

## Notice of a public meeting of

### Executive

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

**Date:** Tuesday, 14 April 2026

**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, 21 April 2026**.

\*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:*

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

	<i>in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>
--	--

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

### **3. Public Participation**

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

**Please note that our registration deadlines are set as 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, 10 April 2026.**

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

### **Webcasting of Public Meetings**

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

### **4. Minutes** (Pages 7 - 28)

To approve and sign the minutes of the Executive meeting held on Tuesday, 3 March 2026.

## **5. Forward Plan**

There are currently no items scheduled on the Forward Plan for the Executive Meetings in May and June 2026.

## **6. York Carers Strategy 2026-2032** (Pages 29 - 118)

To receive a report from the Corporate Director of Adult Social Care and Integration which seeks Executive approval of the York Carers Strategy 2026–2032.

## **7. York Christmas Market Operating Hours and Economic Impact** (Pages 119 - 162)

To receive a report from the Director of City Development presenting a strategic approach to events and accessibility of the city centre.

## **8. Plan-making activity and Local Plan Review** (Pages 163 - 274)

To receive a report from the Director of City Development presenting a revised and accelerated approach to refreshing York's Local Plan.

## **9. Housing Delivery Programme Delivery Strategy** (Pages 275 - 362)

To receive a joint report from the Director of Housing and Communities and Director of City Development which seeks approval for a new long-term Delivery Strategy.

## **10. 2026/27 Ward Funding Allocation** (Pages 363 - 396)

To receive a report from the Director of Housing and Communities which asks Executive to approve the method of allocating ward funding.

## **11. Urgent Business**

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

**Contact details:**

Guy Close, Democratic Services Manager

Mobile – (07922) 517103

E-mail – [guy.close@york.gov.uk](mailto:guy.close@york.gov.uk)

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

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

Contact details are set out above.

## Alternative formats

If you require this document in an alternative language or format (e.g. large print, braille, Audio, BSL or Easy Read) you can:



Email us at: [cycaccessteam@york.gov.uk](mailto:cycaccessteam@york.gov.uk)



Call us: **01904 551550** and customer services will pass your request onto the Access Team.



Use our BSL Video Relay Service:  
[www.york.gov.uk/BSLInterpretingService](http://www.york.gov.uk/BSLInterpretingService)

Select 'Switchboard' from the menu.



**We can also translate into 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 almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی میا کی جا سکتی ہیں۔ (Urdu)

City of York Council

Committee Minutes

---

Meeting	Executive
Date	3 March 2026
Present	Councillors Douglas (Chair), Kilbane (Vice-Chair), Kent, Lomas, Pavlovic, Ravilious, Steels-Walshaw and Webb
In attendance	Councillor Widdowson (Opposition Deputy Group Leader)

---

**198. Apologies for Absence**

An apology for absence was submitted by Councillor Ayre.

Councillor Widdowson was in attendance as substitute.

**199. Declarations of Interest**

There were no declarations of interest at this point, but there was a declaration of interest made at a later point in the meeting (Minute no. 212 refers).

(Councillor Pavlovic joined the meeting at 4.32pm during the consideration of this item.)

**200. Exclusion of Press and Public**

Whilst it was acknowledged that Annex A to agenda item 14 and Appendices I and J to agenda item 15 were classed as exempt for the reasons set out below, it was not anticipated that there was a need for Executive to consider these documents in private session.

**Resolved:** That the press and public be excluded from the meeting in relation to Annex A to agenda item 14 and Appendices I and J to agenda item 15 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).

**201. Minutes**

**Resolved:** That the minutes of the Executive meeting held on 27 January 2026 be approved and then signed by the Chair as a correct record.

**202. Public Participation**

The Leader of the Council reported that four written representations had been submitted in advance of the meeting. The representations were all in relation to agenda item 10, 'City Centre Events and Permanent Anti-Terrorism Traffic Regulation Order'. These had been taken into account and published on the Council's website.

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

Flick Williams spoke remotely in relation to agenda item 10, 'City Centre Events and Permanent Anti-Terrorism Traffic Regulation Order'. It was emphasised that Coppergate car park did not have a ground floor. Dundas Street was far away from the foot streets. Improvements within the city centre would assist those disabled people already able to get there, but if vehicles were not permitted into the foot streets, then there would be disabled people for whom there was no mitigation, and they would be excluded.

The report made eight references to co-design. It was pointed out that sitting disabled people in a room and asking what their solution was to an intractable set of circumstances was not co-design. That it may be well-meaning, but it was managing expectations and making them complicit in their own exclusion. This had been exacerbated by the lack of a remuneration policy and expecting disabled people to give their time and expertise for free. There was reference to co-production. This was considered a gross misrepresentation. Co-production was about power sharing, making decisions on an equal basis. Yet, disabled people were not even part of the safety advisory group and had to rely on a council officer to represent them.

Paragraph 25 of the report was considered insulting. That talking about better mapping of lived experience was nonsense.

Disabled people had reported in every consultation about access needs. It was predicted that once in place, far from lying dormant, a permanent ATTRO would be used for more events, including protests. And with the UK terror threat level now certain to rise from substantial to severe, it meant the prospect of a permanent blue badge ban.

Councillor Baxter spoke in relation to agenda item 9, 'Recycling Review'. She thanked Councillor Kent, Executive Member for Environment and Climate Emergency and officers for all the work that had gone into this area of work. Waste and recycling was a complex service to run, especially with the continual balancing act across the city with different priorities. Recycling collections was an issue that had an impact on residents as soon as it happened, whether it was a recycling box that had blown over or materials that had spilled into the street. It had an impact on how people felt about their neighbourhood and the council's approach to dealing with these matters seriously was welcomed.

Reference was made to Hull Road with the mix of housing types, and that three boxes could be challenging in some areas. The proposal to start engagement on moving to wheeled recycling bins for many households could bring huge practical improvements. This included better containment of materials, better capacity or a simpler system for people to navigate. It could also reduce littering on windy days.

Councillor Baxter also wished to pay tribute to the late Martin Emerson who was Chair of the local residents' association and who it was reported had e-mailed on a regular basis on this issue. It was felt that although he wasn't here to see it through, he would be pleased with this development.

Diane Roworth spoke remotely in relation to agenda item 10, 'City Centre Events and Permanent Anti-Terrorism Traffic Regulation Order'. Reference was made to the ambition of the council to provide full independent access for all to the city centre. An ambition that was applauded and no less than should be expected of a human rights city. Getting to grips with ATTRO was one factor in achieving this. ATTRO may be necessary at times but needed to be implemented in a way that upheld the council's plans for accessibility for all. The council plan with a core objective of equality of opportunity, the local transport plan, economic strategy, and city centre 10-year plan all embedded

inclusivity and access for all. But there was a need to be more ambitious in achieving access for all because disabled people were being left behind.

The report was not considered robust enough in explaining the complete exclusion of some people from the city centre when the ATTRO was in place. The human rights and equality impact assessment was confusing as it identified the actions proposed as positive for disabled people. It was not considered positive for those disabled people for whom their mitigation such as closer parking was insufficient. They would be excluded and that needed to be publicly acknowledged because it was an important factor in how the ATTRO was to be enforced in future.

The report had not identified that disabled people were not a static cohort. There were over 8,000 blue badge holders, but 1,600 new blue badges had been issued over the last 12 months. That was 1,600 people who were unable to go into the city when an ATTRO was in place unless it was applied differently.

Proposals in the report had been described as co-designed and co-produced with York Disability Rights Forum and York Access Forum, which was stated to be a generous description. Two meetings had been held to seek disabled people's views on what could be done to mitigate the impacts of the ATTRO. However, this report was the first time they had seen what had been taken from those meetings despite asking to see it before it went into the report.

There was a need to develop a common understanding of what co-design and co-production involved before it was applied. Thousands of people were being marginalised, including the 1,600 new blue badge holders. 24% of the population were disabled people, which in social model terms meant disabled by society not their impairments.

Andy D'Agorne spoke in relation to agenda item 9, Recycling Review and agenda item 10, City Centre Events and Permanent Anti-Terrorism Traffic Regulation Order. He welcomed the recycling review and plans to consult residents on proposals for recycling bins to replace boxes wherever possible. This should reduce injuries and minimise street litter on windy recycling days.

The main concern was the limited outside storage space for houses with yards or smaller gardens. Other ideas could be explored, which included encouraging residents to share one or more bins and allowing residents to swap to a smaller slimline residual waste black bin, such as those that had been used on the 'Bags to Bins' project.

In relation to inclusive access to the city centre, the proposed permanent ATTRO needed to be consulted on urgently. In relation to paragraph four of the report, concern was expressed that cycle use as a mobility aid was still banned throughout the year when provision had been made for car users with blue badges to access various routes. Paragraphs five and nine suggested a completely unacceptable three-to-five-year time scale for mitigating the impact of the measures despite work having started in 2021 to consider new disabled parking bays.

Councillor Fisher spoke in relation to agenda item 11, 'Consultation on a York Wide Smoke Control Area'. He expressed concern that the proposed measures were considered a solution to a problem that was negligible. He stated that PM2 particles was an issue in medium to high concentrations, but the additional areas had very low concentrations and that most of it blew away.

He also expressed concern that many older residents used open fires or older wood burning stoves. That many could not afford new appliances. In addition, it was highlighted that the consultation showed that there was 64.7% opposition to the proposed measures.

**203. 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.

**204. Report of the Budget and Medium-Term Financial Strategy Task and Finish Group**

The Director of Governance and Monitoring Officer submitted a report which presented the final report and recommendations of the Budget and Medium-Term Financial Strategy Task and Finish Group, as agreed by the Corporate Scrutiny Committee at its meeting held on 19 January 2026.

The following elected member and officer were in attendance for this item:

- Councillor Anna Baxter, Chair of the Task and Finish Group
- James Parker, Scrutiny Officer.

The key areas of discussion were:

- Councillor Baxter thanked all members and officers involved with the task and finish group. It was a constructive working group and members had worked well together. The group particularly focussed on the importance of ensuring early and effective scrutiny and the need for clear financial information to be presented to members. The working group had also reviewed the need to develop the level of consultation with residents and stakeholders.
- The Executive Member wished to place on record her thanks to the working group. Executive was already in the process of implementing some of the recommendations. It was noted that a task and finish group had been established, specifically focussing on adult social care and the financial challenges faced in relation to that area.

**Resolved (unanimously):** That Executive endorses the report and recommendations of the Budget and Medium-Term Financial Strategy Task and Finish Group.

**Reason:** To contribute to the development of a structured and consistent approach to budget scrutiny.

#### 205. **Best Start in Life (BSiL) Local Plan**

The Corporate Director of Children and Education and the Director of Public Health submitted a joint report which sought approval for the strategic approach to York's local Best Start in Life (BSiL) plan, which focussed on early childhood development and reducing inequalities, with the aim of increasing the proportion of children achieving a Good Level of Development (GLD) by the end of Reception year.

The following officers were in attendance for this item:

- Martin Kelly, Corporate Director of Children's and Education
- Peter Roderick, Director of Public Health
- Kate Horne, Public Health Principal
- Rob Newton, Local Evidence Lead.

The Executive Member thanked officers for the excellent work and positive attitude that they had brought to this piece of work. That it was a universal approach aimed at ensuring the best possible opportunities for young people in York. He also highlighted the positive work undertaken by SureStart in supporting young families. In addition, a centre for excellence was being developed, which was expected to make a big difference for children and families in York.

**Resolved (unanimously):**

That Executive

- a) Endorses the strategic Best Start in Life approach, focused on reducing inequalities and improving early childhood outcomes in order to meet the Government's statutory targets for the proportion of children achieving a Good Level of Development by age five.
- b) Approves delegated authority to the Executive Member for Children and Education to sign off the final local Best Start in Life plan.
- c) Agrees the ambition to position York as a Centre of Excellence for early childhood development, working with Ebor Multi Academy Trust, the University of York, York St John University, and other partners, including the voluntary and community sector and — where appropriate — private sector investors. This ambition will include a particular focus on the first 1001 days.

**Reason:** Supports statutory compliance, strengthens system leadership, and enables York to take a more ambitious and evidence driven approach to improving early childhood outcomes.

**206. Recycling Review**

The Director of Environmental and Regulatory Services submitted a report which sought to review the domestic recycling service, including how materials were presented at the

kerbside. Also, to initiate public engagement and scrutiny to explore the benefits and costs of moving from recycling boxes to recycling wheeled bins for the majority of domestic properties in York.

Dave Atkinson, Director of Environmental and Regulatory Services, was in attendance for this item.

The key areas of discussion were:

- The Leader of the Council highlighted that a business case for the recycling review was to be presented to Scrutiny in May. It provided an opportunity for members to review the proposals and consider any necessary feedback that was required.
- The Executive Member reported that the report addressed issues with litter that was difficult to contain in boxes and the cost to the council to address it. Containing the litter was a positive step forward for the environment and residents. Recycling boxes caused issues for older residents and those with health conditions. It also supported the workforce who suffered a disproportionate number of musculoskeletal injuries due to the thousands of boxes that they lifted every year.

**Resolved (unanimously):** That Executive approves the commencement of public engagement around moving from recycling boxes to recycling bins and the emerging business case to be presented to Scrutiny in May 2026.

The scope of properties will be determined by the engagement exercise to inform a business case to be brought to a future Executive meeting.

**Reason:** To seek ways to improve efficiency of collections, increase recycling capacity, reduce operating costs, decrease musculoskeletal injuries and reduce street litter.

**207. City Centre Events and Permanent Anti-Terrorism Traffic Regulation Order (ATTRO)**

The Director of City Development submitted a report which presented options in relation to an emerging approach to strategic city centre access and associated measures.

The following officers were in attendance for this item:

- Garry Taylor, Director of City Development
- Ben Murphy, Head of City Development.

The key areas of discussion were:

- The Executive Member highlighted that a subsequent report was to be submitted to Executive setting out the outcomes of a formal ATTRO consultation and associated actions. Individuals and groups were thanked for sharing their concerns and viewpoints on this matter. It was important to balance the needs of residents, visitors and people who worked in the city. There was a need to work together to keep people safe and enable as much access as possible whilst recognising all needs, concerns and risks.
- There was an acknowledgement of the need to consider alternative opening times for the Christmas Market, which was to be added to the list of recommendations.

**Resolved (unanimously):** That Executive notes the work to date, strategic direction, and emerging approach to strategic city centre access and associated measures, and;

- a) Agrees the recommended option of maintaining a wide range of City Centre events, and managing their impacts over the short medium and long term through co-designed improvements to how events are accessed, managed and operated, and how city centre infrastructure operates.
- b) Approves the emerging package of short term measures as set out at paragraph 26 of the report, the further work to refine and develop these through ongoing co-design, and the initial budget allocation of up to £70k to implement identified measures, and to be funded through existing integrated transport block budgets, but with a proposal also being submitted to the York and North Yorkshire Combined Authority Transport Capital Programme 2026-2030, to establish a new dedicated allowance for this work package.
- c) Receives a subsequent paper setting out the outcomes of formal ATTRO consultation and associated actions.
- d) That further work be undertaken to establish the viability of ensuring greater access, rest days and times during the Christmas Market.

**Reason:** To support the long term economic and social vibrancy of the City Centre, manage the impacts of events over the short, long and medium terms, and anticipate future decisions around the implementation of permanent ATTRO.

**208. Consultation on a York Wide Smoke Control Area (SCA)**

The Director of Environmental and Regulatory Services submitted a report which outlined the results of public consultation on proposals to further reduce emissions of PM2.5 and other pollutants from solid fuel burning through a York wide Smoke Control Area (SCA).

The following annexes were attached to the report:

- Annex A – Boundary of existing smoke control area and distribution of homes that have solid fuel appliances
- Annex B – Proposed smoke control area (extended to CYC boundary)
- Annex C – Consultation Summary
- Annex D – Full responses to survey question 16 (other comments)
- Annex E – Equalities Impact Assessment (EIA)
- Annex F – Draft City of York Council Smoke Control Order (2025).

The following officers were in attendance for this item:

- Peter Roderick, Director of Public Health
- Mike Southcombe, Public Protection, Regulatory Support and Advice Manager
- Andrew Gillah, Principal Air Quality Officer.

The Executive Member acknowledged that there were some residents who had thought that the report contained a proposal to ban all wood burners, which was not the case. That it was a communications issue which it was important to address. It was reported that the Director of Public Health together with Executive Members had met with leaders of the parish council last week to address some of these concerns. The Executive Member was also attending the next parish council meeting in March to respond to any queries arising from the implementation. The Council had developed posters, leaflets and other pieces of information to display in rural areas so that

residents understood the importance of it. That solid fuel burning was detrimental to human health, which had not been fully understood from some of the consultation responses. There was also a need to ensure consistency of approach across the city. That enforcement was easier when the whole of the city was a smoke-controlled area.

The Executive Member also sought to clarify that whilst some people had previously considered that wood burning was a climate friendly way of heating the home, recent evidence and science had suggested that it had a negative impact. Paragraph 23 of the report outlined the health impacts.

**Resolved (unanimously):**

That Executive

- a) Considered the consultation summary (Annex C to the report) and full comments (Annex D to the report) received in relation to the public consultation on a draft order to expand the SCA to cover the whole of CYC's administrative area (and associated revocation of historical orders covering the existing area).
- b) Delegates authority to the Director of Environmental and Regulatory Services, in consultation with the Director of Governance, to approve the making of the 'City of York Council Smoke Control Order (2025)' (as drafted at Annex F to the report) to come into effect on a date not less than 6 months after the date of making the order (Option A as set out in the report)

**Reasons:**

A York-wide SCA would:

- 1) Provide a mechanism to manage both the burning of the most polluting solid fuels and the appliances in which they are burned across the whole of York, thereby protecting the health of all residents. Burning non-authorized fuels contributes to air pollution and especially PM2.5 across the city which harms public health.
- 2) Ensure consistency in CYC's approach to dealing with smoke emissions across York, including future residential areas.

- 3) Ensure clear rules for burning solid fuels (which are currently different depending on the area of York and in some cases even on the same street).
- 4) Complement wider air quality improvement measure being implemented by CYC and contribute to national emission reduction targets.

(At the conclusion of this item the meeting was adjourned at 6.10pm and reconvened at 6.15pm.)

**209. Appropriation of Land at Bootham Stray for Highway Purposes**

The Director of City Development submitted a report which sought consent to appropriate land on a small part of Bootham Stray for highway purposes.

The following annexes were attached to the report:

- Annex 1 – Plan of Proposed Land to be Appropriated
- Annex 2 – Plan of 2018 Land Appropriation
- Annex 3 – Plan of Stray and Former Car Park Land
- Annex 4 – Photographs of Site
- Annex 5 – Section 122 Notice.

The following officers were in attendance for this item:

- Garry Taylor, Director of City Development
- Nick Collins, Head of Property Services.

The Executive Member reported that the appropriation of land enabled continuous walking, wheeling and cycling provision which linked the existing active travel routes. The upgraded bus stop and shelter supported the objectives contained in the transport strategy, climate change strategy and health strategy.

**Resolved (unanimously):**

That Executive

- a) Notes that the required consultation process in accordance with Section 122 of the Local Government Act 1972 for the appropriation of open space to be utilised as highway was carried out and no objections were received.

- b) Approves the appropriation of the land shown shaded orange in Annex 1 for highway purposes.

**Reason:** To enable the developers of the Cocoa Gardens housing site to provide the required sustainable transport infrastructure to benefit existing highway users and future residents of the development.

**210. Delivery of the Gypsy and Traveller accommodation improvement and expansion programme**

The Director of Housing and Communities submitted a report which sought authorisation to proceed with delivery of the improvement and expansion programme, subject to further Executive approvals being sought at identified key points within the programme.

The following annexes were attached to the report:

- Annex A: Cost Plan
- Annex B: Outgang Lane improvement works Site Plan
- Annex C: Osbaldwick Site Plan
- Annex D: James Street Site Plan
- Annex E: Clifton Site Plan
- Annex F: Equalities Impact Assessment (EIA)

The following officers were in attendance for this item:

- Pauline Stuchfield, Director of Housing and Communities
- Zoe Dunn, Housing Delivery Programme Manager.

The Executive Member thanked officers for development of this piece of work. Also, the feedback received from residents and the York Travellers Trust which had been incorporated into the report. That it was a community in desperate need of investment, which had been neglected for too long.

**Resolved (unanimously):**

That Executive

- a) Agrees with progressing the delivery of the Gypsy and Traveller accommodation improvement and expansion programme and associated cost plan to implement the York Local Plan proposals relating to Council-owned

sites as set out in its Policy H5; this includes authorisation to use £1.95m from S106 contributions, £0.625m from YNYMCA grant, and up to £2.675m from General Fund long term borrowing.

- b) Agrees to the delivery of the improvement works of the Osbaldwick site access road (Outgang Lane) as a priority and for CYC Highways to prepare the improvements proposals and issue a Traffic Regulation Order (TRO) to restrict parking as part of the proposed improvements, and (where necessary) to procure a contractor for the works.
- c) Agrees to procure a retrofit services team to produce proposals which improve the energy efficiency of the three Council sites' 61 utility buildings from EPC E to EPC A-B and to procure a contractor to carry out the works.
- d) Agrees to procure a design team to develop a masterplan for the expansion of the Clifton site and design for the 6 additional pitches with utility buildings, to submit planning application for the site expansion, and to procure a contractor to carry out the works.
- e) With respect to (a) to (d) above, agrees 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 that are necessary to procure and appoint any contractors for the aforementioned works and/or services, and to determine the provisions of and enter into the resulting contracts (and any subsequent modifications and/or extensions thereto), in accordance with the Council's Financial Regulations set out in Appendices 10 and 10a of the Constitution (the "Finance Regs"), the Contract Procedure Rules set out in Appendix 11 of the Constitution (the "CPRs") and (where applicable) the Procurement Act 2023 and the Public Contract Regulations 2015.
- f) Notes that a site search as referred to in the Local Plan or 'Call for Sites' exercise to be undertaken by Planning in 2026 in collaboration with stakeholders, will identify the location(s) of 17 further pitches to be provided on existing or new Council sites to meet the identified accommodation need.
- g) Notes the Carbon Negative Challenge Fund grant award received from the York and North Yorkshire Mayoral Combined Authority (YNYMCA), to contribute to the

retrofit measures to improve the energy efficiency of the three Council sites' 61 utility buildings from EPC E to EPC A-B, agrees to proceed with entering into a grant agreement to receive funding and agree to delegate authority to the Director of Housing and Communities (in consultation with the Director of Finance and the Director of Governance) to determine the provisions of and enter into the grant funding agreement, and the provisions of any subsequent modifications and/or extensions thereto, to ensure compliance with the Subsidy Control Act 2022, the Finance Regs and the CPRs.

- h) Approves the transfer to capital contingency of £625k for budget released from this scheme as a result of the YNYMCA grant award.
- i) Agrees to the application to Homes England for funding from the Social and Affordable Homes Programme (SAHP) to deliver the new accommodation pitches on Council sites, and (provided that the application to Homes England is successful) agrees to proceed with entering into a grant agreement to receive funding and agree to delegate authority to the Director of Housing and Communities (in consultation with the Director of Finance and the Director of Governance) to determine the provisions of and enter into the grant funding agreement, and the provisions of any subsequent modifications and/or extensions thereto, to ensure compliance with the Subsidy Control Act 2022, the Finance Regs and the CPRs.

**Reasons:**

- To ensure that the Council's commitment to meeting pitch requirements as set out in the Local Plan is appropriately met.
- To ensure any works and/or services are procured in compliance with the Finance Regs, the CPRs, and (where applicable) our statutory duties under the Procurement Act 2023 and the Public Contract Regulations 2015.
- To ensure any grant funding arrangements comply with the Subsidy Control Act 2022.

(Councillor Webb left the meeting at 6.32pm at the conclusion of this item.)

**211. Delivering More Affordable Housing in York - Castle Mills**

The Director of Housing and Communities submitted a report which sought support with a proposed delivery route for affordable housing at the Castle Mills site.

The following annexes were attached to the report:

- Confidential Annex A – Castle Mills Business Case
- Annex B – Castle Mills Site Plan
- Annex C – Equalities Impact Assessment (EIA)

The following officers were in attendance for this item:

- Garry Taylor, Director of City Development
- Pauline Stuchfield, Director of Housing and Communities
- Zoe Dunn, Housing Delivery Programme Manager.

The Executive Member highlighted the importance of affordable housing schemes such as these, particularly in supporting key groups that had difficulty getting onto the property ladder. The scheme provided affordable housing on council owned land. It recognised the need to develop housing in places that people could afford.

**Resolved (unanimously):**

That Executive

- a) Agrees the preferred delivery route of 100% affordable housing at the Castle Mills site with the procurement of a design team to update the design previously approved by Planning to adapt it to 100% affordable housing, and achieve a refined design to RIBA Stage 3, using the proposed on-cost budget.
- b) Agrees to the submission of a planning application with the refined Castle Mills design.
- c) Agrees to procure a contractor to operate under a Pre-Contract Services Agreement or other type of design-only contract to collaboratively design Castle Mills to RIBA Stage 4 and price the design, to enable an updated full business case to be presented to the Executive for approval.
- d) Recommends to Full Council the creation of the Castle Mills scheme within the HRA capital programme; the

wider business case for which will come forward at a later date.

- e) Recommends to full Council approval of a budget of £2.377m funded from HRA borrowing, to develop the proposals through RIBA stages 3 and 4 as described in a), b) and c) above.
- f) Agrees 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 that are necessary to procure and appoint such the contractors, and to determine the provisions of and enter into the resulting contracts described in a) and c) above (and any subsequent modifications and/or extensions thereto), in accordance with the Council's Financial Regulations set out in Appendices 10 and 10a of the Constitution (the "Finance Regs"), the Contract Procedure Rules set out in Appendix 11 of the Constitution (the "CPRs") and (where applicable) the Procurement Act 2023 (the "Procurement Act") and the Public Contract Regulations 2015 (the "PCRs").
- g) Agrees to the preparation and submission of applications to Homes England for funding from the Social and Affordable Homes Programme (SAHP) to deliver the affordable homes at Castle Mills, and (provided that the application to Homes England is successful) to receive funding and agree to proceed with entering into a grant agreement with Homes England.
- h) Notes the Brownfield Fund grant awards received from the York and North Yorkshire Combined Authority (YNYCA) for the development of affordable housing at Castle Mills, Former Manor School and 68 Centre sites and agree to proceed with entering into grant agreements to receive funding.
- i) Notes that a Brownfield Land Release Fund grant application to the One Public Estate (OPE) has been submitted to contribute to funding of the Willow House project delivery including the necessary enabling works; and pending the grant award, agree to proceed with entering into a grant agreement to receive funding.
- j) Further to g), h) and i) above, agrees to delegate authority to the Director of Housing and Communities (in consultation with the Director of Finance and the Director of Governance) to determine the provisions of and enter into any resulting grant funding agreements with Homes England and YNYCA, and the provisions of

any subsequent modifications and/or extensions thereto, to ensure compliance with the Subsidy Control Act 2022, the Finance Regs and the CPRs.

**Reasons:**

- To ensure any works and/or services are procured in compliance with the Finance Regs, the CPRs, and (where applicable) our statutory duties under the Procurement Act 2023 and the Public Contract Regulations 2015.
- To ensure any grant funding arrangements comply with the Subsidy Control Act 2022.

**212. Update on the Asset Management Strategy - 2026 to 2031**

The Director of Finance submitted a report which presented an Asset Management Strategy covering the period 2026-2031, to benefit both social outcomes and financial performance, arising from the council's land and property assets.

The following appendices were attached to the report:

- Appendix A – Location Plan 25/27 Coney Street
- Appendix B – Location Plan 17-21 Piccadilly
- Appendix C – List of Allotments
- Appendix D – Location Plan Bustardthorpe Allotments
- Appendix E – Location Plan Land at Rowntree Park
- Appendix F – Location Plan Land at York Road, Strensall
- Appendix G – Location Plan Land at Hull Road Park
- Appendix H – Equalities Impact Assessment
- Confidential Appendix I – Financial Analysis and Market Valuation Report – 25/27 Coney Street.

The following officers were in attendance for this item:

- Nick Collins, Head of Property Services
- Shaun Gibbons, Head of Carbon Reduction
- Dave Meigh, Public Realm Operations Manager.

The Executive Member reported that commercial income was important to fund services for residents. It was about ensuring a balance so that the commercial income was not at the expense of community benefit. Working hard with community groups to ensure they could get the most out of the assets.

**Resolved (unanimously):**

That Executive

a) Notes:

- i) The performance of the council's property estate and the annual revenue it provides.
- ii) The performance against the specific workflows, including disposals, as previously set out in the previous Strategy and the re-shaping of the operational estate at West Offices to provide additional annual revenue.
- iii) The performance and role the estate has played in helping to reduce the council's carbon footprint.

b) Agrees the principles of the Strategy which will form the Corporate Asset Strategy for the next 5 years, 2026-2031.

c) Agrees to:

- i) The sale of 25/27 Coney Street and lease back of part on a 999-year lease.
- ii) The grant of a lease renewal at 17-21 Piccadilly.
- iii) Lease the various City Council owned allotments, as detailed within the report to York Allotment Charitable Incorporated Organisation (YACIO) for 35 years at a peppercorn rental.
- iv) Lease Bustardthorpe Allotments, Bishopthorpe Road, to Bustardthorpe Allotment Association for 35 years at a peppercorn rental.
- v) Lease the store and outdoor space in Rowntree Park maintenance depot to York Canoe Club for 15 years at a peppercorn rental.
- vi) Lease the garage in Rowntree Park to the Friends of Rowntree Park for 15 years at a peppercorn rental.
- vii) Lease of the Rowntree Park Lodge Garden to the Friends of Rowntree Park for 99 years at a peppercorn rental subject to the Friends meeting the requirement of original lease for the upper floors.
- viii) Lease the land at York Road, Strensall to Strensall and Towthorpe Parish Council for 70 years at a peppercorn rental.
- ix) Lease the land in Hull Road Park to Choose 2 Youth for 10 years at a peppercorn rental,

all on the terms and conditions outlined in the report.

- d) Delegates to the Director of Finance (in consultation with the Director of Governance) authority:
  - i) To take such steps as are necessary to agree and complete the above transactions as detailed in this report; and
  - ii) To acquire and dispose of all interests in land for all future acquisitions and disposals.

### **Reasons**

- a) To ensure work continues to accord with the clear principles as set out under the Asset Management Strategy, which will continue to guide and shape future use of the council's property portfolio.
- b) To continue to support the ongoing economic vibrancy of the city, to protect and increase the income from the council's commercial property portfolio.
- c) To dispose of surplus property with an emphasis on providing affordable accommodation within the city; reduce the council's financial obligations and encourage regeneration and community involvement through the use of its assets.

(Councillor Kilbane declared a non-pecuniary interest in this item as an allotment holder.)

### **213. Urgent Business**

There were no urgent items of business to consider.

### **214. Chair's Closing Remarks**

The Leader of the Council reported that it was the final Executive meeting for Ian Floyd, Chief Operating Officer, due to his retirement from the Council later in the month. On behalf of Executive, the Leader of the Council thanked Ian for all his support and positive contribution to the Council during his 17 years' service.

Councillor Doulgas, Chair

(The meeting started at 4.30 pm and finished at 7.10 pm).

This page is intentionally left blank



<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 April 2026
<b>Report of:</b>	Sara Storey, Corporate Director of Adult Social Care and Integration
<b>Portfolio of:</b>	Councillor Lucy Steels Walshaw, Executive Member for Health, Wellbeing and Adult Social Care

## Decision Report: York Carers Strategy 2026–2032

### Subject of Report

1. This report seeks Executive approval of the York Carers Strategy 2026–2032.
2. The Strategy sets out the Council's and its partners' approach to improving how unpaid carers are identified, supported and involved over the next six years. It provides a framework for improvement, monitoring and accountability.
3. Approval is required to enable publication and implementation of the Strategy and to support the Council's improvement activity following the recent Care Quality Commission (CQC) assessment.

### Benefits and Challenges

#### 4. Benefits

The Strategy provides:

- i. A clear, co-produced framework for improving carers' support
- ii. Improved oversight and accountability through measurable indicators
- iii. Alignment with the Adult Social Care Strategy and CQC improvement work

- IV. A stronger focus on carers' wellbeing, including reducing loneliness
- V. Continued involvement of carers in shaping and monitoring support.

This will strengthen the Council's ability to evidence improvement and improve carers' experience over time.

## 5. Challenges

Challenges include:

- I. Variability in data quality and recording
- II. Ensuring consistent implementation across services
- III. Managing expectations within existing resources

These challenges will be addressed through governance arrangements and ongoing monitoring.

## Policy Basis for Decision

### 6. The Strategy supports:

- I. The Council Plan priority to improve health and wellbeing
- II. The Adult Social Care Strategy
- III. The Council's statutory duties under the Care Act 2014 and Children and Families Act 2014

### 7. It contributes to the Council's manifesto priorities by:

4. Supporting equalities and human rights through recognition of carers
5. Addressing health inequalities
6. Supporting affordability through access to advice and support
7. Strengthening community resilience

## Financial Strategy Implications

8. The Strategy will be delivered within existing commissioned services and resources, including York Carers Centre.
9. The Strategy provides a framework for improving coordination and monitoring rather than introducing new unfunded service commitments.

10. Supporting carers is a key part of a preventative approach, helping to sustain care arrangements and reduce reliance on more intensive services.
11. The Strategy will be delivered within existing commissioned services and resources, including York Carers Centre and partner organisations.
12. The Strategy supports a preventative approach by strengthening earlier identification of carers, improving access to support, and promoting carers' wellbeing. This can help reduce escalation of need, delay or prevent more intensive Adult Social Care interventions, and support the Council's wider work to manage demand and reduce cost pressures within Adult Social Care.
13. Work is also underway, supported by improvement funding, to explore the impact of interventions such as carers' breaks, Shared Lives and earlier identification of carers. This will help strengthen the evidence base for how supporting carers can contribute to improved outcomes and more sustainable use of resources over time.
14. Future commissioning decisions will be considered with procurement, legal and finance in line with current practice.

## **Recommendation and Reasons**

15. Executive is asked to approve the York Carers Strategy 2026–2032.

### **Reason:**

To provide a clear, co-produced framework for improving support to carers, aligned with statutory duties, corporate priorities and the Council's improvement work following the CQC assessment.

## **Background**

17. Unpaid carers play a vital role in supporting family members and friends across York.

18. The Council has statutory duties to identify, assess and support carers.
19. The Council's recent CQC assessment identified the need to strengthen how carers are identified, supported and monitored.
20. The Strategy provides the framework for addressing those areas of improvement in a coordinated and sustainable way

## **Consultation Analysis**

21. The Strategy has been developed through extensive engagement and involvement, including:
  - Citywide carers consultation
  - Carers Action Group
  - Carers Strategy Group
  - Partner organisations and commissioned services

Carers helped shape the priorities and direction of the Strategy and remained involved throughout its development.

- Feedback highlighted the need for:
- Earlier identification
- Improved access to support
- Reduced loneliness and isolation
- Improved joined-up services

## **Options Analysis and Evidential Basis**

22. **Option 1 – Approve the Strategy (Recommended)**  
Provides a clear framework for improvement and supports the Council's statutory duties and CQC improvement work.

### **Option 2 – Do not approve the Strategy**

Further work could be undertaken to improve or add to the Strategy; however it is important for the reasons outlined that there is a clear Strategy in place and approved; and supported through a whole Council commitment.

## Organisational Impact and Implications

23. This report demonstrates that all relevant implications of the proposals have been considered

- **Financial**

The Strategy will be delivered within existing resources and commissioned services, including York Carers Centre and partner organisations.

- **Human Resources**

There are no direct Human Resources implications arising from this report.

- **Legal**

The Strategy supports the Council's duties under the Care Act 2014 and Children and Families Act 2014 to identify, assess and meet the eligible needs of carers, as well as the duty to prevent carers from developing needs for support themselves. These are distinct duties under the Care Act 2014, and it is important to bear in mind that local authorities cannot fulfil their universal prevention duty in relation to carers simply by meeting eligible needs, and nor would universal preventative services always be an appropriate way of meeting carers' eligible needs (Care and Support Statutory Guidance 2.17).

- **Procurement**

There are no direct procurement implications, however where there are services delivered within existing commissioned services and resources, which includes York Carers Centre, that were previously procured and contracts/agreements awarded these would be subject to the requirements of the Procurement Act 2023 and council's Contract Procedure Rules and invite competitive tenders prior to those commissioned services contracts/agreements ending.

- **Health and Wellbeing**

Supports carers' health and wellbeing and reduces isolation.

- **Environment and Climate**

No direct implications.

- **Affordability**

This strategy supports carers through access to advice and support, given that unpaid carers can face significant disadvantages that impact their health, finances, and overall quality of life as they may have to reduce working hours or leave their jobs, with reduce income and pension contributions.

- **Equalities and Human Rights**

Carers are a protected group under the Equality Act 2010. The Strategy supports the Council's duties to recognise and support carers and reduce inequalities experienced by carers.

A Human Rights and Equity Analysis Tool (HREAT) has been considered as part of the Strategy development and is attached at the end of this document.

- **Data Protection**

No additional risks identified.

- **Communications**

A clear and coordinated partners approach is needed to support the publication and rollout of the Strategy. Messaging will focus on raising awareness of the strategy among carers, partners and the wider public, highlighting the Council's commitment to improving the identification, support and involvement of unpaid carers.

Communications activity will also play a key role in managing expectations, ensuring that carers understand both the improvements being introduced and the ongoing constraints on resources. Consistent, accessible messaging—developed with partners and informed by carers' feedback—will help build trust, strengthen engagement and support the delivery of the Strategy's aims over time

- **Economy**

Supports carers to remain in employment where possible.

## **Risks and Mitigations**

24. The Strategy provides a framework for improving support to carers and strengthening oversight and monitoring.
25. There is a risk that improvement may be limited if progress is not effectively monitored. This risk is mitigated through governance arrangements, including oversight by the Carers Strategy Group

and ongoing involvement of carers through the Carers Action Group.

26. The Strategy includes measurable indicators which will be reviewed and refined over time to support continuous improvement.

## Wards Impacted

All wards

## Contact details

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

## Author

<b>Name:</b>	Harriet Smith
<b>Job Title:</b>	Integrated Commissioning Lead
<b>Service Area:</b>	Adult Social Care
<b>Telephone:</b>	Harriet.Smith@york.gov.uk
<b>Report approved:</b>	Yes
<b>Date:</b>	5 March 2026

## Background papers

CQC Inspection Report and action plan

## Annexes

- Annex A: York Carers Strategy 2026–2032
- Annex B: York Unpaid Carers Consultation Report
- Annex C: Human Rights and Equity Analysis Tool (HREAT)

This page is intentionally left blank



# York Carers Strategy 2026-32

## What about me?

### Contents

Foreword.....	2
Strategy overview .....	3
Our shared vision.....	4
How we will oversee the strategy .....	4
Our approach: Dignity, respect and lived experience .....	5
Who is a carer?.....	6
What we know about carers in York .....	7
Our focus areas .....	8
Taking the strategy forward .....	15
Further information and support .....	16
Alternative formats.....	19

## Foreword

“Until you take on the role of carer you can not possibly fully comprehend the magnitude of caring and its impact on your life.”

Caring is a part of life for many people in York. Around one in three of us will provide unpaid care at some point. This is often alongside work, education, family life, or managing our own health and wellbeing.

Carers play a vital role in supporting people and strengthening our communities. Yet their contribution can too often go unrecognised or unsupported.

This Carers Strategy sets out our shared commitment to improving the lives of unpaid carers in York. It is shaped by carers' experiences, local evidence, and partnership working. It sets out four focus areas where we will concentrate our efforts. Alongside this are clear arrangements for how we intend to oversee this strategy to ensure we monitor progress and act on what we learn.

We recognise that caring can be rewarding, but it can also be challenging, isolating, and financially and emotionally demanding. This strategy is about making York a place where carers are recognised, supported, and able to live well alongside caring. Our support aims to respect carers' individual identities, choices, and experiences.

By working together, with carers as equal partners, support in York will be more accessible, responsive, and inclusive.

### **Sharron Smith CEO York Carers Centre:**

“I am proud to support this Carers Strategy, which recognises the vital role played by unpaid carers in our city. We know that things are incredibly hard for carers, and this strategy represents a step forward in ensuring that carers are not only recognised, but also properly supported, valued, and empowered across the city. I look forward to working together with other organisations, to turn these commitments into real change for carers in our area.”

## Strategy overview

This strategy is for all unpaid carers who live in York (or are caring for someone who lives here) and those whose caring role has recently ended. It is also for the people they care for, their families and friends, and the people and organisations that support them.

While there are various organisations helping carers in York, we know there are gaps. Many carers do not know about or understand their rights or options. They can find it hard to get the help they need, at the right time.

As a partnership, we want to be there for carers whenever they need us. We want to offer flexible and consistent support that helps them cope. Not just at times of crisis, but throughout their caring roles. At the same time, we want carers to feel acknowledged, respected and valued for what they do.

The strategy sets out our shared vision for improving how we recognise carers of all ages and backgrounds and help them live well. It details the focus areas we will work on to achieve the vision and some key measures of success, to know if we are making progress.

We will create an action plan that includes the specific steps we need to take to deliver the strategy. It will evolve in response to any changing needs.

We have developed the strategy in partnership with local carers, former carers and organisations that support carers. It is based on what carers have told us they need locally, and the challenges we know carers are facing nationally. We hope that other organisations, employers, staff and residents will share our vision. Together we can help to create a city that supports, nurtures and celebrates carers.

“If right provisions were in place for people they care for without having to go to war to get it life wouldn't be this living hell it currently is.”

We know that for many carers, improved support for those they care for would make the biggest difference. Whilst we hope that our plans will make a positive difference to people being cared for; this strategy is dedicated to the support we provide for carers.

This strategy supports the council and its partners to meet their responsibilities under national legislation. This includes the Care Act 2014, and the Children and Families Act 2014. These laws recognise the important role of unpaid

carers and set out duties to identify, assess and support carers so they can maintain their wellbeing and live their lives alongside caring.

The strategy is linked to a wider collaborative approach across all sectors, including voluntary and community organisations, health, education and social care. It also aligns with other council and partnership strategies relating to health and care, children and young people, equality and inclusion, and community wellbeing. It is intended to complement rather than duplicate existing plans.

## **Our shared vision**

Our shared vision describes what we want the strategy to achieve for carers in York. This is our vision:

In York, we care about the impact caring may have on you and the people you care for. We work in partnership with you and others to help you connect to consistent, flexible support that:

- recognises your diverse and unique needs
- prioritises your health and wellbeing
- helps you find a balance between caring and achieving your goals
- makes you feel valued, heard, and included

We need to be realistic about what we can achieve with our combined resources, and what we can control at a local level. But we are ambitious, and believe by working together more effectively and creatively, we can make a significant and positive difference to the lives of carers in York.

## **How we will oversee the strategy**

This strategy is overseen through governance arrangements that ensure carers' voices are central and that progress is monitored.

A Carers Action Group will be led by carers within the city. It will support delivery, share lived experience and highlight what needs to improve.

A Carers Strategy Group will provide oversight of the strategy and address any barriers to delivery. The group is made up of carers and other partners from health, education, the council and the voluntary and community sector.

We will report progress on our action plans through existing health and care partnership arrangements and council governance processes. This includes reporting to the Executive Committee if needed.

## **Our approach: Dignity, respect and lived experience**

“Until you take on the role of carer you can not possibly fully comprehend the magnitude of caring and its impact on your life.”

We are dedicated to treating carers and the people they care for with dignity, respect and kindness. We will focus on understanding people’s situations, strengths, and what matters most to them.

We know that caring can involve pride and purpose as well as stress, financial pressure, loss and trauma. Our approach aims to avoid assumptions and ensure carers feel seen, heard and supported.

We are committed to the York Poverty Truth Commission's guiding statement, “Nothing about us, without us, is for us” and their standards for organisations:

- We listen
- We are understanding
- We are respectful and friendly
- We are responsive, honest and care about getting you the right support

In York, we recognise that caring responsibilities can significantly affect people’s life chances. While caring is not a protected characteristic in national equality law; as a council, we treat caring as if it were in local decision-making and service delivery.

## **Listening to lived experience**

“It is always a good idea to actively listen to the people on the front line of caring rather than people who 'think they know what carers want or need' but have no direct experience of how difficult it can be to get advice or assistance or just manage on a day to day basis.”

Carers’ voices are central to this strategy. Carers are experts in their own lives and in what the people they care for need. Through lived experience of caring, carers bring vital insight into what works, what doesn’t, and where support needs to change.

Hearing what carers have to say is an important part of promoting their rights, understanding their experience, and valuing the care they provide. Involving carers as equal partners is essential to achieving better outcomes for them and the people they support.

We recognise that carers' experiences are diverse and can be shaped by many factors, including age, health, culture, employment, education, and the needs of the person they care for.

This strategy has been guided by carers' lived experience through ongoing conversations. This includes working with carers through the Carers Action Group and Carers Strategy Group and a citywide consultation.

We know we need to do more to hear from carers to understand and support their specific and individual needs. It is important that we reach carers who may not be known to services or are less likely to seek support. This will help us address barriers to carers getting the right support and help to prevent carers being disadvantaged.

## Who is a carer?

A carer is defined by Carers Trust as, “anyone who cares, unpaid, for a friend or family member due to illness, disability, a mental health problem or an addiction.”

We recognise caring as something people do, not something that defines who they are, in line with the approach promoted by Carers Trust.

Carers' lives and roles are diverse. Caring can happen at any stage of life and often begins when people do not expect it. People may move in and out of caring roles over time, and their needs and circumstances can change. They may also have little or no choice in taking on caring duties.

Carers include adults, children from as young as 5 years old, young people, parents and kinship carers (who care for children whose parents are unable to). Some carers recognise themselves as carers, while others may not, particularly where caring is seen as part of family life.

The amount of time people spend caring can vary widely. As can the type of support they provide and who they care for, as shown in the diagram below.

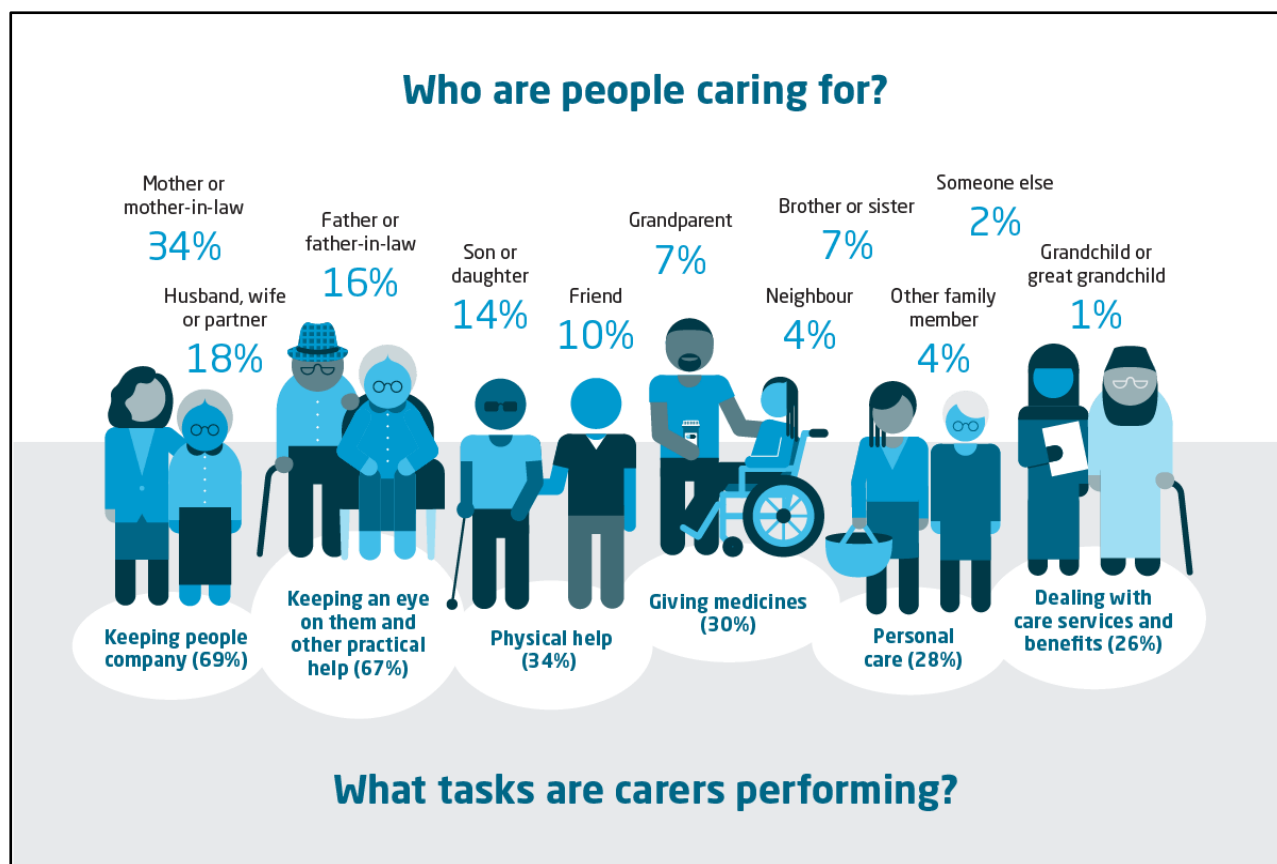


Diagram 1: Who are people caring for, and what tasks are carers performing? (Health Survey for England 2019)

Further information about different caring roles can be found on the [Carers Trust website](#)

## What we know about carers in York

Unpaid carers make a significant contribution to life in York, supporting family members, friends and neighbours of all ages and backgrounds.

Carers in York include people who are:

- in paid work, education or training, or are retired
- managing their own health conditions or disabilities
- supporting end of life care
- caring for more than one person
- moving from children's to adult services
- from different communities, cultures and backgrounds

In York, thousands of people provide unpaid care, with many providing over 50 hours of care each week (Census 2021). However, only around one third of carers are known to services or receiving formal support.

Many carers remain hidden. They may not recognise themselves as carers or feel able or ready to seek help. Others do not need or want support or may not know where to find it.

