	720.5	908	738.25	748.5	761.2	737.5	761	640	539	453.4	791.75	8665.85	21162.3
Sun	287.8	435.5	380	499.25	607.2	590.75	578.8	531	577.25	428.6	499	272.5	5687.65	660	383.75	505.4	437.2	592.25	590.25	598.4	422.25	650.5	113.6	521	381.2	5855.8	642.5	720	783.4	660.5	616	687	663.75	668.75	592.2	512.25	501	872.8	7920.15	19463.6
Grand Total	1976.8	2709.75	2577.1	4006.05	4256	4448.15	4151.45	4341.85	3745	3142.95	2920.4	2278.4	40553.9	3507.85	2937.7	3678.2	3580.05	3969.9	4126.1	4391.3	4015.6	3730.25	516.15	2806.75	2433.9	39693.75	4577.95	4580	5273.1	4232.35	4413.1	4313.2	4494.2	4581.45	3595.55	3234.85	3100.05	4473.8	50869.6	131117.3

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Annex E


Hazel Court visits
4500
4000
3500
3000
2500
2000
1500
1000
500
0
4222
95
within CYC boundary
outside CYC boundary
Towthorpe visits
1400
1200
1000
800
600
400
200
0
1283
48
within CYC boundary
outside CYC boundary

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