Local and national evidence shows that caring can have a significant impact on people's lives. Common challenges include:

- pressure on physical and mental health
- financial strain and reduced income
- social isolation, loneliness and maintaining relationships
- difficulty balancing caring with work or education
- challenges navigating complex and disjointed services

These challenges are not experienced equally. Some carers face greater disadvantage due to factors such as age, disability, health and caring intensity.

## Our focus areas

We will concentrate our efforts on the four focus areas below to improve outcomes for carers. They are not listed in order of importance; they are all equally important.

1. Improve support for carers
2. Improve how we identify and recognise carers
3. Improve the health, wellbeing and quality of life of carers
4. Improve joint working across health, education and social care

We will focus on early recognition, accessible support, joined up working and involving carers in decisions that affect them.

Our focus areas are guided by local and national data, lived experience and the **York Unpaid Carers Consultation**, which describes local carers' experiences, needs, and views.

We have included some key measures of success under each focus area to help us monitor our progress. These include statements that describe what good would look like from a carer's perspective, and key performance measures

for organisations. The carer statements were developed by local carers, some of which they chose or adapted from Think Local Act Personal's 'Making It Real' statements.

## **Focus Area 1: Improve support for carers**

Carers have told us that timely, flexible support improves their ability to cope and to live well alongside caring. Many carers have trouble accessing the right help at the right time, especially during periods of change or crisis.

This focus area concentrates on improving carers' access to information, advice, assessments, and support options that reflect their individual needs and circumstances.

All carers are entitled to a carer's assessment. This is to find out what support they need, if they are able to continue caring, and if they are eligible to get help.

Not everyone wants to provide care, or it may not be the best thing for the person being cared for. Some people may need support to stop or reduce the amount of caring they do. It is important that carers do not feel obligated or feel any emotional pressure to take on this role if it is not in everyone's best interests. This can be talked about during a carer's assessment, so that any concerns can be understood and the right support can be put in place.

### **We are committed to:**

- enabling carers to make informed choices about support at different stages of their caring role
- improving access to a range of support options, starting with flexible and person-centred carers' assessments and reviews
- improving access to clear and timely information and advice

### **What good would look like for carers**

#### **Enabling carers to make informed choices about support**

- I can easily get information, advice and support that helps me think about and plan my priorities and know what to do when there is a crisis.

- When I tell services about my situation, they help me know where I can find appropriate information or support.
- I am supported to make decisions by people who see things from my point of view, with concern for what matters to me, my wellbeing and health.

**Improving access to a range of support options, including flexible and person-centred carers' assessments and reviews**

- I have the support I need from people who listen to me, and make me feel valued, noticed and cared for.
- I have help and advice about how to make the best of the time I have got, to be able to live a life outside my caring role.

**Improving access to clear and timely information and advice**

- I can access reliable information and advice that helps me provide care and tells me what I am entitled to in a way I understand.
- I know where to get support during periods of change and in emergencies to help me manage the demands of my changing caring role.

**Key performance measures**

- Percentage of carers finding information and advice easy to access
- Number of information and advice sessions or contacts with carers
- Number of carers' assessments and annual reviews completed
- A reduction in waiting times for assessments and reviews

**Focus Area 2: Improve how we identify and recognise carers**

Many carers are not recognised as carers, or do not recognise themselves as carers, especially when caring begins gradually or is seen as part of family life.

Whilst we understand that not everyone wants to be identified as a carer; early and sensitive recognition can help carers access support before they reach crisis point.

This focus area is about improving how we identify and recognise carers and support them to understand their caring roles.

**We are committed to:**

- supporting carers in all communities in York to recognise themselves as carers
- raising awareness of young and young adult carers in education so educators and young people recognise they are carers
- improving how we identify carers in health, care, employment, education, and wider community settings

**Measures of success**

**What good would look like for carers**

- I realise I am a carer and I understand what this means.
- I have my own identity; I am not only a carer.
- I am recognised, listened to and valued as a carer, and people understand my individual situation and needs.
- I am supported at first contact to understand my situation.
- I am acknowledged and understood by my teachers.

**Key performance measures**

- Number of schools and colleges in the Young Carers Network
- Number of carers identified through initial contact and referrals
- Number of awareness raising and outreach sessions provided

**Focus Area 3: Improve the health, wellbeing and quality of life of carers**

We know that effective support can help carers to provide quality care whilst balancing their own needs and goals. It can also help carers meet their physical and mental health needs and prevent long-term health problems.

Easy access to the right support, networks, benefits and the opportunity for breaks are key to carers maintaining their independence, identity and social connections.

There is growing recognition nationally and locally of the link between caring, loneliness and serious mental health risk. Addressing loneliness and supporting carers' mental wellbeing is therefore a shared priority for this strategy and for the city.

This focus area recognises the importance of preventing harm before crisis point by ensuring carers are supported to stay connected and access help early. We will also focus on helping carers to manage at work and in education and to maximise their finances.

**We are committed to:**

- improving opportunities for carer breaks and supporting carers to take them
- supporting carers to access healthcare, including mental health support
- reducing isolation and loneliness
- helping carers (and their families) understand and access entitlements and benefits that support financial wellbeing
- supporting carers to be able to work or study alongside caring

**Measures of success**

<b>What good would look like for carers</b>
<b>Improving opportunities for carer breaks and support to take them</b>
<ul style="list-style-type: none"> <li>• I can get support for the person I care for so I can get a break.</li> <li>• I am offered respite that is appropriate and provided by skilled and experienced people.</li> <li>• I can get a break that works for my family.</li> </ul>
<b>Supporting carers to access healthcare, including mental health support</b>
<ul style="list-style-type: none"> <li>• I can access support to attend healthcare appointments that accommodates and understands my caring role.</li> <li>• I know crisis situations will be responded to by services quickly, safely and with empathy.</li> </ul>
<b>Reducing isolation and loneliness</b>

- I have the opportunity to take part in activities and join groups, including peer support.
- I have a life outside of caring and I am able to remain connected to the people who matter to me.
- I have access to non-judgemental, trusted support when I am struggling to cope with the demands of continuing to provide care.

### **Helping carers (and their families) understand and access entitlements and benefits that support financial wellbeing**

- I can access clear information and advice about any financial support and benefits available to me as a carer and my family.

### **Supporting carers to be able to work or study alongside caring**

- I have teachers or employers that actually understand my situation and act on my needs.
- I am supported to balance my caring responsibilities with my education, paid work or volunteering that takes account of my health and wellbeing.

### **Key performance measures**

- Percentage of carers who have as much social contact as they want
- Reduction in how often carers say they feel lonely
- Reduction in the number of carers having to give up work to care
- Increase in carers that feel supported by their employer
- Percentage of carers who say that caring has caused financial difficulty
- Better recording of carers breaks to allow us to monitor availability and uptake

## **Focus Area 4: Improve joint working**

Carers often interact with multiple services and organisations. When services are not joined up, carers may be frequently asked to repeat their story, navigate complex processes, or fill gaps between services.

This focus area is about improving how organisations work together so that carers experience support that is coordinated, consistent, and responsive.

**We are committed to:**

- improving how people working in health, education and social care recognise carers and work together to support their changing needs.
- involving carers appropriately in discussions and decisions, valuing their expertise
- improving communication and coordination across services

**Measures of success**

<b>What good would look like for carers</b>
<b>Improving how people working in health, education and social care recognise carers and work together to support their changing needs</b>
<ul style="list-style-type: none"> <li>• I am supported by people who see me as an individual with particular needs, strengths, abilities and aspirations.</li> <li>• I feel I am valued and treated with respect and dignity.</li> <li>• I am involved in decisions that affect me and the person I care for, and I feel listened to and valued for my contribution.</li> </ul>
<b>Improving communication and coordination across services</b>
<ul style="list-style-type: none"> <li>• The people that support me and the person I care for communicate well with each other to make things work as well as possible.</li> </ul>

<b>Key performance measures</b>
<ul style="list-style-type: none"> <li>• Evidence of multi-agency carer improvement plans</li> <li>• Evidence of joint working with Education</li> </ul>
<b>Key performance measures – Carer voice</b>
<ul style="list-style-type: none"> <li>• Percentage of carers feeling involved in decisions</li> <li>• Evidence of active carer voice groups and carer representation on strategic boards</li> </ul>

- Partners evidencing service change based on lived experience
- Annual “You Said, We Did” report

## **Taking the strategy forward**

This strategy sets out a shared direction for improving outcomes for unpaid carers in York.

Delivery will be supported by an action plan that includes specific actions, timescales, and responsibilities across partners. We will review and update the action plan regularly to reflect progress, learning, and changing needs. This will build on what is already working well and address areas that need to improve. It will be linked to other plans partners are working on to support carers.

Delivery of this strategy will include evaluation and service improvement, guided by carers’ lived experience. This will include reviewing how we identify, assess and support carers, how commissioned services operate, and how carers and staff experience the processes they encounter.

## **Monitoring progress and learning**

We will monitor our progress through agreed measures of success and regular reporting. We will also include specific measures within our action plan. We will review and refine these measures over time as data quality improves and learning emerges. They will be used to understand progress rather than to set rigid targets.

What we learn will inform ongoing improvement. This could be from:

- feedback from carers
- service reviews and inspections
- changes in local or national context
- learning through delivering the strategy

We will review the strategy annually to ensure it remains relevant, responsive, and focused on what matters most to carers. The action plan will be reviewed at the Carers Strategy Group every three months.

## **How carers’ voices will shape wider decisions**

Caring and the needs of carers will be considered across the council and its partners and not treated as a separate issue.

Members of the Carers Strategy Group also sit on wider corporate and partnership groups, including those focused on:

- workforce and training
- inclusion and equalities
- evidence, data and learning
- digital and service improvement

This means carers' voices can help shape wider decisions, and issues affecting carers can be raised and addressed through the right forums. In turn, learning and progress from those groups will be shared back with carers, helping to ensure support continues to improve across services.

## Further information and support

This strategy is supported by a range of local and national organisations, evidence and sources of support. The most up-to-date information is available on the City of York Council website and partner sites.

### Support for carers in York

- **York Carers Centre** – free support, carers' assessments, information, advice, activities and Emergency Card scheme. For unpaid carers of all ages in York.

Website: <https://yorkcarerscentre.co.uk>

Phone: **01904 715490**

- **City of York Council**

**Carer information and advice** – information on carers' assessments, support services and activities.

Website: <http://www.york.gov.uk/carers-1>

**Adult Social Care Carer Specialist Team** – information, advice and carers' assessments:

Email: [adult.socialsupport@york.gov.uk](mailto:adult.socialsupport@york.gov.uk)

Phone: **01904 555111**

**Multi-Agency Safeguarding Hub (MASH)** – ask for a parent carer needs assessment or speak to the team about young carers who may need support.

Email: [mash@york.gov.uk](mailto:mash@york.gov.uk)

Phone: **01904 551900**

- **Parent Carer Forum York** – signposting, training, peer support and representing parent carer voice to health, education and social care. For parents and carers of children and young people (aged 0-25) with additional needs or disabilities.

Website: <https://www.parentcarerforumyork.org>

Email: [connect@pcfYork.co.uk](mailto:connect@pcfYork.co.uk)

### Local evidence

- **York Unpaid Carers Consultation Report 2025** – detailed findings that inform this strategy and set out the experiences and needs of York carers.  
<https://www.york.gov.uk/CarerSurvey>
- **York Carer Breaks Survey 2023**  
<https://data.yorkopendata.org/dataset/carers-breaks-consultation-2023>

### National information and guidance

- **Carers Trust** – UK charity providing information, support and resources for unpaid carers.  
Website: <https://carers.org>
- **Carers UK** – national support, advice and campaigning organisation for carers, including digital resources.  
Website: <https://www.carersuk.org>

This strategy has been developed in partnership and with commitment from the following organisations, and with carers as equal partners.

- Carers and former carers
- City of York Council
- York Carers Centre
- York & Scarborough Teaching Hospitals NHS Foundation Trust
- Parent Carer Forum York

- Dementia Forward
- Alzheimer's Society
- Age UK
- Humber & North Yorkshire Integrated Care Board (ICB)
- Tees, Esk and Wear Valleys Foundation Trust (TEWV)
- Healthwatch York

We value their contribution and dedication to improving carer support in York.

The quotes used in this strategy are from local carers who responded to a 2025 survey (unless we have stated otherwise).

## Alternative formats

To ask for reasonable adjustments or this document in an alternative language or format such as large print, braille, audio, Easy Read or BSL you can:



Email us at: [cycacessteam@york.gov.uk](mailto:cycacessteam@york.gov.uk)



Call us: **01904 551550** and customer services will pass your request onto the Access Team.



Use our BSL Video Relay Service:  
[www.york.gov.uk/BSLInterpretingService](http://www.york.gov.uk/BSLInterpretingService)

Select 'Switchboard' from the menu.



**We can also translate into the following languages:**



我們也用您們的語言提供這個信息 (Cantonese)

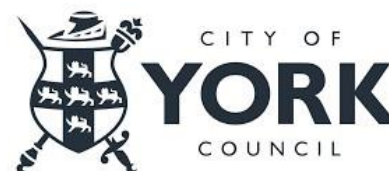
এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

This page is intentionally left blank



# York Unpaid Carers Consultation Report

“Until you take on the role of carer you can not possibly fully comprehend the magnitude of caring and its impact on your life”

## Contents

<b>Background .....</b>	<b>2</b>
<b>What we did .....</b>	<b>2</b>
<b>Summary of key findings .....</b>	<b>3</b>
<b>Next steps .....</b>	<b>5</b>
<b>Survey responses .....</b>	<b>6</b>
Our shared vision.....	7
Priorities and commitments.....	10
Equality monitoring information.....	32
Feedback from face-to-face conversations .....	33
<b>A big thanks.....</b>	<b>36</b>
<b>Alternative formats.....</b>	<b>37</b>

## Background

City of York Council is working with carers and partner organisations in York to develop a new Carers Strategy.

A carer is defined by Carers Trust as, “anyone who cares, unpaid, for a friend or family member due to illness, disability, a mental health problem or an addiction”

The strategy will give an overall direction for how we support unpaid carers, of all ages, who live in or care for someone living in York. It will set out our shared vision. It will also describe the key priority areas and commitments we will focus on to achieve the vision.

To deliver the strategy, we will develop and carry out an action plan. We will do this in partnership with carers and people who can influence change.

We will review our progress on an ongoing basis. This will help ensure we are taking the right action to improve the lives of carers and those they support. We will continue to be guided by what carers tell us is and is not working.

We identified the vision, priorities and commitments through local carer feedback, local and national data, and working group discussions. We undertook a consultation to check they reflected what is important for different carers and if we had missed anything. We also wanted to hear what it is like to be a carer in York, and what needs to change, to inform the action plan.

## What we did

The consultation included a survey and face-to-face conversations with carers.

### Survey

We invited people to take part in a survey between 9 January and 16 March 2025.

To take part, we gave people the option of completing an online, electronic or paper questionnaire. We offered help to access a computer or complete it over the phone. We provided an Easy Read version of the questionnaire and offered to provide it in different formats or languages.

With the help of our colleagues and partners, we promoted the survey via:

- York Carers Centre – newsletter sent to around 4,800 carers, social media posts aimed at young adult carers (16-25), carer hubs, support groups and stalls.
- Speaking to carers at Carers Action Group, Carers Strategy Group, dementia support and Parent Carer Forum York meetings.
- City of York Council’s website, internal and external newsletters, social media pages and a press release.
- Asking a wide range of contacts to give their views and share the survey. This included voluntary and community organisations, care providers, health, social care and education contacts.
- Posters displayed at York Hospital, various community settings and four Explore libraries (along with paper copies).

### Face-to-face conversations

York Carers Centre spoke with young and young adult carers about the strategy, their experiences, and their views on improving support.

We also spoke with carers (and people they care for) at a support group for people living with or caring for someone with dementia.

This report summarises the outcome of the survey and conversations.

### Summary of key findings

The survey responses show strong overall support for the vision, priorities and commitments we proposed for the strategy.

Out of the six priorities we asked about, these came out as the four most important to people:

1. Improve support for carers (84%)
2. Improve the health and wellbeing of carers (77%)
3. Improve joint working across health, education and social care (68%)
4. Improve how we identify and recognise carers (52%)

Responses also highlight concerns over how we will achieve the strategy’s aims. Some feel the proposed improvements are needed but are difficult to carry out.

The main concerns are limited funding and resources and the level of support available now. Added to this are views that unless services and support improve for people being cared for, too little will change for carers.

People's caring commitments and a lack of time or energy may also be barriers, with carers feeling unable to step away from their roles, focus on their own needs, or seek support.

There were calls for the commitments to be more realistic, specific and measurable and for clarity around how we will deliver the strategy.

Feedback highlights that many carers are struggling. It also indicates that many face disadvantage or inequality because of caring. Based on the responses, the most significant impact is on carers' health and wellbeing. Caring is also affecting carers' finances, opportunities, independence, ability to work and study, and various other aspects of their lives.

Many carers told us they are not getting the support they need. This is for various reasons but largely due to a lack of available or appropriate support. There is a strong need for financial support and support for carers to be able to take breaks from caring.

Accessing support for themselves or people they care for can be difficult and confusing. The burden increases when services do not work in a joined-up way. Joint working is viewed as essential for improving efficiency and outcomes and reducing carer stress, which is often made worse by constantly having to repeat information.

Responses highlight issues with identifying, recognising, listening to and valuing carers across health, education and social care. Identifying and recognising carers (including helping carers to self-identify) is seen as key to carers getting the support they need.

Comments stress that carers play a vital and heavily relied on role, reducing pressure and making huge cost savings for health and social care. Yet despite this, carers often feel undervalued, overlooked and unsupported.

### **Common themes of what needs to improve**

- **Being able to get the right support at the right time** - support needs to be more available and easier and quicker to access. There needs to be a range of appropriate options to meet carers' individual and changing needs.
- **Help for carers to understand what support is available** to them, their rights and entitlements, and how to get support.
- **Financial support** such as better benefits for carers and help to understand and access entitlements.

- **Carer breaks** need to be more available and easier to access and arrange. Short breaks or respite care (when someone else provides care to give carers a break) needs to be more affordable and appropriate, with a range of options to meet different needs. There is a need for more support to organise and take breaks, including financial support.
- **Joint working across services**, including improved communication and information sharing, less complicated processes and systems, and less reliance on carers.
- **How we value and listen to carers**, recognise their contribution and their knowledge of what they and those they care for need. Staff and services need to work together with carers, act on what carers tell them and involve them in decision-making.
- **Identifying and recognising carers** across health, social care and education. We need to recognise and consider carers' roles, needs and situations. We also need to make sure suitable support is available when carers are identified.

## Next steps

As a partnership, we will use this valuable feedback to refine the strategy's vision, priorities and commitments. When we produce the action plan, we will consider people's experiences of support, what they said needs to change and their ideas for making things better.

People want more detail on how we will deliver the strategy. They want to see specific and measurable goals and outcomes. We are working on this. We understand how important this is to help carers understand the changes or benefits they can expect to see. It will also allow us to monitor progress and to be accountable and take action if we are not successful.

We will continue to involve local carers in finalising the strategy, producing the action plan and monitoring progress. We know it can be especially hard for carers to take part, and we value everyone who has contributed to this work.

We know we need to do more to make it easier for carers to get involved. We also need to consider how we reach carers we are not hearing from, to understand what they need.

We will share the feedback with our colleagues and partners, including York Carers Centre and other organisations that support carers.

## Survey responses

222 people responded to the survey. There were no mandatory questions, and not all respondents answered every question.

89% of responses came from carers and former carers (198 people). The other responses came from:

- 4 people being cared for by unpaid carers
- 4 family members or friends of unpaid carers
- 14 people who work or volunteer (directly or indirectly) with unpaid carers

195 people confirmed the type of carer that best describes them, as shown in the table below. Some people chose more than one option.

Percentages are rounded to the nearest whole number.

Which of the following best describe the type of carer you are?	% of people that responded (highest to lowest)	Number of people
Adult carer - an adult caring for another adult	59%	115
Parent / Family carer - a guardian providing care for a child	29%	56
Working carer	22%	43
Carer who is caring for more than one person	19%	38
Young adult carer - aged 18-25 caring for another adult or child	9%	17
Former carer - no longer in caring role	5%	9
Young carer - aged 5-17 caring for a family member	3%	6
Interdependent carer - a carer who is also being cared for	2%	3
Kinship carer - caring for a child whose parents are unable to	1%	1

## Our shared vision

Our shared vision describes what we want the strategy to achieve for carers in York. We asked people questions about the vision below and invited comments.

In York, we work together to identify carers early and connect them to flexible, consistent support. Our support:

- recognises the diverse and unique needs of carers
- prioritises carers' health and wellbeing
- enables carers to be independent and keep their own identity
- helps carers find a balance between caring and achieving their goals
- makes carers feel valued, heard, and included

### Is this vision clear and easy to understand?

91% (172 people) felt the vision was clear and easy to understand. Most people found it to be concise and written in clear and simple language.

Several people felt it was too wordy, repetitive or vague. Or that it was lacking in meaning, or only meaningful if carers could get help when they need it.

### If we achieve this vision, do you believe it will improve the lives of carers in York?

72% (136 people) felt that if we achieved the vision, it would improve the lives of carers in York.

Most people were supportive of the aims and scope of the vision. Multiple comments confirm that the vision includes the support carers need and recognises and values carers.

#### Key comments from carers in favour of the vision:

“It ticks the points that are important to carers.”

“Gives a good overview of the vast needs of carers.”

“Carers need respite from caring and support to achieve their goals - this is clearly articulated by the vision.”

“It is carer centred and helps carers value themselves.”

Some people expressed that the vision does not reflect the current reality for carers in York. They spoke of not being supported, receiving minimal support, or not being listened to or valued. A few people mentioned positive experiences of receiving support.

“I'm not sure how the Council's support makes carers feel valued, heard and included. Would this be something new because at the moment I don't think there's any support from the Council for me as a carer?”

“The “support” has not changed my life very much: invites to take part in things that mean I need to find MORE time in my day. Impossible. I am disabled with zero benefits, am an unpaid carer, already have 50-80 hrs a week of obligations. PAY ME, don't suck up more of my time.”

“In order to care for someone else, we must take care of ourselves first. York Carers help me to do this.”

Some people expressed doubt or disbelief that the vision can be achieved or make a difference to the lives of carers. They referred to:

- Limited funding, resources and financial support, and the time and commitment needed.
- The level of improvement needed across health and social care for the cared for and carers.
- A lack of available support or information when it is needed.
- Carers' commitments or obligations; a lack of opportunity to step away from caring roles.

“The vision is great but unachievable without vast improvements to the health and social welfare sector - carers (often juggling their own family life, work or education) cannot simply make time for themselves without someone else to take their place and demand currently vastly outstrips supply.”

“Will someone pay for me to get a massage? Take care of my child for me? Help with daily chores? I doubt it. Then it won't improve my life.”

“I just don't believe you will achieve it - words are easy, actually getting the right support at the right time is virtually impossible.”

There were calls for more detail on how we will deliver the vision. People stressed the need for clear actions and 'SMART' goals and outcomes (the changes or benefits we hope to see). SMART goals are specific, measurable, achievable, realistic and timebound.

“As long as the 'idea' is backed up by taking actual actions so that carers are able to have proper support on a regular basis not just when a situation reaches crisis point.”

## Other things to consider for the vision

We asked people to tell us about other things we should consider for the vision. 76 people responded and key themes are:

- **Being able to access the right support at the right time:** Carers need quicker, easier and earlier access to information and support. Support needs to recognise, and be more flexible to respond to, individual needs and situations.
- **Carer breaks:** Carers need better access, or more support to access, short breaks or respite care.
- **Financial support:** Carers need more financial support and advice about what financial entitlements are available.
- **Improved support and services for people being cared for:** Carers' needs or issues are linked to being able to get the right care and support for the people they are caring for.
- **Identifying and recognising carers:** Carers need to be recognised, listened to and valued. We need to help carers to recognise themselves as carers and find ways to reach carers (some may be hidden or overlooked).

“My own health has suffered from 24/7 care. Overweight, depression, high blood pressure and cholesterol problems from difficulty in care role. Need more time out but private care costs are very high.”

“Most people feel that they are on their own. I have engaged with school, doctors, police, social services and the job centre about my daughter and no one has ever mentioned that there is support as a carer.”

“The biggest part of my stress is the financial burden, I can't work so struggle. Universal credit is classed as earnings for council tax so we now have to pay council tax too, it's ridiculous, carers are broken!”

## Priorities and commitments

We asked people if they thought it was important to focus on the proposed priorities and commitments. Nearly everyone responded positively, with 85% being the lowest level of agreement.

Of the six priorities, improving support for carers, and improving the health and wellbeing of carers came out on top with agreement from 99% of respondents.

The table below shows the percentage of people who agreed with focusing on each priority.

Do you think it is important to focus on this priority?	Yes	No	Don't know or no opinion	Number of responses
Improve support for carers	99%	0%	1%	167
Improve the health and wellbeing of carers	99%	1%	1%	151
Improve joint working across health, education and social care	97%	0%	3%	137
Improve how we identify and recognise carers	94%	3%	3%	155
Reduce carer inequality	90%	1%	9%	139
Maximise the voice of carers	89%	2%	9%	144

We invited people to explain their answers. Nearly all of the comments confirm the need to focus on the proposed priorities and commitments.

We have included detailed summaries of what people told us on the following pages. The priorities are not listed in order of importance.

## Priority 1: Improve support for carers

The table below shows the percentage of people who agreed with the proposed commitments linked to this priority.

Do you think it is important to focus on this commitment?	Yes	No	Don't know or no opinion	Number of responses
Enable carers to make informed choices about available support at different stages in their caring role	94%	2%	4%	167
Ensure a range of support options are available in York, at the right time, including assessments and carer breaks	95%	1%	5%	166
Improve access to information and advice	90%	3%	7%	162

### What people told us (key themes)

- A lack of support or options:** The most common theme is people experiencing a lack of support or finding it difficult to access. Support (including information and advice) needs to be more available, timely, accessible, reliable and flexible. Comments highlight that carers need a range of options to meet individual and changing needs. There is a strong need for more support to take breaks – see combined feedback under [What people told us about breaks](#).
- Understanding options and getting support:** A common theme is carers not knowing or understanding what support they are entitled to, what is available, or how to get it. Carers need to be kept informed and have more help to understand support options, processes and services. Some carers said:
  - Information can be hard to find, confusing or unclear.
  - The process of getting support or navigating different services and systems can be difficult, confusing and time consuming. A couple of carers mentioned challenges with filling in forms, with one person saying the “benefit application can be tortuous and intimidating”.

- Feeling overwhelmed or not having the time or energy can stop them from being able to look into options or get support.
- **How to improve access to support and information:** Suggestions include support outside of working hours and in emergency situations; options for people who struggle with IT; having a person to talk to; and receiving text messages with updates. A few carers felt having information or advice in one place would be useful. Examples include a roadmap, a detailed guide or a 'one-stop shop'.
- **Health and wellbeing:** Caring is affecting many carers' health and wellbeing. See combined feedback under [Priority 3: Improve the health and wellbeing of carers](#).
- **Reliance on carers:** Carers play a vital role, reducing pressure on an already stretched health and social care system, making huge cost savings.
- **Care Act assessments and reviews:**

Care Act assessments are carried out to decide if someone has care and support needs, or if a carer has support needs. If a person has eligible needs, a care and support plan or a support plan (for carers) is produced.

Some carers spoke about difficulties or delays in getting:

- carer's assessments
- reviews of support plans
- social care support or assessments for people they care for

Comments stress the importance of timely assessments, regular reviews, and having support in place following these.

A couple of people said that assessments, or support for carers, is not available unless the person being cared for has a social worker. One person felt that carers should have a right to an assessment in the area where the person needing care lives.

Comments suggest that carers generally find assessments and reviews helpful and without them they may not get the support they need.

However, the right support needs to be available for this to make a difference. One person said that their carer's assessment did not change anything for them because of the limited range of support offered.

### **Concerns raised about this priority and other things to consider:**

- Be mindful of language. It can "pile on the emotional pressure" and make carers feel they must continue caring because they are relied on. Carers also need support to stop caring if it is better for the carer or the person being cared for.

- Improvement may not be helpful depending on a carer's circumstances or the type of support being offered. It may also depend on whether they are able to take up the offer of support, a break, information or advice.
- Not having enough funding or resources to provide the support.
- About the commitment of enabling carers to make informed choices, one person said, "If the support is not available, and it often isn't, it seems a wasted exercise".
- Some carers feel there is already enough information, they can access the information they need, or it is more important to focus on support, advice or breaks.

### Key comments

“There is a lot of information and advice, sometimes we are overwhelmed with it all, but there's often not good timely access to the right information or advice at the right time in the right way.”

“Understanding our options, what is available and when is absolutely vital to us providing the right level of help and feeling supported ourselves.”

“At present there can be a long gap (months) between requesting help or advice, and actually receiving it.”

“Carer stress is on the rise, access to the right support is getting harder, the cost of living is increasing, it is hard to work and care, employers are not flexible enough to support carers - basically, it is a constant struggle to survive and we need more help, support and understanding.”

“We don't need more information and advice we want a break.”

“It's so hard keeping someone alive and being so isolated. I struggle too but feel like no one cares. Constantly get referred elsewhere coz too complex.”

“Carers need practical support - I work full time, being given web sites of hundreds of independent carers to go through, most of whom didn't reply was time consuming and fruitless.”

“There is very little support out there. If you are a carer for your child it is virtually impossible to get a carers assessment.”

“Without a carers assessment I wouldn't have got the advice needed to help my son to claim benefits, as the system is so complex.”

## Priority 2: Improve how we identify and recognise carers

The table below shows the percentage of people who agreed with the proposed commitments linked to this priority.

Do you think it is important to focus on this commitment?	Yes	No	Don't know or no opinion	Number of responses
Support carers in all communities in York to recognise themselves as carers	85%	3%	12%	156
Raise awareness of young and young adult carers in education so educators and young people recognise they are carers	94%	1%	5%	156
Improve how we identify carers in health, care, employment, education, and wider community settings	92%	1%	6%	157

### What people told us (key themes)

- **Carers not recognising themselves as carers:** Carers may not realise, or take a long time to realise, what they are doing is caring. For some, caring is done out of love, or a sense of duty. They may see caring as a normal or expected part of family relationships or life. Parent carers (or other people) may not see their caring role as different from normal parental responsibilities. Young carers and young adult carers may be less likely to recognise themselves or be recognised by others as carers.
- **Carers not being identified and supported in education:** More needs to be done to identify and recognise young carers and young adult carers in education, understand their challenges and support them. There were reports of poor recognition and support, including schools not considering difficulties at home or only being concerned or offering support if it affects results or behaviour.

“Carers are rarely recognised in education. They are just considered as normal students who should get on with school work. Teachers should have to have a lesson on carers and learn how to properly support them instead of letting them struggle.” (Young adult carer)

- **Carers not being identified and supported by health and social care:** Some people said that carers are not being recognised or identified by health and social care. This has led to carers missing out on support or not feeling valued. There were reports of staff being aware of people's caring roles and not considering their needs or providing support.
- **Benefits of identifying and recognising carers:** This can help carers get support early or when they need it, know their rights and access benefits and entitlements. It can reduce the impact of caring on various aspects of their lives and futures, such as health and wellbeing, work and study. It can also make carers feel more valued and that their personal situations have been considered. Being offered support or flexibility at work would help some carers who are struggling to work and care.

### Concerns raised about this priority and other things to consider:

- There is a lack of support available once people recognise themselves or are identified as carers. Identifying carers without offering or providing support is unhelpful.
- Carers may not want to be identified or defined as carers. Reasons include protecting privacy, personal choice, and concerns over being labelled, stigmatised or discriminated against.
- Carers already being aware that they are carers and of their rights.
- People wrongly identifying as carers and making inappropriate claims to entitlements or inappropriate referrals by staff.
- One person said that it is difficult if the carer lives in a different area from the person being cared for. They felt councils should work together more to improve support for carers in this situation.

### Key comments

“Many parents, myself included, struggle or have struggled, to see themselves as carers. They think they have failed in some way and it's just part of being a parent.”

“Most people know they are carers. It is getting help for those roles that is difficult.”

“All carers should be identified. This would make balancing life so much easier.”

“It's important how we help carers identify as carers, as being a carer isn't something you want to sign up to, the label is more than just a tiny word - the meaning can be life changing and there can be resistance to that, I was resistant to it. It's important how awareness is raised and how professionals encourage carers to identify and seek support from local services. Sensitivity, empathy, compassion, patience and understanding is key.”

“Yes but it doesn't happen until a crisis happens and then they come to attention of social services. Also no good identifying them then ignoring them for years.”

“I have been a carer... for nearly 15 years. The council know this but the only time I received any support was when we had a named social worker. Since then support has all but evaporated.”

“For carers that are in school or university they may find it hard getting work in on time as they are a carer but people may not know so it gives us that extra stress so we need to be identified.”

“Especially important for educators to be alert to their responsibilities. There have been numerous carers strategies in the past...but too little has changed.”

“Because it is impossible to work when you're having meetings with school, needing to leave to pick your child up, taking them to appointments, trying to help them through self-harm and overdoses and then be threatened to have your benefits cut.”

### Priority 3: Improve the health and wellbeing of carers

The table below shows the percentage of people who agreed with the proposed commitments linked to this priority.

Do you think it is important to focus on this commitment?	Yes	No	Don't know or no opinion	Number of responses
Support carers to have a good quality of life outside / alongside caring	93%	1%	5%	149
Improve opportunities for carer breaks	89%	0%	11%	148
Reduce health inequalities and improve access to healthcare including mental health support	92%	1%	7%	145
Reduce isolation and loneliness	94%	0%	5%	145

#### What people told us (key themes)

- **The impact of caring on health and wellbeing:**
  - Many carers have had issues with their physical and mental health and wellbeing because of caring, such as exhaustion, stress, burnout, loneliness and isolation. Two people who work in roles supporting carers said they regularly hear from carers who are suicidal.
  - Financial problems due to caring can lead to stress and other issues. More financial support is needed, and this is key to supporting health and wellbeing.
  - Caring can affect people's relationships and restrict carers from being able to have contact with others.
  - Caring and its impact on health and wellbeing can prevent people from working or being able to perform well at work.
- **Carer breaks:** See [What people told us about breaks](#).
- **A lack of available support:** Some carers shared that they have not been supported or there is not enough support available. There are delays and long waiting lists (particularly for mental health support) and getting health appointments can be difficult. Support is sometimes only available at crisis point.

- **Arranging and attending health appointments:** This can be a struggle for carers. Some carers do not have time or need to fit appointments around caring commitments. Some carers have no alternative care options or are not able to leave the person they care for. There is not enough flexibility offered.

A couple of people suggested priority access for carers. One person raised that, “parents with limited capacity (due to a condition or caring role) may not be able to consistently bang on the doors to access the healthcare their children need”.

- **Focus on the person being cared for:** Carers often “sacrifice” or do not have the time or energy to consider their own needs or seek support. This can impact the carer, people who are cared for, and families.
- **Being able to continue caring:** Supporting carers’ health and wellbeing would help carers to continue caring and support people well. It would benefit people who are cared for, health and social care and society. People stressed how much the health and social care system depends on carers. They pointed out how significant the impact and cost would be if they could no longer provide care or ended up unwell themselves.
- **Support to meet different needs:** Comments suggest there is a need for a range of timely and flexible options to support health and wellbeing, with consideration for carers’ individual needs and situations.

### Concerns raised about this priority and other things to consider:

- May be difficult or impossible to achieve.
- Improvements to health and wellbeing and access to healthcare are needed for everyone, not just carers. Services are already stretched. One person said, “all services are under pressure and the more groups we prioritise the longer the queue becomes overall.”
- Not everyone would want this kind of support, or it is for the carer to decide.
- We need to be clearer about what we mean about improving opportunities for carer breaks and supporting carers to have a good quality of life. We need to be more specific and make the commitments measurable.

## Key comments

“It is very easy to lose your connections and sense of worth when you are heavily focused on someone else's needs.”

“I was given a list of mental health websites but they are almost impossible to access. It would be so helpful if I could sit, on a one to one basis, with someone who could listen to my concerns. The waiting list for this kind of help is, I believe, 2 years.”

“I need health services to have greater flexibility with appointments to reflect my caring role.”

“Because we carers can end up sacrificing ourselves for the people we care for. The person being cared for can be fine, well looked-after, but the carer can be broken, incredibly stressed, get health problems and mental health problems, not able to function well in everyday life.”

“Carers are a hidden army caring for loved ones, if we don't support carers, their health will deteriorate and the NHS will be flat on its back not just on its knees with the pressure.”

“My health, physical and mental is often affected by caring. I'm then not able to provide the right standard of care. This creates more problems.”

“If I am unwell or not coping there's no one to look after my dad or my daughter.”

“If right provisions were in place for people they care for without having to go to war to get it life wouldn't be this living hell it currently is.”

“I feel burnt out, undervalued and just a resource to save councils money. A lot of the things on offer through care newsletter fall on weekdays and if you are a carer that works, you are unable to attend.”

“At present nobody cares about myself as a carer. I am isolated and rarely see anybody outside the home. I am unable to participate in activities due to lack of funding to enable me to have a break from my caring role.”

## Priority 4: Maximise the voice of carers

The table below shows the percentage of people who agreed with the proposed commitments linked to this priority.

Do you think it is important to focus on this commitment?	Yes	No	Don't know or no opinion	Number of responses
Listen to carers and involve them in decisions that affect them or the cared for person, valuing their expertise	97%	0%	3%	144
Involve carers in the planning and development of services	93%	1%	6%	142
Reach seldom heard groups to understand their challenges. By this we mean carers who are less likely to be heard by services and are underrepresented.	91%	0%	9%	144

### What people told us (key themes)

- Lived experience:** Carers have firsthand experience and knowledge of caring, so they have the best understanding of their caring roles and needs. They also have in-depth, expert knowledge of the needs of the person being cared for. This lived experience means they can give insight into what does and does not work, what is missing and how to improve things.
- Being included in decision-making:** Carers should have a say in decisions that affect them, and the support available to them. They should be included in decisions about care and support for the person they care for (which can also affect the carer). Understanding what individual carers need and taking their views into account can make services and support more effective.
- Being involved or listened to:** Some carers shared experiences of not being acknowledged or listened to by health and social care staff, and not being involved in decisions. Being listened to contributes to carers feeling valued, recognised and respected. A few carers shared positive experiences: taking part in a group run by York Carers Centre, being

involved in co-design workshops for new mental health hubs and being listened to by the Frailty team.

- **Making sure more carers are heard:** This is important to know what different carers need and to make sure they are not overlooked. Some carers may be less likely to be heard. People referred to young and older carers, parent carers, LGBTQ carers, kinship carers and carers of adults with care and support needs. And barriers such as culture and language, not being able to access groups, services or IT, or not having the confidence to speak up.

### Concerns raised about this priority and other things to consider:

- Involvement may not be worthwhile or meaningful or may not lead to any positive change; listening needs to result in action.
- Every carer is different so cannot be represented as groups.
- Carers have limited time and may not have the opportunity, confidence, energy or desire to share their views. It is important to consider how we reach people and how to make it easy for people to get involved.
- One person said, “Without concrete definitions of 'listen to', 'involve' and 'value', and examples, it's not clear what this means to me in real life as an unpaid carer.”
- It may be more helpful to focus on more practical support.

### Key comments

“When I have expressed how much I am struggling with my carers responsibilities and balancing my needs against my parents needs I have rarely had any response. Health professionals are focused on the person receiving care NOT the person giving care.”

“Decisions are made about my adult sons with no involvement with me but I am still expected to support them. Social workers hold meetings, make decisions and then tell me what has been decided and what I need to do.”

“But only if worthwhile carers taking part. Been involved in too many tick boxing exercises over the years, don't have time & energy for that.”

“I have recently been recognised for my lived experience. I was invited to participate in the co-design workshops for the new mental health hubs. This experience was wonderful. I really felt valued as a carer, with my own mental health journey, being positively acknowledged too.”

“We have some brilliant ideas that could make a real positive impact for ourselves and the persons we care for. To be part of the planning and development is critical in getting the correct support in place.”

“Vital as often even the professionals who do help such as OT’s, doctors etc can only give you text book answers and support which often aren’t practical in real life application and carers who do the work daily can better inform them and a collaboration of professional expertise and hands on knowledge will result in better care.”

“It is always a good idea to actively listen to the people on the front line of caring rather than people who 'think they know what carers want or need' but have no direct experience of how difficult it can be to get advice or assistance or just manage on a day to day basis.”

“The carer often knows the person the best, and can give a valuable insight. They are also the person who will have to pick up the pieces when they are not listened to and medical professionals etc get it wrong.”

“At the moment it depends very much on personal qualities of involved professionals and assertiveness and confidence of carers. It shouldn’t be like this. Carers have unique knowledge about their cared for person. This knowledge should be valued and recognised.”

### Priority 5: Reduce carer inequality

The table below shows the percentage of people who agreed with the proposed commitments linked to this priority.

Do you think it is important to focus on this commitment?	Yes	No	Don't know or no opinion	Number of responses
Address financial hardship from caring and the impact of the cost-of-living crisis	94%	0%	6%	140
Support carers to access and remain in employment and education	90%	3%	7%	139
Support carers to access healthcare services	93%	1%	6%	138

## What people told us (key themes)

- **Carer inequality and disadvantage:** Comments indicate that many carers face disadvantage or inequality because of caring. This is mainly because of the impact it has on finances, health, or being able to work or study. Some carers may be at a disadvantage compared to other carers, including when it comes to being recognised as a carer or being able to access support. Carers mentioned factors such as where they live, the type of carer they are, their needs, or the needs or condition of the person they care for.
- **Health and wellbeing and accessing health services:** See [Priority 3: Improve the health and wellbeing of carers](#)
- **The impact of caring on employment:** Carers have had to give up work, work fewer hours, miss out on work opportunities or have been limited in the work they can do. Caring can affect people's ability to get higher paid jobs, progress, and perform well at work. One person said, "I've been turned down from jobs because of my caring role."
- **A lack of support in education and employment:** Some carers said they have been given no support from educators or employers to help them work or study. One person said they had been bullied at work because of being a carer.
- **The impact of not being able to work or study:** This can lead to poorer outcomes for carers. It can affect many aspects of their lives, such as finances, prospects and choices and health and wellbeing. It can also affect carers' social connections, identity and independence, and their ability to have a break from caring.
- **Financial hardship:** Many carers are struggling financially and have less money because of caring, causing stress and worry. Reasons include not being able to work or work enough hours, not enough financial support, and the cost of care and support for the cared for (travel, medication, household items etc). Some things carers are struggling to afford are bills, food, fuel, leisure activities and study.

Carers need more financial support including help to know what is available and what they are entitled to. Carer's Allowance is too low or too restrictive to meet people's needs. This has stopped some carers from being able to give up work to care or from increasing working hours because they risk losing the allowance.

### Concerns raised about this priority and other things to consider:

- It may be difficult to achieve or make a significant difference, or it will only be possible if improvements are made to health and social care.
- We need to define carer inequality and include SMART outcomes.
- Not everyone wants to work or study and there should not be any pressure to do so. Provisions to allow carers to continue caring or care full time should be available.
- Addressing financial hardship may not be achievable due to a lack of government or local authority funding.
- Work to reduce inequality could result in more means testing and forms to complete and this can be “a barrier rather than a help”.
- This may not help or be an issue for some carers.
- Carers may not want employers to be aware of their carer status.

### Key comments

“My health is affected by my caring demands. My sleep is poor at times, my blood pressure drops when I am stressed and tired leaving me more tired and dizzy. I am not living in poverty but would be working more hours if I was less involved in caring. I need to work hard to ensure my life doesn't shrink down to simply meeting other people's needs.”

“Since becoming a carer, I have experienced significant challenges (financially, socially, in employment and education) - things I never previously experienced.”

“Financial help for kinship carers is a postcode lottery. Support for kinship carers in other areas is superb but there is nothing in York. I cannot access classes or evening clubs as I have no respite or support.”

“We are the forgotten ones who have no access to carers services...because we live in the wrong postcode and to access have to travel for an hour instead of 15 mins.”

“Being a carer in education is hard as you have 2 full time jobs, additional recognition and communication between educators and caring services is important to address this issue.”

“Having recently completed further education, it was extremely challenging to do this whilst caring. I was not supported by my college either.”

“I reached burnout and used the Integrated Mental Health Community Team for 1 week of support. Care is a very lonely and stressful time, but also very rewarding.”

“Too many carers are forced to give up work due to their caring role, then face a DWP system that fails to value the contribution they are making through caring.”

“I want to work as it helps give me a sense of identity other than a carer. I need to have a purpose and if I don't work, I fear I'll become nobody.”

“Some may choose to work but an increased carer's allowance should mean employment is an option not a necessity.”

## Priority 6: Improve joint working across health, education and social care

The table below shows the percentage of people who agreed with the proposed commitments linked to this priority.

Do you think it is important to focus on this commitment?	Yes	No	Don't know or no opinion	Number of responses
Ensure that people working in health, education and social care recognise carers and work together to support their changing needs	91%	1%	8%	135
Better communication within and between services to avoid unnecessary burden on carers	97%	0%	3%	134

### What people told us (key themes)

- **A lack of joined-up working:** Many carers have experienced services not working together or communicating with each other effectively, or at all. This increases the burden on carers.
- **Information sharing:** Carers spoke about having to continually repeat information to different services and staff, describing this as frustrating, tiring, stressful and distressing.

Some carers feel that information should be shared (with consent) across different teams and services. A couple of people raised that carers should also have access to the information.

- **Navigating and accessing support:** It can be a struggle for carers to understand and navigate health and social care systems and services.

Some carers are having to contact multiple professionals and be the link between services rather than services communicating with each other directly. Carers or those they care for may also “fall through the cracks”, being passed to different services without getting support.

A few carers highlighted the need for flexibility or consideration of individual or changing needs.

- **Valuing, recognising and involving carers:** Recognition and understanding of carer roles needs to improve, along with how services work together with carers, involve them in decisions and value their contribution.
- **Fighting for support:** Some carers report having to “fight” or “battle” to get the support they need, or the person they care for needs. One person described having to fight for support to help their child stay in education. Two carers said that EHCPs (Education, Health and Care Plans) are too focused on education.
- **Benefits of joint working and better communication:**
  - Better outcomes for carers and the people they care for, improved carer wellbeing and less burden on carers.
  - Reduces the need for carers to repeat information and the duplication of work, saving time, resources and money.
  - Helps carers know what support is available and makes it easier and quicker to get support (for themselves or the person being cared for). It also helps to ensure there are no gaps or overlaps in support.

### Concerns raised about this priority and other things to consider:

- Confidentiality and the need for informed consent to share information.
- Achieving this in practice may be time consuming, difficult or unlikely. It requires resources, training, and services having the same priorities.
- Using the word ‘ensure’ makes the target very difficult to achieve.

## Key comments

“I have worked in these areas for more than 40 years, it [joint working] has always been important, but why is it so rarely achieved?”

“Often there is poor communication with community services when a patient is discharged from hospital. A carer can feel solely responsible and out of their depth.”

“The systems that professionals work with seem to be a bigger barrier to effective integration than the knowledge and approach of the professionals themselves.”

“Horrendous having to keep bearing your soul to countless strangers.”

“Stop relying on carers to be the go-between between services - they have enough to do. Carers often have to piece things together themselves to work out who they need to speak to to resolve a problem. They shouldn't have to work so hard.”

“Sometimes it feels like you have to fight for the support you need, and that the support available is hidden or requires hoop jumping to access which you don't have the mental energy to do when you're already burnt out with care and would be better if they just spoke to each other and joined all the dots for you.”

“Essential for anything to work properly. As a carer fed up of the disjointed working of various services. Invariably chasing up and constantly repeating myself. My energy is taken up needlessly at times. Even when I have time not caring for my daughter can be on phone trying to find out about various appointments, meetings, etc... frustrating.”

“Vital but I can see it would be time consuming. I am reminded of a time when my husband had been in hospital and needed to see a GP and the GP had immediate computer access to all the 'paperwork' written up by the hospital, excellent care given, no mixed messages, no Chinese whispers!”

“I think most cases they do recognise the work that Carers do but unfortunately haven't got the resources to support them.”

## What people told us about breaks

Many carers are not getting breaks from caring or are not getting enough breaks. Comments suggest that having breaks would help carers to:

- improve their health and wellbeing and prevent or reduce exhaustion, stress, burnout, loneliness and isolation.
- be able to have some time, or do something, for themselves, be independent or have an identity outside of being a carer.
- improve relationships or social contact.
- be able to continue caring or give effective care.

### Barriers to taking breaks:

There are various reasons carers find it hard or are unable to take breaks, including:

- Opportunities and options for breaks are poor, non-existent or unsuitable and breaks can be difficult to access or arrange. This is often because of a lack of care and support options for the person being cared for (including specialist support) and the high cost of care.
- Needing support to take breaks or the time and effort needed to organise a break.
- Caring commitments, obligations, or the person being cared for not agreeing to someone else providing their care. This can make it difficult or “impossible” for carers to have breaks.
- Concerns over the quality of alternative care; carers and people being cared for need to have confidence in care providers.
- Not having enough money, financial support or funding to pay for activities, alternative care, holidays etc.

One person described accessing short breaks and short breaks funding as, “a terrible unfit solution” which “is more effort than the benefit the short break gives”.

### What would help carers to take breaks:

- Financial support or more affordable or free alternative care.
- Offering regular, flexible, meaningful breaks and a range of options to suit individual needs.
- Better choice, availability and quality of care and support for the person being cared for, plus support for carers to find suitable care options.

- Consideration of how carers can take the breaks that are offered, and information and practical support to take breaks.

### Key comments

“This needs to be hugely improved and expanded. It’s essentially inaccessible in the York area.”

“It is generally acknowledged by carers in York that you cannot receive carers breaks unless you have a social worker.”

“I got 3 days away in October and it made a huge difference physically and psychologically.”

“You could immediately improve my opportunity for a break by taking the person I care for into properly funded residential care.”

“Support groups are always offered – personally I don’t want that. I want a helpful team to support me to find caring support so that I can have a break. I have not had a break for 5 years. I support someone with mental health difficulties who needs companion care and this has to be a longer term relationship. I have struggled to find this.”

“It would have probably been a lot less stressful if the burden could have been decreased around exam times.”

“Carers I speak to feel strongly about offering ‘carers breaks’ as a solution to the pain they feel. To them it feels like a lazy option to offer support in this way without thinking through how a carer would actually take the break offered...it feels like someone is adding even more responsibility as they have been offered a solution they can’t take so therefore shouldn’t complain.”

“I have experienced more than one case where a carer needed a break to undergo an operation (with several weeks’ notice) and was put on a list for respite break with no definite place which vastly added to the carers stress. The place was not found in time and the carers operation had to be deferred.”

“Work, exercise, spending time with others and being in nature are all important for wellbeing, but lack of affordable resources mean that for many carers their break is going to the supermarket!”

## Out of the priorities we have described which four are the most important to you?

131 people answered this question. The top four priorities are:

1. Improve support for carers (84%)
2. Improve the health and wellbeing of carers (77%)
3. Improve joint working across health, education and social care (68%)
4. Improve how we identify and recognise carers (52%)

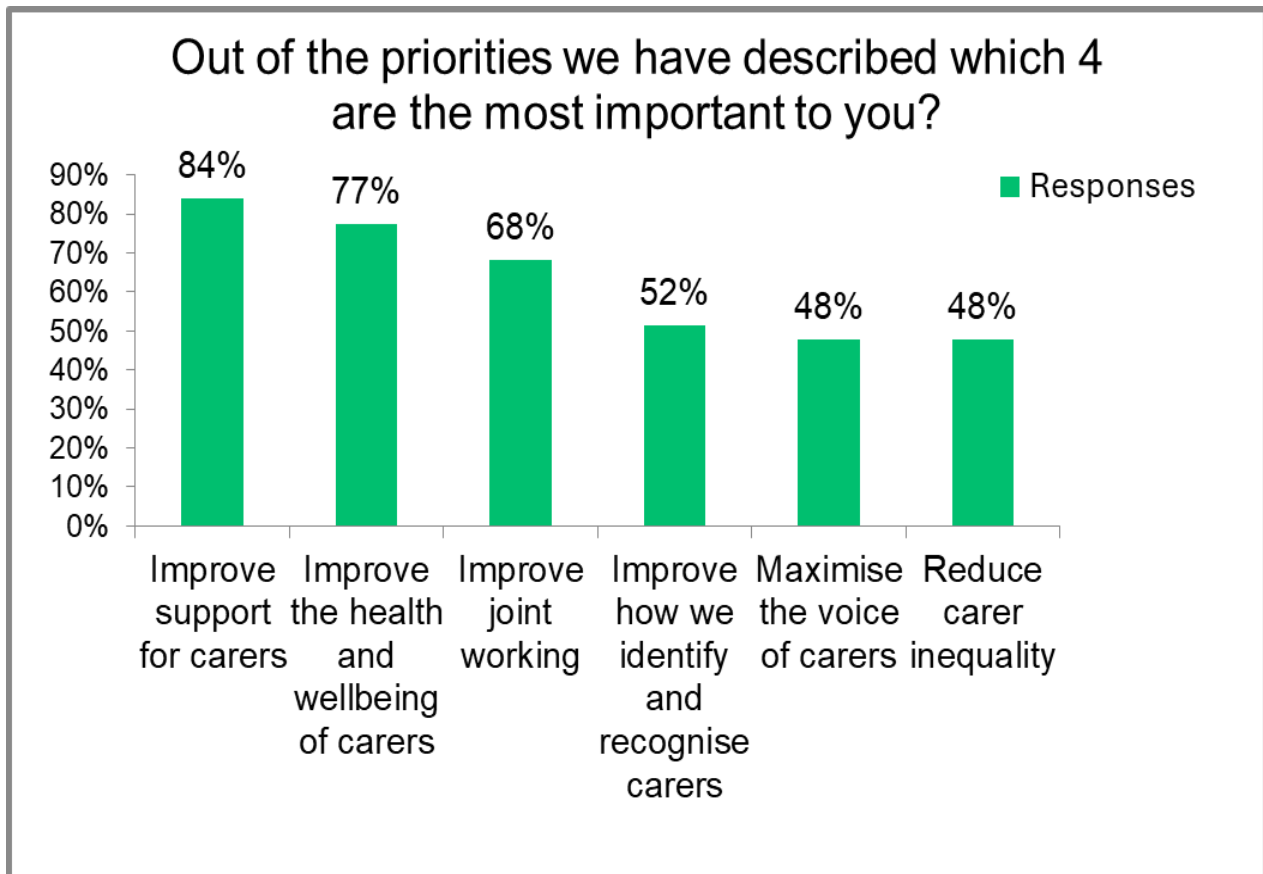


Figure 1: Priorities in order of most important as selected by respondents.

## Is there anything else you feel is important for the strategy to focus on?

37 people responded to this question.

The most common theme is **improving health and social care provision**. This includes ensuring funding and resources are available and that those being cared for have the services and support they need, including timely diagnosis.

“If the person being cared for had enough support, the carers would not be in such need of help. Therefore fix the cause and not the symptoms.”

Other themes include:

- **Improving financial benefits** for carers, such as increasing Carer's Allowance, not making carers pay council tax, and offering discounted or free transport, parking, activities, counselling etc. One person suggested, "involving national government agencies in the conversation to try and increase financial support".
- **Recognising different carer roles and individual situations** (including recognising that not all carers want to care). Examples given were kinship carers, those who care for people who are not family members, and disabled carers.

“Recognise that DISABLED CARERS exist and actually have a much harder time of everything.”

- **Poor experiences of support.** Examples include not being told about direct payments; not getting a social care review for over 12 years and grant money being delayed. One person spoke of unhelpful signposting and a lack of practical support, and said, “everyone means well but ultimately you have to find Your own way”.

Responses include several other specific issues and suggestions, including help to make difficult decisions, support to manage in a crisis, checking in on carers who rarely engage, and balancing confidentiality with involving carers.

One person called for professionals to build effective relationships with carers. Another called for York, as a whole, to be encouraged to, “develop a culture where caring is seen as skilled and valuable – not something to be hidden away.”

Two people felt that by addressing some of the other priorities, it would reduce inequality.

“I think if you identify carers and improve their support and lessen the burden they are expected to carry, outcomes in education, employment etc. will then become more equal as they are able to do more outside of their caring role.”

Other general comments about the strategy include making sure the commitments are followed through on and making the strategy “a live process and not a static document with no relevance”. One carer pointed out that, “Small practical things make more of a difference than big sweeping positive statements”.

## It's not all bad!

Some carers shared positive experiences, especially about the support provided by York Carers Centre. Here are some of the things they said:

“I accessed counselling through York Carers and it helped enormously.”

“I now have 3 singing groups each week and Moving Minds at Clement Hall, so socialising has been a big improvement.”

“Some people find it really difficult to leave the person they're caring for due to reasons such as guilt, but services like The York Carers centre, are amazing for getting people out. The way they can arrange activities that suit to everyone and then encourage them to attend is something to be looked up to, other services should be taking notes on how it should be done.”

“I have found the frailty team in Acomb very good at listening to what my thoughts are about my parents on the whole.”

“My GP often asks after my health when I attend with my wife.”

“I know York Carers are there if I need them.”

“I feel recognised and supported as a carer. I am encouraged to attend wellbeing sessions and other events.”

“A G.P. lead Social Prescribing support made a big difference to moving forward and mixing with others.”

“CYC [City of York Council] by supporting York Carers, Dementia Forward, Be Independent and their own in house services do give much help.”

## Equality monitoring information

Of those who answered the equality monitoring questions:

- Most were aged 40 or over; the biggest proportion of respondents were aged 40 to 55 (39%)
- 86% were female
- 90% were White – English / Welsh / Scottish / Northern Irish / British
- 21% considered themselves to be disabled.

## Feedback from face-to-face conversations

### Young Carers

York Carers Centre worked with small groups of young people at their activity sessions and youth clubs. They spoke to a total of 24 young carers (14 secondary age and 10 primary age) who care for siblings or parents. Four of the young carers care for two or three people.

#### Key points:

- Some support is being offered in schools, but more can be done to raise awareness of carers and offer more support to help carers. This includes health and wellbeing support and staff being more flexible and understanding.
- Most confirmed they get (or sometimes get) a break from their caring roles.
- Some feel they are not able, or only sometimes able, to prioritise their own health and wellbeing.
- There are long delays in young carers being identified – four or more years in some cases.
- Ideas of extra support that would help young carers in schools included:
  - Time out of lessons, fewer lessons, longer breaks or being able to leave early if needed.
  - More young carer activities and being informed of drop-in sessions.
  - Teachers listening before telling students off and not getting angry if they are late for school.
  - Being able to have a phone out in class in case of emergencies.
  - Extra time for homework, or a club at lunchtime to do homework.
  - Being able to wear whatever shoes they want (they are expensive and do not last).
  - Assemblies or PSHE (Personal, Social, Health, and Economic education) lesson about carers.
- The support York Carers Centre offers allows young carers to have a break from caring or school, meet other carers, make friends and take part in activities. Some would like more activities, youth clubs and cookies.

## Young Adult Carers

York Carers Centre discussed the strategy's priorities with young adult carers attending a social group. They spoke with 11 young adult carers aged 16-25. This is what the carers said:

### Improving support for carers

- Before offering support, it is good for the support worker to come to your house to observe the situation and your caring role. It will make the support more helpful and comprehensive.
- Information on support for carers should be more easily accessible and available.
- A carer's assessment is a good way of finding out what support is available.
- Things change so you need different things at different times.
- Word of mouth is important – "I didn't find out that I was a carer until I left York."

### Improving health and wellbeing for carers

"It's difficult to create a balance between your wellbeing and your caring role because when you are looking after yourself, it feels like you are not giving enough care to the person you are caring for, and when you're spending a lot of time caring for someone you feel like you neglect your own wellbeing, it's like a rotating circle."

"A lot of carers often have to work part-time or not work at all due to their caring role, so they don't have the money to fund leisure activities."

- Access to sufficient funding could enable carers to take part in activities they are interested in.
- Some young carers have to "fit in" at schools as their peers do not really understand the struggle they face, such as why they cannot go out or travel. It can make it hard to make friends or social connections. More awareness on caring roles in school would help other people understand the complexity of being a carer.

### Reducing carer inequality

- Training and education in schools about caring roles would increase self-awareness. Young carers can self-identify that they are carers, rather than

relying on someone else to tell them. They can seek support when they understand they are carers.

- Carer's Allowance should be paid to people in full-time education to reduce inequality. This would allow young carers to prioritise their caring role as well as their education.
- When you want to move on with your life and move out it is almost impossible because you still have someone to care for and no financial support.

“I didn't know I was a carer until someone in school told me later.”

## Carers supporting people with dementia

City of York Council and York Carers Centre attended a dementia support group attended by around 10 carers (and people they care for). Carers shared some of the challenges they have faced as carers, and what they feel needs to change:

- There is a lack of information to help carers understand entitlements, benefits and available support. Information needs to be clear, explained and not hidden. Some carers said that if they did not attend the support group, they would not get to know about things.
- There needs to be clearer information about paying for care; people can lose a lot of money (e.g. paying through joint accounts) and then have to go through the process of trying to recover it.
- The stress of being a carer has caused health issues.
- Allowances for carers are too low.
- Poor experiences of dealing with General Practitioners (GPs), including not being recognised as a carer and GPs prescribing without getting to understand the problem. One person shared that a GP had ignored a letter to help them discuss their carer role at an appointment. Another person spoke of having to wait a year to get a council tax discount (which was backdated) because of a delay caused by their GP.
- Long delays in dementia diagnoses for people they are caring for, causing delays in getting allowances and council tax discounts. A pack explaining entitlements at diagnosis would be useful.
- Complicated and lengthy forms to claim entitlements, and issues with claims (allowances, council tax, blue badge). One person described having to, “go through hoops to get things”.

- Sitting services would be helpful. However, it is difficult when the person being cared for does not recognise they need help, will not accept support, or does not want to attend activities.
- The high cost of care homes is causing stress around finances. More affordable options are needed in York.
- Issues with parking at York Hospital - carers can get free parking but it is very difficult to find a space. Depending on the time of day, you may need to arrive an hour early to park.
- Carers talked positively about support from Dementia Forward, York Carers Centre, Older Citizens Advocacy York and Beetle Bank Farm.

**A big thanks** to everyone who took the time to share their views and to the carers who helped us develop the survey, along with other partners. And thanks to everyone who helped us get feedback from carers, especially York Carers Centre, who made sure the voices of young and young adult carers, and many other carers were included.

If you have questions about this report or the Carers Strategy, please email: [integratedcommissioning@york.gov.uk](mailto:integratedcommissioning@york.gov.uk)

## Alternative formats

To ask for reasonable adjustments or this document in an alternative language or format such as large print, braille, audio, Easy Read or BSL, you can:



Email us at: [cycaccessteam@york.gov.uk](mailto:cycaccessteam@york.gov.uk)



Call us: **01904 551550** and customer services will pass your request onto the Access Team.



Use our BSL Video Relay Service:  
[www.york.gov.uk/BSLInterpretingService](http://www.york.gov.uk/BSLInterpretingService)

Select 'Switchboard' from the menu.



**We can also translate into 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 almanız mümkündür. (Turkish)

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

This page is intentionally left blank

## City of York Council and Centre for Applied Human Rights Human Rights and Equity Analysis Tool (HREAT)

An Equity Analysis Tool is an evidence-based approach designed to help organisations ensure that any Policy, Criterion or Practice (PCP), is fair and does not create barriers to participation or disadvantage any protected groups from participation. This covers both strategic and operational activities.

City of York Council (CYC) combines this approach with York's commitment as a Human Rights City to produce a Human Rights and Equity Analysis Tool (HREAT).

This document enables CYC to evidence its legal duty to give 'due regard' to those with protected characteristics under the Equality Act and consider Human Rights at the same time.

Whether a HREAT is needed or not will depend on the likely impact that a PCP may have and relevance of the activity to Equity and Human Rights.

The HREAT should be started when the need for a new PCP is first identified, or when an existing one is reviewed. It is essential to continue to update the HREA during the life of the PCP, as and when new information is learned. It is not complete until the PCP is complete.

Non-discrimination is a minimum standard. The development of the HREAT should prompt critical discussion and highlight disproportionate impacts.

Balancing residents' rights and CYC duties can be very complex and sometimes there will be no 'win-win', so compromises or mitigations may need to be identified to ensure the best outcomes.

Finally, the value in a HREAT is in both the short and long term, by investing in this process CYC will create robust, meaningful, and empowering policies that are more likely to stand the test of time.

## Who is submitting the proposal?

<b>Directorate</b>	Adult Social Care		
<b>Service Area</b>	Integrated Commissioning		
<b>Name of proposal</b>	Carers Strategy 2026-32		
<b>Lead Officer</b>	Harriet Smith Integrated Commissioning Lead		
<b>Date Assessment Started</b>	6 <sup>th</sup> January 2026		
<b>Date Assessment Completed</b>	16 <sup>th</sup> January 2026		
<b>Names of those who contributed to the assessment</b>			
<b>Name</b>	<b>Job Title</b>	<b>Organisation</b>	<b>Area of Expertise</b>
Harriet Smith	Integrated Commissioning Lead	CYC	ASC
Uzmha Mir	Contracts and Quality Improvement Manager	CYC	ASC
Annafie Beaumont	Customer and Contract Monitoring officer	CYC	ASC

## Step 1 – Aims and intended outcomes

1.1	<b>What is the purpose of the proposal</b>
	Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.
	<p>The purpose of the Carers Strategy is to improve the identification, recognition and support of unpaid carers across the city.</p> <p>The strategy sets out how services will work together to support carers' health and wellbeing, help carers balance caring with education, work and family life, and reduce the risk of carer breakdown.</p> <p>The strategy is intended to be accessible to carers, professionals and partner organisations.</p>

1.2	<b>Are there any external considerations?</b>
	<p>Legislation / government directive / codes of practice etc.</p> <p>Yes. The proposal is informed by:</p> <p>National Legislation:</p> <p>The Care Act 2014 and carers' rights to assessment and support</p> <ul style="list-style-type: none"><li>• The Equality Act 2010</li><li>• The Human Rights Act 1998</li><li>• NHS duties to identify and support carers</li><li>• National carers strategies and best practice guidance</li><li>• York's commitment as a Human Rights City</li><li>• The Children and Families Act 2014</li></ul>

	<p>Local Policies and strategies:</p> <ul style="list-style-type: none"> <li>• City of York Council Plan 2023-2027</li> <li>• All Age Commissioning Strategy 2023-2025</li> <li>• York Joint Health and Wellbeing Strategy 2022-2032</li> <li>• Adult Social Care Strategy 2025-2028</li> </ul>
--	---

<b>1.3</b>	<b>Who are the stakeholders and what are their interests?</b>
	Consider both internal and external stakeholders.
	<p><b>Internal stakeholders</b></p> <ul style="list-style-type: none"> <li>• Adult Social Care</li> <li>• Children’s Services</li> <li>• Public Health</li> <li>• Education services</li> <li>• NHS partners</li> <li>• Council staff who interact with carers</li> </ul> <p><b>External stakeholders</b></p> <ul style="list-style-type: none"> <li>• Unpaid carers (including young carers, young adult carers, parent carers, kinship carers, working carers and older carers)</li> <li>• People being cared for</li> <li>• Voluntary and community sector organisations</li> <li>• Schools, colleges, universities and employers</li> <li>• Health and social care providers</li> </ul>

Carers have an interest in being recognised, supported early, and treated fairly. Better outcomes for people being cared for. Partners have an interest in joined up working and improved outcomes.

**1.4 What results / outcomes do we want to achieve and for whom?**

Explain what outcomes you want to achieve for stakeholders, staff and the wider community. Demonstrate how the proposal links to the Council Plan (2023- 2027) and other corporate strategies and plans. Highlight how the proposal meets the objectives of Equalities, Affordability, Climate and Health.

**For carers**

- Earlier recognition and access to information and person-centred, appropriate support
- Increased choice and control over their caring and supporting role
- Improved health and wellbeing
- Better ability to balance caring with education, work and personal life

**For those who are cared for:**

- Improved support and care within the home environment

**For services**

- Reduced crisis demand
- Improved joint working
- Better compliance with equality and human rights duties

The proposal supports the Council Plan (2023–2027), particularly objectives relating to health and wellbeing, equality, affordability and prevention. It supports the Adult Social Care Strategy (2025-2028), particularly its commitment to valuing carers, working together with people with lived experience and improved joint working. It

	supports the Joint Health and Wellbeing Strategy (2022-2032) and its objectives to improve people’s health and wellbeing at all stages of life and make health fairer.
--	--

**Step 2 – Resources utilised**

<b>3.1</b>	<b>What sources of data, evidence and consultation feedback have you used to help understand the impact of the proposal on equality rights and human rights?</b>	
	Please consider a range of sources, including consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	<b>Source of data / supporting evidence</b>	<b>Reason for using this source</b>
	Local carers needs consultation exercise in Partnership with local stakeholders including York Carers Centre, Health services, Adult Social Care and Carers within the City.	Understand local needs
	Carer feedback and engagement via the Carers Action Group and Carers Strategy Group	Lived experience insight
National carers research	To understand needs and uncover evidence of effective practice so the City can learn and improve.	

### Step 3 – Screening the impacts or effects.

#### 3.1 Equality-related obligations derive from the Equality Act of 2010 and the Human Rights Act of 1998.

Once you have engaged with stakeholders you will need to identify how this proposal impacts on their human rights and equalities.

Although the table below one looks complex, its purpose is to facilitate an initial screening of equalities and human rights impacts of your proposal. Many human rights and equalities will not be affected by the decision you are seeking Executive or Council approval for and so can be left blank. The aim here is to identify pressure points regarding human rights and equalities that require attention.

Please see the Appendix for details of the protected characteristics and human rights to consider

The rights listed below in the first column are the relevant ones from the Human Rights Act, and the York Human Rights City Network Indicator Report (non-discrimination, education, health and social care, housing, a decent standard of living). The human rights in the Indicator Report were selected by residents of York as their priority rights. In the first row the protected characteristics under the Equality Act are listed, to which 'Everyone' has been added to capture impacts that affect everyone without distinction.

**Step 3.1 Table 1 – Screening the impacts or effects**

<b>Equalities Human Rights</b>	<b>Everyone</b>	<b>Age including financial, digital exclusion impacts</b>	<b>Disability Including financial, digital exclusion impacts</b>	<b>Gender</b>	<b>Gender reassign- ment Including Trans, Non- binary, Intersex</b>	<b>Marriage and civil partnership</b>	<b>Pregnancy and maternity</b>	<b>Race</b>	<b>Religion and belief</b>	<b>Sexual orientation</b>	<b>Carers inc financial, digital exclusion impacts</b>	<b>Low- income groups inc financial, digital exclusion impacts</b>	<b>Veteran, armed forces community</b>	<b>Those with experience of Care</b>
<b>Right to life*</b>														
<b>Prohibition of torture*</b>														
<b>Prohibition of slavery and forced labour*</b>														
<b>Right to liberty, movement and security (including freedom of movement)***</b>														
<b>Right to a fair trial*</b>														
<b>No punishment without law*</b>														
<b>Right to private and family life***</b>	✓	✓	✓								✓	✓		
<b>Freedom of thought, conscience, and belief***</b>														
<b>Freedom of expression***</b>														
<b>Freedom of assembly***</b>														

Right to marry***														
Right to property***														
Right to education***	✓	✓	✓								✓	✓		
Right to free elections***														
Right to housing***	✓	✓	✓								✓	✓		

Developed by UNICEF

## Step 3.2 Table 2 – Assessing the impact of your proposal

Here you will need to record the details on all the impacts identified for both Human Rights and those with Protected Characteristics.

Where you have identified an impact on a protected characteristic / human right in the table above, please indicate whether this is positive or negative and give a description of this impact. If you run out of rows, please add as necessary.

### **Rights clashes and restrictions**

Where rights clash or are being restricted, you will need to explain how the decision has been taken, that the limitation on human rights is provided by law, for a legitimate purpose (justified), and proportionate (the minimum necessary restriction on rights).

First, think about what equalities or rights might be engaged by the proposal, and describe the likely impact of the proposal, and provide an evaluation.

Use the following questions to inform your responses if human rights or equalities are limited or qualified in any way:

- Why are a person's rights being restricted?
- What is the problem being addressed by the restriction on someone's rights?
- Will the restriction lead to a reduction in the problem?
- Does that restriction involve a blanket policy, or does it allow for different cases to be treated differently?
- Does a less restrictive alternative exist?
- Has sufficient regard been paid to the rights and interests of those affected?
- Do safeguards exist against error or abuse?

**Table 2**

Characteristic or Human Right affected	Positive or Negative impact	Impact Description	Evaluation or justification
Carers	Positive	Earlier identification and better access to support	Advances equality and reduces disadvantage
Disability	Positive	Improved support for all carers of disabled people, and disabled people themselves.	Proportionate and preventative
Age	Positive	Improved support for young and older carers	Supports education and wellbeing
Right to private and family life	Positive	Support enables family life to continue, and improves opportunities to participate in activities and maintain relationships	Enhances, not restricts rights
Right to education	Positive	Support for young carers to remain and thrive in learning	Improves outcomes and prevents long-term inequality.
Right to housing	Positive	<p>Supporting people who are cared for to remain within their own home.</p> <p>Supporting carers and their families to access financial entitlements and benefits.</p> <p>Supports carers to continue caring (if they want to) and provide effective care.</p>	<p>Helps to maximise income and reduce financial strain.</p> <p>Promotes independence</p>

Everyone	Positive	<p>Improves access and outcomes for carers and cared for people through improved joint working</p> <p>Anyone could become a carer and therefore helps to ensure early recognition and support.</p> <p>Carers play a vital role in strengthening communities and supporting our health and social care system.</p>	<p>Strengthens communities and supports health and social care system</p> <p>Reduces pressure on staff and services.</p>
----------	----------	---	--

No rights clashes or restrictions have been identified.

## Step 4 – Gaps in data and knowledge

4.1	<b>What are the main gaps in information and understanding of the impact of your proposal?</b>		
	When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities. Please indicate actions you will take to resolve this gap. As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.		
	<b>Gaps in data or knowledge</b>	<b>Action to deal with this</b>	<b>Date resolved</b>
	Hidden carers	Improve identification and data collection	Ongoing
	Working carers	Further engagement with employers	Ongoing
	Carers Breaks	Look into the Accelerated Reform Fund opportunities and other wider initiatives	Ongoing
Carers with protected characteristics	Look into submitting a joint strategic needs assessment	Ongoing	

## Step 5 - Maximising positive impacts

<b>5.1</b>	<b>What has been done to optimise opportunities to advance equality / human rights or foster good relations?</b>
	<p>Strategy developed with carers and partners</p> <p>Carer-friendly version produced with more strategic content explained</p> <p>Strong demonstratable links or 'golden threads' between the consultation and the measurables within the Strategy</p> <p>Focus on early intervention and prevention</p> <p>No 'priorities' which would indicate something is more important than another aspect; move to 'Focus Areas'</p> <p>Clear, measurable outcomes that will allow us to demonstrate improvement to all stakeholders</p> <p>Strong emphasis on joined-up services and "no wrong door"</p> <p>Building links with Children and Young People who are carers and may not be being recognised in educational settings</p> <p>Working closely with voluntary and community sector and health colleagues to encourage York wide Carer support</p>

## Step 6 – Recommendations and conclusions of the assessment

6.1	<p><b>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision.</b></p>	
	<p><b>Important:</b> If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column. There are four main options you can take:</p>	
	<p><b>No major change to the proposal</b></p>	<p>The HREAT demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact, and you have taken all opportunities to advance equality / human rights and foster good relations, subject to continuing monitor and review.</p>
	<p><b>Adjust the proposal</b></p>	<p>The HREAT identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.</p>
	<p><b>Continue with the proposal (despite the potential for adverse impact)</b></p>	<p>You should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations</p>
	<p><b>Stop and remove the proposal</b></p>	<p>If there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination, it should be removed or changed.</p>

Option Selected	Conclusion / justifications
	The HREAT demonstrates the Carers Strategy is robust, proportionate and compliant with equality and human rights duties. The proposal advances equality, improves access to support, and reduces disadvantage for carers

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

7.1	<b>What action, by whom, will be undertaken as a result of the impact assessment.</b>			
	List below the actions or mitigations that have been identified and who will be responsible to carrying them out. Add as many lines as you need.			
	<b>Impact / Issue</b>	<b>Actions to be taken</b>	<b>Person Responsible</b>	<b>Timescale</b>
	Hidden carers	Improve identification pathways and data collection	Service leads	2026-32
	Carer wellbeing	Expand flexible support	Commissioners	2026-32
	Joined-up working	Improve coordination	Partners	Ongoing
	Working carers	Further engagement with employers	Partners	Ongoing
	Carers Breaks	Look into the Accelerated Reform Fund opportunities and other wider initiatives	Commissioners	Ongoing

## Step 8 - Monitor, review and improve

<b>8.1</b>	<b>How will the impact of your proposal be monitored and improved upon going forward?</b>
	Consider how will you identify the impact of activities on protected characteristics, other marginalised groups and human rights going forward? How will any learning and enhancements be capitalised on and embedded?
	Regular review of carer strategy measurables to demonstrate impact Feedback from carers and partners via the Carers Action Group and Carers Strategy Group Ongoing updates to the HREAT as learning emerges

## Appendix

### Equity, Diversity & Inclusion (EDI): Protected characteristics

Under the public sector duties introduced by the Equality Act 2010 public bodies must have due regard for the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the act, such as the failure to make reasonable adjustments for disabled people
- Advance equality of opportunity between people who share a protected characteristic and those who do not
- Foster good relations between people who share a protected characteristic and those who do not

These duties relate to the nine protected characteristic groups defined by the Equality Act 2010 (outlined in the table below).

The Council recognises that a person's socio-economic background and whether they live in a rural or urban location can be important factors in determining fair access to services, employment and treatment. When carrying out analysis, you must also consider socio-economic issues and rural / urban location issues. In addition to the nine protected characteristic the HREAT includes the following equality groups:

- Carers

- Low income groups
- Veterans, armed forces community
- Experience of care/Other (other groups that are impacted)

## Human rights differ from equalities in two main ways:

- First, human rights apply to everyone and not just groups with protected characteristics.
- Second, they allow for the balancing of rights, priorities, and risks. Many rights are not absolute and can be limited or qualified in particular circumstances.

The following guidance identifies which rights are most likely to be engaged by proposals in certain policy areas. This doesn't mean that you should not consider whether other rights might be engaged.

## Three types of human rights

There are three types of human rights in the Human Rights Act:

- **Absolute rights** – cannot be breached in any circumstances e.g. right to life and to protection from torture and inhuman or degrading treatment.
- **Limited rights** – can only be restricted in specific situations e.g. a person can be deprived of their liberty if they are convicted of an offence and imprisoned.
- **Qualified rights** – human rights can be restricted if it is in the interests of the wider community or to protect other people's rights e.g. freedom of movement and assembly were restricted during the Covid-19 pandemic in the interests of public health.

As limited and qualified rights are not absolute, they sometimes have to be balanced in decision making. In Table 1, absolute rights are indicated with an \*; limited rights with a \*\*; and qualified rights with a \*\*\*.

Right	Description <sup>1</sup>	Focus Area
<b>Right to life</b>	<p>Nobody, including the Government, can take someone's life away. Public authorities must take appropriate measures to safeguard life including by protecting people whose life might be in danger.</p> <p>Public authorities should also consider the right to life when making decisions that might endanger or affect life expectancy.</p> <p>When public officials may be involved in an instance when someone died, public authorities must conduct an investigation.</p>	<ul style="list-style-type: none"> <li>• Benefits and money</li> <li>• Births, deaths and marriages</li> <li>• Children and families</li> <li>• Environment and animals</li> <li>• Health and social care</li> <li>• Housing</li> <li>• Planning and building</li> <li>• Waste and recycling</li> </ul>
<b>Freedom from torture and inhuman or degrading treatment</b>	<p>Torture consists in causing very serious and cruel physical or mental pain or suffering.</p> <p>Inhuman treatment or punishment is treatment which causes intense physical or mental suffering. Degrading treatment means treatment that is extremely humiliating and undignified.</p> <p>Inhuman or degrading treatment could include: serious physical assault; very severe detention conditions or restraints; serious physical or psychological abuse in a health or care setting.</p>	<ul style="list-style-type: none"> <li>• Children and families</li> <li>• Health and social care</li> </ul>

<b>Prohibition of slavery and forced labour</b>	<p>Slavery is when someone owns someone else like a piece of property.</p> <p>Servitude is when someone provides services to a person for no reward and is unable to stop due to coercion.</p> <p>Forced or compulsory labour is when someone is forced to do work to which they have not agreed to, under the threat of punishment.</p>	<ul style="list-style-type: none"> <li>• Children and families</li> <li>• Jobs, training and volunteering</li> <li>• People and communities</li> </ul>
<b>Right to liberty and security</b>	<p>It focuses on protecting individuals' freedom from unreasonable detention, as opposed to protecting personal safety. However, there is case law from other jurisdictions where this right also covers personal safety in conditions other than detention.</p> <p>Under the HRA 1998 and the ECHR, it means that no one can be imprisoned or detained without good reason.</p>	<ul style="list-style-type: none"> <li>• Health and social care</li> <li>• Housing</li> <li>• People and communities</li> </ul>
<b>Right to a fair trial</b>	<p>This right is triggered when someone is charged with a criminal offence and have to go to court, or a public authority is making a decision that has an impact on someone's civil rights or obligations.</p>	<ul style="list-style-type: none"> <li>• Environment and animals</li> <li>• Health and social care</li> <li>• People and communities</li> <li>• Streets, roads and pavements</li> </ul>
<b>No punishment without law</b>	<p>No one can be charged with a criminal offence for an action that was not a crime when it was committed.</p> <p>Public authorities must explain clearly what counts as a criminal offence so that people know when they are breaking the law.</p>	<ul style="list-style-type: none"> <li>• Environment and animals</li> <li>• People and communities</li> <li>• Streets, roads and pavements</li> </ul>

<p><b>Right to private and family life, home and correspondence</b></p>	<p>This includes one's right to determine their sexual orientation, lifestyle, and the way one looks and dresses. It also includes the right to control who sees and touches one's body. It further covers one's right to develop their personal identity and to forge friendships and other relationships, the right to participate in essential economic, social, cultural and leisure activities. In some circumstances, public authorities may need to facilitate the enjoyment of one's right to a private life, including their ability to participate in society.</p> <p>It also means that personal information about anyone (including official records, photographs, letters, diaries and medical records) should be kept securely and not shared without their permission, except in certain circumstances.</p>	<ul style="list-style-type: none"> <li>• Benefits and money</li> <li>• Births, deaths and marriages</li> <li>• Children and families</li> <li>• Health and social care</li> <li>• Jobs, training and volunteering</li> <li>• Parking and permits</li> <li>• Planning and building</li> <li>• Schools and education</li> <li>• Sports and leisure</li> </ul>
<p><b>Freedom of thought, conscience and belief</b></p>	<p>This may include the right to change religion or beliefs, the right to put one's thoughts and beliefs into action, for example by exercising the right to wear religious clothing, the right to talk about one's own beliefs or take part in religious worship. Public authorities cannot stop anyone from practising their religion, without very good reason.</p> <p>This right protects a wide range of non-religious beliefs including atheism, agnosticism, veganism and pacifism.</p>	<ul style="list-style-type: none"> <li>• Business</li> <li>• Schools and education</li> </ul>
<p><b>Freedom of expression</b></p>	<p>This includes the right to express views aloud (for example through public protest and demonstrations) or through published articles, books or leaflets, television or radio broadcasting, works of art, the internet and social media. It further protects the right to receive information from other</p>	<ul style="list-style-type: none"> <li>• Business</li> <li>• Environment and animals</li> <li>• People and communities</li> <li>• Schools and education</li> </ul>

	people by, for example, being part of an audience or reading a magazine.	<ul style="list-style-type: none"> <li>• Sports and leisure</li> </ul>
<b>Freedom of assembly and association</b>	This encompasses the right to form and be part of a trade union, a political party or any another association or voluntary group. Nobody has the right to force anyone to join a protest, trade union, political party or another association.	<ul style="list-style-type: none"> <li>• Environment and animals</li> <li>• Jobs, training and volunteering</li> <li>• People and communities</li> <li>• Travel and transport</li> <li>• Streets, roads and pavements</li> </ul>
<b>Right to marry and start a family</b>	Right of men and women of marriageable age to marry and to start a family.	<ul style="list-style-type: none"> <li>• Births, deaths and marriages</li> <li>• Children and families</li> </ul>
<b>Right to property</b>	No public authority, without very good reason can take away one's property, which may include things like land, houses, objects, shares, licences, leases, patents, money, pensions and certain types of welfare benefits. This right applies to companies as well as individuals.	<ul style="list-style-type: none"> <li>• Benefits and money</li> <li>• Business</li> <li>• Council tax</li> <li>• Environment and animals</li> <li>• Housing</li> <li>• Planning and building</li> <li>• Travel and transport</li> <li>• Streets, roads and pavements</li> <li>• Waste and recycling</li> </ul>
<b>Right to education</b>	This right protects one's right to an effective education within the UK's existing educational institutions. It relates to primary, secondary, and higher education. Parents have a right to ensure that their religious and philosophical beliefs are respected during their children's education.	<ul style="list-style-type: none"> <li>• Children and families</li> <li>• Environment and animals</li> <li>• Jobs, training and volunteering</li> <li>• People and communities</li> <li>• Schools and education</li> <li>• Sports and leisure</li> </ul>

<b>Right to free elections</b>	Public authorities must support the right to free expression by holding free elections at reasonable intervals. These elections must enable anyone to vote in secret.	<ul style="list-style-type: none"> <li>• Births, deaths and marriages</li> <li>• People and communities</li> </ul>
<b>Right to housing</b>	<p>Adequate housing must provide more than four walls and a roof. For housing to be adequate, it must, at a minimum, meet the following criteria:</p> <p>Security of tenure, that is legal protection against forced evictions, harassment and other threats; availability of services, materials, facilities and infrastructure; affordability, which means that housing is not adequate if its cost threatens or compromises the occupants' enjoyment of other human rights; Habitability, which relates to physical safety or adequate space, as well as protection against the cold, damp, heat, rain, wind, other threats to health and structural hazards; accessibility, in that it must accommodate the specific needs of disadvantaged and marginalised groups; location, which means that it must not be cut off from employment opportunities, health-care services, schools, childcare centres and other social facilities, or it must not be located in polluted or dangerous areas; cultural adequacy, which means that it must respect and take into account the expression of cultural identity.</p>	<ul style="list-style-type: none"> <li>• Benefits and money</li> <li>• Housing</li> <li>• People and communities</li> <li>• Planning and building</li> <li>• Waste and recycling</li> </ul>

<sup>1</sup> The wording of each description box has been adapted from the following sources: [Equality and Human Rights Commission](#) or [British Institute for Human Rights](#).

This page is intentionally left blank



<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 April 2026
<b>Report of:</b>	Garry Taylor, Director of City Development
<b>Portfolio of:</b>	Councillor Claire Douglas, Leader of the Council

## **Decision Report: York Christmas Market Operating Hours and Economic Impact**

### **Subject of Report**

1. At March 2026 Executive, Members considered a report on City centre Events and Permanent Anti-Terrorism Traffic Regulation Order (ATTRO). The report set out a strategic approach to events and accessibility of the city centre.
2. As well as agreeing the report's recommendations, Members asked 'that further work be undertaken to establish the viability of ensuring greater access, rest days and times during the Christmas Market'. The desire is to explore opportunities for residents, visitors and disabled people to have additional time over the Christmas period to enjoy the city centre and access shops and facilities over this time, and for this to be explored specifically through the running of the Market on 6 days of the week as opposed to 7 days as currently.
3. With underlying seasonal increases in footfall experienced across the city at this time of year, the Christmas Market is the busiest of the city centre's events by some way. Creating time during this busy period for residents and visitors to quietly enjoy the city centre, and access essential services will bring key benefits.
4. The March Executive report articulated at high level the impacts of amending the hours of the Market. These included: Improved accessibility of the city centre; changes to footfall, overnight stays and spend; impacts on servicing and deliveries for city centre businesses; loss of income to the Council and Make it York (with potential for implications for service delivery). This report considers options around changes in Christmas Market hours, and their associated

effect, including more detailed analysis of the economic impact for the city.

5. The options and recommendations have been prepared in the context set out previously of a need to improve the accessibility of the city centre in line with corporate policy, and reflecting its critical importance as a key hub for social, cultural, knowledge exchange, and commercial activity.

## **Background**

6. In March 2026, Executive agreed to the principle of maintaining a wide range of City Centre events, and managing their impacts over the short medium and long term through improvements to how they are accessed, managed and operated, and how city centre infrastructure operates.
7. A short-term package of measures to improve accessibility was approved by Members, as part of an ongoing process to improve access. Options for reduced or amended hours of operation were previously considered as part of the 2025 event planning as summarised in the October and November 2025 Executive Papers. These resulted in the approach ultimately adopted of delaying commencement of the Market from its usual 10am- 7pm operating hours to instead commence at 10.30 (aligning with the start of footstreet hours under the permanent TRO for the area) and maintaining the 7pm closure.

## **Benefits and Challenges**

8. City Centre events drive significant footfall and activity in York, sustaining and underpinning its retail, food & beverage and social offer, bringing people together and driving vibrancy and attractiveness. The Christmas Market event in particular is very successful, and generates significant footfall in its central location, with visitors also spending time and money in the broader city centre across retail, food and beverage, and many visitors to the market staying overnight. Travel to the city centre at this time supports bus and rail services, and generates parking revenue that supports investment in highway and transport infrastructure.
9. With the market having been held for many years, and its length having extended over time, it is difficult to disaggregate the footfall

and trade generated by the market itself, from that of the broader city centre at this busy time of year to allow assessment of the market's economic impact. Looking at footfall figures, an uplift over the time period is clearly discernible, though the degree to which this is driven by seasonal shopping patterns or the market itself is less clear:

Table 1: BT Active footfall data

	Average daily footfall 2025	Average Daily Market Footfall 2025	Increase on Market Days
City Centre	101,032	117,383	16%

10. With a protected area covering much of the city centre, and the statutory need to consider and protect events from terrorist attack including Vehicle as Weapon (VAW) attack, many city centre users are unable to access essential services and activities in the centre when events are operating, and even outside of events, due to its configuration of the city centre, accessibility is reduced. Previous reports have principally considered the needs around mobility access such as Blue Badge holders, but a broader spectrum of our communities is impacted, with the events having the potential to marginalise those with a wide range of physical and non-physical conditions.
11. As well as those with protected characteristics, the Christmas Market also impacts general residents and visitors to the city, with disruption and increased footfall putting some off from visiting the centre. Reducing the hours or days of operation would also bring benefits to these residents and visitors – a day closure option could see the city centre being used as a rest day, with opportunities to come together, access shops and services and quietly enjoy the city centre.
12. Proactive and effective communication of any changes to the hours or days of operation would be essential to avoid reputational damage to the city from people still visiting when the market is not operating.

## Policy Basis for Decision

13. The 10-year plan sets a vision that everyone can benefit from and take pride in the city with the Council Plan setting a priority that the Council will set the conditions for a healthier, fairer, more affordable, more sustainable, and more accessible place where everyone can feel valued.

14. This vision sets a clear policy that “an accessible place” is a priority for the Executive. The Executive has set out Four Core objectives in the Council Plan to support the delivery of their vision. One of which is: “Equalities and Human Rights - Equality of Opportunity - We will create opportunities for all, providing equal opportunity and balancing the human rights of everyone to ensure residents and visitors alike can benefit from the city and its strengths. We will stand up to hate and work hard to champion our communities.”
15. The Council’s Local Transport Strategy establishes a vision by 2030 of an ‘accessible, affordable and resilient transport network’, and a city that is accessible to everyone. The Council’s 10-year Economic Vision seeks to promote a vibrant and resilient city centre economy, supporting the city’s strong independent businesses, and promoting inclusive growth. The My City Centre 10-year vision defines objectives including creating a welcoming and accessible city centre for all, ensuring the city centre meets the needs of residents and supporting economic vibrancy. These strategies recognise the importance of events within the city centre economy, and their role in supporting businesses and the visitor economy.

## **Recommendation and Reasons**

16. Executive are recommended to note the work to date and additional analysis presented in the report and to:
- i) Consider progressing a 6-day Christmas Market operation for 2026, with 10.30-7pm market operation the remaining days, and normal city centre operation on the 7<sup>th</sup> rest day, and on the basis of the evidence presented, to select Tuesday as the rest day.
  - ii) If progressing this approach, do so on a trial basis for 2026, with a further report in early 2027 containing detailed analysis of the impacts and outcome of this trial.

**Reason:** To allow the trialling of an approach to providing improvements for residents, visitors and disabled people in accessing the City Centre through reduced operating hours, and in

a way which is deliverable operationally, and minimises economic impacts to the city.

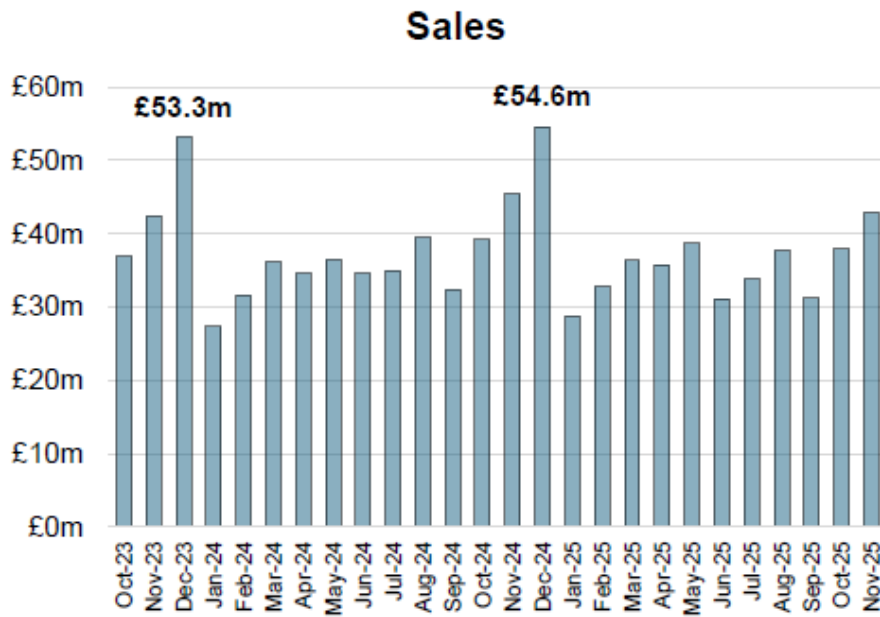
## Options Analysis and Evidential Basis

17. The principal considerations in the development of options relate to operational matters (ability to service the city centre in terms of deliveries, waste etc, and manage vehicles inside the area during controlled hours), security (and potential risk of Vehicle as Weapon – VAW, or Improvised Explosive Device - IED terrorism attack), accessibility impacts (improvements to the ability of residents, visitors and disabled people to access city centre services), and economic impact (for the city as a whole).
18. Additional operating hours scenarios have also been considered as part of the development of this report. The default operating model for the Market is over 7 days of the week between 10.30-7pm. In addition to the 6-day option set out in the recommendations section above, the following scenarios have been considered and discounted:
  - 7-day operation with commencement further delayed (11am-7pm)
  - 7-day operation with reduced daytime hours and extended evenings (1pm-9pm)
19. Delaying commencement over 7 days to 11am would introduce a misalignment with the underlying TRO, which normally commences at 10.30am. It would also likely not significantly impact volumes of market footfall, with the relatively small scale of change leading to significant volumes of people in the City Centre ahead of market opening, and an event still taking place in the day. The advice of security partners is that the city centre access restrictions would be very likely to be required at this time, nullifying any access benefits. This scenario was
20. Delaying commencement over 7 days to 1pm and extending the evening hours to 9pm would also still result in an event taking place on the day, albeit with a later start. The views of security advisor partners would likely be that a closure to vehicular traffic would still be required in these circumstances, negating any accessibility benefits. Extending operating hours beyond 7pm would impact other

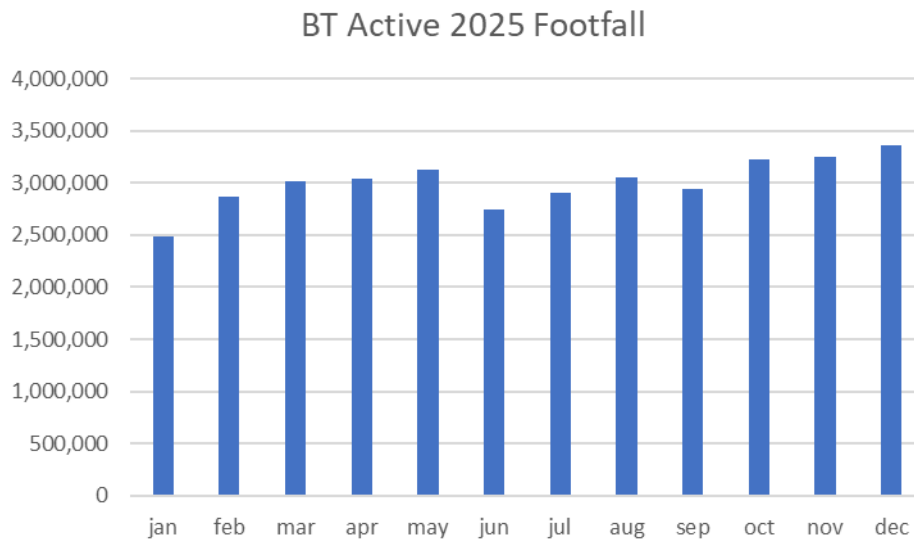
businesses operations (including Shambles Market who would be prevented from leaving the area under normal operations).

21. Reducing the Christmas Market to a 6-day operation would deliver improved accessibility to city centre users, with the city operating in 'business as usual' mode for one day a week. With an event not taking place on the rest day, Counter Terrorism Advisors and North Yorkshire Police have confirmed that, whilst the primary position is that the market should operate 7 days per week, in their view additional vehicular restrictions would not be required barring exceptional circumstances (such as a national security threat, specific intelligence or VIP visit) and normal operating with Blue Badge access would be available as usual. With the normal Christmas Market operating approach (10.30-7pm) over remaining days, tried and tested operational protocols would apply. The approach would result in a 14% reduction in the overall operating hours of the market against 2025. The specific day of the week selected should be informed by normal patterns of trade and visits (including overnight visits) to reduce its economic impact. This option has been explored in more detail as set out below.
22. The Christmas Market makes a significant contribution to York's economic performance, helping to contribute to the city's £2bn tourism and visitor economy, through driving footfall, overnight stays and high street spend. Make it York anecdotally report a positive impact on the city economy in the region of £80- £100m flowing from the Christmas Market.
23. The Council monitors spend through use of Beauclair data which captures debit card spend across retail tourism, entertainment, consumer services and transport. Spend is reported on a total monthly basis for the city centre area. The Council also monitors footfall in the centre through BT Active mobile data which is captured daily for the city centre area.
24. Beauclair spend data reveals seasonal spending patterns in common with the rest of the UK, with significant spikes in activity in the holiday periods, and most acutely spiking in November and December in the run up to Christmas. Figures for 2025 indicate monthly retail spend of £42.9m and £52.2m respectively for November and December. This is against year to date spend to November of £387m, with spend over these months accounting for around a quarter of the year's total. Not all spend is captured by

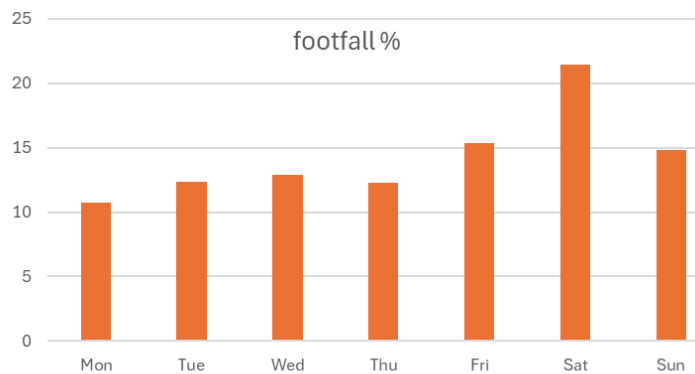
Beauclair, with cash sales, credit card and non-UK debit card transactions not captured.



25. BT Active footfall data shows broadly consistent patterns of footfall throughout the year, with December the busiest month, followed by November.



26. With daily data available from BT Active, heatmapping of footfall patterns throughout the days of the week is possible. This is shown below for the period over the 2025 Christmas Market period:



27. Dividing monthly beauclair spend data against daily footfall data has been undertaken to generate an estimate of how this total spend is profiled over the Christmas Market period. This generates an average spend of £13.22/ person and £15.55/ person over November and December respectively. This data is high level, capturing all spend (and footfall) in the city centre area, and it is important to note that:

- The footfall data captures all movement, including residents and workers, meaning that the average spend per person figure will be lower than the spend levels per person associated with leisure trips to the Christmas Market
- Additional spend outside of the City Centre area will take place over this period.
- Spend per head will typically be higher over the weekend when greater leisure activity takes place, and therefore weekday spend may be overstated, and;
- The beauclair data does not capture remote payments made in advance including for overnight accommodation.

However, over the Christmas Market period as a whole for 2025 (13<sup>th</sup> November to 21<sup>st</sup> December) this data generates a total City Centre spend figure of £66.24m.

28. Research by the British Retail Consortium indicates high street spend in the UK is typically comprised of around 67% debit card, 20% credit card and 12% cash payments. Applying these ratios would increase the total spend levels to £98.87m. BT active data also reveals around 3.63% of footfall in the city centre is international in nature - uprating spend for this figure generates a combined total uprated spend estimate of £102.46m (or £20.45 and £24.05 per person for November and December respectively).

29. Additional spend assessment has also been undertaken by Make it York, drawing on survey responses to analyse spend, using

- PCP in person visitor survey data and MiY online visitor survey to derive daily spend per person – average £65.93.
- Christmas Market survey 2025 and Visitor Survey data to derive overnight accommodation spend per person – average £215.8 per person, with 44% of people staying overnight.
- 2024 Christmas Market Visitor Survey to derive spend in wider city centre attractions – average spend of £38.71 per person.

30. The data overcomes some of the challenges of using beauclair spend data as highlighted in paragraph 28, being specifically targeted to leisure visitors, and reflecting spend made in advance and outside of the city centre area. The data is drawn from small sample sizes though, and there is a high risk of duplication across the categories of spend, with the £65.93 average visitor spend very likely duplicating elements of that captured within the £38.71 spend in wider city centre attractions, and the overnight accommodation spend also incorporating elements of food and drink spend captured also in the wider visitor surveys. The data generates a total spend of £199.59 per person, against £20.45-£24.05 in the preceding analysis.

31. The two methodologies for assessing spend represent either end of a spectrum, with the Beauclair/ BT Active data likely being understated (even when uprated), and the Make it York data significantly overstated. Taking an average blended rate across these two datasets as a most likely scenario is a proportionate way of assessing impact, this generates a spend of £106.99 per market visitor.

32. As stated previously in the report, it is difficult to disaggregate the degree to which footfall and spend is driven by the Christmas Market itself, or by the core city centre shops, services and attractions. To arrive at an estimate of this, the BT Active footfall levels over the first week of the 2025 Market (Thursday 13<sup>th</sup> – Wednesday 19<sup>th</sup> November) have been compared to the levels for the week immediately prior to this (Thurs 6<sup>th</sup> November – Weds 12<sup>th</sup> November). This shows a 17.18% increase in footfall over the second week. Some of this increase will be a result of general uplift in city centre footfall in the pre-Christmas period with shopping activity increasing, and the popularity of the market as a factor will also likely increase in the run up to Christmas, but the rate is considered a reasonable estimate of the 'impact' of the Christmas Market on footfall in the absence of other data. Applied to the whole city centre

footfall from BT Active over the market period, this rate would attribute 787,000 individuals to the market's presence.

33. The table below presents the spend levels under the two appraisal methodologies (beauclair and visitor surveys) applied to this level of footfall, and generates the average blended rate across the two methodologies, expressed over the whole Christmas Market period, which is explored further below.

<b>Footfall uplift</b>	<b>Spend (Beauclair)</b>	<b>Spend (Surveys)</b>	<b>Spend (blended)</b>
786,850	£17.61m	£157.05m	£84.18m

34. Profiling this blended spend throughout the week in line with 2025 city centre footfall volumes generates the following data over the full period of the Christmas Market's operation:

<b>Day of week</b>	<b>% Footfall</b>	<b>Resulting spend over Christmas Market period</b>	<b>Average spend per day</b>
Mondays	10.79	£9.05m	£1.62m
Tuesdays	12.4	£10.42m	£1.87m
Wednesdays	12.9	£10.85m	£1.95m
Thursdays	12.27	£10.35m	£1.86m
Fridays	15.33	£12.95m	£2.32m
Saturdays	21.47	£18.06m	£3.24m
Sundays	14.85	£12.5m	£2.24m
<b>TOTAL</b>	<b>100</b>	<b>£84.18m</b>	

35. These figures allows for a high-level understanding of how spend is spread over the week, to allow consideration of the impact of a rest day for the Market. On the basis of this data, Mondays are the quietest day of the week where economic impacts may be reasonably assumed to smallest. However, Mondays have an important relationship with overnight stays, with many extending visits over the weekend and into a Monday, generating spend within the hospitality trade and supporting the sector. Mondays also see some closures or shortened operating hours amongst independent food and beverage outlets, cultural attractions, and banks, reducing the positive accessibility benefits that might flow from a rest day, in terms of ability to best use the city centre.

36. Tuesdays and Thursdays are the next quietest days of the week, with a similar estimated spend of £10.42m and £10.35m respectively. There is expected to be a degree of displacement of activity from the rest day, to other days of the week when the market operates - if a Thursday were selected as the rest day, it might be expected that a significant proportion of this would displace to a Friday, adjacent to the weekend. This is an already busy weekday, when transport network congestion is heightened. On this basis and their broadly equivalent modelled economic impact, a Tuesday rest day would be preferential to a Thursday. This option is explored in more detail below.

37. It is difficult to establish the degree to which that element of footfall and spend which is generated just by the Christmas Market on the rest day would simply 'switch' to an alternative day of the week on which the market is operating (and therefore spend would be retained overall in the city centre). Sensitivity analysis has been undertaken and is summarised below to illustrate a range of scenarios in this respect. In terms of the degree of 'switching' of this footfall and spend to alternative days of the week rates of 25%, 50% and 75% have been modelled.

		<b>Resulting loss of spend (financial and as % of total Christmas Market period estimated spend)</b>
<b>% market users displaced to alternative days from the rest day</b>	<b>25%</b>	£7.82m 5.62%
	<b>50%</b>	£5.21m 3.75%
	<b>75%</b>	£2.6m 1.87%

38. This analysis shows an impact in the worst modelled scenario (where only 25% of those who would usually visit on a Tuesday decide to visit the city on an alternative day of the week), £7.82m of spend would be lost in the city centre over the market period (or 5.62% of the total City Centre Spend). These figures also don't allow for any uplift in general spend by residents etc in permanent

establishments, that would be generated by increased patronage of the city centre on rest days, which may be significant.

39. In terms of broader economic factors, it is important to note as well that the impact of the rest day option is anticipated to include the displacement of some trips to alternative days of the week. These additional trips on other weekdays would result in increased traffic volumes, with an impact on network operations, and an economic cost of delay (though accepting that the network operates at or over capacity already for much of the Christmas Market period). It is not possible to assess and monetise this impact at this time, but as part of the trial nature of the recommended rest day, this could be assessed over the operation of the 2026 event.
  
40. The assessed range of economic impact is not insignificant, in both percentage and monetary terms, and would be felt across the city centre economy where pressures are already being felt by businesses as a result of macro-economic conditions, rises in labour and fixed costs through factors including inflation and National Insurance changes, and impacted consumer demand. These are important factors that should be weighed when making a decision, against the benefits to residents, visitors and those with accessibility needs that will flow from any change.
  
41. As well as purely economic considerations, there are a range of wider factors too that must be taken into account in making a decision. There is a need to ensure that any changes to the hours of operation are very well communicated to guard against potential reputational damage to the city from visitors being unaware of rest days and visiting the city with the expectation that the market is operating. Make it York have a communication budget which can be deployed to this activity, and close working with the Council's Communications team would be proposed to maximise reach and impact. With the city centre reverting to a 'Business as Usual' mode during the rest days, there would be a slight increase in operational staffing requirements for Hostile Vehicle Measures etc, these requirements are achievable and financial costs noted in the financial strategy section. The change would have an impact on the direct income generated by the event, and Make it York have indicated that whilst this is manageable, there may need to be some reduction in services such as Visitor Information on rest days to accommodate this pressure.

## Financial Strategy Implications

42. The presented options and scenarios to amend the operating hours or days of the Christmas Market would have limited direct financial impact on the Council. Parking income could be impacted in some of the options presented, though council operated car parks already operate at capacity at key times over the Christmas period, and as noted in the report, the direct impact that the Christmas Market plays in driving activity at an already busy time of year is not readily determinable.
43. The Christmas Market plays an important function in the overall commercial performance of the City Centre. Maintaining a vibrant trading environment in the city is critical to attracting and sustaining city-centre businesses. A failure to effectively support city centre events could lead to a decline in York's high street.
44. The recommended option will increase the accessibility of the city centre. There is also a likelihood that displaced market visitors will visit the market on days when it is open, increasing the footfall and spend on those days. There would be additional operational staffing costs associated with the option, of around £1,000, which would be managed from existing budgets.

## Consultation Analysis

45. Previous public consultation on Blue Badge access to the city centre received over 3,000 responses. The findings of this consultation were re-presented at Annex C of the October 2025 Executive report on Christmas Market. Further engagement has been undertaken since this time, with two specific engagement meetings in January 2026 (involving both York Disability Rights Forum and York Access Forum) at which the options to explore operating hours of the market in more detail were raised. Additional ongoing dialogue and conversations with key stakeholders, organisations and individuals has taken place to inform this report.
46. The rest day approach has been shared with York Access Forum and York Disability Rights Forum, who both broadly support the proposal for the rest day. Formal consultation on the proposed permanent ATTRO is also currently being undertaken and will be reported to Executive in due course. Engagement has been

undertaken with business representative organisations, and would be continued as proposals are worked up in more detail. Concerns have been flagged by some of these groups around the economic impact of changes, and the need for effective communications to avoid abortive visits on rest days.

## Organisational Impact and Implications

47. These are set out below.

- Financial

As set out in the body of the report, the potential direct financial impact to the Council is limited to the Council's car park income and staffing costs associated with running the markets, which are recharged to event operators where possible. A trial run of the preferred approach for 2026 will allow for an analysis of the impact on the Council ahead of the permanent decision.

- Human Resources

There are no HR Implications contained within this report

- Legal

It is understood that the proposals align with footstreet hours under the permanent Traffic Regulation Order (TRO) for the area. In the event of any amendments to any existing TRO being required they would need to be effected in accordance with the Road Traffic Regulation Act 1984 and any other relevant statutory procedures.

- Procurement

Whilst there are no direct procurement implications relating to the report itself, procurement may be a tool used to deliver any priorities that arise. 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. For any modifications to existing contracts, both Commercial Procurement and Legal Services must be consulted to follow the formal variation process set out within the contracts held.

- Health and Wellbeing

Public Health support the recommendations within the report. Noting that any large gathering (especially in winter months) where people are in close quarters warrants messaging about 'catch it, bin it, kill it' and to promote the provision of hand sanitiser by stall holders for the use of visitors to the Christmas Market.

- Environment and Climate action

No climate change impacts have been identified

- Affordability

Improved access to the City centre will allow access to banks and other facilities for support and information.

- Equalities and Human Rights

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

An Human Rights & Equality Assessment (HREA) has been carried out and is annexed to this report at Annex A. The recommendation of the assessment is there be no major change to the proposal.

- 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

This is an issue of significant local community and media interest and any changes to the operation of the market will require coordinated communications activity. As set out in the report, additional funding to help us reach key audiences will support a clear message to the community about access times outside the operating hours of the market.

- Economy

The Christmas Market generates significant footfall and spend as summarised in this report, helping to sustain the city centre economy and key sectors. The impacts of changing the operating hours of the market are complex, and reduction in the days of operation will impact on footfall and spend, with a net reduction anticipated. The report seeks to quantify this across a variety of datasets, to establish a range of impact. The range identified is between £2.6m and £7.82m, this is a significant impact, particularly in the context of broader pressures on businesses operating in affected sectors. Spend levels over the period are significant though at over £100m, and it is expected that as well as Christmas Market users still visiting on non-rest days, a degree of compensatory uplift in the baseline resident spending in the city centre will take place on the rest days. The economic impacts and risks of the approach should be weighed against the benefits that will result from the proposals.

## Risks and Mitigations

Risk	Mitigation
Rest days to the Christmas Market could result in more significant revenue losses for traders than assessed.	Analysis has taken place to apportion visitor spend against visitor numbers during the market period. A day has been chosen that is deemed to have the least impact on trade in the city.
Visitors to the city may be unaware of the rest day, causing negative publicity for the Council.	A communications and marketing strategy, in partnership with Make It York, is recommended ahead of time to ensure that visitors are aware of the changes.
Vehicle restriction measures may still be required to be in place, even during the rest day of the market.	This would only be in exceptional circumstances such as in relation to specific known intelligence, and is an underlying 'condition' of the city centre at all times of year. Close dialogue with security advisors and protocols around management of events to be maintained.
Risk of terrorism attack – whilst partners will provide advice on the approach to the Council, ultimately it is the Council who are the decision maker and have responsibility.	Close collaborative working relationship with partners, robust risk analysis and mitigation approach.

## Wards Impacted

Whilst city centre events and the protected area are hosted within specific wards, they are used by residents of all wards.

## Contact details

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

**Author**

<b>Name:</b>	Garry Taylor
<b>Job Title:</b>	Director of City Development
<b>Service Area:</b>	City Development
<b>Email:</b>	Garry.Taylor@york.gov.uk
<b>Report approved:</b>	Yes
<b>Date:</b>	31 March 2026

**Co-author**

<b>Name:</b>	Ben Murphy
<b>Job Title:</b>	Head of City Development
<b>Service Area:</b>	City Development
<b>Email:</b>	Ben.Murphy@york.gov.uk
<b>Report approved:</b>	Yes
<b>Date:</b>	31 March 2026

**Annexes**

- Annex A: Human Rights Equity Assessment (HREAT)

## City of York Council and Centre for Applied Human Rights Human Rights and Equity Analysis Tool (HREAT)

An Equity Analysis Tool is an evidence-based approach designed to help organisations ensure that any Policy, Criterion or Practice (PCP), is fair and does not create barriers to participation or disadvantage any protected groups from participation. This covers both strategic and operational activities.

City of York Council (CYC) combines this approach with York's commitment as a Human Rights City to produce a Human Rights and Equity Analysis Tool (HREAT).

This document enables CYC to evidence its legal duty to give 'due regard' to those with protected characteristics under the Equality Act and consider Human Rights at the same time.

Whether a HREAT is needed or not will depend on the likely impact that a PCP may have and relevance of the activity to Equity and Human Rights.

The HREAT should be started when the need for a new PCP is first identified, or when an existing one is reviewed. It is essential to continue to update the HREA during the life of the PCP, as and when new information is learned. It is not complete until the PCP is complete.

Non-discrimination is a minimum standard. The development of the HREAT should prompt critical discussion and highlight disproportionate impacts.

Balancing residents' rights and CYC duties can be very complex and sometimes there will be no 'win-win', so compromises or mitigations may need to be identified to ensure the best outcomes.

Finally, the value in a HREAT is in both the short and long term, by investing in this process CYC will create robust, meaningful, and empowering policies that are more likely to stand the test of time.

## Who is submitting the proposal?

<b>Directorate</b>	City Development		
<b>Service Area</b>	City Development		
<b>Name of proposal</b>	Executive Report – City Centre Events and Permanent Anti-Terrorism Traffic Regulation Order		
<b>Lead Officer</b>	Ben Murphy, Head of City Development		
<b>Date Assessment Started</b>	12 <sup>th</sup> March 2026		
<b>Date Assessment Completed</b>	15 <sup>th</sup> March 2026		
<b>Names of those who contributed to the assessment</b>			
<b>Name</b>	<b>Job Title</b>	<b>Organisation</b>	<b>Area of Expertise</b>
Ben Murphy	Head of City Development	City of York Council	City Development
Simon King	Programme Manager, Regeneration	City of York Council	Programme Management
David Smith	Accessibility Officer	City of York Council	Accessibility

## Step 1 – Aims and intended outcomes

1.1	<b>What is the purpose of the proposal</b>
	Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.
	The report considers an approach of changing the operation of York Christmas market to run over a 6-day period as opposed to 7 days, between the hours of 10.30am and 7pm, in order to improve accessibility to the city centre during the market period for residents, visitors and disabled people.
	This approach is explored against a default position of the Market operating over a 7-day period as it has done in previous years, and would otherwise continue. Other options around reduced hours of operation for the market, such as a later commencement in the day, have been ruled out on deliverability/ operability grounds. The report sets out proposed options for market operational changes, considers the anticipated economic and other impacts to the city, and makes a recommendation to consider operating a 6-day week for the market, implementing a rest day, on which the market will not operate to allow residents and visitors to quietly enjoy the city centre.

1.2	<b>Are there any external considerations?</b>
	Legislation / government directive / codes of practice etc.
	Relevant legislation includes: <ul style="list-style-type: none"><li>Equality Act 2010, which aims to protect people from discrimination in the workplace and in wider society. The Act includes a Public Sector Equality Duty, which requires public bodies to consider how their decisions and policies affect people with protected characteristics. The public body also should have evidence to show how it has done this. It also requires that public bodies have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities. The Equality Act 2010 covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.</li></ul>

- Human Rights Act –sets out the fundamental rights and freedoms that everyone is entitled to. In making a decision the council must consider carefully the balance to be struck between individual rights and the wider public interest and whilst it is acknowledged that there could be interference with a Convention right, the decision must be reasonably justified as it is a proportionate means of achieving a legitimate aim.
- Approved Document M Access to the use of Buildings Volume 2 Buildings other than dwellings
- [https://assets.publishing.service.gov.uk/media/66f6c5eec71e42688b65ee11/ADM\\_V2\\_with\\_2024\\_amendments.pdf](https://assets.publishing.service.gov.uk/media/66f6c5eec71e42688b65ee11/ADM_V2_with_2024_amendments.pdf)
- BS 8300-2:2018 Design of an accessible and inclusive built environment. Buildings - code of practice / Inclusive Mobility Guidance (Department for Transport 2005)
- Protect Duty consultation documents ([www.gov.uk/government/consultations/protect-duty](http://www.gov.uk/government/consultations/protect-duty))
- Hostile Vehicle Mitigation guidance ([www.gov.uk/government/publications/crowded-places-guidance/hostile-vehicle-mitigation-hvm#vehicle-as-a-weapon-vaw](http://www.gov.uk/government/publications/crowded-places-guidance/hostile-vehicle-mitigation-hvm#vehicle-as-a-weapon-vaw))
- The Blue Badge scheme: rights and responsibilities in England ([www.gov.uk/government/publications/the-blue-badge-scheme-rights-and-responsibilities-in-england](http://www.gov.uk/government/publications/the-blue-badge-scheme-rights-and-responsibilities-in-england))
- Road Traffic Regulation Act 1984 and associated regulations relating to TROs, under which local traffic authorities England and Wales (outside London) may make permanent orders for the following purposes:
  - To avoid danger to persons or other traffic using the road or any other road or to prevent the likelihood of any such danger arising;
  - To prevent damage to the road or to any building on or near the road;
  - To facilitate the passage on the road or any other road of any class of traffic (including pedestrians);
  - To prevent the use of the road by vehicular traffic of a kind which, or its use by vehicular traffic in a manner which, is unsuitable having regard to the existing character of the road or adjoining property;
  - To preserve the character of the road in a case where it is specially suitable for use by persons (...) on foot;
  - To preserve or improve the amenities of the area through which the road runs; or
  - To preserve or improve local air quality.
- The Business and Planning Act which creates a de-regulated approach to pavement cafes.
  - The Terrorism (Protection of Premises) Bill (or Martyn’s law), has also now achieved royal assent, and entered into a period prior to full implementation by April 2027.

1.3	<b>Who are the stakeholders and what are their interests?</b>
	Consider both internal and external stakeholders.
	<p>Key stakeholders for the proposals include</p> <ul style="list-style-type: none"> <li>• Disabled people including Blue Badge holders.</li> <li>• Older people</li> <li>• Young people including those of differing school ages and their parents or carers</li> <li>• Other groups visiting the pedestrian area and accessing its shops and services,</li> <li>• City centre businesses and service providers, including market operators.</li> <li>• North Yorkshire Police and relevant anti-terrorism organisations</li> </ul> <p>Their interests are wide ranging and include suitable access by a range of transport modes (private car, taxi / private hire, deliveries, cycling, walking), safety, and services and amenities available in the foot street area.</p>

1.4	<b>What results / outcomes do we want to achieve and for whom?</b>
	Explain what outcomes you want to achieve for stakeholders, staff and the wider community. Demonstrate how the proposal links to the Council Plan (2023- 2027) and other corporate strategies and plans. Highlight how the proposal meets the objectives of Equalities, Affordability, Climate and Health.

The Council Plan contains four key commitments one of which is Equalities and Human Rights - Equality of opportunity and states:

“We will create opportunities for all, providing equal opportunity and balancing the human rights of everyone to ensure residents and visitors alike can benefit from the city and its strengths. We will stand up to hate and work hard to champion our communities”

The Council’s Local Transport Strategy establishes a vision by 2030 of an ‘accessible, affordable and resilient transport network’, and a city that is accessible to everyone. The Council’s 10-year Economic Vision seeks to promote a vibrant and resilient city centre economy, supporting the city’s strong independent businesses, and promoting inclusive growth. The My City Centre 10-year vision defines objectives including creating a welcoming and accessible city centre for all, ensuring the city centre meets the needs of residents and supporting economic vibrancy. These strategies recognise the importance of events within the city centre economy, and their role in supporting businesses and the visitor economy.

## Step 2 – Resources utilised

3.1	<b>What sources of data, evidence and consultation feedback have you used to help understand the impact of the proposal on equality rights and human rights?</b>	
	Please consider a range of sources, including consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	<b>Source of data / supporting evidence</b>	<b>Reason for using this source</b>
	Consultation and engagement	<p>A wide range of consultation and engagement on city centre accessibility has already been undertaken, including through:</p> <ul style="list-style-type: none"> <li>• the My City Centre Engagement</li> <li>• City Centre Access Project</li> <li>• November 2021 Executive decisions.</li> </ul>

		<p>Further specific engagement has taken place to inform the preparation of this report and the preceding March 2025 Executive Report involving key stakeholders including members of both the York Disability Rights Forum and York Access Forum as well as wider groups and organisations including Make it York, the BID, security advisors and Tourism Advisory Board. The specific approach was discussed with YAF and YRDF members on the 24<sup>th</sup> March and received unanimous broad support.</p>
	<p>Research reports</p>	<p>For the August 2019 Executive report, approving the permanent changes to the Traffic Regulation Order to deliver the Phase 1 Hostile Vehicle Mitigation proposals in the city centre:</p> <ul style="list-style-type: none"> <li>• an independent review of Blue Badge Parking Access was also commissioned from Parking Perspectives a consultancy specialising in parking.</li> <li>• In addition, Disabled Motoring UK, a charity and advocacy group for disabled people, were commissioned to produce an independent review of York’s disabled access offer</li> <li>• The November 2020 executive report commissioned a Strategic Review of City Centre Access in order to identify potential improvements to city centre access</li> <li>• Martin Higgitt Associates also produced an independent report</li> <li>• In 2024 a follow up accessible city consultation was carried out by MIMA Accessibility Consultants</li> </ul>
	<p>Surveys</p>	<p><b>City Centre Access project</b></p> <p>As part of this work, parking surveys were undertaken in the streets listed above in May 2019. This shows 86 parking events / day in the Goodramgate corridor, of which 80 vehicles displayed a Blue Badge. 86 parking events / day were also</p>

recorded on the Blake Street corridor, of which 49 vehicles displayed a Blue Badge.

### Step 3 – Screening the impacts or effects.

#### 3.1 Equality-related obligations derive from the Equality Act of 2010 and the Human Rights Act of 1998.

Although the table below one looks complex, its purpose is to facilitate an initial screening of equalities and human rights impacts of your proposal. Many human rights and equalities will not be affected by the decision you are seeking Executive or Council approval for and so can be left blank. The aim here is to identify pressure points regarding human rights and equalities that require attention.

Please see the Appendix for details of the protected characteristics and human rights to consider

The rights listed below in the first column are the relevant ones from the Human Rights Act, and the York Human Rights City Network Indicator Report (non-discrimination, education, health and social care, housing, a decent standard of living). The human rights in the Indicator Report were selected by residents of York as their priority rights. In the first row the protected characteristics under the Equality Act are listed, to which 'Everyone' has been added to capture impacts that affect everyone without distinction.

**Step 3.1 Table 1 – Screening the impacts or effects**

<b>Equalities Human Rights</b>	<b>Everyone</b>	<b>Age including financial, digital exclusion impacts</b>	<b>Disability Including financial, digital exclusion impacts</b>	<b>Gender</b>	<b>Gender reassign- ment Including Trans, Non- binary, Intersex</b>	<b>Marriage and civil partnership</b>	<b>Pregnancy and maternity</b>	<b>Race</b>	<b>Religion and belief</b>	<b>Sexual orientation</b>	<b>Carers inc financial, digital exclusion impacts</b>	<b>Low- income groups inc financial, digital exclusion impacts</b>	<b>Veteran, armed forces community</b>	<b>Those with experience of Care</b>
<b>Right to life*</b>		x	x				x				x			x
<b>Prohibition of torture*</b>														
<b>Prohibition of slavery and forced labour*</b>														
<b>Right to liberty, movement and security (including freedom of movement)***</b>		x	x				x				x			x
<b>Right to a fair trial*</b>														
<b>No punishment without law*</b>														
<b>Right to private and family life***</b>		x	x				x				x			x
<b>Freedom of thought, conscience, and belief***</b>														
<b>Freedom of expression***</b>		x	x				x				x			x
<b>Freedom of assembly***</b>		x	x				x				x			x

<b>Right to marry***</b>													
<b>Right to property***</b>		X	X			X				X			X
<b>Right to education***</b>													
<b>Right to free elections***</b>													
<b>Right to housing***</b>													

Developed by UNICEF

## Step 3.2 Table 2 – Assessing the impact of your proposal

Here you will need to record the details on all the impacts identified for both Human Rights and those with Protected Characteristics.

Where you have identified an impact on a protected characteristic / human right in the table above, please indicate whether this is positive or negative and give a description of this impact. If you run out of rows, please add as necessary.

### **Rights clashes and restrictions**

Where rights clash or are being restricted, you will need to explain how the decision has been taken, that the limitation on human rights is provided by law, for a legitimate purpose (justified), and proportionate (the minimum necessary restriction on rights).

First, think about what equalities or rights might be engaged by the proposal, and describe the likely impact of the proposal, and provide an evaluation.

Use the following questions to inform your responses if human rights or equalities are limited or qualified in any way:

- Why are a person's rights being restricted?
- What is the problem being addressed by the restriction on someone's rights?
- Will the restriction lead to a reduction in the problem?
- Does that restriction involve a blanket policy, or does it allow for different cases to be treated differently?
- Does a less restrictive alternative exist?
- Has sufficient regard been paid to the rights and interests of those affected?
- Do safeguards exist against error or abuse?

**Table 2**

Characteristic or Human Right affected	Positive or Negative impact	Impact Description	Evaluation or justification
Age including financial, digital exclusion impacts	Positive	Adopting a 6-day approach to the market would mitigate the adverse impact of its otherwise excluding older people (many of whom are also disabled people) from fully accessing the centre on the rest day, with a positive impact from the current status quo.	Normal city centre access approaches would be implemented on the rest day. These approaches themselves could be improved, a roadmap of short medium and long-term measures was approved by Executive in March to develop these improvements, and does not form part of this decision.
Disability Including financial, digital exclusion impacts	Positive	Adopting a 6-day approach to the market would mitigate the adverse impact of its otherwise excluding disabled people from fully accessing the centre on the rest day, with a positive impact from the current status quo.	Normal city centre access approaches would be implemented on the rest day. These approaches themselves could be improved, a roadmap of short medium and long-term measures was approved by Executive in March to develop these improvements, and does not form part of this decision.
Gender	Neutral	No impacts identified	

Gender Reassignment Including Trans, Non-binary, Intersex	Neutral?	No impacts identified	
Marriage and civil partnership	Neutral	No impacts identified	
Pregnancy and maternity	Positive	Adopting a 6-day approach to the market would mitigate the adverse impact of its otherwise excluding this group from fully accessing the centre on the rest day, with a positive impact from the current status quo.	Normal city centre access approaches would be implemented on the rest day. These approaches themselves could be improved, a roadmap of short medium and long-term measures was approved by Executive in March to develop these improvements, and does not form part of this decision.
Race	Neutral	No impacts identified	
Religion and belief	Neutral	No impacts identified	
Sexual orientation	Neutral	No impacts identified	
Carers including financial, digital exclusion impacts	Positive	Adopting a 6-day approach to the market would mitigate the adverse impact of its otherwise excluding carers (who often care for disabled people or the elderly) from fully accessing the centre on the rest day, with a positive impact from the current status quo.	Normal city centre access approaches would be implemented on the rest day. These approaches themselves could be improved, a roadmap of short medium and long-term measures was approved by

			Executive in March to develop these improvements, and does not form part of this decision.
Low-income groups inc financial, digital exclusion impacts	Neutral	No impacts identified	
Veteran, armed forces community	Neutral	No impacts identified	
Those with experience of Care	Positive	Adopting a 6-day approach to the market would mitigate the adverse impact of its otherwise excluding those with experience of care (who are often also disabled people or the elderly) from fully accessing the centre on the rest day, with a positive impact from the current status quo.	Normal city centre access approaches would be implemented on the rest day. These approaches themselves could be improved, a roadmap of short medium and long-term measures was approved by Executive in March to develop these improvements, and does not form part of this decision.

## Step 4 – Gaps in data and knowledge

<b>4.1</b>	<b>What are the main gaps in information and understanding of the impact of your proposal?</b>		
	<p>When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities.</p> <p>Please indicate actions you will take to resolve this gap.</p> <p>As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.</p>		
	<b>Gaps in data or knowledge</b>	<b>Action to deal with this</b>	<b>Date resolved</b>
	Strategic and long term approach to accessibility and movement in city	Undertake Movement and Place study, to include in depth engagement and consultation with impacted communities.	TBC

## Step 5 - Maximising positive impacts

<b>5.1</b>	<b>What has been done to optimise opportunities to advance equality / human rights or foster good relations?</b>	
	<p>The proposed improvements have been developed with representatives of impacted communities, as part of an intended ongoing process of making to change to the city centre and how events are managed, in order to optimise accessibility and minimise any impacts. This is intended to be an ongoing process with engagement over the short medium and long term.</p>	

## Step 6 – Recommendations and conclusions of the assessment

6.1	<b>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision.</b>	
	<b>Important:</b> If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column. There are four main options you can take:	
	<b>No major change to the proposal</b>	The HREAT demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality / human rights and foster good relations, subject to continuing monitor and review.
	<b>Adjust the proposal</b>	The HREAT identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
	<b>Continue with the proposal (despite the potential for adverse impact)</b>	You should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations
	<b>Stop and remove the proposal</b>	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.

Option Selected	Conclusion / justifications
	No major change to the proposal

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

7.1	<b>What action, by whom, will be undertaken as a result of the impact assessment.</b>			
	List below the actions or mitigations that have been identified and who will be responsible to carrying them out. Add as many lines as you need.			
	<b>Impact / Issue</b>	<b>Actions to be taken</b>	<b>Person Responsible</b>	<b>Timescale</b>
	Accessibility of the city centre	Work with CYC Officers and disabled people in York on co-production and implementation of broader accessibility improvements	David Smith/ Ben Murphy	TBC

## Step 8 - Monitor, review and improve

8.1	<b>How will the impact of your proposal be monitored and improved upon going forward?</b>			
	Consider how will you identify the impact of activities on protected characteristics, other marginalised groups and human rights going forward? How will any learning and enhancements be capitalised on and embedded?			
	Assessment of the numbers of individuals accessing the city centre on rest days, through footfall monitoring and operation of Hostile Vehicle Measures.			



## Appendix

### Equity, Diversity & Inclusion (EDI): Protected characteristics

Under the public sector duties introduced by the Equality Act 2010 public bodies must have due regard for the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the act, such as the failure to make reasonable adjustments for disabled people
- Advance equality of opportunity between people who share a protected characteristic and those who do not
- Foster good relations between people who share a protected characteristic and those who do not

These duties relate to the nine protected characteristic groups defined by the Equality Act 2010 (outlined in the table below).

The Council recognises that a person's socio-economic background and whether they live in a rural or urban location can be important factors in determining fair access to services, employment and treatment. When carrying out analysis, you must also consider socio-economic issues and rural / urban location issues. In addition to the nine protected characteristic the HREAT includes the following equality groups:

- Carers
- Low income groups
- Veterans, armed forces community
- Experience of care/Other (other groups that are impacted)

### Human rights differ from equalities in two main ways:

- First, human rights apply to everyone and not just groups with protected characteristics.
- Second, they allow for the balancing of rights, priorities, and risks. Many rights are not absolute and can be limited or qualified in particular circumstances.

The following guidance identifies which rights are most likely to be engaged by proposals in certain policy areas. This doesn't mean that you should not consider whether other rights might be engaged.

## Three types of human rights

There are three types of human rights in the Human Rights Act:

- **Absolute rights** – cannot be breached in any circumstances e.g. right to life and to protection from torture and inhuman or degrading treatment.
- **Limited rights** – can only be restricted in specific situations e.g. a person can be deprived of their liberty if they are convicted of an offence and imprisoned.
- **Qualified rights** – human rights can be restricted if it is in the interests of the wider community or to protect other people’s rights e.g. freedom of movement and assembly were restricted during the Covid-19 pandemic in the interests of public health.

As limited and qualified rights are not absolute, they sometimes have to be balanced in decision making. In Table 1, absolute rights are indicated with an \*; limited rights with a \*\*; and qualified rights with a \*\*\*.

Right	Description <sup>1</sup>	Focus Area
<b>Right to life</b>	<p>Nobody, including the Government, can take someone’s life away. Public authorities must take appropriate measures to safeguard life including by protecting people whose life might be in danger.</p> <p>Public authorities should also consider the right to life when making decisions that might endanger or affect life expectancy.</p> <p>When public officials may be involved in an instance when someone died, public authorities must conduct an investigation.</p>	<ul style="list-style-type: none"> <li>• Benefits and money</li> <li>• Births, deaths and marriages</li> <li>• Children and families</li> <li>• Environment and animals</li> <li>• Health and social care</li> <li>• Housing</li> <li>• Planning and building</li> <li>• Waste and recycling</li> </ul>

<p><b>Freedom from torture and inhuman or degrading treatment</b></p>	<p>Torture consists in causing very serious and cruel physical or mental pain or suffering.</p> <p>Inhuman treatment or punishment is treatment which causes intense physical or mental suffering. Degrading treatment means treatment that is extremely humiliating and undignified.</p> <p>Inhuman or degrading treatment could include: serious physical assault; very severe detention conditions or restraints; serious physical or psychological abuse in a health or care setting.</p>	<ul style="list-style-type: none"> <li>• Children and families</li> <li>• Health and social care</li> </ul>
<p><b>Prohibition of slavery and forced labour</b></p>	<p>Slavery is when someone owns someone else like a piece of property.</p> <p>Servitude is when someone provides services to a person for no reward and is unable to stop due to coercion.</p> <p>Forced or compulsory labour is when someone is forced to do work to which they have not agreed to, under the threat of punishment.</p>	<ul style="list-style-type: none"> <li>• Children and families</li> <li>• Jobs, training and volunteering</li> <li>• People and communities</li> </ul>
<p><b>Right to liberty and security</b></p>	<p>It focuses on protecting individuals' freedom from unreasonable detention, as opposed to protecting personal safety. However, there is case law from other jurisdictions where this right also covers personal safety in conditions other than detention.</p> <p>Under the HRA 1998 and the ECHR, it means that no one can be imprisoned or detained without good reason.</p>	<ul style="list-style-type: none"> <li>• Health and social care</li> <li>• Housing</li> <li>• People and communities</li> </ul>

<b>Right to a fair trial</b>	<p>This right is triggered when someone is charged with a criminal offence and have to go to court, or a public authority is making a decision that has an impact on someone's civil rights or obligations.</p>	<ul style="list-style-type: none"> <li>• Environment and animals</li> <li>• Health and social care</li> <li>• People and communities</li> <li>• Streets, roads and pavements</li> </ul>
<b>No punishment without law</b>	<p>No one can be charged with a criminal offence for an action that was not a crime when it was committed.</p> <p>Public authorities must explain clearly what counts as a criminal offence so that people know when they are breaking the law.</p>	<ul style="list-style-type: none"> <li>• Environment and animals</li> <li>• People and communities</li> <li>• Streets, roads and pavements</li> </ul>
<b>Right to private and family life, home and correspondence</b>	<p>This includes one's right to determine their sexual orientation, lifestyle, and the way one looks and dresses. It also includes the right to control who sees and touches one's body. It further covers one's right to develop their personal identity and to forge friendships and other relationships, the right to participate in essential economic, social, cultural and leisure activities. In some circumstances, public authorities may need to facilitate the enjoyment of one's right to a private life, including their ability to participate in society.</p> <p>It also means that personal information about anyone (including official records, photographs, letters, diaries and medical records) should be kept securely and not shared without their permission, except in certain circumstances.</p>	<ul style="list-style-type: none"> <li>• Benefits and money</li> <li>• Births, deaths and marriages</li> <li>• Children and families</li> <li>• Health and social care</li> <li>• Jobs, training and volunteering</li> <li>• Parking and permits</li> <li>• Planning and building</li> <li>• Schools and education</li> <li>• Sports and leisure</li> </ul>
<b>Freedom of thought,</b>	<p>This may include the right to change religion or beliefs, the right to put one's thoughts and beliefs into action, for example by exercising the right to wear religious clothing,</p>	<ul style="list-style-type: none"> <li>• Business</li> <li>• Schools and education</li> </ul>

<b>conscience and belief</b>	<p>the right to talk about one's own beliefs or take part in religious worship. Public authorities cannot stop anyone from practising their religion, without very good reason.</p> <p>This right protects a wide range of non-religious beliefs including atheism, agnosticism, veganism and pacifism.</p>	
<b>Freedom of expression</b>	<p>This includes the right to express views aloud (for example through public protest and demonstrations) or through published articles, books or leaflets, television or radio broadcasting, works of art, the internet and social media. It further protects the right to receive information from other people by, for example, being part of an audience or reading a magazine.</p>	<ul style="list-style-type: none"> <li>• Business</li> <li>• Environment and animals</li> <li>• People and communities</li> <li>• Schools and education</li> <li>• Sports and leisure</li> </ul>
<b>Freedom of assembly and association</b>	<p>This encompasses the right to form and be part of a trade union, a political party or any another association or voluntary group. Nobody has the right to force anyone to join a protest, trade union, political party or another association.</p>	<ul style="list-style-type: none"> <li>• Environment and animals</li> <li>• Jobs, training and volunteering</li> <li>• People and communities</li> <li>• Travel and transport</li> <li>• Streets, roads and pavements</li> </ul>
<b>Right to marry and start a family</b>	<p>Right of men and women of marriageable age to marry and to start a family.</p>	<ul style="list-style-type: none"> <li>• Births, deaths and marriages</li> <li>• Children and families</li> </ul>
<b>Right to property</b>	<p>No public authority, without very good reason can take away one's property, which may include things like land, houses, objects, shares, licences, leases, patents, money, pensions and certain types of welfare benefits. This right applies to companies as well as individuals.</p>	<ul style="list-style-type: none"> <li>• Benefits and money</li> <li>• Business</li> <li>• Council tax</li> <li>• Environment and animals</li> <li>• Housing</li> <li>• Planning and building</li> <li>• Travel and transport</li> </ul>

		<ul style="list-style-type: none"> <li>• Streets, roads and pavements</li> <li>• Waste and recycling</li> </ul>
<b>Right to education</b>	<p>This right protects one's right to an effective education within the UK's existing educational institutions. It relates to primary, secondary, and higher education. Parents have a right to ensure that their religious and philosophical beliefs are respected during their children's education.</p>	<ul style="list-style-type: none"> <li>• Children and families</li> <li>• Environment and animals</li> <li>• Jobs, training and volunteering</li> <li>• People and communities</li> <li>• Schools and education</li> <li>• Sports and leisure</li> </ul>
<b>Right to free elections</b>	<p>Public authorities must support the right to free expression by holding free elections at reasonable intervals. These elections must enable anyone to vote in secret.</p>	<ul style="list-style-type: none"> <li>• Births, deaths and marriages</li> <li>• People and communities</li> </ul>
<b>Right to housing</b>	<p>Adequate housing must provide more than four walls and a roof. For housing to be adequate, it must, at a minimum, meet the following criteria:</p> <p>Security of tenure, that is legal protection against forced evictions, harassment and other threats; availability of services, materials, facilities and infrastructure; affordability, which means that housing is not adequate if its cost threatens or compromises the occupants' enjoyment of other human rights; Habitability, which relates to physical safety or adequate space, as well as protection against the cold, damp, heat, rain, wind, other threats to health and structural hazards; accessibility, in that it must accommodate the specific needs of disadvantaged and marginalised groups; location, which means that it must not be cut off from employment opportunities, health-care</p>	<ul style="list-style-type: none"> <li>• Benefits and money</li> <li>• Housing</li> <li>• People and communities</li> <li>• Planning and building</li> <li>• Waste and recycling</li> </ul>

	services, schools, childcare centres and other social facilities, or it must not be located in polluted or dangerous areas; cultural adequacy, which means that it must respect and take into account the expression of cultural identity.	
--	--	--

<sup>1</sup> The wording of each description box has been adapted from the following sources: [Equality and Human Rights Commission](#) or [British Institute for Human Rights](#).

This page is intentionally left blank



<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 April 2026
<b>Report of:</b>	Garry Taylor, Director of City Development
<b>Portfolio of:</b>	Councillor Michael Pavlovic, Executive Member for Housing, Planning and Safer Communities

## **Decision Report: Plan-making activity and Local Plan Review**

### **Subject of Report**

1. This paper sets out a revised and accelerated approach to refreshing York's Local Plan, responding to funding opportunities, national policy context, and placing the authority in the best position to shape our spatial development ambitions in the context of new regional functions - to deliver the change that best meets our community's needs.
2. The Local Plan review will set a refreshed vision and framework for the future development of the area in relation to housing, the economy, community facilities and infrastructure – as well as considering how to conserve and enhance the natural and historic environment, mitigate and adapt to climate change, and achieve well designed places.
3. York's Local Plan was adopted in February 2025. However, changes including to the plan making process and national growth targets mean that it must be refreshed. Making the change now will
  - Bring additional government funding of £108k against the total estimated cost of £1.8m to support for the process.
  - Best place us to optimise community benefits.

- Ensure growth happens at the scale and in the places that can best meet community needs.
  - Support infrastructure including transport, schools and health that must be planned, funded and delivered aligning with existing allocations.
  - Ensure we are not exposed to pressure for less well planned and lower quality outcomes for the City that are likely not optimising existing and planned infrastructure across schools, health, roads and transport.
4. To meet these objectives, the report presents a Plan-making Activity Schedule (Annex A) for the Council from April 2026, superseding previous versions of the Local Development Scheme.
  5. As part of this schedule, it includes starting a new Local Plan aligned to the new plan-making system from summer 2026 with a recommendation to formally initiate and notify of this intention by June 2026.
  6. This paper also presents the final Statement of Community Involvement (Annex C) for adoption, which sets out how we will notify and work with the community throughout the preparation of plans and through decision-making for applications.

## **Benefits and Challenges**

7. York is operating within a rapidly changing policy, economic, social, and environmental context. National reforms to the planning system, regional strategies through the York and North Yorkshire Combined Authority, and evolving expectations on a complex range of issues require the Council to maintain an up-to-date spatial framework. Our local policy will be able to set an effective spatial response that optimises benefits for communities.
8. A timely review enables York to:
  - Align with national housing and economic growth objectives.
  - Integrate regional strategies, including the forthcoming Spatial Development Strategy.
  - Ensure delivery of infrastructure that supports sustainable and inclusive growth.
  - Embed the city's 10-year strategic vision within the statutory planning framework.

9. The schedule (Annex A) sets a clear work programme for these plan-making priorities. Maintaining an up-to-date Local Plan timetable is a statutory requirement; The updated schedule consequently delivers on this statutory duty. Against this, plan-making progress can be monitored, and an effective project-based delivery plan can be implemented, including consideration for resourcing. Since the Interim LDS (April 2025) we have:
  - successfully delivered the Community Infrastructure Levy, which came into force on 1 February 2026
  - Published a Validation List to support submissions of planning applications
  - Delivered to adoption 2 Neighbourhood Plans.
10. The new Schedule considers the outstanding aspects of implementation of our adopted Local Plan and builds in a Local Plan review from summer 2026. Initiating this early review is an opportunity to ensure York is strategically aligned and that local policy is responding appropriately. We will be able to embed the city's 10-Year Strategic vision and refresh our spatial approach and programme for the area. It will use adopted strategies and growth ambitions to inform how spatial planning policy can enable the delivery of our wider city vision agreed with partners before these become out of date. A refreshed plan and evidence base will also review and pay careful attention to providing an adequate supply of land to meet our growth ambitions and residents' needs, identifying what infrastructure is required, and how it can be funded and brought forward in the most efficient manner which drives most community benefits.
11. The Local Plan and the site allocations it contains, is a core part of the York Prospectus, and a refreshed Local Plan will allow us to fully embed the approaches and deliverables. We know, from undertaking an economic and social value assessment, that the value added as a result of supporting growth and economic development is £12.1bn from the prospectus alone.
12. Whilst new legislation removes the ability to adopt 'Supplementary Planning Documents (SPDs)', the introduction of 'Supplementary Plans' gives the potential to bring forward design policy or site allocations outside the local plan cycle. The Schedule provisionally includes a Supplementary Plan for Gypsy and Traveller provision, which could include reviewing allocations in the current plan. This could support decisions made in March 2024 regarding the

identification and benchmarking of alternative sites ahead of adoption of the next Local Plan.

13. Additionally, to maximise the value of work to date and best shape development, we recommend the suite of prioritised SPDs underway is converted into helpful non-statutory guidance. This will form a material consideration in decision-making and could remain agile should it need to be updated in response to changing legislative requirements ahead of the new plan coming into force.
14. A key challenge for programming is that the national policy landscape has changed significantly and timescales for plan-production are now set in legislation. Consequently, resourcing is a key challenge and a cross-directorate consideration. Sufficient resourcing and capacity are necessary to facilitate the effective delivery of a robust new plan. It should be noted that following the initiation of plan production, the Secretary of State (SoS) has legal powers to intervene where Local Planning Authorities (LPAs) fail to make adequate progress or where a draft plan is considered unsatisfactory. This risk can be mitigated through technical expertise and maintaining an up-to-date LDS that accurately reflects the stages and deadlines of plan preparation.
15. The revised Statement of Community Involvement (SCI) (Annex C) reflects comments received through consultation in 2025 and the requirements of the new planning system, in order to give communities the best chances to shape proposals. For plan-making activities, a bespoke consultation strategy is required. This approach is flexible to allow for changes through the process should requirements change over time ensuring a robust and collaborative approach to engagement.

## **Policy Basis for Decision**

### **National legislation**

16. The plan-making activities set out in Annex A must accord with the following legislation:
  - Planning and Compulsory Purchase Act 2004 (as amended)
  - Planning Act 2008
  - Localism Act 2011
  - Levelling Up and Regeneration Act 2023 (LURA 2023)
  - Planning and Infrastructure Act (PIA) 2025

- Town and Country Planning (Local Planning) (England) Regulations 2026
  - The Neighbourhood Planning (General) Regulations 2012
  - The Neighbourhood Planning (Referendums) Regulations 2012
  - The Community Infrastructure Levy Regulations 2010 (as amended)
17. A new National Planning Policy Framework expected in summer 2026 will provide the overarching policy context, with local plans expected to avoid duplication of national policy. This will dictate the content of new plans.

### **Local policy and strategic framework**

18. Since the preparation of the adopted Local Plan (2012-2018), there has been significant city-wide strategy development in York, articulated in the city's collective vision set out in 'York 2032: The 10-Year Plan'. The refreshed Local Plan must reflect the city's strategic ambitions as articulated in York 2032 and related strategies on climate change, the economy, health and wellbeing, transport, skills and culture. The plan will provide a coherent basis for delivering sustainable development across the city. All of the above need to shape the development plan for the city.
19. It is anticipated that as plan-making will continue to cover a broad range of issues, it will have a positive effect on ensuring the city develops spatially in a high-quality and sustainable way that corresponds to local ambitions. This can be articulated more fully through the development of the local plan review and any new neighbourhood plans.

### **Council Plan**

20. The plan-making programme supports the Council Plan priorities of equalities, affordability, climate action and population health. Detailed alignment will be demonstrated in future reports on specific plan-making stages.

## **Financial Strategy Implications**

21. The development of a new local plan gives rise to significant resource requirements. The costs are likely to be spread across the timetable for production between 2026-2030, fitting with the government's timetable for production of a new local plan, subject to members agreement to progress this year. Currently it is

anticipated that c£1.8m is required over the period 2026/27-2029/30 to fund:

- Additional staffing capacity
  - Supplies and services such as consultant led evidence production and Planning Inspectorate costs
  - Consultation and engagement
  - Legal support
22. Grant funding from the Government has been made available for new-plan-making, contingent to agreeing to meet key milestones in 2026; this is formal notification being announced by June 2026 and Gateway 1 completed by 31 October 2026. MHCLG has confirmed CYC will receive £108.5k to support plan-making in York. MHCLG is to confirm arrangements in due course should the timetable not be met; consequently, there is a risk of clawback of the funding if we do not meet the key milestones.
23. Further funding is necessary to facilitate the programme of plan-making activity. This is particularly required to allow concurrent action to facilitate development plans documents locally and regionally and specifically in relation to enabling production of a new Local Plan for York, inclusive of a refresh of the evidence base. The Council will also be working with North Yorkshire Council and YNYCA to co-commission evidence. There may also be further opportunity for grant funding which will be pursued should this become available.
24. Securing the funding would support meeting the requirements of the first statutory Gateway (1), which requires demonstration that *“we have a robust approach to manage, govern, resource and finance the preparation of the plan that supports the delivery of the local Plan timetable”*<sup>1</sup>.

## Recommendation and Reasons

25. Executive is recommended to:
- i. Approve and publish the Plan-Making Activity Schedule, inclusive of the Local Plan Timetable (Annex A)

---

<sup>1</sup> MHCLG: [readiness checker for gateway 1](#)

- ii. Approve formal notification of plan-making by June 2026 with delegated authority to the Director of City Development to issue the notification;
- iii. Approve the Statement of Community Involvement (Annex C)

Reason: To enable the Council to benefit from government funding for local planning authorities that commit to start their local plans by 30 June 2026 and complete Gateway 1 by 31 October 2026 in accordance with the requirements of the Town and Country Planning (Local Planning) Regulations 2026 and legislative framework.

- iv. Delegate authority to the Director of City Development, in consultation with the Member for Housing, Planning & Safer Communities:
  - a. To approve and update, when necessary, a Local Plan Consultation and Engagement Strategy;
  - b. To approve updates to the Local Plan timetable, when necessary;
  - c. To approve and publish the statutory ‘scoping stage’ consultation;
  - d. To approve, publish and submit the required documents and statements for statutory Gateways 1, 2 and 3;
  - e. To approve all evidence documents, reports and supporting data and analysis for publication;
  - f. To formally submit the proposed City of York Local Plan for Independent Examination once Gateway 3 is successfully completed.

Reason: To ensure the efficient delivery of the local plan programme and timely decision-making during the 30 months preparation period and its submission following completion of the formal stages of preparation.

- v. Authorise Officers to prepare a work programme for discussing Local Plan preparation at Planning Policy Advisory Group

- vi. Instruct Officers to report to Executive for approval on the proposed Local Plan content and evidence for statutory consultations during the 30-month preparation period.

**Reason:** To ensure detailed political oversight and consideration at key stages of the local plan programme.

- vii. Delegate approval of consultation strategies for non-statutory guidance to the Director of City Development.

**Reason:** To continue effective implementation of the adopted Local Plan (2025)

## **Background**

### **New planning system**

26. The Levelling Up and Regeneration Act 2023 and the Planning and Infrastructure Act 2025 introduce a reformed, faster system for preparing local plans, including mandatory statutory Gateways and a 30-month timetable triggered at Gateway 1 (see Annex B for detail).
27. While the Council may delay initiation until 2029, doing so would risk outdated policies, reduced weight in decision-making, misalignment with neighbouring authority plans and the strategic vision set for York to 2032 as well as potential loss of government funding.

### **National Planning Policy Framework Consultation 2026**

28. The National Planning Policy Framework (NPPF) sets out the UK Government's overarching planning policies for England and explains how these must be applied in both plan-making and decision-taking. It provides a national framework within which local planning authorities prepare Local Plans and determine planning applications, ensuring that growth and development occur in a sustainable, plan-led manner. The NPPF emphasises that up-to-date Local Plans are essential, and planning law requires that decisions be made in accordance with these plans unless material considerations indicate otherwise.
29. A revised NPPF has been consulted upon and will align with the new regulatory system. Local policies will need to be scoped

carefully to avoid duplication of national content. The new NPPF is expected for release with immediate implementation in Summer 2026.

### Supplementary Planning Documents

30. The announcement that SPDs should not be pursued post 30 June 2026 limits the capacity to continuing drafting those prioritised previously by Executive. To maintain clarity and support decision making, officers propose:
  - Production of non-statutory guidance.
  - Signposting to national guidance.
  - Continued use of pre-application and design review processes.
31. To ensure opportunity for comment, targeted consultation can be undertaken with interested parties and the guidance, where considered necessary, can be taken to be agreed via an Executive Member Decision Session. This should ensure material weight through the decision-making process.

### Statement of Community Involvement

32. In March 2024, an Executive decision<sup>2</sup> was made to consult on an updated Statement of Community Involvement (SCI). The previous SCI was adopted in 2007 and was supplemented by an update in 2020 to cover the restrictions introduced by the Covid pandemic regulations.
33. The SCI has been updated to reflect modern consultation practices, including digital engagement, and to accommodate new legislative requirements. Public consultation was undertaken in late 2025, and feedback has been incorporated into the final version. The recommended approach in the revised SCI (Annex C) builds in flexibility to allow for new and emerging technologies, and different ways of working, to be considered, as necessary.

### Consultation Analysis

### Statement of Community Involvement

34. Consultation on a draft SCI ran for 8 weeks between 15 October 2025 and 10 December 2025. While there is no requirement to consult on a review of the SCI, best practice suggests that

---

<sup>2</sup> <https://democracy.york.gov.uk/ieDecisionDetails.aspx?AllId=67005>

consultation is beneficial to ensure transparency of the plan-making and decision-making process. Annex D sets out our consultation statement reporting on the process and outcomes of the consultation.

### **New plan-making activity**

35. Internal consultation has been undertaken with senior officers and technical specialists to shape the revised Plan-making Activity Timetable.

## **Options Analysis and Evidential Basis**

### **Plan-making Activity Schedule**

36. Options for the Plan-making Activity Schedule are:
- i. To approve and publish the Plan-making Activity Schedule (Annex A)
  - ii. To amend the Plan-making Activity Schedule with delegated authority to the Director of City Development in conjunction with the Executive Member for Housing, Planning and Safer Communities for publishing.
37. Option (i) to approve the timetable of plan-making in the Local development Scheme (Annex A) is recommended as it reflects consideration for the new plan-making system and the recommendations to take forward option (iii) and (vi) (see below).
38. Whilst option (ii) to amend the Local development Scheme is not recommended, should different decisions be made in relation to the contents included, this option could be taken forward. Delegated authority to the Director of City Development is recommended as part of this option to ensure expedient publishing of any alternative timetable.

### **Considering a Local Plan Review**

39. Options for commencing a new Local Plan are:
- iii. Whether to initiate a new Local Plan by summer 2026 by way of a formal notice;

- iv. To delay initiation of a new Local Plan to a later date (no later than October 2029);
  - v. To delegate authority to the Director of City Development in consultation with the Executive Member for Housing, Planning and Safer Communities preparation of the Local Plan and publishing of relevant evidence as well as submission of necessary documentation for each statutory gateway.
  - vi. For Members to consider the content of prepared plans prior to consultation.
  - vii. Alternative delegations to options v and vi.
40. Options (iii)-(vii) have been considered to inform the content of the LDS and timetable therein, particularly in relation to the changes taking place in the planning system. Option (iii) is recommended to initiate a new Local Plan to ensure it is up-to-date and relevant against contemporary policy, including the YNYCA Spatial Development Strategy (pending commencement).
41. The Council could choose to wait to commence plan making to the 5-year statutory deadline for commencement (up until October 2029). However, whilst pragmatic changes were made to the adopted plan during the Examination, it was examined against the 2012 NPPF and significant legislative and national policy have taken place. We also know that there will be limited weight attributed to current adopted policy where it is inconsistent with the introduction of the new NPPF, which may impact decision-making. Delay could also mean we would be unable to respond effectively to regional strategy, and we may not be able to draw down funding currently offered for early commencement; there is no guarantee of future funding for new plans. For these reasons, option (iv) is not recommended.
42. Options (v) and (vi) are recommended to ensure that timely progress can be made against key milestones to ensure alignment with the new Planning regulations. To ensure political oversight, preparation decisions are recommended to be made in consultation with the relevant Executive Member(s) and for consultation versions of the Local Plan to be brought before Executive. Alternatively, Option (vii) would allow for alternative consideration for decision-making.

## Supplementary Planning Documents

43. Options considered for Supplementary Planning Documents are:
- viii. To continue production of Supplementary Planning documents
  - ix. To halt SPD production in favour of non-statutory guidance.
44. It is also recommended that option (ix) is taken forward to allow continued guidance to support the adopted local plan (2025) to be implemented effectively. The announcement that SPDs should not be pursued post 30 June 2026 limits the capacity to continuing drafting and would likely mean adopting the documents post the June deadline set by the Government. The background section of the report identifies alternatives to publishing SPDs which would still have material weight for decision-making. On this basis, Option (viii) is not recommended.

## Statement of Community Involvement

45. Options considered for the SCI are:
- x. To approve the updated Statement of Community Involvement (SCI)
  - xi. To not publish the updated Statement of SCI
46. The SCI has been subject to external consultation and builds in flexibility to allow consideration for changes in regulatory duty as well as consultation methods. It also updates practices for consultation during the decision-making process. Consequently, option (x) is recommended. This will also allow the SCI to form part of the supporting evidence for new plan-making, aligned to the requirements of the new planning system.

## Organisational Impact and Implications

47. **Financial:** If Members approve the development of the new local plan, the Council will need to ensure sufficient funding is available to resource the development of a new local plan in line with statutory requirements.
48. The estimated cost (£1.8m) takes into account expected inflation over the next three years, as well as assumptions about the level

of evidence required and the duration of examination periods. These factors may change, which could affect the overall cost.

49. One off funding, largely held in reserves, has been set aside to fund the work over the next 3 years and where external funding is made available it will be sought to reduce the financial burden on the Council.
50. Funding was previously awarded for the production of the Climate Change (sustainable design and construction) SPD. There is c.£20k remaining funds which could be transferred, with agreement, to support local plan making.
51. There are no financial implications in relation to Neighbourhood Planning. LPAs can claim grant funding from government to cover their statutory Neighbourhood Planning duties. These duties include providing advice/assistance, arranging examinations and running referendums and is currently set at £20k per plan.
52. Activity relating to the production of non-statutory guidance and Community Infrastructure Levy (CIL) are to be delivered within existing capacity and resources.
53. **Human Resources (HR):** The additional required capacity identified in the report will be established and resourced in accordance with Council Policy.
54. **Legal:** Preparing and updating local plans is a statutory duty. The duty is established through the Planning and Compulsory Purchase Act (as amended) and reinforced by national policy. Failure to progress a local plan in a timely manner can expose the authority to increased planning risk, including the weight being afforded to existing policies and greater vulnerability to speculative development. The new legislative framework for plan making is set out in Annex B to this report.
55. **Procurement:** Whilst there are no direct procurement implications relating to report itself, it is likely that new plan-making activity will require procurement. Where this is the case, 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.

56. **Health and Wellbeing:** The Local Plan review will be positive for the health of the city, giving more scope to consider healthy placemaking and embed this in local policy. This should reflect the wider determinants of health, which are a diverse range of social, economic and environmental factors which influence people's mental and physical health. Systematic variation in these factors constitutes social inequality, an important driver of health inequalities in York which lead to around an 11 year gap in life expectancy. The quality of the built and natural environment such as air quality, the quality of green spaces and housing quality impact significantly on health.
57. Whilst a Healthy Placemaking SPD was in development, we note this will now likely be translated into non-statutory guidance which will aim to further articulate healthy planning policy for the city.
58. Additionally, Section 106 and future CIL contributions from developers can have positive health and wellbeing benefit, through things like Affordable housing, Transport/highways and sustainable travel, Education, Health care, Sport, recreation and open space, and ecology. To help us achieve the council plan 2023 to 2027 – One City for All developer contributions should be considered in the context of wider determinants of health.
59. **Environment and Climate action:** The Local Plan review will continue to consider a delivery plan for meeting sustainable development objectives and conserving its environmental assets. We note that the regulatory regime will require an environmental output report and a Strategic Environmental Assessment to consider and assess the impacts of the approach.
60. **Affordability:** The Local Plan Review and its supporting evidence base is critical to review our housing need, unlock availability and support the delivery of a pipeline of more affordable housing for those living and working in the city. It will therefore improve opportunity for those with lower incomes and their families.
61. **Equalities and Human Rights:** An EIA has been produced and is attached at Annex E. There are no identified adverse effects as a result of this report. It is noted that further EIA will be produced alongside future documents.
62. **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.

63. **Communications:** Communications, consultation and engagement is a statutory stage of plan-making which will help to ensure partners, businesses, communities and residents are given the opportunity to provide feedback on all documents outlined and to be involved in the development of the plans set out in the schedule at Annex A. The approach set in the SCI will ensure a structure communication and engagement plan is agreed for each plan-making process.
64. **Economy:** The plan will underpin long-term economic growth. The production of planning policy guidance is considered to support the economic ambitions for the city and quality decision-making relevant to employment opportunities.

## Risks and Mitigations

65. The following risks and mitigations have been identified:

	Risk Description	Risk Rating	Mitigation
R1	Slippage in the project programme causing delays to evidence, drafting or statutory stages.	Red	Maintain detailed project plan and critical path; conduct regular programme reviews; commission technical evidence early.
R2	Changes to national planning policy requiring amendments to approach, evidence or timetable.	Red	Monitor national policy announcements; build timetable flexibility; prepare rapid impact assessments on new guidance.
R3	Evidence base incomplete, delayed, or becoming out of date, risking challenge.	Red	Commission studies early; ensure robust quality assurance and peer review; update key evidence on a rolling basis.
R4	Technical evidence (transport, viability, housing need etc.) disputed by stakeholders.	Amber	Use reputable consultants; apply transparent methodologies; engage stakeholders early; clearly document assumptions.

R5	Low participation or poor-quality engagement affecting representativeness of consultation.	Amber	Use a wide range of engagement channels; target under-represented groups; provide clear accessible consultation materials.
R6	<b>High-level objections from statutory bodies or authorities as part of effective cooperation.</b>	Red	<b>Maintain regular liaison meetings; share drafts early; record actions in a statutory consultation log; escalate unresolved issues early.</b>
R7	Failure to meet statutory/legal requirements (SEA/SA, HRA, EqIA, consultation).	Amber	Maintain compliance checklists; obtain legal review at key stages; document statutory steps thoroughly.
R8	<b>Insufficient staff capacity or skills affecting quality and programme.</b>	Red	<b>Plan workloads clearly; supplement with consultants; secure required budget; implement staff retention and recruitment measures.</b>
R9	Budget constraints limiting ability to commission evidence, undertake engagement or progress effectively through examination .	Amber	Early cost planning; regular budget monitoring; prioritise essential evidence; use procurement frameworks.
R10	External economic or political shifts affecting deliverability of the preferred strategy.	Amber	Monitor economic/political indicators; use scenario planning; draft flexible policy wording that can adapt to conditions.
R11	Environmental constraints or infrastructure dependencies affecting spatial options.	Amber	Early liaison with infrastructure providers; integrate climate adaptation evidence; review mitigation strategies regularly.

## Wards Impacted

66. No direct implication for Wards. Documents outlined in the timetable will be applicable to all Wards.

## Contact details

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

**Author**

<b>Name:</b>	Alison Cooke
<b>Job Title:</b>	Head of Strategic Planning Policy
<b>Service Area:</b>	Strategic Planning Policy, City Development
<b>Telephone:</b>	01904 551467
<b>Report approved:</b>	Yes
<b>Date:</b>	31/03/2026

**Co-author**

<b>Name:</b>	Ben Murphy
<b>Job Title:</b>	Head of City Development
<b>Service Area:</b>	City Development
<b>Report approved:</b>	Yes
<b>Date:</b>	31/03/2026

**Background papers**

- Executive April 2025: [Decision - Local Development Scheme](#)
- [Executive Decision 12/09/2024](#) – Prioritising Supplementary Planning Documents
- Executive November 2025: [Agenda item - Community Infrastructure Levy](#) 04/11/2025.

External

MHCLG: [The Town and Country Planning \(Local Plans\) Regulation 2026](#)

MHCLG: [New local plan-making system roadmap](#), including:

- [30-month local plan process: an overview](#)
- [Getting ready to prepare a new plan](#)
- [Give notice of your plan-making](#)
- [Gathering baselining information to prepare your new plan](#)

[National Planning Policy Framework: proposed reforms and other changes to the planning system - GOV.UK](#)

**Annexes**

- Annex A: Plan-making Activity Schedule
- Annex B: Overview of Legislative changes
- Annex C: Statement of Community Involvement (SCI)
- Annex D: Statement of Community Involvement Consultation Statement.
- Annex E: Equalities Impact Assessment (EIA)

This page is intentionally left blank



# Plan-making Activity Schedule

April 2026

**Contents**

<b>1</b>	<b>INTRODUCTION.....</b>	<b>1</b>
<b>2</b>	<b>THE DEVELOPMENT PLAN FOR THE CITY OF YORK.....</b>	<b>2</b>
<b>3</b>	<b>FUTURE LOCAL PLAN PLAN-MAKING .....</b>	<b>5</b>
<b>4</b>	<b>PROGRAMME MANAGEMENT AND REPORTING .....</b>	<b>12</b>
<b>5</b>	<b>REVIEW .....</b>	<b>12</b>
<b>6</b>	<b>FURTHER INFORMATION.....</b>	<b>12</b>

## 1 Introduction

1.1 This schedule covers the following documents:

- Implementation of the City of York Local Plan 2017-2033 (adopted February 2025)
- Local Plan Review
- The Community Infrastructure Levy (CIL) Charging Schedule
- Neighbourhood Plans
- York and North Yorkshire combined authority Spatial Development Strategy
- Statement of Community Involvement

### **Legislative Background**

1.2 Previously, the Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011) introduced the requirement for local planning authorities to prepare and maintain a Local Development Scheme (LDS). The requirement for an LDS was to set out a timetable for the production of new or revised Development Plan Documents (such as a Local Plan) by the local council.

1.3 The Town and Country Planning (Local Planning) Regulations 2026 achieved royal assent on 5 March 2026 and come into force for plan-making from 25 March 2026. As part of this, a Local Plan Timetable is required to set out how an authority will meet the plan-making procedures set out.

1.4 Whilst LDS's are no longer formally required, there is much concurrent plan-making activity taking place. This Activity Schedule therefore sets out a planning work programme for the Council with indicative timeframes for plan production. It will be reviewed as necessary to keep it up to date.

## 2 The Development Plan for the City of York

### Regional Spatial Strategy (RSS)

- 2.1 Whilst the Regional Strategy for Yorkshire and Humber has otherwise been revoked, its York Green Belt policies have been saved together with the key diagram which illustrates those policies and the general extent of the Green Belt around York. Following the adoption of the City of York Local Plan these policies now carry very little weight as the Plan identifies the detailed Green belt boundaries as required by RSS policy.

### Minerals and Waste Joint Plan (North Yorkshire County Council, North York Moors National Park Authority and City of York Council) (2022)

- 2.2 Following the receipt of the Inspectors Report and Appendix of Main Modifications on 4 February 2022, each of the three Authorities progressed the Plan to adoption.
- 2.3 North Yorkshire County Council adopted the Plan on 16 February 2022 and North York Moors National Park Authority adopted the plan on 21 March 2022.
- 2.4 The City of York Council agreed to adopt the Minerals and Waste Joint Plan at its Full Council meeting on 27 April 2022.
- 2.5 Annual review of the MWJP is underway. It is anticipated that a review of the plan will be required to commence by 2027, within the required 5 year review period. This timetable will be updated in due course.

### City of York Local Plan (2025)

- 2.6 The City of York Council Local Plan was adopted by Full Council on 27 February 2025.
- 2.7 The Local Plan was submitted to the Secretary of State for independent examination in 2018. Five phases of Examination in Public (EiP) took place between 2019 to 2024. Formal consultation on the proposed modifications to the Plan took place in Spring 2023 with an additional main modifications consultation for Policy H5: Gypsies and Travellers in summer 2024.
- 2.8 The Local Plan was prepared in compliance with Planning and Compulsory Purchase Act (2008, as amended) and the National Planning Policy Framework<sup>1</sup>. Consultation on the proposed Main Modifications was compliant with Regulation 19 of the Planning and Compulsory Purchase Act 2004<sup>2</sup> and the adopted Statement of Community Involvement (2007).

---

<sup>1</sup> Under transitional arrangements against NPPF 2012 as per para 241 of the NPPF (2024).

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>2</sup> <https://www.legislation.gov.uk/ukpga/2004/5/section/19>

**Implementing the adopted Local Plan**

- 2.9 There were three key strands of activity to effectively implement the Local Plan which are set out in Table 1. This includes: Supplementary Planning Documents (SPDs), Community Infrastructure Levy (CIL) and a Validation List, as follows:

***Validation Checklist***

- 2.10 A Validation Checklist helps people understand what information they need to include when applying for planning permission. It makes sure planning applications are complete and clear, so that decisions can be made efficiently and consistently. Without a checklist, the process can be delayed. Some requirements are set by the government, but local councils can also add their own to meet local needs and reflect local planning policies.
- 2.11 Public consultation was held on the list in Autumn/Winter 2025. This was subsequently published in February 2026<sup>3</sup>.

***Supplementary Planning Documents***

- 2.12 Supplementary Planning Documents (SPDs) were designed to provide additional advice and guidance on policies contained within a Local Plan. A decision to prioritise and progress SPDs outlined in the adopted Local Plan was made by Executive in September 2024.
- 2.13 However, provision was not made in the Levelling Up and Regeneration Act 2023 for SPDs to be retained as part of the plan-making process. The Town and Country Planning Regulations (Local Plan) Regulations 2026 states under transitional arrangements that after 30 June 2026 planning authorities will no longer be able to adopt SPDs.
- 2.14 We are now progressing non-statutory guidance rather than the previously agreed SPDs to concentrate on production of planning guidance notes alongside signposting to relevant existing information and preparation of new evidence base documents to support future plan-making.

***Community Infrastructure Levy (CIL)***

- 2.15 The Planning Act 2008 (as amended) and the Community Infrastructure Levy (CIL) Regulations 2010 (as amended) provide the powers for local planning authorities, or “charging authorities”, to choose to develop and charge a CIL on development in their area. It also sets out the legal tests on the use of S106 planning obligations.

---

<sup>3</sup> <https://www.york.gov.uk/downloads/file/2748/validation-requirements-list>

- 2.16 Alongside the Local Plan, a draft CIL Charging Schedule was developed. Formal consultation on the Charging Schedule took place in Spring 2023 and further consultation on revisions to the Charging Schedule took place in December 2023 – January 2024. A modifications consultation took place in Summer 2025 alongside submission for independent examination. The examination hearing took place in September 2025 and, following receipt of the Examiner’s Report<sup>4</sup> in October 2025, the City of York CIL Charging Schedule was adopted by Council<sup>5</sup> on 6 November 2025 with implementation taking place from 1 February 2026.
- 2.17 The work programme around CIL has now moved on to implementation with work concentrated on identifying how the CIL pots will be assigned in accordance with the Regulations. Following this, projects will be identified, and prioritised, at both strategic and more localised levels.
- 2.18 Please refer to Table 1 for the intended work programme.

### **Neighbourhood Plans**

- 2.19 Neighbourhood Plans offer local communities (via a Neighbourhood Forum or Parish Council) the opportunity to prepare locally specific policies in conformity with the Local Plan. A neighbourhood plan attains the same legal status as the Local Plan once it has been agreed at a referendum and is ‘made’ by the local planning authority (i.e. brought into legal force following an independent Examination); it becomes part of the Development Plan for the authority.
- 2.20 Neighbourhood Plans are developed in accordance with the Localism Act 2011<sup>6</sup>, Neighbourhood Planning (General) Regulations 2012<sup>7</sup> and the Neighbourhood Planning (Referendum) Regulations 2012 (as amended)<sup>8</sup>. Under the Town and Country Planning Act 1990 (as amended), the Council has a statutory duty to assist communities in the preparation of neighbourhood development plans and orders and to take plans through a process of examination and referendum.
- 2.21 The current state of Neighbourhood Plans in York in summary is as follows:
- 6 Neighbourhood Plans have been formally ‘made’:
    - Earswick Neighbourhood Plan – June 2019
    - Huntington Neighbourhood Plan – July 2021
    - Minster Precinct Neighbourhood Plan – June 2022
    - Rufforth and Knapton Neighbourhood Plan – December 2018
    - Strensall with Towthorpe Neighbourhood Plan – June 2023

---

<sup>4</sup> <https://www.york.gov.uk/downloads/file/10568/city-of-york-cil-cs-examiner-report-221025>

<sup>5</sup> <https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MIId=15461&Ver=4>

<sup>6</sup> <https://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>

<sup>7</sup> <https://www.legislation.gov.uk/uksi/2012/637/contents>

<sup>8</sup> <https://www.legislation.gov.uk/uksi/2012/2031/contents>

- Upper and Nether Poppleton Neighbourhood Plan – October 2017
  - Murton Neighbourhood Plan – September 2025
  - Copmanthorpe Neighbourhood Plan – December 2025
- 2.22 Three neighbourhood plans are currently being actively progressed by Parish Councils:
- Dunnington Parish Council is preparing a plan;.
  - Heslington Neighbourhood Plan is currently being consulted on (Regulation 14 stage).
  - Heworth Without Parish Council have recently had their neighbourhood area approved and are at the very early stages of preparing a neighbourhood plan.
- 2.23 Neighbourhood Plans ‘made’ ahead of the Local Plan worked to ensure strategic conformity to align with the emerging Local Plan; this was addressed through their examination process. Now that the Local Plan is adopted, Officers are working with Parish Councils/ Neighbourhood Forums to ensure the policy position is clear and that their policies remain up-to-date. Once the revised NPPF is published (anticipated summer 2026), any changes impacting neighbourhood plans, either adopted or in development, will also be relayed to Parish Council/ Neighbourhood Forums. These changes in the local and national policy landscape may require a review of adopted neighbourhood plans in due course.
- 2.24 Table 4 sets out the projected Neighbourhood Planning timetable.

### **3 Future Local Plan plan-making**

- 3.1 Work on a revised/ new Local Plan will take place under the new plan making system secured by the Levelling Up and Regeneration Act 2023 (LURA). The Town and Country Planning (Local Plan) Regulations 2026 (released March 2026) provide the governing regulations for the new system of plan-making. The Government have released supporting guidance to create a new Local Plan (November 2026); it is anticipated this will be refreshed to align with the new regulations where necessary.
- 3.2 Authorities looking to begin a plan under the new system are recommended to use the guidance available on the government webpages. This includes the following, which broadly follow the details previously consulted on in the July 2023 consultation on the LURA:
- <https://www.gov.uk/government/collections/create-or-update-a-local-plan-using-the-new-system>
  - MHCLG: [New local plan-making system roadmap](#), including:
    - [30-month local plan process: an overview](#)
    - [Getting ready to prepare a new plan](#)
    - [Give notice of your plan-making](#)
    - [Gathering baselining information to prepare your new plan](#)

3.3 The broad timetable proposed consists of:

- A 4 month notice period before starting plan making. This would consist of a scoping and early participation stage.
- The formal plan making stage would run for months 1-23 and consist of visioning, evidence gathering, engagement and submission of the plan.
- Months 24-30 would then be examination and adoption. It is expected that the examination takes place within the 30 month period.

3.4 An indicative timetable for this has been proposed at Table 2.

3.5 Subject to progression on the new Local Plan, development of a Supplementary Plan identifying Gypsy and Traveller site allocations may be brought forward ahead of the new Local Plan. An indicative timetable for this has been proposed at Table 3.

## **4 York and North Yorkshire Spatial Development Strategy**

4.1 The York and North Yorkshire Combined Authority (YNYCA) will be responsible for producing the Spatial Development Strategies (SDSs). SDSs are high-level strategic plans that set out policies for on how places should grow, covering issues that cross local boundaries.

4.2 CYC will have a pivotal role informing the SDS and will need to ensure the regional requirements are translated into the local policy framework. Effective collaboration across the YNYCA will be necessary and will include the co-commissioning of agreed evidence base. This will be undertaken concurrent with the production of York's Local Plan Review.

## **5 Statement of Community Involvement**

5.1 A Statement of Community Involvement (SCI) sets out the processes by which the community will be engaged in consultation on each type of document and at every stage of its preparation. The SCI also sets out how the community will engage in the consideration of major development management decisions.

A decision was made at Executive on 14 March 2024<sup>9</sup> to update the SCI and take the updated SCI out for consultation. Public consultation was undertaken in Autumn 2025. It is anticipated that the revised SCI will be adopted in April 2026. Revisions have been made following the consultation, and in line with information currently available, to ensure that the SCI conforms with the requirements for consultation in the new plan-making process. Please refer to Table 2.1d for the intended work programme.

---

<sup>9</sup> Executive Decision - Statement of Community Involvement update  
<https://democracy.york.gov.uk/ieDecisionDetails.aspx?AllId=67005>

**Table 1 Implementation of adopted Local Plan 2017-33 (2025)**

Overall timescale	2025												2026											
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
<b>Local Plan Adoption</b>																								
<b>Implementation of Local Plan</b>																								
<b>Validation List</b>																								
<b>Drafting</b>																								
<b>Consultation</b>																								
<b>Publishing</b>																								
<b>Non-statutory Guidance (Previously SPDs)</b>																								
<b>Drafting</b>																								
<b>Consultation</b>																								
<b>Publishing</b>																								
<b>Community Infrastructure Levy</b>																								
<b>Drafting</b>																								
<b>Consultation</b>																								
<b>Examination</b>																								
<b>Adoption</b>																								
<b>Payment schedule update</b>																								
<b>Implementation</b>																								
<b>CIL spending strategy</b>																								

**Table 2a Timetable for new/ revised Local Plan**





**Table 3 Possible Supplementary Plan for Gypsy and Traveller site allocations**

Overall timescale	2026												2027											
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct		
Local elections																								
Decision to proceed				■																				
Notice of intention						■																		
Call for sites							■	■	■															
Site assessment								■	■	■														
Drafting									■	■														
Consultation period (6 weeks)										■	■	■												
Assessment of consultation											■	■												
Submission														■										
Examination																			■	■				
Adoption																				■	■			

**Table 4 Neighbourhood Planning**

Overall timescale	2026												2027											
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
Local elections																								



## 6 Programme Management and Reporting

### Programme Management

- 6.1 The overall management of the Local Plan falls under the Director of City Development with day to day management by the Head of Strategic Planning Policy.

### Reporting

- 6.2 Matters relating to the Local Plan, CIL and Neighbourhood Plans are usually reported to Council Members via the Planning Policy Advisory Group. This is a formally constituted cross party advisory committee of the Council which meets in public and makes recommendations to the Council's Executive. The Council's Executive is responsible for making key decisions relating to the production of the Local Plan, CIL and Neighbourhood Plans. Governance arrangements to allow effective progress of the Local Plan through the production and Submission phases will be reviewed to ensure the timetable can be fully met. Full Council is responsible for agreeing the adoption of the Local Plan.

## 7 Review

- 7.1 This LDS will be kept under review and updated regularly to reflect changes in timescales or the production of additional documents.

## 8 Further Information

- 8.1 For further information regarding this document and/or the workstreams included, please contact the Strategic Planning Policy Team via the following details:

Email: [localplan@york.gov.uk](mailto:localplan@york.gov.uk)

Phone: 01904 552255

### City of York Council | Strategic Planning Policy

City Development | West Offices | Station Rise | York YO1 6GA

[www.york.gov.uk](http://www.york.gov.uk) | [facebook.com/cityofyork](https://facebook.com/cityofyork) | [instagram.com/cityofyorkcouncil/](https://instagram.com/cityofyorkcouncil/)  
[linkedin.com/company/cityofyork](https://linkedin.com/company/cityofyork)

# Annex B: Legislative Framework summary for plan-making

**Part 1: 30-month Local Plan Process: An Overview (MHCLG)**

**Part 2: Plan-making Regulations Explainer (MHCLG)**

## Guidance

## **30-month local plan process: an overview**

Draft process of creating a local plan under the new plan-making system which covers getting ready, preparing the plan, examination, adoption and monitoring.

---

From: **Ministry of Housing, Communities and Local Government**  
**(/government/organisations/ministry-of-housing-communities-local-government)**

Published 27 November 2025

**Applies to England**

## Contents

- For plans under the legacy plan-making system
- Principles to apply when preparing your plan
- Process overview
- Before the 30-month process starts
- Months 1 to 23: prepare the plan
- Months 24 to 29: submit your plan for examination
- Month 30 to 31: adopt plan and publish policies map
- Month 31 onwards: monitor your plan
- When to start preparing your new plan

We have published this guidance now so that LPAs can see the direction of travel for the new plan making system. We will review the guidance and make any necessary revisions and updates as the new system is implemented, and related regulations and policy are confirmed.

## **For plans under the legacy plan-making system**

If you are submitting your plan under the legacy system, use the [create or update a local plan legacy system guidance](https://www.gov.uk/government/collections/create-or-update-a-local-plan-using-the-legacy-system) (<https://www.gov.uk/government/collections/create-or-update-a-local-plan-using-the-legacy-system>).

The legacy system covers plans to be adopted under the Planning and Compulsory Purchase Act 2004, excluding the amendments made by the LURA, and The Town and Country Planning (Local Planning) (England) Regulations 2012.

Local planning authorities (LPAs) must prepare a single local plan and should adopt it within 30 months.

This guidance is aimed at LPAs. Read it to understand:

- the high-level process of preparing a plan in the new system
- where you can find more detailed guidance on each stage of preparing a plan

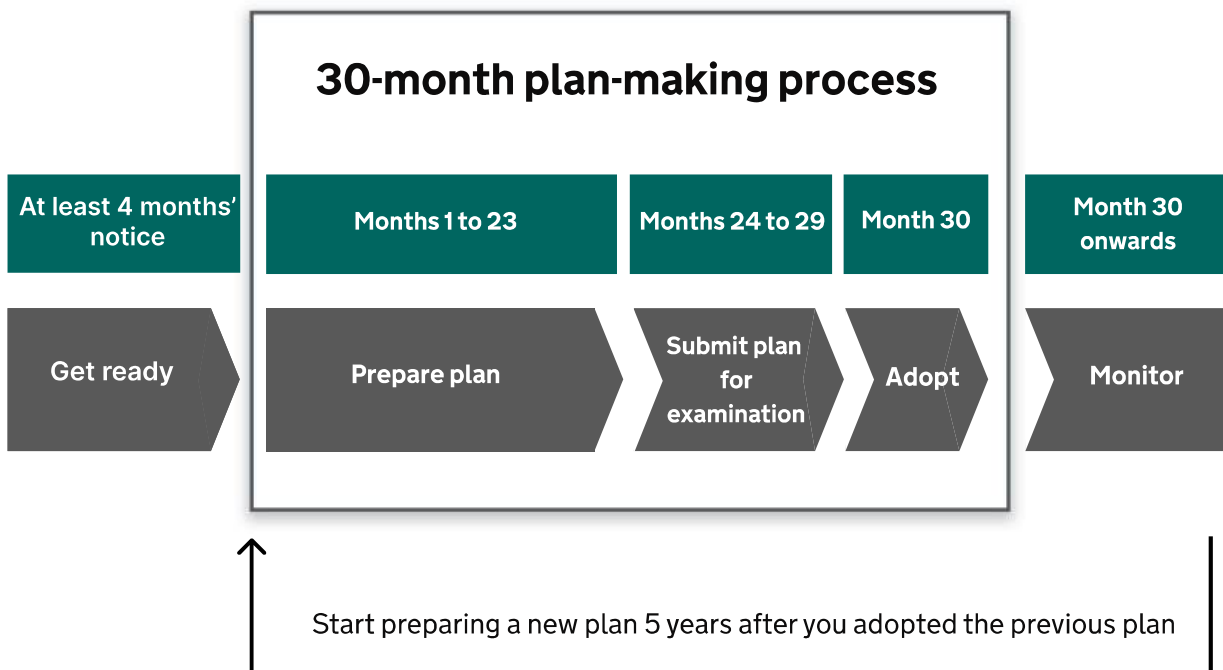
## **Principles to apply when preparing your plan**

You should design your plan-making process so you can prepare a plan that will be found sound and adopted within 30 months. Following these principles should help:

- use the mandatory consultations to consult in a meaningful yet proportionate way – try to maximise the effectiveness of them and only hold extra formal consultations where it's critical to delivering the plan
- hold proactive ongoing conversations with key stakeholders that are critical to delivering the plan
- start creating the required plan content and supporting information as early as you can, and build on this as you go

- use any templates provided in the GOV.UK guidance published on [Create or update a local plan using the new system](https://www.gov.uk/government/collections/create-or-update-a-local-plan-using-the-new-system) (<https://www.gov.uk/government/collections/create-or-update-a-local-plan-using-the-new-system>)
- take a digital-first approach, prioritising digital formats and complying with defined data standards
- consider how you will engage councillors and council senior leaders to shape the plan and secure their support, keeping them up to date as much as possible throughout the process
- secure efficient sign offs at key stages of the process - to make this happen, work with senior leaders to plan effective delegation and identify necessary changes (for example, to change the council’s constitution or standing orders)

## Process overview



This diagram illustrates the main stages and timings in the 30-month process.

## Sequencing

In this guidance, we specify where:

- tasks must happen in a certain sequence as required by law
- it’s expected that you’ll follow a certain sequence but it’s not mandated

- you can decide on the best approach for your LPA based on your specific local circumstances

These are the tasks where the sequence is required by law:

Tasks in local plan-making where the sequence is required by law

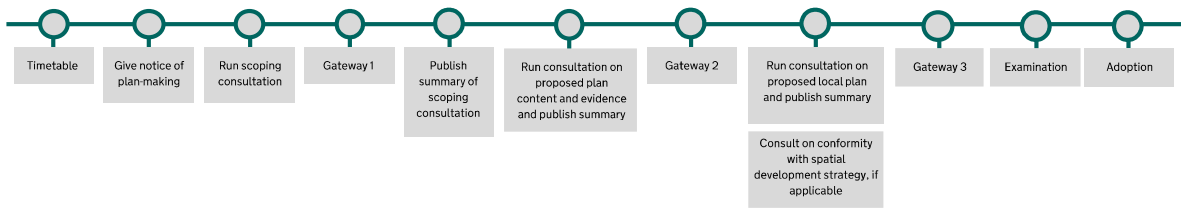


Diagram showing tasks along a timeline in the following order: timetable, give notice of plan-making, run scoping consultation, Gateway 1, publish summary of scoping consultation, run consultation on proposed plan content and evidence and publish summary, Gateway 2, run consultation on proposed local plan and publish summary and consult on conformity with spatial development strategy if applicable, Gateway 3, examination, adoption.

### Before the 30-month process starts



This diagram illustrates the main tasks to complete when you are 'getting ready' to prepare a new plan before the 30-month process starts.

There are some tasks you must complete before the 30-month process starts, and which must happen in a certain order. There are other tasks that

we recommend starting early, as doing so will maximise your chance of preparing a sound plan.

While there's no strict time limit on this stage, it's important that you plan to start the 30-month plan-making phase by the point at which you're required to do so. Read more in the [rollout of the new local plan-making system](https://www.gov.uk/government/publications/rollout-of-the-new-local-plan-making-system) (<https://www.gov.uk/government/publications/rollout-of-the-new-local-plan-making-system>).

An overview of the tasks in this stage is set out below. You also can read more detail about this in our guidance on [getting ready to prepare a new plan](https://www.gov.uk/guidance/getting-ready-to-prepare-a-new-plan) (<https://www.gov.uk/guidance/getting-ready-to-prepare-a-new-plan>).

## **Confirm you need to carry out a Strategic Environmental Assessment (SEA)**

SEA is a process for the environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.

Your plan will need to carry out SEA if it meets certain criteria set out in [regulation 5 of The Environmental Assessment of Plans and Programmes Regulations 2004](https://www.legislation.gov.uk/ukxi/2004/1633/regulation/5) (<https://www.legislation.gov.uk/ukxi/2004/1633/regulation/5>). We expect that all local plans will need to carry out SEA.

## **Prepare and publish your local plan timetable**

Publish the first version of your local plan timetable. This will help your community know when they can get involved with the plan. You must keep the timetable up to date.

You should not require full council approval each time you update your timetable.

## **Give at least 4 months' notice of plan-making**

You must:

- give a minimum of 4 months' notice before you begin preparing your plan and give this notice publicly (called your 'notice to commence')
- set out where your timetable is published
- publish your timetable on the same day as the notice, if not before.

Read more in the guidance on [giving notice of plan-making](https://www.gov.uk/guidance/giving-notice-of-your-plan-making) (<https://www.gov.uk/guidance/giving-notice-of-your-plan-making>).

## **Decide your project management arrangements**

To help you manage the plan-making process effectively, we recommend that you consider topics such as governance, resourcing and risk management at this stage. To help, you should complete a project initiation document (PID). We recommend you use the [template provided by the Planning Advisory Service \(https://www.local.gov.uk/pas/plans/new-plan-making-system-what-we-know-so-far/local-plan-project-initiation-document-pid\)](https://www.local.gov.uk/pas/plans/new-plan-making-system-what-we-know-so-far/local-plan-project-initiation-document-pid).

## **Run a scoping consultation to invite early engagement**

You must run a scoping consultation to engage with the public, statutory bodies and other stakeholders. You'll invite feedback on matters including how to engage with them throughout the plan-making process and what plan should contain.

## **Gather baseline information**

Alongside the other tasks in this 'getting ready' stage, you should:

- [gather baseline information, knowledge and understanding about the area \(https://www.gov.uk/guidance/gathering-baselining-information-to-inform-a-local-plan\)](https://www.gov.uk/guidance/gathering-baselining-information-to-inform-a-local-plan)
- review monitoring information from your previous plan
- gather baseline environmental information to help establish the baseline for the environmental report to support your SEA

## **Start working on your vision, land availability and evidence**

You do not have to start these tasks at this point, but we recommend that you do. This will help you deliver a plan in 30 months.

You could:

- use the information you've obtained, plus your early engagement, to start shaping your draft vision
- start to understand the availability of land in your area, including running a call for sites – this is the first stage in the [site assessment process \(https://www.gov.uk/guidance/selecting-identifying-and-assessing-sites-for-local-plans\)](https://www.gov.uk/guidance/selecting-identifying-and-assessing-sites-for-local-plans)
- start to gather the evidence you'll need to support your plan
- upload your evidence to your draft statement of compliance – this will help you track your progress towards producing a legally compliant plan

and guide discussions at later gateways

## **Self-assess that you're ready to start to 30-month process and pass through Gateway 1**

Once you've done the preparation tasks during the (minimum) 4 months' notice period, you need to pass through Gateway 1.

Gateway 1 helps ensure you are ready to prepare and adopt a plan within 30 months. It's also intended to increase the transparency of the preparation of your plan for your external stakeholders and communities.

To pass through Gateway 1, you must publish a self-assessment summary of what you've done to get ready. You should do this following a set template, which you'll find in the [Gateway 1: what you need to do](https://www.gov.uk/guidance/gateway-1-what-you-need-to-do) (<https://www.gov.uk/guidance/gateway-1-what-you-need-to-do>) guidance.

See [guidance on transitional arrangements](https://www.gov.uk/government/publications/rollout-of-the-new-local-plan-making-system/rollout-of-the-new-local-plan-making-system#plans-submitted-under-the-2024-nppf-transitional-arrangements) (<https://www.gov.uk/government/publications/rollout-of-the-new-local-plan-making-system/rollout-of-the-new-local-plan-making-system#plans-submitted-under-the-2024-nppf-transitional-arrangements>) for when to publish your Gateway 1 summary for your first new-style local plan.

You must publish your Gateway 1 self-assessment summary:

- no later than 5 years after adopting your existing plan
- no sooner than 4 months after you gave notice of your plan-making, or the day after your scoping consultation ends – whichever comes later

Read more in the [guidance on Gateway 1](https://www.gov.uk/guidance/gateway-1-what-you-need-to-do) (<https://www.gov.uk/guidance/gateway-1-what-you-need-to-do>).

## **Months 1 to 23: prepare the plan**

At the point you pass through Gateway 1, the 30-month timeframe begins and you can start preparing your plan.

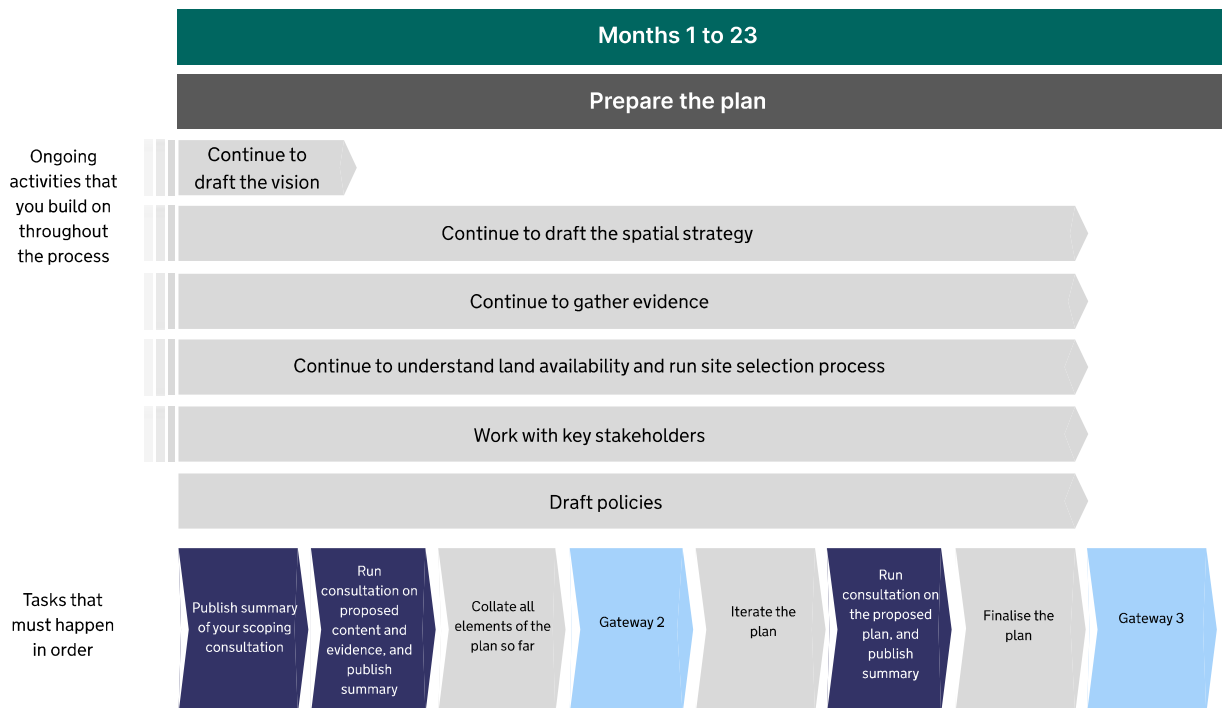


Diagram illustrating the 'prepare the plan' part of plan-making.

### **Publish a summary of your scoping consultation**

After you've passed through Gateway 1, you must publish a summary of your scoping consultation. The summary must set out matters including:

- a summary of the main issues raised in any responses you received
- how you have had regard to any responses you received at the point at which you publish the summary

You must publish this before you start the consultation on the proposed local plan content and evidence.

### **Continue to work on your vision, spatial strategy, sites and evidence**

At the start of the 30-month process, you'll need to look ahead and think about the long-term goals and aspirations for your community and local area.

Building on the work done before the 30-month process started, you should:

- finish producing a draft vision for the future of the area
- consider and agree on any aims and objectives
- identify the spatial strategy options

You'll need to continue to gather evidence relating to general aspects of the plan, regardless of which spatial strategy you choose, which will inform the spatial strategy. A key part of this is continuing with your site selection process.

These 'general aspects' could include retail, and employment land reviews, a strategic flood risk assessment, and a strategic housing market assessment. This evidence will inform your strategy on things like employment land need, open space needs, flood risk considerations and infrastructure delivery.

You should develop and refine spatial strategy options, taking account of alternatives and assessing how your choice of sites may result in environmental effects.

### **Start thinking about your policies**

You could start thinking about your policies at this point, taking account of national policy and guidance, including any relevant legislative requirements.

### **Work with key stakeholders throughout**

Throughout the plan-making process, collaborating with key stakeholders will help to address issues across LPA boundaries and challenges that can only be resolved with the support of others. This might include other LPAs, highway authorities or organisations like Natural England.

At the earliest stages of plan-making, we recommend you contact key individuals and stakeholders who are likely to be critical to the successful delivery of the plan. This will help build trust and strengthen the relationship.

You could supplement formal consultations with informal interactions on a more ongoing basis, to maintain progress and resolve challenges more proactively. This might involve regular meetings, video calls or even site visits to develop shared understanding and identify common ground.

To support the engagement work you carry out, you should work with stakeholders to prepare and maintain one or more 'statements of common ground' to record:

- the cross-boundary matters you're addressing
- your progress towards addressing them

If you cannot get the assistance or information you need from other organisations, we intend that you will be able to use the 'requirement to

assist' as a last resort.

## **Consult on the proposed plan content and evidence**

Once you've got a draft vision and spatial strategy, and after you have published the summary of your scoping consultation, carry out a public consultation.

You must make the following information available and invite representations on it:

- your draft vision and any proposed aims and objectives
- your proposed spatial strategy
- a summary of the evidence you intend to gather and details of any evidence you have already gathered
- any other elements you'd like to consult on, which may include initial draft policies

The consultation must last for a minimum period of 6 weeks. Once it's finished, you must publish a summary of the consultation before you can move onto Gateway 2 which sets out matters including:

- a summary of the main issues raised in any responses you received
- how you have had regard to any responses you received at the point at which you publish the summary

For your SEA, we recommend that you consult on the level of detail and scope of your environmental report at the same time as the consultation on the proposed plan content and evidence.

You must have regard to the public consultation feedback as you continue to prepare your plan. We recommend that you use the feedback to inform your plan and to identify and test spatial options and local priorities.

We expect that this is all the consultation you will need to do before you run the next consultation on the proposed plan. While we encourage you to have continuous dialogue with key stakeholders, we do not expect in general that you would need to run additional consultation periods outside of the mandatory ones set out in this guidance.

## **Collate elements of the plan**

Having regard to the feedback received from the consultation, you'll bring together the elements of the plan that you've worked on so far and start setting this out in the draft plan document.

You need to:

- decide on the preferred spatial strategy option using your evidence about site availability and other relevant matters – use this to inform the scope and content of your local policies and site allocations and to write your local policies
- decide the specific sites you propose to allocate
- continue to gather specific evidence to support your proposed policies and site allocations
- record the evidence you've gathered in your statement of compliance to help guide discussions at Gateway 2
- gather evidence to inform, explain, and demonstrate soundness of the plan
- develop your map of proposed local plan policies, which will show people where the policies in your draft plan are to apply in your area.
- further develop the environmental report, using the feedback from the consultation to help predict and evaluate the cumulative effects of the plan

## **Gateway 2: check your progress with the Planning Inspectorate**

Once you have published your summary of the consultation on proposed local plan content and evidence, and have decided you're ready, you must seek observations and advice from the Planning Inspectorate on aspects of your proposed plan.

The Planning Inspectorate will appoint a gateway assessor to look at the documentation you provide and give you their observations and advice.

The purpose of Gateway 2 is to support:

- early resolution of potential soundness issues
- progress towards meeting the 'prescribed requirements' (the things you need to do to pass through Gateway 3)

You must start Gateway 2 after publishing your summary of the consultation on the proposed plan content and evidence, and before the consultation on the proposed local plan. Other than that, you can choose when to start it.

When deciding when to start Gateway 2, consider when you'll be able to get the most out of it. It will be helpful for the assessor to see work in progress. For Gateway 2 to be useful, you should have enough information for the assessor to give you meaningful advice on soundness and progress towards the prescribed requirements. However, leaving it too late may mean you can't incorporate the advice sufficiently and may have to re-do work.

Gateway 2 should normally take between 4 and 6 weeks. You can continue working on your plan during this time.

At Gateway 2 you will:

- provide your documents
- tell the assessor which issues you'd like to discuss with them
- take part in a workshop led by the assessor to discuss the topics you identified

The assessor will give you their observations and advice in the workshop and then in a formal report. They will identify practical steps that you could take to progress the plan, and where you may need further support.

You must publish the observations and advice on your website as soon as is reasonably practicable.

Following Gateway 2, make any necessary changes to your draft plan having regard to the observations and advice you received.

### **Consult on the proposed local plan**

Once you've published the Gateway 2 observations and advice and have updated your plan as needed, you must carry out a public consultation on the proposed local plan. You must make available and invite representations on documents including:

- your proposed local plan
- a map of proposed local plan policies, site allocations and designations
- details of the evidence you have gathered

[Consult with the community, statutory bodies and other relevant stakeholders \(https://www.gov.uk/government/case-studies/using-automation-to-save-time-processing-consultation-responses\)](https://www.gov.uk/government/case-studies/using-automation-to-save-time-processing-consultation-responses).

The consultation must last a minimum of 8 weeks.

### **Other matters to consult on**

We recommend that you consult on your SEA environmental report at the same time.

You must also consult the authority of any spatial development strategy (SDS) that covers your area (for example, the London Plan for Greater London) on whether your plan generally conforms with the strategy. You

must carry out the SDS consultation at the same time as the consultation on the proposed plan and they must both end on the same day.

### **After the consultation**

After the consultation, analyse the feedback and have regard to it while making any appropriate changes to finalise your plan and submission material for Gateway 3.

You must [publish a summary of the consultation](https://www.gov.uk/government/case-studies/using-automation-to-save-time-processing-consultation-responses) (<https://www.gov.uk/government/case-studies/using-automation-to-save-time-processing-consultation-responses>), setting out matters including a summary of the main issues raised in any responses you received and how you have had regard to any responses you received at the point at which you publish the summary.

We anticipate this is all you need to do at this point. Extra consultations will add significant delays to your plan-making process, so we recommend avoiding them if possible. We recommend that you do not plan to run any extra consultations unless you have strong reasons to do so, for example, if after receiving feedback you want to make significant changes to your plan like removing or adding sites.

If changes to the plan require changes to the environmental report, you may also need to consider further consultation where the changes are significant.

### **Gateway 3: check you're ready to go to examination**

You must pass through Gateway 3 after you have:

- published your summary of the consultation on the proposed local plan
- finalised your plan
- decided that you consider you've met the prescribed requirements

You must provide the version of your plan you intend to submit for examination and other supporting documents, including your completed statement of compliance.

The Planning Inspectorate will appoint a gateway assessor to provide observations and advice and decide whether the plan is ready to be submitted for examination. The plan will be ready if it meets the prescribed requirements (to be set out in regulations). These requirements will relate to:

- legal compliance

- whether all submission documents have been prepared
- whether you are ready to proceed to examination

Gateway 3 should take 4 weeks or up to 6 by exception.

At Gateway 3:

- you'll provide documents to show how your plan meets the prescribed requirements
- the assessor will review the documents and produce a report to say if you're ready to proceed to examination

You must submit your plan for examination once you've successfully passed through Gateway 3. If you do not successfully pass through Gateway 3, you cannot proceed to examination at this stage – you'll need to make the necessary changes and re-do the gateway.

You need to make available the observations and advice you receive as soon as is reasonably practicable.

After you have successfully passed Gateway 3 you must also make available:

- the documents you submitted to the gateway assessor
- a Gateway 3 completion statement confirming the date you successfully passed it

**Months 24 to 29: submit your plan for examination**

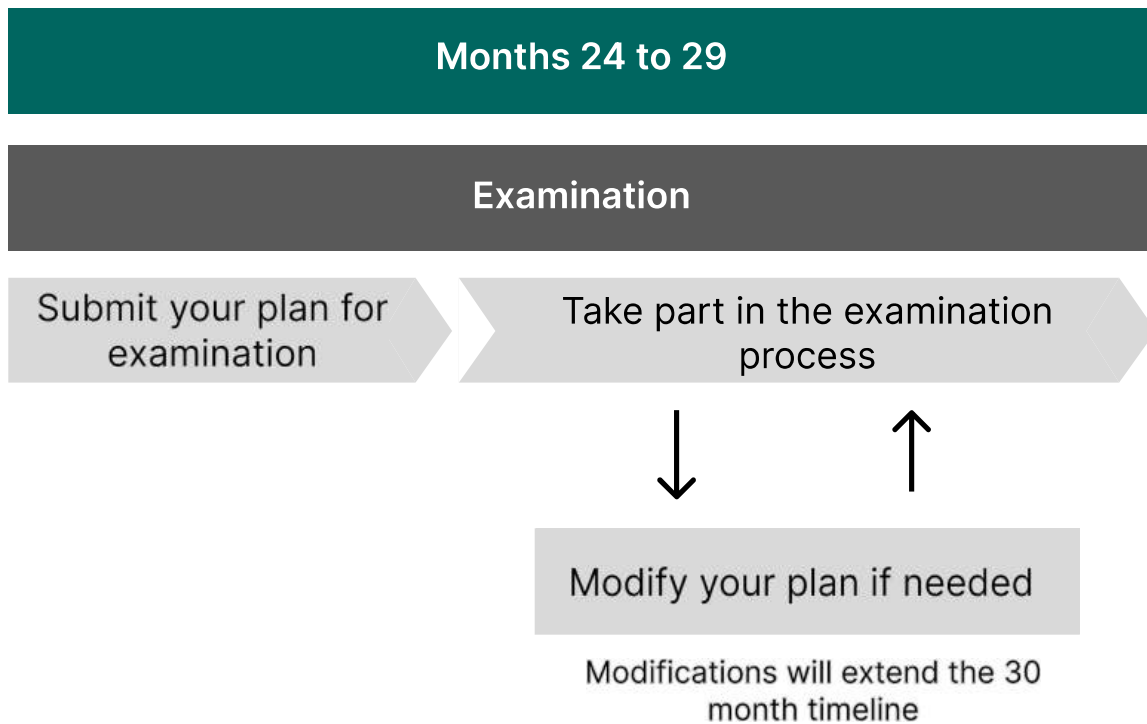


Diagram illustrating the 'examination' part of plan-making.

When the assessor advises that you can submit your plan and supporting documents to the Planning Inspectorate for examination, you have passed through Gateway 3. An inspector will be appointed to carry out an independent examination of the plan.

The examination will assess whether the plan is sound – meaning it meets the test of soundness set out in national planning policy.

Those who have made representations on the plan during its preparation will have the right to present their views to the inspector. If the inspector finds that you need to do more work on the plan, the examination may be paused for up to 6 months for you to carry that work out.

The inspector may also recommend that you need to modify the plan for it to be found sound. If this is the case, you may need to consult interested parties on your proposed modifications. This will also likely extend the 6-month timeframe for the examination.

**Month 30 to 31: adopt plan and publish policies map**

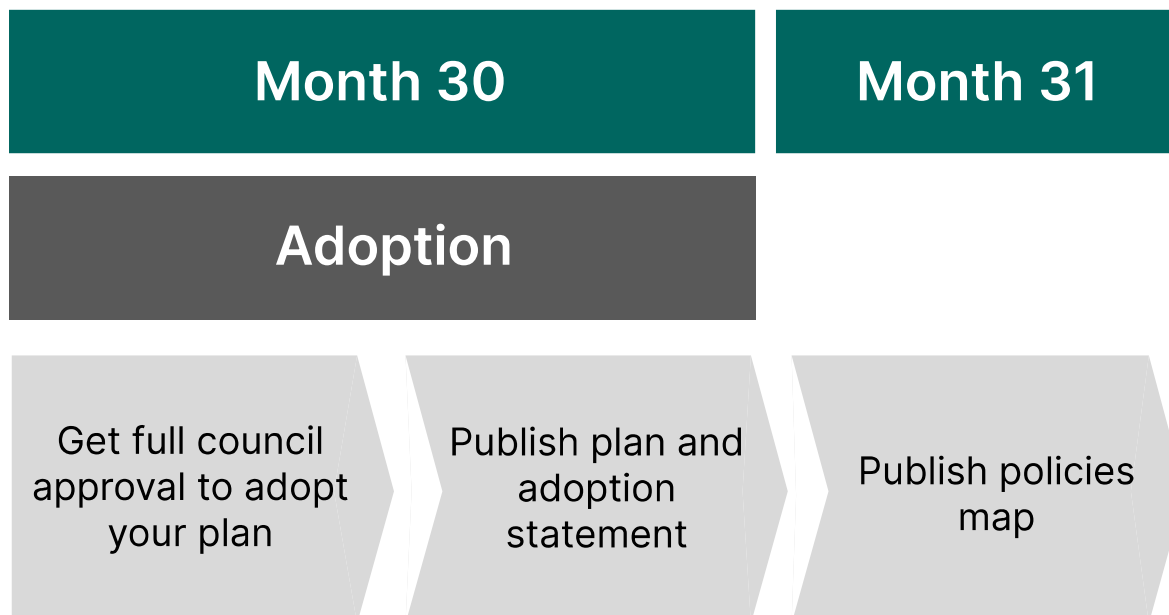


Diagram illustrating the 'adoption' part of plan-making.

After the examination has taken place, the inspector will provide you with their recommendations and reasons. If they find that the plan is sound or could become sound if you make certain modifications, we expect you to adopt the plan (incorporating the modifications where necessary). You must publish the recommendations and reasons of the inspector as soon as is reasonably practicable after you receive them.

You must get full council approval to adopt your plan.

Once you have adopted your plan, you must make it available. You must also publish an adoption statement that includes the date of adoption and the date by which you must start preparing your next local plan. The details you need to include will be set out in regulations.

You must also publish the information about SEA set out in [regulation 16 of the SEA regulations \(https://www.legislation.gov.uk/ukxi/2004/1633/regulation/16\)](https://www.legislation.gov.uk/ukxi/2004/1633/regulation/16).

Within 1 month of adoption, you must also publish a policies map. This is different to the 'map of proposed local plan policies' you prepared earlier. The earlier map only showed the policies and allocations in your local plan, whereas the policies map must bring together your local plan policies with the rest of the policies in the development plan. You must keep your policies map up to date and revise it at the required times (to be set out in regulations).

**Month 31 onwards: monitor your plan**

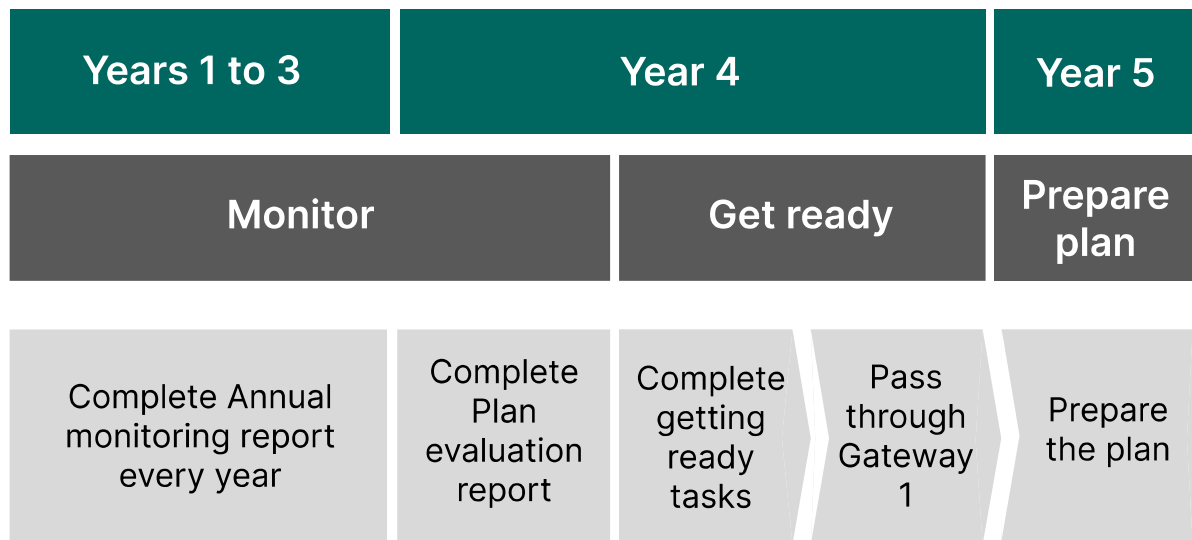


Diagram illustrating the steps involved in plan monitoring.

Once your plan is adopted, you need to monitor it over time. The purpose of monitoring is to review progress against your plan's policy vision and objectives, as well as other key planning matters.

There are 2 types of monitoring.

Annual monitoring:

- happens on the same date every year for all LPAs
- monitors your plan against a list of nationally prescribed metrics to assess how key policies are being implemented
- monitors the implementation of the plan against measurable objectives in the local plan vision

The plan evaluation report:

- must be carried out in year 4 from when you adopted the plan
- informs the next version of the plan and considers which policies and sites you can take forward into the next version

As part of the SEA process, you must also monitor the significant environmental effects of the implementation of your local plan.

## When to start preparing your new plan

You must start preparing a new plan, at the latest, every 5 years following the adoption of the previous plan. However, you should consider starting earlier than this in certain situations. For example, where:

- there has been a significant change in the local or national context which informed your existing plan
- an area's housing requirement has significantly increased following the adoption of a spatial development strategy
- there is no spatial development strategy in place and there is a significant change to the assessed level of housing needed for the area (for example, set through the standard method)
- an inspector examines the current plan and recommends that you prepare a new plan earlier
- planning decisions in your area are being assessed against the presumption in favour of sustainable development
- your annual monitoring indicates that you might not maintain a 5-year housing land supply through to adoption of your next plan

By 'start preparing', we mean you must have passed through Gateway 1 for your new plan.

A 'new plan' does not necessarily mean that you must start the whole plan from scratch every 5 years. For example, where policies and content in your existing plan remain relevant and consistent with national planning policies, you may bring them into the new plan – unless there is evidence suggesting otherwise.

Published 27 November 2025



**OGI**

All content is available under the [Open Government Licence v3.0](#), except where otherwise stated



© Crown copyright



Ministry of Housing,  
Communities &  
Local Government

Guidance

# Plan-making regulations explainer

Published 27 November 2025

---

**Applies to England**

Contents

Context

Local plan-making process

Preparation, form and content of local plans

Local plan timetable

Notice of intention to commence local plan preparation

Notifications and Consultation Summaries

Scoping Consultation

Gateway 1: self-assessment of readiness for local plan preparation

Consultation on proposed local plan content and evidence

Map of proposed local plan policies

Gateway 2: observations or advice from an appointed person

Consultation on the proposed local plan

Conformity with operative spatial development strategy

Gateway 3: prescribed requirements assessment by an appointed person

Examination

Adoption, withdrawal or revocation of a local plan

Minerals and Waste Plans

Supplementary Plans

Policies map

Commencement, saving and transitional arrangements

Consequential Amendments

Joint Plans (including joint Minerals and Waste Plans and joint supplementary plans)

Requirement to Assist



© Crown copyright 2025

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit [nationalarchives.gov.uk/doc/open-government-licence/version/3](https://nationalarchives.gov.uk/doc/open-government-licence/version/3) or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or email: [psi@nationalarchives.gov.uk](mailto:psi@nationalarchives.gov.uk).

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

This publication is available at <https://www.gov.uk/government/publications/plan-making-regulations-explainer/plan-making-regulations-explainer>

We have published this guidance now so that LPAs can see the direction of travel for the new plan making system. We will review the guidance and make any necessary revisions and updates as the new system is implemented, and related regulations and policy are confirmed.

In February 2025, the government published the response to the consultation on implementation of plan-making reforms set out in the Levelling-up and Regeneration Act 2023 (“The Act”). In line with our commitment to provide a reasonable familiarisation period ahead of the commencement of the new plan-making system early next year, we have prepared this explainer document which describes what we intend to set out in regulations.

The proposals set out in this explainer may be subject to change prior to the regulations being introduced. When published, the regulations and their associated Explanatory Memorandum will supersede this document. Further guidance about the new plan-making system is also available on [Create or update a local plan](https://www.gov.uk/government/collections/create-or-update-a-local-plan-using-the-new-system) (<https://www.gov.uk/government/collections/create-or-update-a-local-plan-using-the-new-system>).

## Context

The English planning system is plan-led and the government is committed to achieving universal local plan coverage. Reform of the plan-making system is necessary to introduce a faster, clearer and more accessible process for preparing plans.

Regulations to commence the new English plan-making system, as set out in The Act, will be laid in Parliament shortly. Regulations setting out the detailed process for the preparation of new-style plans will also be laid. They will supersede the Town and Country Planning (Local Planning) (England) Regulations 2012, make consequential amendments to other regulations, set out transitional arrangements, and set out saving provisions to enable plan-makers to finalise emerging plans under the existing legal framework.

## Local plan-making process

This diagram illustrates the sequence of key local plan-making steps which will be required under Part 2 of the Planning and Compulsory Purchase Act 2004 (“PCPA 2004”) (once amended by Schedule 7 to The Act) and the new regulations:



## Preparation, form and content of local plans

Under the current system, it is common for there to be a gap of over ten years between the adoption of local plans. In the new system, regulations will require that local planning authorities begin formal preparation of a new local plan within 5 years of adopting

their previous local plan. Publication of the gateway 1 self-assessment summary is the formal start of the plan-making process.

The regulations will require that, in addition to the requirements of Part 2 of the PCPA 2004 (to be amended by Schedule 7 to The Act), a local plan must contain a vision for the future of the local planning authority's area; no more than ten measurable outcomes to support that vision; and the date on which the plan is adopted. It may also contain aims and objectives of the local planning authority, including how the authority proposes to achieve the vision for the area.

If a local plan contains a policy that the local planning authority consider (in substance) supersedes another policy in the development plan for the authority's area which has effect, then the local plan will be required to state this and identify the superseded policy.

The local plan will be required to be published on the local planning authority's website in a searchable electronic format.

## Local plan timetable

In the current system, it can be challenging for communities and other stakeholders to understand when a local plan will come forward and when they can get involved. The Act replaces the existing requirement to adopt a Local Development Scheme with a new requirement to prepare and maintain a local plan timetable. The regulations will require local planning authorities to prepare their local plan timetable consistently, so that they all report against the same, defined plan-making milestones. These milestones will include when plan-making steps are undertaken; when consultation periods begin and end; and when outputs following gateways or examination are published.

Local planning authorities will be required to maintain their timetable. The regulations will also specify when they must revise their timetable, including (but not limited to):

- when the Gateway 1 self-assessment summary is published
- when observations and advice by a gateway assessor, or the examiner's report, is published
- if the local planning authority have to repeat Gateway 3, as soon as is reasonably practicable after seeking further observations and advice (to set out the date on which the authority did this)

Local planning authorities must also revise their timetable to bring it up to date, where necessary, at least every 1 month.

The timetable must be made available before or alongside the publication of the notice of intention to commence local plan preparation. It must be made available in a plain English format and in line with supporting planning data regulations and technical specifications.

## **Notice of intention to commence local plan preparation**

Local planning authorities must publish a document to be known as their notice of intention to commence local plan preparation at least four months before publishing their gateway 1 self-assessment summary. This will give communities and other stakeholders advanced notice of plan-making, so that they can understand when and how they can get involved in the process.

The notice must include:

- details of the local planning authority which has prepared the notice, including the area to which their local plan will apply
- where the local plan timetable is published
- if the local plan is to be a joint plan, which other authorities are participating in its preparation

## **Notifications and Consultation Summaries**

Local planning authorities will be required to notify specific persons of key events in the plan-making process, such as the publication of documents or information in relation to consultations and the publication of observations or advice following Gateway 2 and Gateway 3.

Local planning authorities will also be required to notify bodies and persons that have opted-in to be notified at one of the mandatory consultation stages or subsequent stages in the plan-making process. These stages include :

- mandatory consultations
- the publication of gateway observations and advice
- the submission of the local plan for independent examination

- the publication of the recommendations and reasons of the examiner
- the adoption of the local plan

Consultation summaries must be published following each consultation period which will be required under the regulations. Each summary must include:

- details of the bodies that were invited to make representations
- how they were invited to make representations
- a summary of the main issues raised in the representations received
- how the local planning authority have, to date, had regard to the representations received

A summary of scoping consultation must be published prior to the consultation on proposed local plan content and evidence.

A summary of consultation on proposed local plan content and evidence must be published prior to the seeking of observations and advice at gateway 2.

A summary of consultation on the proposed local plan must be published prior to the seeking of observations and advice at gateway 3.

## **Scoping Consultation**

To provide meaningful early engagement in the plan-making process, local planning authorities must invite representations on matters including what the plan should contain and how future engagement on the plan should be carried out. This must take place after or alongside publishing the notice of intention to commence local plan preparation. Representations must be invited from defined general and specific consultation bodies and can be made by any persons, including local residents.

The regulations will not specify a minimum consultation period for this stage, but it must conclude prior to the publication of the Gateway 1 self-assessment summary.

## **Gateway 1: self-assessment of readiness for local plan preparation**

Local planning authorities will be required to prepare and publish a self-assessment summary which sets out details of their readiness for local plan preparation. This form must provide details of the local planning authority's readiness in relation to:

- project management and governance arrangements
- the timetable for the preparation of the plan
- consultation and engagement
- anticipated local plan content
- environmental assessments

The self-assessment summary must be published no earlier than 4 months after the publication of the notice of intention to commence local plan preparation and, in any event, must be after the conclusion of the scoping consultation. It must be made available on the local planning authority's website in plain English. A template and guidance for the self-assessment form will be available on [Create or Update a Local Plan \(https://www.gov.uk/government/collections/create-or-update-a-local-plan\)](https://www.gov.uk/government/collections/create-or-update-a-local-plan).

## **Consultation on proposed local plan content and evidence**

Between publication of the scoping consultation summary and beginning Gateway 2, the local planning authority must consult on their proposed local plan content and evidence.

The proposed local plan content and evidence relevant to this consultation will include:

- a proposed vision for the local planning authority's area and proposed measurable outcomes
- any proposed aims and objectives of the local planning authority, including how they propose to achieve the vision
- a summary of the local planning authority's proposed approach in relation to planning policies (which could include proposed site allocation policies)
- a summary of the evidence intended to support the local plan
- any further supporting information the local planning authority considers appropriate

## **Map of proposed local plan policies**

The regulations will require local planning authorities to prepare a map of proposed local plan policies. The map will be required to:

- visually illustrate the geographical application of the policies in their proposed local plan in relation to authority-wide policies, the map must include a description for each proposed policy and, if it has them, their title and reference number

The map of proposed local plan policies must be made available for the consultation on the proposed local plan. It must also be submitted for Gateway 3 and examination of the plan.

## **Gateway 2: observations or advice from an appointed person**

The regulations will require that, between the publication of the summary of consultation on proposed local plan content and evidence and the consultation on the proposed local plan, local planning authorities must seek observations and advice from the Gateway 2 assessor.

They must seek observations and advice in relation to progress towards preparing a sound plan, in line with the tests of soundness set out in the National Planning Policy Framework ; meeting some of the Gateway 3 prescribed requirements; and what further work could be carried out by the local planning authority.

The local planning authority must submit to the Gateway 2 assessor the documents and information that it considers necessary to seek this feedback.

As soon as is reasonably practicable after receiving the observations and advice, the local planning authority must publish them; notify any person who requested to be notified; and send a copy of the observations and advice to any body or person identified or referred to in them.

## **Consultation on the proposed local plan**

Between gateways 2 and 3, local planning authorities must consult on their proposed local plan submission documents, including (but not limited to):

- the proposed local plan
- the map of proposed local plan policies
- details of the evidence gathered to support the proposed local plan
- details relating to the scoping consultation and consultation on proposed local plan content and evidence, including a summary of the main issues raised by respondents and how those main issues have been addressed in the proposed local plan

## **Conformity with operative spatial development strategy**

Where a local plan is being prepared within an area with an operative spatial development strategy (SDS), the local planning authority will be required to consult the relevant spatial development strategy authority to seek their views about whether the proposed local plan is in general conformity with the strategy.

This consultation must be undertaken at the same time as the consultation on the proposed local plan and the same local plan submission documents will be relevant here. The local planning authority must submit copies of any representations received during this consultation at both gateway 3 and examination.

## **Gateway 3: prescribed requirements assessment by an appointed person**

The regulations will require local planning authorities to seek observations and advice from the Gateway 3 assessor on whether the prescribed requirements are met in relation to their proposed local plan.

To pass Gateway 3, the proposed local plan must meet the prescribed requirements which will be set out in the regulations.

To help the assessor carry out the Gateway 3 assessment, the local planning authority must submit a statement of compliance. This statement will require the local planning authority to set out matters including how the proposed local plan complies with prescribed requirements.

A statement of soundness must also be submitted, detailing how the local planning authority considers that its evidence demonstrates that the plan is sound. Soundness will be tested at the examination. The local planning authority must also submit further documents, including:

- a statement setting out a summary of the consultation and engagement activities
- their summary of consultation on the proposed local plan
- an environmental report, where one has been prepared
- a statement setting out their practical arrangements demonstrating readiness for examination.

The Gateway 3 assessor must provide their conclusion on whether each prescribed requirement is met in writing, together with an explanation for each conclusion.

Following confirmation from the Gateway 3 assessor that the prescribed requirements have been met, the local planning authority must make available both a statement confirming that Gateway 3 has been completed and the Gateway 3 submission documents as they were submitted to the Gateway 3 assessor.

Where a Gateway 3 assessor concludes that the proposed local plan does not meet one or more of the prescribed requirements, the local planning authority will be required to repeat gateway 3 as soon as is reasonably practicable after the matters identified by the gateway 3 assessor have been addressed.

## **Examination**

When the Gateway 3 assessor concludes that the proposed local plan meets the prescribed requirements, then the local planning authority must submit it for independent examination.

The regulations will set out the documents that must be submitted to accompany the local plan, including:

- the map of proposed local plan policies
- a Gateway 3 completion statement
- a summary of the consultation and engagement activities carried out
- the local planning authority's summary of consultation on the proposed local plan
- where applicable, copies of any representations from an SDS authority
- a statement of compliance
- a statement of soundness
- an environmental report, where one has been prepared

Prior to the opening of an examination hearing, the local planning authority must make available the date, time and place of where the hearing is to be held and notify any person who requested to be notified of this.

The purpose of the examination, as set out in new section 15D(5) (to be inserted into the PCPA 2004 by Schedule 7 to The Act), is to determine whether it is reasonable to conclude that the local plan is sound, in line with the tests of soundness set out in the National Planning Policy Framework.

Where the appointed examiner identifies that further work is required for the plan to be sound, and decides that the examination is to be paused under new section 15DA (to be inserted into the PCPA 2004 by Schedule 7 to The Act), the regulations will set out that the maximum length of the pause is 6 months.

The local planning authority must publish the recommendations and reasons received from the examiner as soon as is reasonably practicable after receipt and notify any person who requested to be notified of this.

## **Adoption, withdrawal or revocation of a local plan**

When adopting a local plan, as soon as reasonably practicable after adoption, the local planning authority must make available:

- the local plan
- an adoption statement

They must also send a copy of the adoption statement to any person who requested to be notified of adoption of the plan.

The regulations will set out the steps that a local planning authority must take on withdrawal or revocation of a local plan. These steps include actions such as making certain information available and ceasing to make certain documents available.

As set out in new section 15E(2) (to be inserted into the PCPA 2004 by Schedule 7 to the Act), after a local plan has been submitted for examination, the local planning authority may only withdraw the plan if the examiner recommends that they do so or if the Secretary of State directs that the plan is to be withdrawn.

## **Minerals and Waste Plans**

New section 15CB (to be inserted into the PCPA 2004 by Schedule 7 to the Act) requires that each minerals and waste planning authority must prepare one or more documents, to be known collectively as their “minerals and waste plan”.

The regulations will require that the same substantive steps for the preparation of a local plan must be taken when preparing a document which is to be or form part of a minerals and waste plan.

## **Supplementary Plans**

Supplementary plans will form part of the development plan and have the same weight as a local plan for the purposes of decision-making. The regulations will set out the process through which relevant plan-making authorities can prepare supplementary plans, pursuant to new section 15CC (to be inserted into the PCPA 2004 by Schedule 7 to the Act).

We do not intend to broaden the scope of multi-site allocation supplementary plans. In February, we committed to consider this and, although this could have allowed more land to be allocated for development through supplementary plans, on balance we have decided that such a broadening would deviate too far from our ambition of bringing together planning policies, as far as possible, in a single local plan.

Regulations will require that details relating to a supplementary plan, including anticipated dates for its preparation, consultation and adoption must be included in the local plan timetable (or minerals and waste plan timetable). The timetable must also be prepared and published if the supplementary plan preparation precedes preparation of a local plan (or minerals and waste plan).

The relevant plan-making authority must publish a notice of intention to commence supplementary plan preparation, specifying information including the subject matter of the supplementary plan and the area, site or sites to which it will apply. If it is a joint supplementary plan, the notice must identify the other authorities who are to prepare the joint supplementary plan.

The preparation of a supplementary plan must include a minimum of one consultation for a period of no less than six weeks. Details relating to the consultation and the process of providing representations must be set out in a notice of proposed supplementary plan consultation.

The relevant plan-making authority must consider the interested parties that should be consulted on the supplementary plan, based on its proposed subject matter and geographical extent.

The relevant plan-making authority must consult on the proposed supplementary plan submission documents, which include:

- the proposed supplementary plan
- a map of proposed supplementary plan policies
- the evidence gathered to support the proposed supplementary plan
- any other supporting documents the relevant plan-making authority considers relevant

In preparing a supplementary plan, a relevant plan-making authority must have regard to the same matters as for local plans, which include national policies and advice contained in guidance issued by the Secretary of State.

The following documents must be submitted to the person appointed to carry out the examination of a supplementary plan:

- the proposed supplementary plan
- the map or proposed supplementary plan policies
- a supplementary plan compliance statement
- a supplementary plan consultation statement
- any other supporting documents that the relevant plan-making authority consider relevant.

The procedure for the examination of supplementary plans is set out in new section 15DB (to be inserted into the PCPA 2004 by Schedule 7 to the Act).

As soon as is reasonably practicable after adopting a supplementary plan, the relevant plan-making authority must make the adopted plan and an adoption statement available. The adoption statement must specify matters including the date on which the plan was adopted and details of where it is available for inspection.

The relevant plan-making authority must send a copy of the adoption statement to any person who has asked to be notified of the adoption of the plan.

A supplementary plan must be published on the relevant plan-making authority's website in a searchable electronic format. It must include the date on which it is adopted.

The regulations will set out the process for revocation, as well as circumstances in which supplementary plans can be revoked by a relevant plan-making authority themselves.

Where a supplementary plan contains a policy that the relevant plan-making authority consider (in substance) supersedes another policy in the development plan which has effect for the area or a site to which the supplementary plan relates, it must state that fact and identify the superseded policy.

## **Policies map**

The regulations implement new section 15LD (to be inserted into the PCPA 2004 by Schedule 7 to the Act), requiring each local planning authority to prepare and keep up to date a policies map.

Local planning authorities must ensure that a policies map is prepared by no later than one month after adopting a new style local plan. They must make their policies map available as soon as is reasonably practicable after it has been prepared.

The policies map must visually illustrate the geographical application of any policies which relate to part of the local planning authority's area within the development plan for their area. Where a policy relates to the whole of the local planning authority area, then it must include a description of the policy, and if it has them, its title and reference number.

The regulations will require local planning authorities to bring their policies map up to date as soon as is reasonably practicable after an identified event occurs. These events will include the adoption of a new document within the development plan, which results in a change to the geographical application of the development plan.

When the local planning authority update the policies map, they must publicise this fact on their website.

## **Commencement, saving and transitional arrangements**

Plans being prepared under the existing system must be submitted for examination by 31 December 2026. Saving provisions will be made for much of the existing Part 2 of the PCPA 2004 for those plans to proceed to adoption under the existing system.

All existing adopted Development Plan Documents and saved policies will remain in force until the local planning authority bring into force a corresponding new-style local plan (ie. local or minerals and waste plan).

The new local plan-making system will come into force early 2026.

In terms of rolling out the new system, the regulations will set out dates by which local planning authorities must start plan preparation, although authorities are encouraged to start plan-making in the new system as soon as possible.

In general, the regulations will require that local planning authorities publish their Notice to Commence Plan-Making within 4 years and 8 months of adopting their existing local plan, or by 31 December 2026, whichever is the latest. They must then begin preparation of a new local plan (publish their gateway 1 self-assessment form) within 5 years of adopting their existing local plan, or by 30 April 2027, whichever is the later.

However local planning authorities who submitted a plan for examination on or before 12 March 2025 with an emerging housing requirement that was meeting less than 80% of local housing need will be required by regulations to publish their Notice to Commence Plan-Making by 30 June 2026 and their Gateway 1 self-assessment by 31 October 2026. This will not apply to areas where there is an operative Spatial Development Strategy which provides the housing requirement for the relevant areas.

If an existing system plan is withdrawn from examination prior to adoption, regulations will require local planning authorities to publish their Notice to Commence Plan-Making in the new system at the same time as the plan is withdrawn, and to publish their Gateway 1 self-assessment 4 months later.

Further details on the initial rollout of the new plan-making system will be set out on [Create or Update a Local Plan](https://www.gov.uk/government/collections/create-or-update-a-local-plan) (<https://www.gov.uk/government/collections/create-or-update-a-local-plan>).

Supplementary Planning Documents (SPDs) will remain in force until planning authorities adopt a new style local plan or minerals and waste plan. The final adoption date for new SPDs will be 30 June 2026, to ensure any advanced emerging SPD can be adopted.

These Regulations will also have the effect of abolishing the Duty to Co-operate for the existing plan-making system, by not saving this provision for plans progressing to examination in the existing system by 31 December 2026.

## **Consequential Amendments**

Consequential amendments make necessary changes to other legislation when the regulations come into force, to enable the legislation to function as intended. These amendments include a combination of changing definitions set out in various pieces of legislation and amending references to the PCPA 2004 that have been superseded by the amendments made by the Act.

## **Joint Plans (including joint Minerals and Waste Plans and joint supplementary plans)**

Local Planning Authorities will continue to be able to prepare joint plans under the new plan-making system. The regulations will implement various sections of the Act that apply to joint plan-making and address procedural matters relating to the preparation of joint local plans, joint supplementary plans and joint minerals and waste plan documents.

## Requirement to Assist

The Requirement to Assist, as set out in Section 100 of the Act (to be inserted into the PCPA 2004 as a new section 39A), is designed to support the timely flow of relevant information during plan-making. It is a new obligation for prescribed bodies of a public nature to assist with plan-making where notified by a plan-making authority that assistance is required.

Requests made under the Requirement to Assist must be reasonable and should only be made as a last resort, where routine requests for relevant information have not been answered.

The prescribed public bodies that can be required to assist with plan-making will be set out in regulations. Guidance will set out government expectations on the procedure for considering and making requests under these provisions.



**OGI**

All content is available under the [Open Government Licence v3.0](#), except where otherwise stated



© Crown copyright

## Statement of Community Involvement 2026

<b>Introduction .....</b>	<b>2</b>
<b>Part 1: Plan-making documents.....</b>	<b>3</b>
Plan-making.....	3
City of York Local Plan & Minerals and Waste Joint Plan.....	6
Who will we consult with? .....	6
How can you keep up to date?.....	6
Where will consultation documents be made available? .....	6
Supplementary Plans.....	7
How can you keep up to date?.....	7
Where will consultation documents be made available .....	7
Neighbourhood Plans .....	8
What are Neighbourhood Plans? .....	8
How can you keep up to date?.....	8
Where will consultation documents be made available? .....	8
Stages of Consultation for Neighbourhood Plan preparation .....	9
<b>Part 2: Consultation on Planning Applications .....</b>	<b>13</b>
Involving the community .....	13
Pre Application Consultation by applicants/ agents .....	13
The application process.....	15
Consultation on planning applications .....	17
Decision making .....	18
Planning appeals .....	19
How can you keep up to date?.....	19
How do we keep your information? .....	19
<b>Part 3: Community Infrastructure Levy (CIL).....</b>	<b>20</b>
What is Community Infrastructure Levy? .....	20
Stages of Consultation for Community Infrastructure Levy (CIL) .....	20
How can you keep up to date?.....	21

## Introduction

1. This SCI sets out how we will involve people when preparing planning documents or consulting on planning applications. It also describes how we will support groups undertaking neighbourhood planning.
2. We recognise the important role that the community plays in shaping the built environment. We will provide opportunities and make it as simple as possible for everyone to become involved in the planning process, regardless of their circumstances. We want consultation and engagement to work for everyone and lead to better decision making.
3. We will align with and reflect on lessons learned from implementing the Council's Resident Engagement Strategy, approved by Executive in April 2021, where applicable. This is based on good practice developed by the Local Government Association in consultation with local authorities.
4. We will use the following methods to engage with different groups:

## Part 1: Plan-making documents

5. In November 2025, it was announced that regulations to implement a new plan making system, provided by the Levelling-up and Regeneration Act 2023, would come into force early in 2026. The SCI will be updated to align with the new regulatory system as further legislation is made available.

### Plan-making

6. To support the adopted Local Plan, we produced a **Local Development Scheme (LDS)** which sets out our programme for preparing plan-making documents under the existing plan-making system. Under the new plan-making system there is a requirement to prepare, maintain and publish a local plan timetable and minerals and waste plan timetable, reporting on key milestones, consultation periods and published outputs; this will replace the LDS. Plan making documents include:
  - **The Local Plan.** We adopted a Local Plan in February 2025. The Local Plan sets out a vision and a framework for York's future development, addressing needs and opportunities in relation to housing, the economy, community facilities and infrastructure as well as a basis for conserving and enhancing the natural and historic environment, mitigating and adapting to climate change, and achieving well designed places. It also defines York's detailed green belt boundary. We must begin preparing a new Local Plan within 5 years of the existing plan's adoption. A new Local Plan must contain a vision for the future of York's area, no more than 10 measurable outcomes to support that vision, and identify and update policies in the existing Local Plan.
  - **Minerals and Waste Plan.** We adopted a combined Minerals and Waste Joint Plan in 2022 in conjunction with North Yorkshire County Council and North York Moors Council. The Plan sets out the approach to making decisions on future minerals and waste-related development, policies for minerals and waste types produced in the area (including development management issues) and consideration of sites for future minerals and waste development. This plan will need to be reviewed and will follow the same process as the Local Plan.
  - **Neighbourhood Plans.** Neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and shape the development and growth of their local area. Neighbourhood plans can direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan. Where individual policies become out of date, the qualifying body may give consideration to whether it is an appropriate time to review and to update their neighbourhood plan, or part of it, in order to keep it in general conformity with the most recent development plan.

- Under the new Plan making system, Supplementary Planning Documents (SPDs) will no longer be progressed. Instead, it introduces **Supplementary Plans**, a new type of plan that authorities can choose to prepare to set locally specific design standards or shape and direct site-specific development. Supplementary Plans must undergo consultation and independent examination.

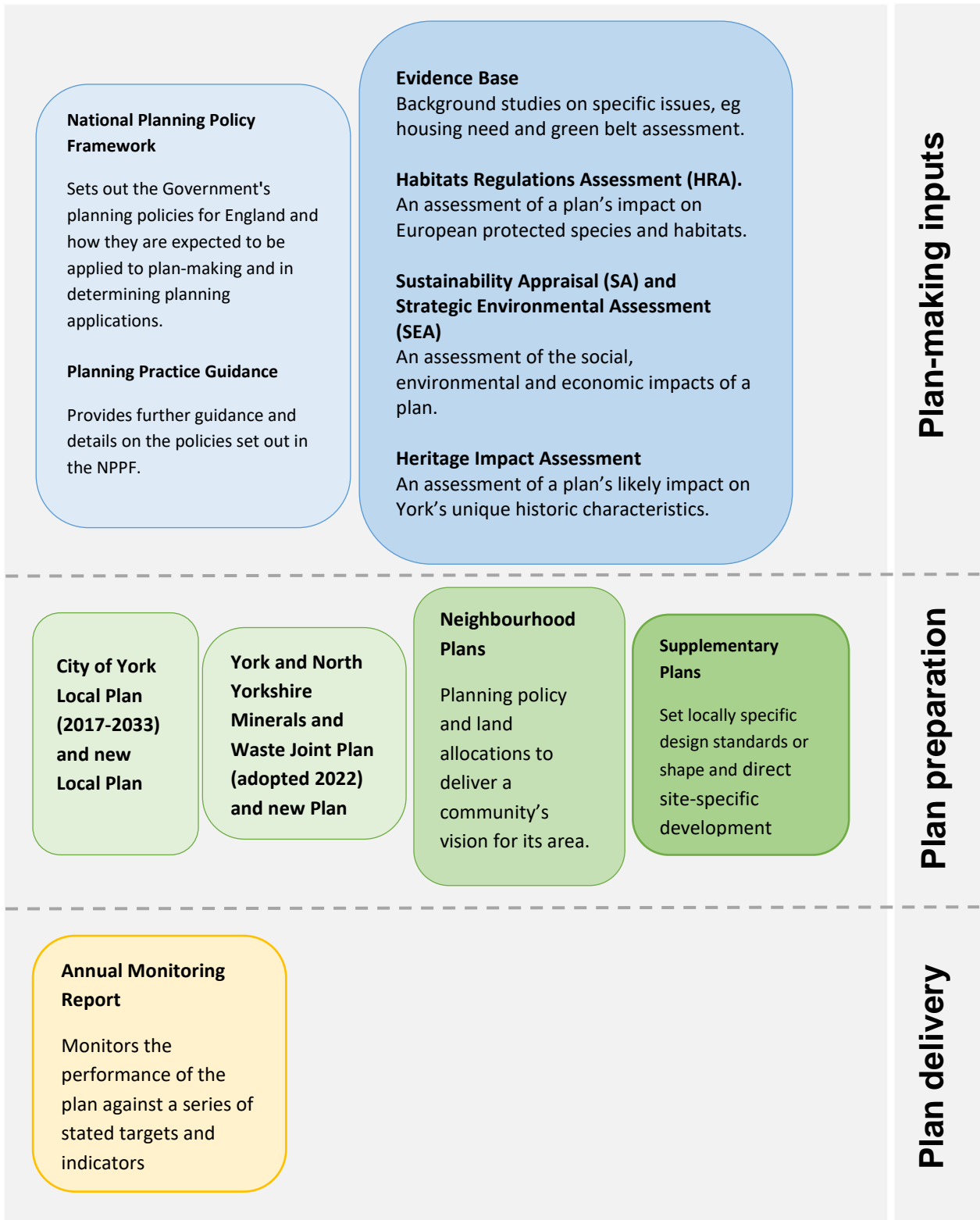


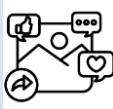





Figure 1: Plan-making overview

## 7. We will use the following methods to consult on Plan-making documents:

Consultation method	Comment
 Website	<p>All consultation documents will be made available on our website at <a href="http://www.york.gov.uk">www.york.gov.uk</a> .</p> <p>We will create bespoke consultation websites to support engagement.</p> <p>Online comments forms will be used to gauge views on planning documents.</p>
 Email	<p>E-communications can be a highly efficient and cost-effective way of publicising information about the planning service to the widest possible number of people and organisations. We will only email statutory, specific and general consultees, and those who have asked to be involved.</p>
 Social media	<p>We will promote the use of social media to make involvement easier, more wide-reaching and cost effective.</p>
 Letters	<p>We understand that not all consultees will have access to the internet, and some may prefer to continue to receive written correspondence. Where this is the case, we will only send letters to statutory, specific and general consultees, and those who have asked to be involved.</p>
 Press notice	<p>We will publish formal press notifications of the formal stages of consultation, with details of the duration of each consultation period and how to respond.</p>
 Face-to-face	<p>We recognise that there are occasions when it is preferable to discuss planning matters in person. This could include us attending ward committees, pop-up events, community meetings or being available to meet at West Offices. All consultation documents will be available to view at West Offices via prior appointment.</p>

## City of York Local Plan & Minerals and Waste Joint Plan

### Who will we consult with?

8. The council has a legal requirement to make information available to interested residents and organisations, as well as a duty to consult 'specific' and 'general' consultation bodies. The 'specific' consultation bodies are groups that have expertise and knowledge in a particular subject. The 'general' consultation bodies include voluntary and other groups with an interest in the local area, including different racial or ethnic groups, religious groups, equalities groups or local businesses. During the preparation of the Local Plan and any associated planning policy documents the council will formally consult the 'specific' and 'general' consultation bodies at certain stages as set by legislation.
9. The Duty to Co-operate has been abolished, but the need to ensure effective co-operation between plan-making authorities remains and will rely on revised national policy and the new tier of strategic planning provided by the Planning and Infrastructure Act 2025. Local planning authorities should continue to collaborate across their boundaries, including on unmet development needs from neighbouring areas, and Planning Inspectors are expected to continue to examine plans in line with the policies in the NPPF on 'maintaining effective co-operation'.
10. We must also ensure we meet the requirements of the Equality Act 2010. To ensure the views of harder to reach groups are represented, we will work closely with relevant organisations that have experience in a particular matter to find the best way of consulting and liaising with these groups.

### How can you keep up to date?

11. We keep a database of contacts to notify of future plan-making activities in accordance with our privacy notices. Notifications will be automatically sent to specific consultees and others registered on the consultation database when consultation on planning policy documents takes place.
12. You can request to be added to our Planning Policy Consultation Database by emailing: [localplan@york.gov.uk](mailto:localplan@york.gov.uk) or by phone (01904) 552255.

### Where will consultation documents be made available?

13. We will use digital technology to make it easy for you to view information and get involved. However, we also recognise that many people also like to have face-to-face conversations and access to physical documents and therefore we will try to strike the appropriate balance between approaches when undertaking consultation.
14. All consultation documents will be made available on the council's website at [www.york.gov.uk](http://www.york.gov.uk) and at West Offices. Copies may also be made available in other locations, eg relevant libraries. Should you wish to view a hard copy of any consultation document, this will be by appointment request. Please contact the Strategic Planning Policy Team: email [localplan@york.gov.uk](mailto:localplan@york.gov.uk) or phone 01904 552255 to discuss.

---

## Supplementary Plans

### What are Supplementary Plans?

15. Supplementary Plans form part of the development plan and have the same weight as a local plan or minerals and waste plan for the purpose of decision making. These are a new type of plan that we can choose to prepare to set locally specific design standards or shape and direct site-specific development. They must undergo consultation and independent examination.

### How can you keep up to date?

16. We keep a database of contacts to notify of future plan-making activities in accordance with our privacy notices. Notifications will be automatically sent to specific consultees and others registered on the consultation database when consultation on planning policy documents takes place.
17. You can request to be added to our Planning Policy Consultation Database by emailing: [localplan@york.gov.uk](mailto:localplan@york.gov.uk) or by phone (01904) 552255.

### Where will consultation documents be made available

18. We will prepare a **Consultation and Engagement Strategy** to set out in more detail the agreed approach to consultation. This will align with the Council's Resident Engagement Strategy, where applicable.
19. We will use digital technology to make it easy for you to view information and get involved. However, we also recognise that many people also like to have face-to-face conversations and access to physical documents and therefore we will try to strike the appropriate balance between approaches when undertaking consultation.

## Neighbourhood Plans

### What are Neighbourhood Plans?

20. The Localism Act 2011 introduced the opportunity for local communities to prepare neighbourhood plans and neighbourhood development orders. Neighbourhood planning gives local communities increased powers to shape development their local area and deliver a community's vision. These can be prepared by Parish Councils or designated Neighbourhood Forums and once adopted, form part of the statutory development plan to be used for decision-making (planning applications) in their area.
21. Neighbourhood plans set out locally defined land use planning policies applicable to the agreed Neighbourhood Area. Neighbourhood plans can allocate land for development, such as housing, employment, leisure and community uses. However, they must be in general conformity with the Local Plan for the area and must accord with national legislation (for example, in terms of nature conservation). This means that Neighbourhood Plans cannot propose less growth than the Local Plan or prevent development from taking place in an area but principally can help shape the type and location of new development.

### How can you keep up to date?

22. We keep a database of contacts to notify of future plan-making activities in accordance with our privacy notices. Notifications will be automatically sent to specific consultees and those registered on the consultation database when consultation on planning policy documents takes place.
23. You can request to be added to our Planning Policy Consultation Database by emailing: [localplan@york.gov.uk](mailto:localplan@york.gov.uk) or by phone (01904) 552255.

### Where will consultation documents be made available?

24. There is a joint responsibility between the body designated to bring forward a Neighbourhood Plan and City of York Council, as the Planning Authority, in the preparation of a Neighbourhood Plan.
25. The preparation of the plan is a staged process. Although the Neighbourhood Plan making process itself is community led, the draft plan must be submitted to the Council to undergo the next stage of the process wherein local planning authorities have a statutory duty to lead on an independent examination of the Plan. If examination is successful, the Neighbourhood Plan is subject to a referendum of the local community, undertaken by the Council, before it can be adopted (otherwise known as 'made').
26. City of York Council will support local communities undertaking the production of a neighbourhood plan according to the stage of preparation. This includes by providing information, guidance and making arrangements for any Examination and Referendum.

## Stages of Consultation for Neighbourhood Plan preparation

27. There are 5 steps to producing a Neighbourhood Plan. The following sets out broadly how we can assist parish councils and neighbourhood forums at each key stage of the process.

	Stage of preparation	Who will we involve
1	<p>Making a neighbourhood area application</p> <p>The <b>group preparing the plan</b> (parish council or neighbourhood forum) sets out the proposed area and an explanation for it and justification for why the group submitting the application wishes to be a qualifying body.</p> <p><i>Who can be a qualifying body?</i></p> <p>Neighbourhood plans can only be made by one of two groups</p> <ul style="list-style-type: none"> <li>• town/parish councils; or</li> <li>• neighbourhood forums.</li> </ul> <p>An application made by a neighbourhood forum has to include details of the forum's name, it's constitution and a statement of how it meets the conditions for forums specified in the Localism Act 2011.</p>	<p>Where the Parish boundary matches the proposed neighbourhood plan area boundary, no consultation is required, and the <b>Council</b> must ratify the application. The decision will then be published.</p> <p>For other applications, the <b>Council</b> will publish the application for 6 weeks and invite comments - any interested party can engage.</p> <p>We will use our website and social media to inform the local community and key stakeholders and you will be able to respond online or in writing via email/letter.</p> <p>Copies may also be made available in other locations, eg relevant libraries.</p> <p>We will make and publicise their informed decision.</p> <p>We will use the Council's website to keep people informed during the process.</p>
2	<p>Publication of proposals for the Plan</p> <p>For a minimum of 6 weeks the <b>parish council or neighbourhood forum</b> has to:</p> <ul style="list-style-type: none"> <li>• Publicise proposals of what's going to be included in the</li> </ul>	<p>The <b>Council</b> will check the Plan accords with regulations and help to publicise and consult for a six week period.</p> <p>We will use our website and social media to inform the local community and key stakeholders</p>

		<p>Neighbourhood plan and bring it to the attention of the majority of those who live, work or operate businesses in the area.</p> <ul style="list-style-type: none"> <li>• Publish contact details for representations to be made.</li> <li>• Consult any statutory consultees.</li> <li>• Send a copy of the proposals to the Council.</li> </ul>	<p>and you will be able to respond online or in writing via email/letter.</p> <p>Copies may also be made available in other locations, eg relevant libraries.</p> <p>We will use the council's website to keep people informed during the process.</p>
3	Submission of a Draft Plan*	<p>The <b>Parish Council or Neighbourhood Forum</b> must submit the following to City of York Council:</p> <ul style="list-style-type: none"> <li>• A map of the area.</li> <li>• The draft plan.</li> <li>• A statement outlining how the proposal meets the basic conditions*.</li> <li>• A consultation statement (who was consulted and how; the issues raised and how they were resolved in the process leading up to Submission).</li> </ul> <p>Once submitted, the Council lead on further preparation of the Neighbourhood Plan.</p>	<p>The <b>Council</b> will check and work with the Parish Council or Neighbourhood Forum to ensure the submitted documentation accords with regulatory requirements. This includes the submission of the required documents.</p> <p>We will publicise and consult for a six-week period on the submitted information.</p> <p>We will use our website and social media to inform the local community and key stakeholders and you will be able to respond online or in writing via email/letter.</p> <p>Copies may also be made available in other locations, eg relevant libraries.</p> <p>We will use the council's website to keep people informed during the process.</p>
4	Independent examination	<p>An <b>independent Examiner</b> will examine the plan.</p> <p>The examiner will:</p>	<p>The <b>Council</b> will work with the Parish Council or Neighbourhood Forum to appoint an independent Inspector to Examine the plan.</p>

		<ul style="list-style-type: none"> <li>• look at whether the proposals meet the regulatory requirements including basic conditions in the regulations, whether it is in conformity with the Development Plan and national planning policy; and</li> <li>• produce a report, which will be submitted to the Council. This may set out recommendations to allow the Neighbourhood Plan to proceed to the next stages.</li> </ul>	<p>We will answer any supplementary questions the Inspectors may have on the Plan in conjunction with the Parish or Forum.</p> <p>We will publish the Examiners report.</p> <p>Alongside the Parish Council / forum, we will consider the Inspectors Report and take a report to the Council's Executive to decide whether to progress to a Referendum.</p> <p>We will use the council's website to keep people informed during the process.</p>
5	Referendum	<p>Subject to a successful Examination and decision by Executive, a referendum must be held with the community in the neighbourhood area to establish the level of community support for the plan.</p> <p>A simple majority of 51% of the representative community will have to be in favour for the Neighbourhood Plan to be adopted, or 'made'.</p> <p>Once adopted, the Neighbourhood Plan becomes part of the statutory development plan for the area it covers.</p>	<p>The <b>Council</b> will inform the parish council or neighbourhood forum of its decision to proceed to referendum.</p> <p>We will set a proposed date for the referendum (which will be run by the Council's Electoral Services Team).</p> <p>Subject to a successful referendum, we will adopt the Neighbourhood Plan.</p> <p>We will use the council's website to keep people informed during the process.</p> <p>Copies may also be made available in other locations, eg relevant libraries.</p>

\* Basic conditions for a neighbourhood plan are set out in the Neighbourhood Planning Regulations as:

- A plan must have appropriate regard to national policy;
- It must conform to the strategic elements of the Local Plan;

- It must be compatible with EU obligations - for example, a Strategic Environmental Assessment may need to be carried out if the plan is likely to have significant environmental effects.
- It must also be compatible with human rights obligations;
- It should be based on up to date and robust evidence.

## Part 2: Consultation on Planning Applications

### Involving the community

28. We are committed to ensuring that the views of the community on planning applications are taken into account. We deal with a wide range of applications, from house extensions to large-scale developments for housing, leisure or employment. Your views are important, whether as a neighbour or as a member of the wider community. They help us make fair, balanced decisions, often where difficult choices must be made.
29. We want to make the process of dealing with a planning application, and the reasons for deciding whether to approve or refuse it, open and accessible to everyone. Our aim is to achieve good, well-designed schemes that contribute to the needs of the local community and, in turn, to the city overall. To this end, we have worked with the York and North Yorkshire Chamber of Commerce to agree a Planning Protocol<sup>1</sup>. This document is intended to build on existing good practices of engaging with communities and encourages collaborative and early engagement.

### Pre Application Consultation by applicants/ agents

30. We strongly recommend that applicants/ agents seek pre-application advice from us. Further information regarding pre application advice can be found on our website: <https://www.york.gov.uk/PlanningAdvicePreApp>.
31. The Local Planning Authority cannot require applicants to engage with local communities affected by their proposals. However, taking time for engagement at the very earliest consideration of a scheme helps everyone involved to understand the scheme and we would encourage applicants to engage with local communities at this stage. Such early engagement allows applicants to explain the thinking behind proposals directly to local people, who in turn can make their views known, bringing out the things they value, and raising any concerns.
32. Examples of best practice in pre-application engagement include:
  - notifying local residents by letter or leaflet, placing an advert in the local newspaper or using local notice boards. Always say how people can find out more;
  - Arranging a public event, such as an exhibition or 'open house', for example on-site or at a nearby meeting hall.

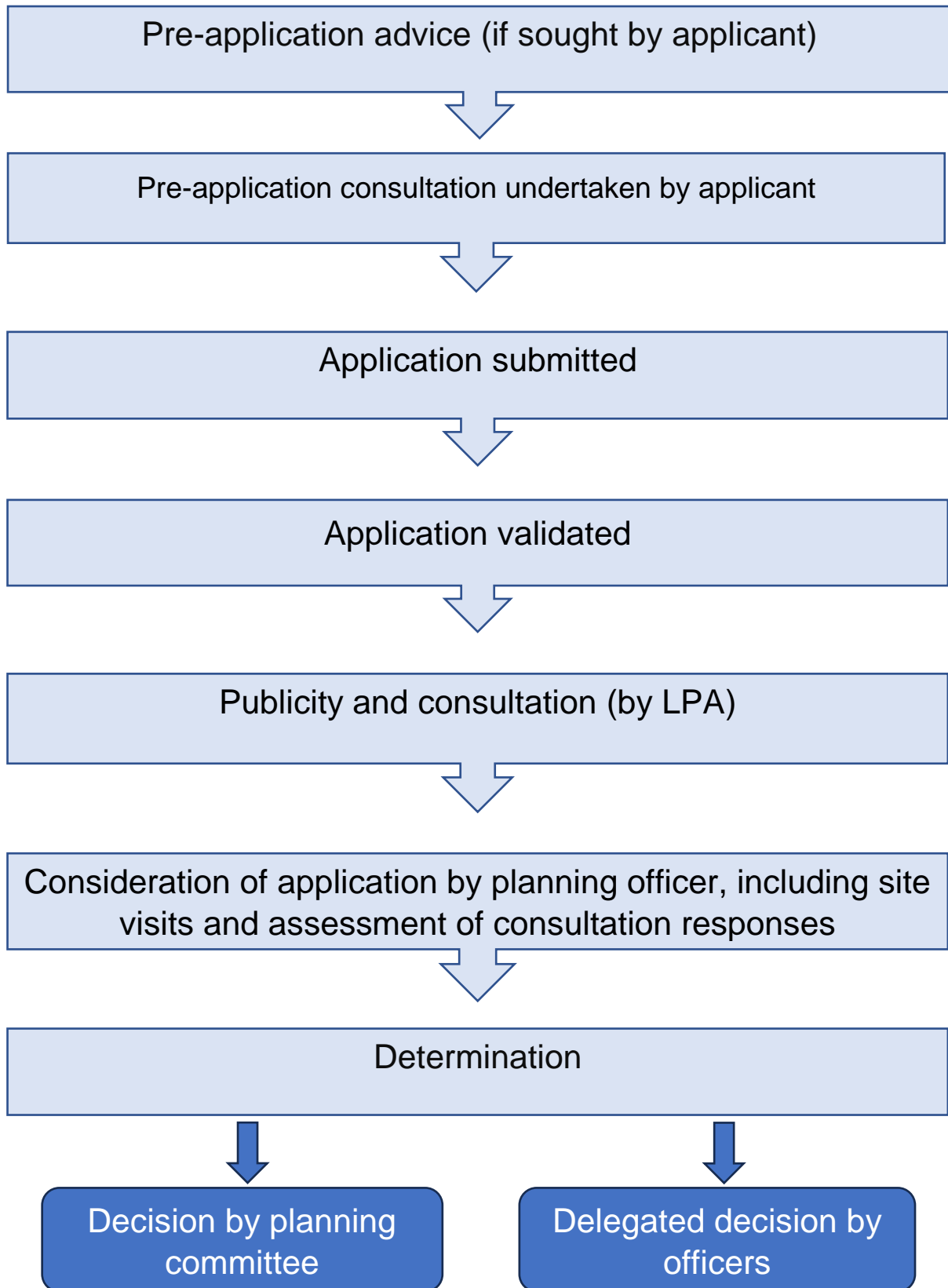
---

<sup>1</sup> <https://www.york.gov.uk/PlanningProtocol>





- contacting the Parish Council, local community or amenity groups and/or city Councillors for the Ward concerned;
  - ensuring that adequate time is allowed for people to comment, at least 21 days from the date of the latest publicity of events;
  - letting people know how their comments will be dealt with, and what the next stages are.
  - even for smaller applications, pre-application consultation with near neighbours or local people may be beneficial. For house extensions, we encourage discussion with immediate neighbours.
33. When submitting the application, a report setting out the community involvement undertaken and its outcome should be included. Any amendments made to the scheme as a result should be outlined. Planning committee will be made aware of the degree, or otherwise, of community involvement. When pre-application consultation has been undertaken, applicants should submit a report with the application summarising the type of consultation carried out, the issues raised and their response to these issues.

## The application process

34. The following diagram indicates the planning application process:



35. We will use the following methods to notify the community about planning applications:

Notification method	Comment
 Website	<p>All applications are available to view on the Council's website via Public Access at <a href="https://planningaccess.york.gov.uk/online-applications/">https://planningaccess.york.gov.uk/online-applications/</a> . A list of all application validated each week is also available here.</p>
 Letters	<p>Letters are generally sent out to neighbours adjoining the application site.</p>
 Site notice	<p>For certain types of applications, as required by legislation, notices are displayed in a public place at or near the application site. They contain information about the proposal and details about where the plans can be viewed and how you can comment.</p> <p>One or more notices may be displayed depending on the size and location of the proposed development. The notice is usually displayed for 21 days or 30 days for Environmental Impact Assessment Development.</p>
 Press notice	<p>For certain types of applications, as required by legislation, notices are placed in a local paper.</p>

36. There is no statutory requirement to consult on the following types of applications however you can choose to be notified about them via Public Access:

- certificates of lawfulness of proposed use or development;
- certificates of lawfulness of existing use or development;
- internal alterations only to a Grade II listed building;
- display of advertisements;
- approval of details; and
- non-material amendments.

## Consultation on planning applications

37. In deciding who to consult on planning applications, there is a distinction between statutory and non-statutory consultees. Regulations set out what bodies constitute a statutory consultee required as part of the planning process. The National Planning Practice Guidance provides details of this: <https://www.gov.uk/guidance/consultation-and-pre-decision-matters#Public-consultation>
38. Alongside the statutory consultees (see Table 2 Statutory consultees on applications for planning applications<sup>2</sup>) we will consult specialists within the Council and external amenity and advisory groups, such as Public Health, as appropriate. Parish Councils and Neighbourhood Planning Panels are also consulted about applications within their areas.
39. The table below indicates the statutory publicity requirements for planning applications and listed building consent:

Type of development	Site notice	Site notice or neighbour notification letter	Press notice	Website
Applications for major development as defined in Article 2 of the Development Management Procedure Order (which are not covered in any other entry)	-	X	X	X
Applications subject to Environmental Impact Assessment accompanied by an environmental statement	X	-	X	X
Applications which do not accord with the development plan in force in the area	X	-	X	X
Applications which would affect a right of way to which Part 3 of the Wildlife and	X	-	X	X

<sup>2</sup> <https://www.gov.uk/guidance/consultation-and-pre-decision-matters>

Countryside Act 1981 applies				
Applications for planning permission not covered in the entries above eg non-major development	-	X	-	X
Applications for listed building consent where works to the exterior of the building are proposed	X	-	X	X
Applications to vary/ discharge conditions on a listed building consent or involving exterior works to a listed building	X	-	X	X
Applications for works which would affect the setting of a listed building, or the character or appearance of a conservation area	X	-	X	X

40. We will always consult in accordance with the statutory requirements, which is to notify adjoining neighbours of development proposals. A decision as to whether a site notice or neighbour notification letter is undertaken in accordance with the above table, will be made on a case-by-case basis.
41. Additional consultation is at the discretion of the case officer and will be proportionate to the development proposal. Where re-consultation is undertaken, timescales for responses may be shorter, at the discretion of the case officer.

### Decision making

42. Once the consultation period has ended the planning officer draws together all the issues and responses received on the application into a written report. The scheme will be considered against the relevant development plan policies, national policy and any supplementary planning documents. Where representations have raised material planning considerations these will also be taken into account when making a decision.
43. The final decision is then made either under delegated authority by a senior officer or by a planning committee comprising of a number of elected councillors. When an application is to be determined at planning committee opportunity is available for interested parties and residents to address the committee; information about how to this is provided with the details of the

committee meeting to those who have already made comment on the application.

### **Planning appeals**

44. If an application is refused, the applicant has the right to appeal that decision. Planning appeals are dealt with by the Planning Inspectorate. We will notify anyone we originally notified and anyone who made representations about the application about any appeals. Further information can be found at <https://www.gov.uk/government/collections/make-an-appeal-to-the-planning-inspectorate-and-associated-guidance>.

### **How can you keep up to date?**

45. You can use Public Access to sign up to receive alerts about new planning applications in your area via : <https://www.york.gov.uk/SearchPlanningApplications>

### **How do we keep your information?**

46. Information about how we deal with your personal data is kept in accordance with our privacy notice for Planning and Development Services. This can be found on our website via <https://www.york.gov.uk/privacy> .

## Part 3: Community Infrastructure Levy (CIL)

### What is Community Infrastructure Levy?

- 47.
48. The Community Infrastructure Levy (CIL) is a locally set charge on new development that authorities can choose to introduce across their area. It is based on the size and type of development and once set is mandatory to pay and non-negotiable. The funds raised must be used to provide infrastructure which is required to support new development across the area. Levy rates are set out within a CIL Charging Schedule.

### Stages of Consultation for Community Infrastructure Levy (CIL)

49. The following process, set out in the CIL Regulations 2010 (as amended), defines how we will set and review the CIL.
50. We will prepare a Consultation and Engagement Strategy for each consultation stage, where relevant to set out in more detail the agreed approach to consultation.

	Stage of preparation	Who will we involve
1.	<p>Prepare and publish a draft charging schedule for consultation</p> <p>CIL must be supported by proportionate evidence base. We will commission this to understand the scope and viability of charges.</p> <p>A consultation strategy will be agreed with the Executive Member for Planning.</p> <p>A 'Statement of representations procedure' which explains how we intend to consult will be produced and available during consultation based on latest legislative requirements</p>	<p>Any interested party can respond.</p> <p>During the consultation period copies of consultation documents will be made available at West Offices and placed on our website.</p> <p>Copies may also be made available in other locations dependent on the scope or spatial reach of the SPD, eg relevant libraries.</p>
2.	<p>Submission</p> <p>Following the consultation we will publish a document setting out:</p>	<p>Copies of consultation documents will be made available at West Offices and placed on our website.</p>

		<ul style="list-style-type: none"> <li>- Who was consulted in preparing the SPD;</li> <li>- What main issues were raised through consultation;</li> <li>- How the SPD has addressed those issues raised.</li> </ul>	We will take a report to Executive to report on the consultation and to take a decision as to whether to proceed with CIL or a review of the CIL
3.	Examination	An <b>independent Examiner</b> will examine the CIL.	<p>We will appoint an independent Examiner to undertake Examination of the CIL.</p> <p>We will publish the Inspectors report on our website.</p> <p>Examination updates will be made available via our website.</p>
4.	Adoption of CIL	We will publish the CIL and an adoption statement.	<p>We will take a report to our Members with the outcomes of the CIL Examination and to make a decision to adopt the CIL.</p> <p>We will send a copy of the adoption statement to any person who has asked to be notified of the adoption of the CIL.</p> <p>Copies of the CIL and adoption statement will be made available at West Offices and placed on our website</p>

### How can you keep up to date?

51. We keep a database of contacts to notify of future plan-making activities in accordance with our privacy notices. Notifications will be automatically sent to specific consultees and those registered on the consultation database when consultation on planning policy documents takes place.
52. You can request to be added to our Planning Policy Consultation Database by emailing: [localplan@york.gov.uk](mailto:localplan@york.gov.uk) or by phone (01904) 552255.

This page is intentionally left blank

# Statement of Community Involvement

Consultation Statement for Autumn 2025

Published April 2026

## **1. Introduction**

- 1.1 This Consultation Statement sets out the consultation that the Council has undertaken in the preparation of the Statement of Community Involvement (SCI).
- 1.2 Consulting on a SCI is not a statutory requirement. However, the Council believed it was important to consult on the document given that the previous update was made in response to temporary Covid restrictions. Further, government consultation on the implementation of plan-making reforms changes the focus and emphasis of the planning system, removing SPDs and including new Supplementary Plans within the scope of plan-making, along with other significant changes to the plan-making process. Consultation on the SCI also allows the development of a contact database for planning matters. In line with our privacy notices, we can only use the details relevant to the matters people have previously registered an interest in. This will need to be updated in the context of plan-making under the new Planning system to ensure we contact those who continue to be interested in the process or are up-to-date contacts for our statutory consultees.
- 1.3 This Consultation Statement was prepared in accordance with regulation 12(a) of the Town and Country Planning (Local Planning) (England) Regulations 2012 to support the adoption of the Council's SCI. The SCI outlines how the council will work with local communities and stakeholders in developing planning policy documents.
- 1.4 In accordance with the Regulations, the Consultation Statement sets out:
- who was consulted during the preparation of the SCI
  - how they were consulted
  - a summary of the main issues raised during the consultation
  - how those issues have been taken into account in the SCI.
- 1.5 The consultation draft SCI was consulted on for a period of 8 weeks from the 15 October to the 10 December 2025. This Consultation Statement will be published alongside the SCI as part of its formal adoption.

## **2. Background**

- 2.1 The Council's original SCI was adopted in December 2007, the first document to be produced as part of the Local Development Framework. The 2007 document set out the methodology and key principles on how the Council intended to consult on the Local Development Framework suite of documents.

Similarly, it also set out the methodology and key principles for consultation on planning applications and the Development Management process.

- 2.2 The Council published an SCI update in November 2020 in response to the Coronavirus (COVID-19) pandemic and updated guidance from the Government regarding planning matters and consultation. This was appended to the SCI 2007 to ensure it was read in conjunction with the previous arrangements.
- 2.3 For plan-making, changes have been made in order to reflect the contemporary process of plan making and to clarify when and how formal consultation will take place in preparing plans.
- 2.4 The revised SCI covers:
  - Plan-making for the Local Plan, Minerals & Waste Plan and Neighbourhood Plans;
  - Supplementary Plans
  - Community Infrastructure Levy; and
  - Development Management process for planning applications.

### **3. Process of Consultation**

- 3.1 Formal public consultation on the draft SCI took place between 15 October and 10 December 2025. The consultation was available on-line through the Council's consultation webpage and webform, and comments could also be submitted by e-mail and post.
- 3.2 In compliance with the Town and Country Planning (Local Planning) (England) Regulations 2012, the following actions were undertaken:
  - The draft SCI was published on the council's website and made available at the Council's West Offices reception.
  - Details of the consultation and details of how to respond were posted on the council's website.
  - Specific consultees, including Natural England, Historic England, the Environment Agency and Highways England, neighbouring authorities, Councillors and parish councils were sent an email informing them of the opportunity to comment and details of the web page and where to find more information.

- Other organisations and private individuals forming part of the Council's Developer Engagement group were contacted directly by e-mail with details about the consultation, where to view the document and how to comment.

## 4. Main issues raised and the Council's response

4.1 Responses were received from 5 consultees, a summary of which is set out below along with the Council's response.

Consultee	Comment	CYC response
Historic England	No comment	n/a
Natural England	No comment	n/a
CYC Officer	Would support the reintroduction of some text from the current SCI where this relates to encouraging best practice on pre-application involvement.	Agree. Additional text drafted to support the section on 'Pre-application consultation by applicants/agents', to better explain what is considered best practice.
CYC Officer	Suggests amending process diagram (page 17) to include: <ul style="list-style-type: none"> <li>- An additional pre-app consultation stage (ref para 4.4) ahead of the application being submitted. See pages 31-33 of current SCI.</li> <li>- Clarification that the LPA undertake Publicity and Consultation stage (ref para 4.9)</li> </ul>	Agree and actioned.
Wheldrake PC	Would welcome a clearer explanation of how engagement will be resourced following the removal of government financial support for Neighbourhood Planning. How will the Council mitigate these challenges?	Early stages of neighbourhood plan making are the responsibility of the Parish Council; later stages of engagement, which fall under the responsibility of the Council are defined in the SCI.
Wheldrake PC	Paras 2.3-2.7 could be strengthened by confirming	No change. While the general shift to digital planning is a

	how non-digital engagement will be maintained.	clear part of the government's agenda for Planning, we will always offer alternative methods of consultation to enable people to engage. The broad range of methods is set out in the SCI, and the Council is committed to providing a tailored Consultation Strategy at each stage of consultation.
Wheldrake PC	The SCI outlines the statutory stages of neighbourhood plan preparation accurately. The SCI could demonstrate good practice by committing the Council to provide limited officer support or to signpost alternative funding sources to ensure community-led planning remains feasible.	The SCI identifies the appropriate stages where the Council will provide support. Outside these stages, the Council provides limited support as required by the circumstances of the Parish Council.
Wheldrake PC	The SCI appropriately sets out consultation expectations for SPDs but could clarify how community input will be sought where topics have cross-cutting impacts (e.g., heritage, design, or climate). Parish councils could be invited to participate more actively during the preliminary consultation stage.	No change. SPDs no longer being produced under the new Planning system. The structure of Local Plan and limited Supplementary Plans, each one subject to a formal process of plan-making, including examination, will enable early and ongoing participation from Parish Councils.
Wheldrake PC	The SCI's provisions for pre-application engagement (paragraphs 4.3–4.5) are positive but could be improved by encouraging developers to engage with parish councils early in the process. The SCI might also outline how the Council will monitor or report on developer-led consultation to ensure that community feedback is genuinely considered.	See response above re strengthening the SCI's description of best practice community engagement in the planning application process, which includes early contact with Parish Councils.  Consultation undertaken by a developer as part of the planning process should be submitted in support of the Planning Application and reported on by the Planning Officer in determining the application.
Wheldrake PC	It would be helpful for the SCI to explain how CIL funds are prioritised and how local	This is outside the remit of the SCI but will form part of

	communities, including parish councils, can participate in identifying funding priorities.	forthcoming work around CIL spending profiles.
CYC Officer	Regulations do not require consultation on an application to designate a neighbourhood plan area where it applies to the whole Parish area.	Agree. The stages of consultation for Neighbourhood Planning have been updated to clarify that, where the Parish boundary matches the proposed neighbourhood plan area boundary, no consultation is required and the Council must ratify the application.

## 5. Next steps

- 5.1 Following the close of the SCI consultation, all responses were considered, and the Council responses were set out. Where required, amendments to the SCI were made.
- 5.2 The Council will consider the adoption of the SCI at Executive committee.
- 5.3 Following adoption, the Council will publish the SCI, along with this Consultation Statement and appendices, on the Council's website.

## Appendix 1 Specific Consultees

Environment Agency ' <a href="mailto:sp-yorkshire@environment-agency.gov.uk">sp-yorkshire@environment-agency.gov.uk</a> '
Historic England ' <a href="mailto:James.Langler@HistoricEngland.org.uk">James.Langler@HistoricEngland.org.uk</a> '
National Highways ' <a href="mailto:Simon.Jones@highwaysengland.co.uk">Simon.Jones@highwaysengland.co.uk</a> '
Coal Authority ' <a href="mailto:planningconsultation@coal.gov.uk">planningconsultation@coal.gov.uk</a> '
Canal and Rivers Trust ' <a href="mailto:planning@canalrivertrust.org.uk">planning@canalrivertrust.org.uk</a> '
Forestry Commission ' <a href="mailto:yne@forestrycommission.gov.uk">yne@forestrycommission.gov.uk</a> '
Northern Powergrid ' <a href="mailto:Andrew.Spencer@northernpowergrid.com">Andrew.Spencer@northernpowergrid.com</a> '
Network Rail ' <a href="mailto:PropertyDevelopment@networkrail.co.uk">PropertyDevelopment@networkrail.co.uk</a> '
Network Rail ' <a href="mailto:Tony.Rivero3@networkrail.co.uk">Tony.Rivero3@networkrail.co.uk</a> '
Sports England ' <a href="mailto:Richard.fordham@sportengland.org">Richard.fordham@sportengland.org</a> '
North Yorkshire Council ' <a href="mailto:planning.control@northyorks.gov.uk">planning.control@northyorks.gov.uk</a> '
Parish Council Acaster Malbis < <a href="mailto:parish.clerk@acastermalbis-pc.gov.uk">parish.clerk@acastermalbis-pc.gov.uk</a> >
Parish Council Askham Bryan < <a href="mailto:clerk@askhambryanpc.org.uk">clerk@askhambryanpc.org.uk</a> >
Parish Council Askham Richard and Copmanthorpe < <a href="mailto:copmanpc@gmail.com">copmanpc@gmail.com</a> >
Parish Council Bishopthorpe < <a href="mailto:clerk@bishopthorpe-pc.gov.uk">clerk@bishopthorpe-pc.gov.uk</a> >
Parish Council Clifton Without < <a href="mailto:cliftonwithoutparishcouncil@gmail.com">cliftonwithoutparishcouncil@gmail.com</a> >
Parish Council Deighton < <a href="mailto:deightonpc@gmail.com">deightonpc@gmail.com</a> >
Parish Council Dunnington ' <a href="mailto:parish.clerk@dunningtonparishcouncil.gov.uk">parish.clerk@dunningtonparishcouncil.gov.uk</a> '
Parish Council Earswick < <a href="mailto:earswickclerk@aol.com">earswickclerk@aol.com</a> >
Parish Council Elvington < <a href="mailto:elvingtonparishclerk@gmail.com">elvingtonparishclerk@gmail.com</a> >
Parish Council Fulford < <a href="mailto:clerk@fulfordpc.org.uk">clerk@fulfordpc.org.uk</a> >
Parish Council Haxby Town Council < <a href="mailto:clerk@haxbytowncouncil.gov.uk">clerk@haxbytowncouncil.gov.uk</a> >
Parish Council Heslington < <a href="mailto:heslingtonpc@outlook.com">heslingtonpc@outlook.com</a> >
Parish Council Hessay and Upper Poppleton < <a href="mailto:jmackman3@gmail.com">jmackman3@gmail.com</a> >
Parish Council Heworth Without < <a href="mailto:clerk.hwpc@gmail.com">clerk.hwpc@gmail.com</a> >
Parish Council Holtby < <a href="mailto:jonathankay@sky.com">jonathankay@sky.com</a> >
Parish Council Huntington < <a href="mailto:Huntington.parishclerk@yahoo.co.uk">Huntington.parishclerk@yahoo.co.uk</a> >
Parish Council Kexby < <a href="mailto:kexbyparishcouncil@gmail.com">kexbyparishcouncil@gmail.com</a> >
Parish Council Murton ' <a href="mailto:enquirymurtonparishyork@yahoo.com">enquirymurtonparishyork@yahoo.com</a> '
Parish Council Naburn < <a href="mailto:clerk@naburnparishcouncil.org.uk">clerk@naburnparishcouncil.org.uk</a> >
Parish Council for Neith Poppleton ' <a href="mailto:netherpoppletonclerk@poppleton-pc.org.uk">netherpoppletonclerk@poppleton-pc.org.uk</a> '
Parish Council New Earswick < <a href="mailto:pcnewearswick@aol.com">pcnewearswick@aol.com</a> >
Parish Council Osbaldwick < <a href="mailto:osbaldwickparishcouncil@yahoo.co.uk">osbaldwickparishcouncil@yahoo.co.uk</a> >
Parish Council Rawcliffe < <a href="mailto:clerk@rawcliffeparishcouncil.gov.uk">clerk@rawcliffeparishcouncil.gov.uk</a> >
Parish Council Rufforth & Knapton < <a href="mailto:rufforth.parish.council@hotmail.co.uk">rufforth.parish.council@hotmail.co.uk</a> >
Parish Council Skelton < <a href="mailto:clerk@skelton-york.gov.uk">clerk@skelton-york.gov.uk</a> >
Parish Council Stockton on the Forest < <a href="mailto:stocktonpc@outlook.com">stocktonpc@outlook.com</a> >
Parish Council Strensall & Towthorpe < <a href="mailto:strensalltowthorpepc@outlook.com">strensalltowthorpepc@outlook.com</a> >
Parish Council for Upper Poppleton ' <a href="mailto:upperpoppletonclerk@poppleton-pc.org.uk">upperpoppletonclerk@poppleton-pc.org.uk</a> '

Parish Council Wheldrake < <a href="mailto:clerk@wheldrake-pc.gov.uk">clerk@wheldrake-pc.gov.uk</a> >
Parish Council for Wigginton'< <a href="mailto:clerk@wiggintonparishcouncil.org.uk">clerk@wiggintonparishcouncil.org.uk</a> >
York Minster ' <a href="mailto:alexm@yorkminster.org">alexm@yorkminster.org</a> '
East Riding of York Council ' <a href="mailto:planning@eastriding.gov.uk">planning@eastriding.gov.uk</a> '
Cllr. C. Douglas < <a href="mailto:Cllr.cdouglas@york.gov.uk">Cllr.cdouglas@york.gov.uk</a> >
Cllr. P. Kilbane < <a href="mailto:Cllr.pkilbane@york.gov.uk">Cllr.pkilbane@york.gov.uk</a> >
Cllr. K. Lomas < <a href="mailto:Cllr.klomas@york.gov.uk">Cllr.klomas@york.gov.uk</a> >
Cllr. M. Pavlovic < <a href="mailto:Cllr.MPavlovic@york.gov.uk">Cllr.MPavlovic@york.gov.uk</a> >
Cllr. K. Ravilious < <a href="mailto:Cllr.kRavilious@york.gov.uk">Cllr.kRavilious@york.gov.uk</a> >
Cllr. Bob Webb < <a href="mailto:Cllr.rwebb@york.gov.uk">Cllr.rwebb@york.gov.uk</a> >
Cllr. L. Steels-Walshaw < <a href="mailto:Cllr.lSteels-Walshaw@york.gov.uk">Cllr.lSteels-Walshaw@york.gov.uk</a> >
Cllr. J. Kent < <a href="mailto:Cllr.jKent@york.gov.uk">Cllr.jKent@york.gov.uk</a> >
Natural England < <a href="mailto:consultations@naturalengland.org.uk">consultations@naturalengland.org.uk</a> >
Parish Council Heworth Without. < <a href="mailto:clerk@heworthwithoutparishcouncil.gov.uk">clerk@heworthwithoutparishcouncil.gov.uk</a> >

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

**Who is submitting the proposal?**

<b>Directorate:</b>		City Development Directorate	
<b>Service Area:</b>		Strategic Planning Policy	
<b>Name of the proposal:</b>		Plan-making activity and Local Plan Review	
<b>Lead officer:</b>		Alison Cooke – Head of Strategic Planning Policy	
<b>Date assessment completed:</b>		30 March 2026	
<b>Names of those who contributed to the assessment:</b>			
<b>Name</b>	<b>Job title</b>	<b>Organisation</b>	<b>Area of expertise</b>
Alison Stockdale	Strategic Planning Policy Manager	City of York Council	Planning

<b>Step 1 – Aims and intended outcomes</b>	
<b>1.1</b>	<p><b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p>The purpose of this report is to present the forthcoming Plan-making activity being undertaken by City of York Council as well as presenting a proposal to refresh York’s Local Plan. This activity sets a framework for the future development of the area in relation to housing, the economy, community facilities and infrastructure – as well as considering how to conserve and enhance the natural and historic environment, mitigate and adapt to climate change, and achieve well designed places. The schedule includes starting a new Local Plan aligned to the new plan-making system from summer 2026. Documents supporting the Local Plan review are delegated for a decision to the Director of City Development; this includes updates to the timetable, consultation strategy, evidence base and submission of technical work through each statutory gateway.</p> <p>The Statement of Community Involvement, which sets out how we intend to consult on plan-making and planning decisions, is also presented for adoption. This sets out a flexible and bespoke approach to each plan-making process. Any consultation strategies are to be made via officer decision delegated to the Director of City Development.</p>
<b>1.2</b>	<p><b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)</p>
	<p>Plan making activities must accord with the following legislation:</p> <ul style="list-style-type: none"> <li>• Planning and Compulsory Purchase Act 2004 (as amended)</li> <li>• Localism Act 2011</li> <li>• Levelling Up and Regeneration Act 2023 (LURA 2023)</li> <li>• Planning and Infrastructure Act (PIA) 2025</li> <li>• Town and Country Planning (Local Planning) (England) Regulations 2026</li> <li>• The Neighbourhood Planning (General) Regulations 2012</li> <li>• The Neighbourhood Planning (Referendums) Regulations 2012</li> </ul> <p>Under the Town and Country Planning (Local Planning) (England) Regulations 2026, Local Authorities are required to publish a Local Plan Timetable for the preparation of new plans. This is included within the plan-making activity schedule.</p> <p>A new National Planning Policy Framework expected in summer 2026 will provide the overarching policy context, with local plans expected to avoid duplication of national policy. This will dictate the content of plans.</p>

	<p>Statements of Community Involvement are a statutory requirement. Under the provisions of the Planning and Compulsory Purchase Act 2004, local authorities are required to update their adopted SCI every 5 years. Whilst the Town and Country Planning regulations are updating requirements for consultation, this presents a flexible approach to determine bespoke consultation and engagement strategies for planning policy purposes.</p> <p>The Equality Act 2010 provides a legal framework to protect the rights of individuals and advance equality of opportunity for all. It provides a discrimination law which protects individuals from unfair treatment and promotes a fair and more equal society. Under the Act, the Gypsy, Roma and Traveller community are specifically protected under the protected characteristics for 'Race'.</p>
<p><b>1.3</b></p>	<p><b>Who are the stakeholders and what are their interests?</b></p>
	<p>Plan-making in York is relevant to anyone who lives, works or carries out business in the authority. This includes Local Communities, Voluntary and community Sector, officers at City of York Council and Planning Agents and Developer community. It also includes stakeholders, such as statutory consultees, who may have an interest in strategic planning in the city.</p>
<p><b>1.4</b></p>	<p><b>What results/outcomes do we want to achieve and for whom?</b> This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.</p>
	<p>York is operating within a rapidly changing policy, economic, social, and environmental context. National reforms to the planning system, regional strategies through the York and North Yorkshire Combined Authority, and evolving expectations on a complex range of issues require the Council to maintain an up-to-date spatial framework. Our local policy will be able to set an effective spatial response that optimises benefits for communities. The activity schedule focuses on delivery and implementation of the adopted local plan, implementation of the Community Infrastructure Levy, continuation of Neighbourhood Plan making, the updated Statement of Community Involvement and initiation of a Local Plan Review. Each of these documents is subject to a separate decisions to proceed.</p> <p>Since preparation of the current adopted Local Plan there has been significant city-wide strategy development in York, articulated in the city's collective vision set out in 'York 2032: The 10-Year Plan'. The refreshed Local Plan must reflect the city's strategic ambitions as articulated in York 2032 and related strategies on climate change, the economy, health and wellbeing, transport, skills</p>

	<p>and culture. The plan will provide a coherent basis for delivering sustainable development across the city. All of the above need to shape the development plan for the city.</p> <p>The proposal directly reflects the core aims of the Council Plan (One City for All – 2023-2037), equalities, affordability, climate action and population health.</p>
--	---

## Step 2 – Gathering the information and feedback

<b>2.1</b>	<b>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?</b> Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	<b>Source of data/ supporting evidence</b>	<b>Reason for using</b>
	Statutory legislation (as set out in Section 1.2 above)	Sets the requirements and formal framework for plan-making
	National Planning Policy Guidance	Provides guidance about the requirements
	National Planning Policy Framework	National planning policy for England and how it should be applied
	Public consultation	The new plan-making system includes a minimum of 3 statutory consultation stages which should be advised by a consultation strategy. The proposal allows for approval of the consultation strategy to be delegated to the Director of City Development; this will set out in detail stakeholder mapping, events and how consultation will be conducted. Preparation will be subject to iterative EIA and these will be published at each statutory consultation stage and/or when applicable.
	York's Adopted Local Plan (2025)	Provides the local policy framework against which the CIL, non-statutory guidance and neighbourhood Plans will be developed. This was subject to extensive consultation and public examination and is supported by evidence base, including iterative EIA.

Community Infrastructure Levy (2025)	City-wide consultation on the Community Infrastructure levy charging schedule was undertaken. This was supported by evidence base, EIA and was subject to public examination prior to adoption in November 2025.
Neighbourhood Plans	These are subject to legislative and procedural requirements during their preparation prior to being 'made' by the council. Executive take the decision to 'make' a plan. EIA is undertaken and published for the 'submission consultation', when the Council start to lead the process, and published with Executive decisions.

### Step 3 – Gaps in data and knowledge

<b>3.1</b>	<b>What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.</b>	
	<b>Gaps in data or knowledge</b>	<b>Action to deal with this</b>
	Full details of the new plan-making system and revised NPPF are not yet available; these are being incrementally released by MHCLG.	Officers to keep up to date with changes in planning policy and guidance
	Full impacts of the new Local Plan cannot be known until it has been progressed	Further information will be gained via public consultation at statutory stages and continued annual monitoring of the adopted Local Plan

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

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

<b>Equality Groups and Human Rights.</b>	<b>Key Findings/Impacts</b>	<b>Positive(+) Negative(-) Neutral(0)</b>	<b>High (H) Medium (M) Low (L)</b>
<b>Age</b>	For plan-making, there will be opportunities to engage with all age groups through various consultation stages; this will be outlined in forthcoming consultation strategies. Overall, the Local Plan and planning policy may consider age specific spatial policy; this is to be determined and will be reported on in the future.	+	L
<b>Disability</b>	For plan-making, there will be opportunities to engage and work with those who identify as either having an impairment or being a disabled person through various consultation stages; this will be outlined in forthcoming consultation strategies. The Local Plan and planning policy guidance may consider disability specific spatial policy; this is to be determined and will be reported on in the future.	+	L
<b>Gender</b>	This proposal is not expected to impact on that characteristic	0	N/A
<b>Gender Reassignment</b>	This proposal is not expected to impact on that characteristic	0	N/A
<b>Marriage and civil partnership</b>	This proposal is not expected to impact on that characteristic	0	N/A
<b>Pregnancy and maternity</b>	This proposal is not expected to impact on that characteristic	0	N/A
<b>Race</b>	For plan-making, there will be opportunities to engage and work with harder to reach groups such as gypsies and travellers. The timetable potentially proposes a new Supplementary Plan for Gypsy and Travellers relating to pitch design and site allocations. This would have a positive impact, subject to agreement for its production.	+	L
<b>Religion and belief</b>	This proposal is not expected to impact on that characteristic	0	N/A
<b>Sexual</b>	This proposal is not expected to impact on that characteristic	0	N/A

<b>orientation</b>			
<b>Other Socio-economic groups including :</b>	<b>Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?</b>		
<b>Carer</b>	This proposal is not expected to impact on that characteristic. However, there is potential for this group to be considered as part of future evidence base.	O	N/A
<b>Low income groups</b>	This proposal outlines the production on non-statutory guidance in relation to affordable housing which will support affordable housing provision. This will be considered in more detail when the guidance is presented for a decision.	+	H
<b>Veterans, Armed Forces Community</b>	This proposal is not expected to impact on that characteristic. However, there is potential for this group to be considered as part of future evidence base.	O	N/A
<b>Other</b>	This proposal is not expected to impact on that characteristic	N/A	N/A
<b>Impact on human rights:</b>			
List any human rights impacted.	This proposal is not expected to impact on that characteristic	O	N/A

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

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

<p>5.1</p>	<p><b>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</b></p>
<p>There are no negative adverse impacts identified with this report and the recommendation to approve the plan-making activity timetable and Local Plan Review. Future EIAs will be developed to consider the detail of each of the documents included in the timetable and their impacts.</p>	

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

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

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

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

Review of adopted Local Plan implications	Monitoring of adopted Local Plan and its impacts to inform future Local Plan production.	Alison Cooke	Annual
EIA of Local Plan review	Future EIA to consider the impact and implications of evidence base/ new and revised Local Plan policy	Alison Cooke	TBC – aligned to relevant stages of Local Plan production. EIA to be undertaken prior to statutory consultation and published as part of the suite of evidence.
Review of detailed Neighbourhood Plans when produced	Impacts of the detail of each NP to be considered prior to a decision being made.	Alison Cooke	TBC - aligned to plan production

## Step 8 - Monitor, review and improve

<p><b>8. 1</b></p>	<p><b>How will the impact of your proposal be monitored and improved upon going forward?</b> Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?</p>
	<p>The Local Plan Timetable and Activity Schedule will be updated as necessary to ensure the plan-making timetable remains up-to-date. Iterative EIA will also be carried out to inform Local Plan preparation and will be published as part of statutory consultations and/or when relevant.</p> <p>The adopted Local Plan (2025) policies will be monitored in accordance with an agreed monitoring framework and reported through the statutory Annual Monitoring Report. This will be used to inform the detail of future plan-making.</p> <p>Once adopted it is anticipated that the new Local Plan will be monitored annually and reviewed every 5 years, in line with the Regulations.</p>

This page is intentionally left blank



<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 April 2026
<b>Report of:</b>	Pauline Stuchfield, Director of Housing and Communities Garry Taylor, Director of City Development
<b>Portfolio of:</b>	Councillor Michael Pavlovic, Executive Member for Housing, Planning and Safer Communities

## **Decision Report: Housing Delivery Programme Delivery Strategy**

### **Subject of Report**

1. City of York Council has built a strong, proven track record of delivering high-quality homes and placemaking. Through the Housing Delivery Programme (**HDP**), the Council has successfully delivered new homes at Lowfield Green, Duncombe Square and Burnholme Green. The Council has also completed refurbishment and retrofit at Bell Farm, redevelopment of Marjorie Waite Court, Lincoln Court and a refurbishment of Glen Lodge.
2. The Council has, over recent years, committed to delivering 100% affordable homes on a number of Council-owned sites and is actively progressing this commitment. This includes demolishing buildings at Ordnance Lane and securing a new planning permission; developing a new business case for Castle Mills; submitting a planning application for Willow House and advancing regeneration proposals for Walmgate; and bringing forward proposals for supported housing at Lowfield Plot A. The Council has also developed a programme to improve and expand Gypsy and Traveller accommodation in the city. The Council has secured significant external grant funding to help unlock delivery. Each of these proposals has been shaped through extensive engagement with local communities and stakeholders to ensure they meet York's housing needs. The Council also continues to work in

partnership with Registered Providers (**RPs**) to bring forward delivery of 100% affordable housing on smaller Council sites.

3. To unlock the next phase of delivery, develop at pace and scale, and with reduced risk to the Council - this report seeks approval for a new long-term Delivery Strategy. The Strategy proposes appointing a Strategic Delivery Partner (such as a housebuilder or contractor) to deliver new build housing within the HDP pipeline. This partnership approach is designed to accelerate delivery and strengthen resilience in challenging market conditions, while also supporting wider ambitions across the public estate, including opportunities linked to One Public Estate, health-estate renewal and neighbourhood-based regeneration.
4. Through this Partnership, the Council will aim to deliver over 315 new affordable homes (subject to planning and viability) across an initial phase of five Council-owned sites: Ordnance Lane, Willow House, Lowfield Plot A, Castle Mills and Manor School. Ordnance Lane and Willow House are anticipated to start on site with early site mobilisation and preparation activity shortly after contracts are agreed. Demolition work at Willow House is expected to start over the next few months, in readiness for the Strategic Delivery Partner to build the new homes.
5. The Delivery Strategy has also been designed as a flexible vehicle for future growth, capable of supporting the delivery of additional sites in the HDP, as well as major strategic sites that may come forward through wider Council asset programmes or One Public Estate partnership work. This includes complex public sector or brownfield regeneration opportunities involving NHS, Ministry of Defence or other public landholdings. The proposed governance and delegations ensure that (subject to future Executive decisions) the Partnership can enable faster, more coordinated delivery across the wider public sector estate, contributing to citywide ambitions for new homes, regeneration, health facilities, community spaces and placemaking. The scale and scope of delivery achieved through the Partnership will be subject to governance, viability, market appetite and prevailing market conditions.
6. The proposal responds directly to the current economic climate and the continued need to deliver affordable homes at pace and scale. A programme-based long-term Delivery Strategy aims to

secure greater value, consistency and efficiency. Crucially, it also creates a platform to deliver a lasting social value legacy for York, with a city focused long-term Social Value Plan aligned to the Council Plan's priorities. The Strategic Delivery Partner will be required to invest in local skills, employment, apprenticeships and York's supply chain, ensuring the benefits extend well beyond the construction period and contribute meaningfully to the city's long-term social and economic wellbeing.

7. The Partnership is envisaged to support delivery over the long-term, over a period of approximately 10 years, with potential 5-year extensions, subject to partner performance and CYC approvals on a site-by-site or group basis. The Partnership does not guarantee work to the Partner, with all schemes subject to separate business cases, viability testing, governance and site-by-site contract awards.
8. The Partnership model promotes collaborative programme management, drawing on the Partner's technical expertise to lead design development, planning, and delivery. Designs and planning applications will continue to be developed in line with CYC requirements and in consultation with local residents and stakeholders. The Council will act as a robust client and contract manager, retaining control over key design, quality, tenure and specification requirements, with the Partner acting as development and delivery manager. The Council's internal teams will continue to play a central role in programme leadership, design oversight, quality assurance, and community engagement.
9. Under this Strategy, the Council is anticipated to retain strong control over the delivery of each scheme, with site-specific contract awards and detailed, robust contractual requirements. No major construction contract will proceed without an updated business case being brought back to Executive for approval.
10. The Strategy promotes improved cost certainty and programme management by effectively aligning key delivery risks, such as design development and planning, with the Partner, while the Council retains strong control and oversight.
11. To support this Strategy and the wider work of the HDP, the Council plans to procure an expert client-side multidisciplinary professional team, providing specialist cost, commercial, design,

contract administration, site inspection, viability and technical advice and oversight. This team will support the Council in ensuring robust programme management. The Council also has experience of development partnership working as part of its engagement on York Central.

12. To safeguard the delivery of 100% affordable housing schemes, this report proposes a necessary shift from the current requirement in the HDP Design Manual to deliver Passivhaus-certified homes. This proposal is driven by the fact that the current programme has not secured a sufficiently strong response from the market to build the new homes. A combination of factors has contributed to this position including current market conditions, risk allocation, and the complexity and buildability of schemes as presently configured, including the requirements associated with Passivhaus-certification, alongside the affordability challenges associated with the current approach.
13. It is proposed that new homes are delivered to the Homes England Healthy Homes Standard (**Annex A**) to ensure that new homes support residents' health, comfort, and wellbeing. This Standard maintains a high-quality, low carbon approach. It achieves EPC A rating on all houses, as well as flats where technically achievable. As flatted developments have less roof space relative to the number of homes, this can constrain the amount of onsite solar PV available to support achieving EPC A ratings. New homes will also exceed current national Building Regulations and align with the forthcoming Future Homes Standard. The Council is also reviewing potential enhancements, such as consideration of recognised approaches to building energy performance, such as the Association for Environment Conscious Building (AECB). The proposed approach aims to safeguard the delivery of much-needed genuinely affordable housing, by ensuring that homes are affordable to build, manage and maintain over the long-term.

## **Benefits and Challenges**

### **Benefits**

14. The proposed Strategic Delivery Partner approach aims to:

- Secure the delivery of 100% genuinely affordable housing (a mix of social rent and shared ownership) on an initial phase of Council-owned sites in a way that is financially viable and sustainable within the Housing Revenue Account's (HRA) 30-year Business Plan.
  - Deliver a range of different housing and mixed-used schemes on Council-owned land and other sites, subject to partner alignment.
  - Provide a flexible delivery vehicle that can enable and accelerate the future delivery of wider strategic sites, including opportunities arising through One Public Estate and major brownfield regeneration schemes, subject to future Executive approval.
  - Provide a clear, long-term pipeline of delivery to improve market attractiveness to contractors and supply chains.
  - Achieve programme-wide delivery efficiencies.
  - Enable consistent governance, performance management, and quality assurance across all projects.
  - Deliver a bespoke, city-focussed Social Value Plan, aligned with the Council's priorities (including education and skills and economy) funded by the Partner.
15. Strategic delivery partnerships are a common approach adopted by local authorities to deliver housing and regeneration at scale. This includes Hull City Council and Cambridge City Council. The Council will draw on lessons learned from its public sector partners.
16. The keys to ensuring a successful public-private partnership, which will be adopted by CYC, include:
- Alignment of key strategic objectives from the outset.
  - Clear contractual requirements and robust, unambiguous legal agreements.
  - Proactive and robust ongoing contract management.
  - Ongoing open communication, collaborative working and problem solving between the partners.
  - Commitment to operating on a transparent, open book basis.
  - Effective relationship building and management.
  - Continuous programme improvement and learning.

17. Homes will be delivered in accordance with the Homes England Healthy Homes Standard, and Future Homes Standard, ensuring that new homes support residents' health, comfort, and wellbeing.

## Challenges and Risks

18. Key risks and mitigation strategies include:
  - **Dependency on a Single Strategic Delivery Partner** - Creating potential programme-wide disruption in the event of performance issues or disputes. Mitigations include clear contractual requirements, robust performance standards, Key Performance Indicators, and effective contract management supported by the client-side multidisciplinary team.
  - **Viability and Affordability Challenges** - Given the wider financial pressures facing the Council, each scheme will be modelled and tested within the 30-year HRA Business Plan, or General Fund, with opportunities to secure external funding maximised. Cost management will be rigorous throughout all stages of delivery. Contract awards will be made on a site-by-site basis. Entering into any major construction contract will be subject to Executive approval informed by an up-to-date business case reflecting the latest cost estimates and market conditions at the time.
  - **Pressures Associated with Delivering Multiple Schemes Concurrently** - The programme delivery approach enables better phasing, prioritisation and flexibility in response to changing market or financial conditions. Schemes will be programmed on a phased basis over the long-term to ensure they are deliverable and affordable with sufficient resources allocated by both partners.

## Policy Basis for Decision

19. The proposal directly supports:
  - The Council Plan 'One city for all' (2023 - 2027), particularly Priority (e) to increase the supply of affordable housing.
  - The Homelessness and Rough Sleeping Strategy (2024 - 2029), through the expansion of social housing.

- The Climate Change Strategy (2022 - 2032), through the delivery of energy-efficient, low-carbon homes and sustainable neighbourhoods.
  - The Health and Wellbeing Strategy (2022 - 2032), by addressing health inequalities linked to poor quality housing.
20. High-quality housing, regeneration and placemaking is fundamental to achieving better health and wellbeing outcomes, improved educational attainment and stronger economic resilience for local communities. The Council and its new Partner will continue to support these wider outcomes.
21. Delivering affordable and sustainable housing is also a key priority for the York and North Yorkshire Combined Authority (**YNYCA**).

## **Financial Strategy Implications**

22. All delivery under the Partnership must remain financially viable within the HRA 30-year Business Plan or General Fund. It is anticipated that the Partner will support the development of scheme business cases, which will be updated as each scheme progresses. Contract awards will be made on a site-by-site basis. Executive approval will be required before entering into major construction contracts in the HDP.
23. Schemes in the initial phase of the Strategic Delivery Partnership have existing approved budgets for pre-construction, with Ordnance Lane also having an approved budget for construction. The procurement processes for the Strategic Delivery Partner and multidisciplinary professional team, as well as early delivery under the Partnership, are expected to be funded from these existing approved budgets where available, or from any other available revenue funding. Further approvals will be required to secure additional funding, including to cover more construction activity.
24. CYC intends to continue to fund schemes using a blend of HRA borrowing, grant funding, Section 106 monies, and Right to Buy receipts. Schemes will maximise all external funding opportunities including Homes England funding and devolved funding via the YNYCA. Where appropriate, opportunities for the Partner to finance specific schemes (for example, where commercial space or homes for sale may be managed by the Partner) may be explored, with any proposals subject to Executive approval.

25. Delivering new homes directly through the HRA enables the Council to replenish stock lost through Right to Buy and supports growth in rental income across the HRA 30-year Business Plan. Whilst short-term borrowing will increase to fund construction, the modelling to date across the HDP indicates that generally the long-term financial impact is positive.
26. Industry feedback and HDP's delivery experience indicates that delivering Passivhaus-certified homes, whilst delivering high building energy performance, has not had a sufficiently strong response from the market and it can have cost and programme implications. The extent of these impacts varies on a scheme-by-scheme basis, and can be moderate, or in some cases, significant. Factors such as design complexity, site conditions and specification requirements all have an impact. Additional investment may be required in areas such as building fabric, glazing, mechanical and electrical systems, and certification processes.
27. A programme-wide approach is expected to improve cost efficiency and supply chain continuity. Each scheme will include appropriate cost contingencies and up-to-date risk assessments which are actively managed. Lessons learned will be carried forward.

## **Recommendation and Reasons**

28. Executive is asked to:
  - a) Approve the Delivery Strategy for the HDP, including an initial phase of five sites (Ordnance Lane, Castle Mills, Willow House, Lowfield Plot A and Manor School), via the appointment of a long-term Strategic Delivery Partner and client-side multidisciplinary professional team.
  - b) Agree that the Delivery Strategy, subject to future Executive approvals, may be used to support the delivery of additional sites in the HDP, as well as strategic sites that may come forward through the Council's wider asset programmes and One Public Estate partnership work, including major public-sector land opportunities and significant brownfield regeneration schemes.

- c) Approve that prior to entering into any major construction contract in the HDP, a business case will be brought back to Executive for approval.
- d) Agree to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Director of Finance and the Director of Governance) to take such steps that are necessary to procure and appoint the Strategic Delivery Partner, multidisciplinary professional team, and demolition of buildings at Willow House, and to determine the provisions of and enter into the resulting contracts (including any and all partnership agreements, pre-construction services agreements and early / minor / enabling / demolition works contracts) and any other necessary legal documentation (including any and all planning agreements and/or highways/land agreements as required; however, for the sake of clarity this delegation is not for any requirements of either the Local Planning and/or Highways Authority), and the provisions of any subsequent modifications and/or extensions thereto, in accordance with the Council's Financial Regulations set out in Appendices 10 and 10a of the Constitution (the "**Finance Regs**"), the Contract Procedure Rules set out in Appendix 11 of the Constitution (the "**CPRs**") and (where applicable) the Procurement Act 2023 (the "**Procurement Act**") and the Public Contract Regulations 2015 (the "**PCRs**"), within approved budgets and subject to the availability of funding.
- e) Agree to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Directors of Governance and Finance) to agree and enter into any land assembly, access, highways, easement, wayleave, title regularisation, or minor freehold/leasehold disposal necessary to deliver individual schemes (and the provisions of any subsequent modifications and/or extensions thereto), where consistent with an Executive-approved business case and statutory requirements.
- f) Agree to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) to negotiate and enter into any Section 106, Section 278, Section 38, utilities, adoption, estate management, collaboration or development agreements required to implement schemes (and the provisions of any subsequent

modifications and/or extensions thereto), following Executive approval of the relevant business case.

- g) Agree to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Director of Finance and the Director of Governance) to undertake feasibility and due diligence work on additional sites in the pipeline, and to bring forward scheme-specific business cases to Executive for decision on inclusion in the Partnership.
- h) Agree to delegate authority to the Director of Housing and Communities and/or the Director of City Development (as appropriate based on the site) (in consultation with the Director of Finance and the Director of Governance) to determine the provisions of and enter into any resulting grant funding agreements and/or Memorandums of Understanding with any external funders, and the provisions of any subsequent modifications and/or extensions thereto, to ensure compliance with the Subsidy Control Act 2022, the Finance Regs and the CPRs.
- i) Approve the change from the Passivhaus-certification requirement for new homes to the adoption of the core requirements within the Homes England Healthy Homes Standard, and Future Homes Standard, as well as consideration of enhancements.
- j) Note the availability of Compulsory Purchase Order (CPO) powers, and to receive further reports (should they be required) in respect of any potential CPOs which may be required to facilitate the delivery of the schemes.

**Reasons:**

- To ensure any works and/or services are procured in compliance with the Finance Regs, the CPRs, and (where applicable) our statutory duties under the Procurement Act 2023 and the Public Contract Regulations 2015.
- To ensure that any grant funding arrangements are entered into in compliance with the Subsidy Control Act 2022, the Finance Regs and the CPRs.
- To approve the Delivery Strategy and associated appointments, providing a single, programme-based route to secure capacity,

continuity and best value through a Strategic Delivery Partner and client-side multidisciplinary team.

- To confirm the inclusion of the first phase of sites within the Partnership, ensuring a clear and sequenced pipeline that can be managed efficiently on a programme basis.
- To enable early feasibility work on wider strategic development opportunities, including sites emerging through One Public Estate and major brownfield regeneration schemes, and to ensure that any proposal to include such sites in the Partnership is supported by a business case brought to Executive for decision.
- To endorse site-by-site contract awards and programme phasing, preserving CYC control and flexibility to respond to market conditions and affordability while maintaining delivery pace.
- To require updated scheme-specific business cases for Executive approval prior to entering major construction contracts in the HDP, strengthening governance, affordability and risk management at each gateway.
- To enable the Council to assemble and manage land, infrastructure and property interests necessary for scheme delivery, ensuring legal, planning and operational readiness.
- To allow the Council to enter into grant funding, infrastructure, highways, utilities and development agreements needed to implement individual schemes efficiently and in accordance with statutory requirements.
- To support timely and coordinated delivery of the HDP by providing appropriate delegations to progress activity.
- To ensure that schemes can be delivered in line with Executive approved business cases, the Council Plan, and the wider objectives for affordable housing, regeneration, social value, economic inclusion and climate action.
- To adopt the Homes England Healthy Homes Standard and Future Homes Standard to maintain high-quality, low carbon design while ensuring schemes remain deliverable and financially sustainable.

## **Background**

### **29. Market Insight**

The HDP has seen lower levels of market appetite to build new homes in the programme than anticipated. The recent procurement for the construction of 101 homes at Ordnance Lane did not result in a contract award, indicating a limited market

response. This reflects a combination of factors including national market conditions characterised by high inflation, supply chain fragility and contractor risk aversion, alongside the complexity and buildability of schemes as presently configured, including the requirements associated with Passivhaus-certification.

CYC is undertaking Preliminary Market Engagement with housebuilders and contractors to ensure that the Strategic Delivery Partner opportunity meets the Council's objectives and priorities, whilst also being commercially attractive to the market. The proposed approach seeks to align risk allocation, specification and delivery model with current market capacity, with the aim to improve the attractiveness and deliverability of the programme.

### 30. **Design Standards of New Homes**

The Council is committed to delivering high-quality, low carbon, sustainable homes that support residents' wellbeing and respond to the climate emergency. The Council's ambition is to deliver homes that produce fewer carbon emissions over their lifetime, are resilient to climate impacts, and are affordable to run, thereby helping to reduce residents' energy bills and tackle fuel poverty.

The Council will require all new homes delivered through the Strategic Delivery Partnership to meet, as a minimum, the core specifications within the Homes England Healthy Homes Standard. This will ensure that new homes support residents' health, comfort, and wellbeing. New homes will support long-term physical and mental wellbeing, enabling residents to live active, fulfilling lives in homes designed with their health in mind.

Key features of a 'Healthy Home' include:

- Good indoor air quality, comfortable temperatures, natural light, and energy-efficient performance to help reduce risks such as respiratory illness, overheating, and stress-related conditions.
- EPC A rating on all houses, as well as flats where technically achievable.
- Whole Life Carbon Assessment to measure total lifetime carbon impact.
- Accessible and future-proofed design, allowing households to adapt their home as their needs change so people of all ages and abilities can live comfortably and safely.

- Design that considers a range of resident needs and abilities, including neurodiversity.
- Age-friendly design approaches that help residents live independently throughout their lives.
- Good connectivity, access to green and play spaces, and nearby community facilities - all contributing to healthier, more inclusive living environments.

New homes will also exceed current national Building Regulations and align with the forthcoming Future Homes Standard, as well as meeting adopted local planning policy. The Future Homes Standard is designed to ensure new homes are future-proofed with low carbon heating (such as air-source heat pumps or heat networks) and high levels of energy efficiency. The Future Homes Standard is expected to reduce carbon emissions by around 75% - 80% compared to current standards. Many homes are expected to incorporate renewable technologies such as solar PV. Homes are expected to benefit from improved ventilation, reducing risks of damp and mould, alongside enhanced fabric performance.

In line with the Council's commitment to high environmental performance and tackling climate change, the Council is reviewing potential enhancements to the core requirements within the Homes England Healthy Homes Standard and Future Homes Standard. This includes consideration of recognised approaches to building energy performance, such as the Association for Environment Conscious Building (AECB).

The Council is carrying out detailed technical and commercial work to finalise a specification that delivers high-quality, low carbon homes that are affordable to build, manage and maintain over the long term.

### 31. **Willow House Demolition**

To expedite delivery in readiness for the appointment of the Strategic Delivery Partner, the Council plans to enter into a demolition / enabling works contract with a separate contractor to demolish the existing buildings on the southern section of the site.

## 32. Disposals Programme Update

Officers continue to work with RPs to bring forward 100% affordable housing (no private housing) on all the following Council-owned sites, by freehold transfer or grant of a long lease, in line with the July 2024 Executive decision. Site progress includes:

- **Woolnough House** - RP is in pre application stage for 13 affordable homes. Disposal of freehold is conditional on securing planning permission.
- **68 Centre** - RP is in pre application stage for 10 affordable homes. Disposal of freehold is conditional on securing planning permission.
- **Clifton Without Junior School** - RP is in pre application stage for 8 affordable homes. Disposal via leasehold is conditional on securing planning permission.
- **Lowfield Plot B** - The site was previously marketed for extra care housing, but this did not result in a disposal due to viability challenges and site constraints. New market engagement has demonstrated interest to deliver a scheme for over 55s. Officers are considering options and may return to Executive for a decision.
- **Morrell House** - No bids received from RPs. CYC is considering alternative options. Officers will return to Executive for a decision.
- **The Glen, Ousecliffe Gardens** - No market interest in current form. CYC is considering alternative options. Officers will return to Executive.

## Consultation Analysis

33. Early feedback from the construction market, as well as experience from delivery and procurement in the current programme, have informed development of this proposal. Formal preliminary market engagement is underway to help shape the detailed Procurement Strategy and help ensure strong market interest and value for money for the Council.
34. Throughout delivery, the Council will continue to engage and consult communities and stakeholders on a scheme-by-scheme basis. Engagement will continue to be carried out in an open,

transparent, and meaningful way, ensuring that feedback from residents is taken onboard as part of the development of schemes. Consultation will be carried out in line with the Council's Public Sector Equality Duty.

## Options Analysis and Evidential Basis

### 35. Option 1 - Procure a single Strategic Delivery Partner (Recommended)

This option aims to provide programme-wide delivery at pace and scale, whilst reducing risk to the Council, as well as stronger competition and supply chain engagement. Delivery Partner expertise will help to accelerate delivery and maximise value. There will be clear and consistent governance and programme management.

Subject to Partner capability, viability, market conditions, and future governance approvals, a range of mixed tenure housing (including private) and mixed-use sites may be delivered over the long-term Partnership, including commercial space, extra care, independent living, hostel, healthcare, retrofit works and refurbishments. Sites may be Council-owned or have alternative landowners.

Risks relate to supplier dependency, mitigated by site-by-site contract awards, contractual break clauses, and effective contract management. Inclusion of sites within the Partnership does not commit the Council to delivery via the Partner as all schemes remain subject to site-specific viability, funding and governance.

The indicative timescales for next steps are set out below. Dates are subject to change, including due to procurement and governance.

<b>Activity</b>	<b>Indicative Date</b>
Preliminary Market Engagement	Spring 2026
Procurement of client-side multidisciplinary professional team	Spring - Summer 2026
Procurement of Strategic Delivery Partner	Autumn 2026 - Spring 2027

Early site mobilisation and preparation activity commences at Ordnance Lane and Willow House	Spring 2027
Further contract awards to Partner on site-by-site basis, subject to approvals	Summer 2027 onwards

### 36. **Option 2 - Continue Site-by-Site Delivery (Not Recommended)**

Continuing with a site-by-site procurement and delivery model would maintain flexibility and allow broader SME engagement, but it would limit the Council's ability to deliver the HDP and other development and strategic sites efficiently at pace and scale at the programme level. This approach creates repeated procurement cycles, duplicated costs, and reduces opportunities for programme-wide learning and improvement, impacting the Council's ability to deliver its housing, climate and placemaking ambitions and objectives.

While still viable for select sites, a scheme-by-scheme approach may reduce the Council's ability to provide the certainty or scale required to fully optimise delivery or demonstrate strong pipeline commitment to the market.

### 37. **Option 3 - Dispose of Sites to RPs (Not Recommended)**

Land disposals to RPs are an important part of achieving affordable housing growth. Whilst this option has not been market tested given the priority to retain the identified sites as Council assets, it is expected that disposing of sites to RPs could transfer delivery and financial risk to RPs, generate capital receipts for CYC, and accelerate delivery on some sites.

However, for the sites in the initial phase of the Partnership, this would limit HRA rental income, reduce long-term housing assets under Council ownership, and may not guarantee 100% affordable housing outcomes on sites with viability challenges.

## **Organisational Impact and Implications**

### **38. Financial**

Funding of the housing delivery programme is by a variety of sources including right to buy receipts, section 106 monies, prudential borrowing and external grants. The availability of funding would not be impacted by the preferred option of using a strategic delivery partner for a group of schemes. Each scheme would continue to be costed on its own merits for affordability and business cases would require approval by Executive.

The current 30-year business plan for the HRA demonstrates that the planned development schemes require a large upfront investment of resources within the first 5 years, after which point the later schemes start to be funded by income streams resulting from the earlier developments. Seeking further external grants on schemes will further reduce the financial cost to the HRA.

The multidisciplinary support team would be funded from existing resources within the HRA.

### **39. Human Resources (HR)**

There are no HR implications contained within the report.

### **40. Legal**

#### **Commercial/Contract Law**

- Subject to the approval from Executive of any budget post tender, all building works contracts must be drafted, negotiated and concluded with the advice and input of CYC Legal Services and (where necessary) external legal support.
- The above assumes that that any Delivery Partner is procurements under a tender exercise advertised to the market; if any other arrangement is proposed the terms and conditions of any partnership or governance arrangements will require the advice and input of Legal Services before being concluded. The principal powers on which the Council can rely upon to enter such arrangements include the Local Government (Goods and

Services) Act 1970, Sections 101 and 102 of the Local Government Act 1972, Section 95 of the Local Government Act 2003, and Sections 1 and 4 of the Localism Act 2011 (as applicable).

- The sale of any freehold or long leasehold to any RP may be subject to procurement law implications if the Council wants the RP to be under a positive contractual obligation to build housing to a specific design/requirements, within a specified period (see **Property Law** below).

### **Subsidy Control Law**

- Applications to any external funding body for grant funding by the Council are subject to Rules 6 to 9 of the Financial Regs and Rule 4 of the CPRs and must be assessed by CYC Legal Services and (where necessary) external legal support, to ensure that any subsidy awarded to the Council complies with the Subsidy Control Act 2022 prior to their submission.
- Subject to a full and proper assessment by CYC Legal Services:
  - Where the funding is to be used to finance the delivery of a contract commissioned through an open and transparent procurement process in line with the Council's CPRs and the Procurement Act or the PCR's, the Subsidy Control Act 2022 should not apply under the Commercial Market Operator principle.
  - Similarly, any freehold transfer or long lease to an RP must be at open market value to comply with the Commercial Market Operator principle, as well as section 123 of the Local Government Act 1972 (in respect of General/non-HRA land) and section 32 of the Housing Act 1985 and section 25 of the Local Government Act 1988 (in respect of HRA land) (see **Property Law** below).
  - Further, where funding has been applied for under any pre-existing Subsidy Scheme (e.g., YNYCA's Brownfield Housing Fund Subsidy Scheme or Homes England's SAHP 2026 to 2036), it should be noted that any application by the Council does not need to be assessed against the principles under the Subsidy Control Act 2022. This is because the principles assessment under Act should have been completed at scheme level by either Homes England or the YNYCA for their respective schemes; therefore, with respect to any grant awards

given to the Council under a scheme, the Council are only required to demonstrate compliance with the relevant eligibility criteria under the relevant scheme. However, further advice and support should be sought from Legal Services where required.

- Where there is any conflict between the Finance Regs, or the CPRs, or (where applicable) the Procurement Act or the PCR, and the rules or conditions imposed by the funding body, the stricter requirement will be followed.
- Any grant funding agreements will need to be reviewed, drafted and completed with advice and support from CYC Legal Services and (where necessary) external legal support.
- Officers must exercise particular care when agreeing key targets and milestone dates with funders to ensure these are deliverable. Failure to meet agreed targets may result in grant being withheld, suspended, or clawed back. Early input from relevant council teams and external advisors at application stage is key to mitigate these risks.

### **Property Law**

- The Council has statutory powers:
  - Pursuant to Section 123 of the Local Government Act 1972, to dispose of any General Fund/non-HRA land held by the Council (including granting a lease of it). Although Section 123 requires that the consent of the Secretary of State for Housing, Communities and Local Government (**SoS**) be obtained for a disposal at a price less than best reasonably obtained, such consent is automatically given for the disposal of General Fund/non-HRA land by a General Consent Order (**GCO**) where both of the following conditions are satisfied:
    - the Council considers that the disposal will contribute to the promotion or improvement of the economic, environmental, or social well-being of its area; and
    - the difference/shortfall between the consideration/monetary receipt obtained and best consideration amount does not exceed c. £2M.
  - Pursuant to Section 32 of the Housing Act 1985, to dispose of any HRA land held by the Council (including granting a lease). Although Section 32 requires that the consent of the Secretary of State is obtained for a disposal of HRA land (whether at or below market value), General Consent Orders

automatically give SoS consent to disposal/leasing of such land where:

- the disposal is at market value; or
  - by way of “short tenancy” comprising a lease for a term not exceeding 7-years (but on the expiry of such tenancy a further short tenancy of the land cannot be granted pursuant to such General Consent until at least 1-year after the original short tenancy has expired).
- Regarding HRA land, Section 25 of the Local Government Act 1988 prohibits a local authority from providing/giving “financial assistance or gratuitous benefit” when disposing of HRA land (including disposing for a price below market value) without the consent of the Secretary of State. However, a GCO does give SoS consent to the provision of financial assistance/gratuitous benefit in the limited circumstances specified in such GCO, including to the provision to any person of financial assistance or gratuitous benefit consisting of the disposal of an asset comprising a dwelling house or hostel where:
    - the aggregate amount or value of the financial assistance or gratuitous benefit provided by the local housing authority to all persons under this consent in any financial year shall not exceed the sum ascertained by multiplying the population of the area of the authority by the figure of £3.00;
    - the disposal must be:
      - by way of a lease for a term not exceeding 21-years; and
      - to either:
        - a RP; or
        - a person who intends to use the accommodation for occupation by persons with a special need; and
      - the aggregate number of dwelling-houses comprised in the disposal and any previous disposal by the local authority under this consent in the same financial year must not exceed a number (the “ceiling”) equal to the greater of 50, or one quarter of one per cent of the number of dwelling-houses owned by the authority at the commencement of the financial year in which the disposal takes place.

In any event, it is considered that GCOs give the Council power to dispose (by way of leases for a term up to 7-years) of the necessary properties to the appointed service provider

without needing to apply for and obtain express consent from the Secretary of State.

- If the Council intends to dispose of land (either by freehold transfer or by grant of long lease) to a registered provider with the objecting of the purchasing RP developing (100%) affordable housing on the land, then it should be noted that:
  - If the Council wants the RP to be under a positive contractual obligation to build such housing with a specified period, then this may be classed as a public works contract that needs to be tendered and awarded after a procurement exercise (see **Commercial/Contract Law** above and **Procurement** below). Such an obligation would need to be clearly specified in the procurement documentation and legal agreement(s). The imposition of such an obligation would likely substantially reduce the capital receipt obtained for the land as opposed to what would be obtained for a disposal without any obligation or restriction regarding use solely for affordable housing.
  - If the Council, however, is content for the RP not to be under a positive obligation to construct affordable housing on the land, the Council could instead impose a restrictive covenant prohibiting use of the land for any purpose(s) other than solely affordable housing. However, whilst this probably would not reduce the capital receipt obtained by as much as the imposition of a positive development obligation; however, this would not entitle the Council to require that the purchasing RP actually builds any affordable housing on the land (instead the RP might potentially sit on/landbank the land until they wish to develop it). Further, there are legal complexities with successfully enforcing covenants restricting use of land and there is a risk that the purchasing RP might be able to subsequently successfully apply to the First Tier Tribunal under S.84 of the Law of Property Act 1925 for modification or release of such restrictive covenant(s).

### **Planning Law**

- Any necessary planning permission will need to be obtained for each site referred to within this report. Each Section 106 affordable housing contribution received by the Council will have to be spent in accordance with the terms and conditions of the Section 106 agreement, which has secured the contribution.

- Sections 226(1)(a) and 226(1A) of the Town and Country Planning Act 1990 (as amended) empower local authorities, with Secretary of State authorization, to compulsorily acquire land to facilitate development, redevelopment, or improvement (1a), provided it achieves economic, social, or environmental well-being (1A).

#### **41. Procurement**

- Any proposed works or services will need to be commissioned via a compliant procurement route under the Council's Contract Procedure Rules and where applicable, the Procurement Act 2023. All tenders will need to be conducted in an open, fair, and transparent way to capture the key principles of procurement. Further advice regarding the procurement routes, strategies and markets must be sought from the Commercial Procurement team.
- Acknowledgement should be given to the valuable market intelligence the council has received on several procurements in relation to Passivhaus, designs and buildability. The market has informed the council of the challenges faced regards to the schemes as individuals, supply chain expertise, delivery risks, cost risks and contractual risks.
- The credible intelligence received has therefore been brought inhouse and worked through by all appropriate directorates and has been fed into the newly developed strategy for this particular project and will continue to be a consideration matter in how the council moves forwards with the scheme(s) in which this report relates to.
- Pre Market Engagement events will be crucial to help build confidence in the market and to create an attractive, and achievable project.

#### **42. Health and Wellbeing**

Public Health supports the recommendations in the report. Safe, quality, affordable housing is a cornerstone to reducing health inequalities.

#### **43. Environment and Climate Action**

While removing the requirement for Passivhaus-certification for new homes in the CYC Building Better Places Design Manual may

reduce overall environmental performance, the proposed approach ensures that the Council will continue to deliver homes that are efficient, resilient and affordable to run, thereby helping to reduce carbon emissions and residents' energy bills.

The minimum core specifications within the Homes England Healthy Homes Standard require an EPC A rating wherever technically achievable and a Whole Life Carbon Assessment to measure total lifetime carbon impact. The standard also incorporates broader sustainability measures linked to design and occupancy which support residents' health, comfort, and wellbeing.

Any uplift on this standard, such as incorporating approaches from the Association for Environment Conscious Building (AECB), should also focus on addressing the performance gap between anticipated and actual performance of new homes, and futureproofing against extreme weather events through passive design features.

The proposed changes balance the council ambitions of supporting net zero carbon and being a climate ready city with the aim of ensuring deliverability and affordability of the programme.

#### 44. **Affordability**

This proposal enables the delivery of 100% affordable housing on a number of Council-owned sites, with a mix of social rented homes and shared ownership to provide a range of housing options for residents in various forms of housing need across the city.

#### 45. **Equalities and Human Rights**

Please see **Annex B** for the Human Rights and Equality Assessment (HREA). The actions identified will be completed within the timeframes agreed. A review of the HREA should be completed within 3 years.

The Council recognises, and needs to take into account its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a

relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).

#### 46. **Data Protection and Privacy**

Please see **Annex C: Data Protection Impact Assessment (DPIA) Screening Checklist**. 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**

The provision of housing is likely to remain a high-profile community issue and, as such, will continue to be a focus for the council's corporate communications. It is one of the priority areas within the council's communications and engagement strategy. In addition, there may be an ongoing need to directly support community engagement around particular sites. This will be considered on a case-by-case basis.

#### 48. **Economy**

An affordable accessible housing market is an essential precursor to a successful and resilient economy, as well as housing development being a driver of economic growth in its own right. The approach to delivery at scale and pace outlined in this report and support for enhanced affordability and environmental performance is welcomed in this respect.

### **Risks and Mitigations**

49. **Procurement Risk** - there is a risk of constrained or limited market interest or non-compliant bids. Mitigations include preliminary market engagement to shape a commercially attractive opportunity and procurement strategy, as well as a deliverable and commercially viable specification aligned with market capacity,

which meets the Council's objectives and priorities. The approach will retain flexibility to optimise delivery routes at a scheme level to ensure deliverability.

50. **Single Partner Dependency** - appointing a single partner may create programme-wide exposure in the event of underperformance. This will be mitigated by site-by-site contract awards, clear performance requirements, break clauses and ongoing robust contract management.
51. **Viability and Market Conditions** - construction cost inflation, abnormal site conditions and limited cross-subsidy may impact scheme viability and affordability. To mitigate this, each scheme will be subject to a separate business case, robust financial modelling and value engineering as required. Programme phasing will remain flexible and external funding opportunities will be maximised.
52. **Funding and Affordability** - delivery of schemes will require alignment with available funding and affordability within the HRA or General Fund. All schemes will be subject to separate business cases and governance.
53. **Programme** - the programme may be impacted by procurement, planning, funding and market conditions. This will be mitigated by managing the programme on a phased and flexible basis, with indicative timelines subject to procurement and governance. Early enabling works will be used to help de-risk sites where appropriate.
54. **Partner Financial Standing** - there is a risk of partner capacity constraints or financial failure over the delivery programme. This will be mitigated through appropriate financial checks and performance security (such as guarantees / bonds) as well as ongoing monitoring.
55. **Quality and Standards** - there is a risk of variability in design quality and quality assurance across a multi-site programme. This will be mitigated through robust CYC contractual requirements and strong client-side technical oversight to ensure delivery and quality aligns with the Council's objectives.

## Wards Impacted

56. All Wards

## Contact details

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

### Author

<b>Name:</b>	Zoe Dunn
<b>Job Title:</b>	Head of Housing Delivery
<b>Service Area:</b>	Housing and Communities
<b>Email address:</b>	Zoe.Dunn@york.gov.uk
<b>Report approved:</b>	Yes
<b>Date:</b>	31 March 2026

### Co-author

<b>Name:</b>	Pauline Stuchfield
<b>Job Title:</b>	Director of Housing and Communities
<b>Service Area:</b>	Housing and Communities
<b>Email address:</b>	Pauline.Stuchfield@york.gov.uk
<b>Report approved:</b>	Yes
<b>Date:</b>	31 March 2026

### Co-author

<b>Name:</b>	Garry Taylor
<b>Job Title:</b>	Director of City Development
<b>Service Area:</b>	City Development
<b>Email address:</b>	Garry.Taylor@york.gov.uk
<b>Report approved:</b>	Yes
<b>Date:</b>	31 March 2026

## Background Papers

- Executive, 3 March 2026: *Delivering More Affordable Housing in York – Castle Mills Report Template*
- Executive, 7 October 2025: *Delivering More Affordable Housing in York – Update on the Housing Delivery Programme Report*
- Executive, 12 September 2024: *Delivering Supported Housing for Adults with Learning Disabilities and/or Autism at Lowfield Green Report Template*
- Executive, 18 July 2024: *Update on the Housing Delivery Programme and the Disposal of Surplus Sites Update on the Housing Delivery Programme including making strategic use of land assets Report.pdf*

## Annexes

- Annex A: Homes England Healthy Homes Standard
- Annex B: Human Rights and Equity Analysis
- Annex C: Data Protection Impact Assessment (DPIA) Screening Checklist

## Abbreviations

**HDP** Housing Delivery Programme

**HRA** Housing Revenue Account

**RPs** Registered Providers

**YNYCA** North Yorkshire Combined Authority

This page is intentionally left blank



Homes England

Guidance

# **Healthy Homes — a foundation for healthier and resilient communities**

Published 6 November 2025

---

**Applies to England**

Contents

Part 1 — Introduction

Part 2 — Healthy Homes requirements

Summary of Healthy Homes core requirements

Inclusivity

Amenity

Efficiency

Comfort

Control



© Crown copyright 2025

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit [nationalarchives.gov.uk/doc/open-government-licence/version/3](https://nationalarchives.gov.uk/doc/open-government-licence/version/3) or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or email: [psi@nationalarchives.gov.uk](mailto:psi@nationalarchives.gov.uk).

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

This publication is available at <https://www.gov.uk/government/publications/healthy-homes/healthy-homes-a-foundation-for-healthier-and-resilient-communities>

# Part 1 — Introduction

Healthy Homes — a foundation for healthier and resilient communities is a concise set of core specifications and good-practice guidance. It is intended to be used by Homes England, their development partners, and design consultants involved in the funding, commissioning, development, planning, and design of new homes, to support the delivery of healthier living environments. It can also be used by other housing providers, developers, and design teams as guidance to inform good practice in the design of new homes.

## What is a Healthy Home?

The design of new homes plays a crucial role in tackling a range of preventable health issues. Good indoor air quality, comfortable temperatures, natural light, and energy efficiency are all essential to creating homes that reduce the risk of respiratory illnesses, overheating, and stress-related conditions. A Healthy Home is a new dwelling — including houses, bungalows, apartments and other types of dwelling — that has been designed to support long-term physical and mental wellbeing, and to enable people to live active and fulfilling lives.

Accessibility and future-proofing are also fundamental principles of a Healthy Home. Residents should be able to adapt their home to meet the current and future needs of their household, ensuring that people of all ages and abilities can live comfortably and safely.

The guidance also covers neurodiversity, and the adoption of an ‘age-friendly’ design approach that supports residents and households to live independently throughout the different stages of their life. Beyond individual wellbeing, Healthy Homes support sustainability and affordability, helping to lower energy costs and reduce carbon emissions.

Beyond the home, wider environmental factors such as connectivity, access to green and play spaces, and access to community facilities make a significant contribution to the creation of healthier and more inclusive living environments. These issues are covered separately in ‘Building for a Healthy Life’ guidance already adopted by Homes England [\[footnote 1\]](#).

## Methodology

Healthy Homes is based upon a literature review of evidence-based research, existing design guidance and standards, and the statutory requirements of The Building Regulations (2010). Where applicable, text from existing standards and guidance documents has been referenced or reproduced.

In addition to the literature review, a series of collaborative workshops were held by Homes England in spring 2025, bringing together a range of inclusive and healthy design consultants, policymakers, disability rights groups and charities, equality and diversity groups, local authority representatives, developers and registered providers. The outcomes of the collaborative workshops and literature review have informed the themes and specific guidance contained within Healthy Homes.

By its nature, the concept of a Healthy Home covers a broad range of topics. In line with recent research and good practice guidance, this includes factors that impact on mental and emotional health, physical health and healthy lifestyles —acknowledging that all these factors contribute to an individual’s overall health and wellbeing. It also includes guidance on designing for neurodiversity, an area that has been addressed by PAS 6463 — Neurodiversity and the Built Environment [\[footnote 2\]](#).

## **Structure of Healthy Homes guidance**

The Healthy Homes guidance is divided into 5 themes:

- inclusivity
- amenity
- efficiency
- comfort
- control

Inclusivity considerations include:

- accessibility
- visual contrast
- neuro divergent-friendly homes
- designing for diverse cultural requirements

Amenity considerations include:

- internal space standards

- ceiling heights
- drying space
- private outdoor amenity space
- outdoor storage
- dwelling frontage

Efficiency considerations include:

- building fabric and energy performance
- water consumption
- renewable energy
- energy metering
- upfront embodied carbon

Comfort considerations include:

- overheating
- ventilation and indoor air quality
- daylight
- aspect and views
- external noise
- sound resistance
- low-volatile organic compounds (VOC) internal finishes

Control considerations include:

- future adaptation and extension
- future maintenance and service charges
- personalisation
- dignity
- home user guides
- physical security

Healthy Homes is intended to be concise and is not an exhaustive guide to best practice across all 5 themes. It refers to other standards and guidance documents that provide further detail on specific areas including accessibility and energy efficiency.

Part 2 of this document sets out a series of specific design measures that are expected for new residential developments to meet the requirements of

Healthy Homes. These measures are categorised as either 'core requirements' or 'good practice enhancements'.

Core requirements (detailed in Part 2) are required to be met to achieve Healthy Homes status.

Good practice enhancements are recommended for consideration on all projects as these represent a high-quality benchmark for healthy and inclusive design.

Part 2 also presents the statutory minimum requirements to be met by all residential development projects in England, as determined by the building regulations. This information is provided to give context to the Healthy Homes core requirements and good practice guidance, which are typically improvements above and beyond the statutory minimums.

For individual development projects, reference should also be made to statutory requirements as set out in local planning policy as these may vary from the core requirements or good practice enhancements set out in Healthy Homes.

## Quality management

The successful delivery of Healthy Homes — from the conception of a project through to handover and ongoing management — requires consideration from the outset of every development project. The pre-design stages (commissioning, conception, and pre-planning) are typically the most important in terms of meeting the requirements, as these early stages are where crucial decisions are made, particularly regarding procurement and the composition of the project and, or, design team.

Reference should also be made to the Inclusive Design Overlay to the RIBA Plan of Work (2023) [\[footnote 3\]](#), which provides specific guidance for each main member of a project team across the RIBA work stages 1 to 7.

Important project tasks within the overlay that are relevant to Healthy Homes include:

- appointment of an inclusive design lead or inclusive champion with experience of housing projects to be involved across the RIBA work stages
- embedding the principles of inclusive design from the outset through the production of an inclusive design strategy
- mobilising a process of consultation with a project user group or groups at each RIBA stage including consultation and engagement with any specific

cultural groups within the local community

- undertaking inclusive design audits at key project stages (pre-tender, mid-build, and pre-completion) in consultation with the user group and design team
- carrying out post-occupancy evaluations and a 'lessons learnt' review at the end of the project

## Healthy Homes and Passivhaus

Passivhaus is a well-established design and quality assurance system aimed at reducing energy demand, addressing the 'performance gap' of new buildings, and improving comfort levels for residents. There are several interconnected benefits associated with a Passivhaus approach, including lower energy costs, a constant supply of fresh air to eliminate condensation and mould risk, reducing risk of overheating, and creating a quieter internal living environment.

Achieving the Passivhaus standard in a UK context typically involves:

- accurate thermal modelling at design stage
- high levels of fabric insulation, including high-performance windows with insulated frames
- an airtight building fabric with very low thermal bridging in design and construction
- a mechanical ventilation system with highly efficient heat recovery (MVHR)
- a rigorous testing and compliance process to achieve certification that the required standards of design and construction has been achieved

There is significant overlap between a Passivhaus approach and the aims of Healthy Homes. Further guidance can be found in the following sections of this document:

- Part 2 — Section C — Efficiency
- Part 2 — Section D — Comfort

This includes guidance on how Passivhaus design principles should be applied if aiming to achieve the good practice enhancements. New development projects would not be expected to achieve full Passivhaus certification as part of this standard.

The Passivhaus Overlay to the RIBA Plan of Work [\[footnote 4\]](#) provides more detailed guidance on the implementation of a Passivhaus approach to

enable informed decision-making throughout a development project.

## Fire safety

Approved Document B (volumes 1 and 2), is the government guidance to meeting Part B of Schedule 1 of the Building Regulations 2010.

Amendments:

- were made in 2020, 2022, 2025
- will be made in 2026 and 2029

The wider legislative changes initiated by the Building Safety Act 2022 have had a significant impact on the design, construction, and management of new homes in England. This has included:

- the establishment of the Building Safety Regulator (BSR)
- regulation of the building control profession
- the separate processes for building control approval for higher-risk buildings (HRBs)
- additional duties and duty holders
- the creation of, and amendment of, legislation relating to ongoing management to maintain fire-safe residential buildings

Due to the changing regulatory landscape around design for fire safety, the complexity of the subject and how it is included in other guidance and standards, Healthy Homes deliberately excludes this aspect from the themes and core requirements.

It is noted that there are important interfaces between designing for fire safety and the creation of inclusive, accessible and safe places to live. This includes ensuring safe and dignified egress for all inhabitants and visitors, including those with physical impairments. This not only impacts on the design of physical escape routes but also impacts on communication systems and building management policies and procedures.

## Part 2 — Healthy Homes requirements

Healthy Homes is divided into 5 themes, each of which covers a set of core objectives:

- inclusivity
- amenity
- efficiency
- comfort
- control

## **Inclusivity**

Inclusivity objectives are designing:

- accessible homes for people of all ages and abilities
- for visual contrast
- neurodivergent-friendly homes
- for diverse cultural requirements

## **Amenity**

Amenity objectives are:

- meeting minimum internal space standards
- meeting minimum ceiling heights
- providing space to dry clothes
- providing useable private outdoor space
- providing suitable areas for outdoor storage
- creating dwelling frontages that encourage social interaction and passive surveillance

## **Efficiency**

Efficiency objectives are:

- reducing operational energy use and energy bills
- reducing water consumption

- collecting in-use energy performance data
- integrating renewable energy systems
- reducing embodied carbon

## **Comfort**

Comfort objectives are:

- ensuring thermal comfort and mitigating or controlling overheating risk
- providing good levels of ventilation and indoor air quality
- providing good levels of daylight
- providing access to sunlight, views, and fresh air
- reducing noise disturbances from the external environment
- reducing noise disturbances within the home
- reducing airborne toxins from internal finishes

## **Control**

Control objectives are:

- designing for future flexibility
- minimising the costs of maintenance and service charges
- promoting the personalisation of new homes
- designing for dignity
- enabling residents to operate and maintain their home efficiently
- ensuring homes are safe and secure

## **Summary of Healthy Homes core requirements**

We show here where Healthy Homes core requirements exceed the existing statutory minimum requirements.

For full technical definitions and fuller descriptions read the section for each relevant theme.

**a.1 — Accessibility**

All new homes to meet the M4(2) standard of accessibility.

**b.1 and b.2 — Internal space standards and ceiling heights**

All homes to comply with the nationally described space standard.

**b.3 — Drying space**

All homes to identify a dedicated outdoor or indoor facility for drying clothes.

**b.4 — Outdoor amenity space**

All homes to provide a private outdoor space such as a balcony, terrace, or garden.

**b.5 — Outdoor storage**

At least 1 cycle storage space should be as easy to access as the car parking provision.

**b.6 — Dwelling frontage**

No 'reds' under Building for a Healthy Life guidance.

**c.1 — Building fabric and energy performance**

All homes to meet EPC A rating.

**c.5 — Upfront embodied carbon**

Carry out a whole life carbon assessment (WLCA) for both homes and wider development infrastructure following RICS WLCA, version 2, 2023.

**d.4 — Aspect and, or, views**

All homes to be designed to be 'dual aspect' wherever possible. At least 1 habitable room to receive direct sunlight during the daytime.

## Inclusivity

An inclusive approach to design ensures homes are accessible, adaptable, and suitable for all, regardless of age or ability. This approach supports aging populations and diverse communities, fostering long-term, equitable living environments.

Inclusivity measures are:

## a.1 — Accessibility

### **Statutory minimum requirement**

Compliance with Building Regulations Approved Document Part M Category 1 ‘Visitable dwellings’.

The proportion of new homes to meet Part M Category 2 ‘Accessible and adaptable dwellings’ and Part M4(3) Category 3 ‘Wheelchair dwellings’ is subject to adopted local planning policy.

### **Healthy Homes core requirements**

All homes to be at a minimum M4(2) Category 2 ‘Accessible and adaptable dwellings’ compliant in line with Approved Document M [\[footnote 5\]](#).

In addition, a proportion of new homes to meet Part M4(3) Category 3 ‘Wheelchair dwellings’ should be provided in line with local planning policy [\[footnote 6\]](#).

### **Healthy Homes good practice enhancements**

In addition to the core requirements, all Part M4(2) Category 2 ‘Accessible and adaptable dwellings’, to be designed in accordance with the Habinteg Inclusive Housing Design Guide [\[footnote 7\]](#) enhancements.

All M4(3) Category 3 ‘Wheelchair dwellings’ to be designed in accordance with the Habinteg Inclusive Housing Design Guide enhancements.

### **Purpose of requirements and, or enhancements**

To ensure choice and accessibility for people of all ages and abilities including physically disabled people.

## a.2 — Visual contrast

### **Statutory minimum requirement**

Approved Document M volume 1 provides no guidance in relation to this subject.

Non-statutory guidance for visual contrast within dwellings and communal circulation is provided in BS 9266:2013 ‘Design of accessible

and adaptable general needs housing’.

General guidance on visual contrast is provided in BS 8300 2018:2 ‘Design of an accessible and inclusive built environment’ – Buildings.

### **Healthy Homes core requirements**

No additional requirements beyond the statutory minimum.

### **Healthy Homes good practice enhancements**

All communal circulation areas (that is to say, to apartment buildings) should provide visual contrast between key internal surfaces in accordance with BS 9266:2013 and BS 8300:2018.

This includes visual contrast between

- floors and walls
- doors and ironmongery
- walls and controls
- walls and signage

### **Purpose of requirements and, or enhancements**

To assist people with visual impairment.

## **a.3 — Neurodivergent-friendly homes**

### **Statutory minimum requirement:**

Approved Document M volume 1 provides no guidance in relation to this subject.

Non-statutory guidance is provided in PAS 6463:2022 ‘Design for the Mind. Neurodiversity and the Built Environment’.

### **Healthy Homes core requirements**

No additional requirements beyond statutory minimum.

### **Healthy Homes good practice enhancements**

Design and development teams should demonstrate how appropriate community engagement has been undertaken, as outlined in the RIBA Inclusive Design Overlay [\[footnote 8\]](#), to identify specific cultural requirements. This may include:

- a) The inclusion of an internal ‘transitional space’ (for example, hallway) in plan layouts to provide a buffer between external and, or, shared

circulation spaces and private habitable rooms.

- b) Provision of logical and consistent plan arrangements (such as avoiding complex or disorienting layouts).
- c) Where internal colours and finishes are specified to communal and circulation areas (for example, to apartment buildings), consider the use of low-gloss finishes, low chroma colours and avoid the use of strong patterns.
- d) Dimmable lights and temperature controls should be provided to habitable rooms to allow residents to tailor their indoor environment to their sensory needs.
- e) Where blinds are specified and installed to habitable rooms, these should be 'blackout' type to allow full control over internal daylight levels.
- f) The consideration of incorporating smaller 'retreat space' — such as enclosed spaces or alcoves within homes where residents can retreat and self-regulate.

Refer to PAS 6463:2022 'Design for the Mind. Neurodiversity and the Built Environment' for further guidance.

#### **Purpose of requirements and, or enhancements**

To assist neurodivergent people.

## **a.4 — Designing for diverse cultural requirements**

### **Statutory minimum requirement**

The Approved Documents provide no guidance in relation to this subject.

### **Healthy Homes core requirements**

No additional requirements beyond statutory minimum.

### **Healthy Homes good practice enhancements**

Design and development teams should demonstrate how appropriate community engagement has been undertaken (as outlined in the RIBA Inclusive Design Overlay [\[footnote 8\]](#)) to identify specific cultural requirements. This may include:

- a) Separate cooking and dining spaces.
- b) Larger kitchens to accommodate specific cooking and, or, eating conventions.

- c) Flexible living spaces that can be adapted for large family gatherings.
- d) Multi-generational house types or living arrangements.
- e) Room arrangements that align with specific religious or cultural practices.

### **Purpose of requirements and, or enhancements**

To ensure that new homes meet the requirements of the local community.

## **Amenity**

Sufficient space and amenities promote residents' comfort and mental wellbeing, as well as improving the flexibility for households to host guests, additional family members, or pets. The provision of sufficient private outdoor space has also been demonstrated to have a beneficial impact on health and wellbeing. This helps to promote healthier living environments as well as improving a household's resilience if and when their circumstances change.

Amenity measures are:

### **b.1 — Internal space standards**

#### **Statutory minimum requirement**

Compliance with the nationally described space standards (NDSS) and other space standards varies according to adopted local planning policy [\[footnote 9\]](#).

#### **Healthy Homes core requirements**

All homes to comply with NDSS.

#### **Healthy Homes good practice enhancements**

In addition to core requirements, the combined floor area of living, dining and kitchen spaces within Healthy Homes should meet the following minimums for the designed occupancy level:

- 1 person — 21 metres<sup>2</sup>
- 2 people — 23 metres<sup>2</sup>
- 3 people — 25 metres<sup>2</sup>
- 4 people — 27 metres<sup>2</sup>

- 5 people — 29 metres<sup>2</sup>
- 6 people — 31 metres<sup>2</sup>

### **Purpose of requirements and, or enhancements**

To provide sufficient internal space and storage for comfortable, healthy living.

## **b.2 — Ceiling heights**

### **Statutory minimum requirement**

Compliance with NDSS and other space standards varies according to adopted local planning policy.

### **Healthy Homes core requirements**

All homes to comply with NDSS (2.3 metres for 75% of the interior floor area).

### **Healthy Homes good practice enhancements**

Healthy Homes should provide a minimum ceiling height of 2.4 metres for 75% of the internal floor area.

### **Purpose of requirements and, or enhancements**

To provide sufficient ceiling height for comfort, ventilation, and daylighting.

## **b.3 — Drying space**

### **Statutory minimum requirement**

Approved Document Part F requires ventilation to a 'wet room', which is defined as a room used for domestic activities that produce significant amounts of airborne moisture.

### **Healthy Homes core requirements**

Healthy Homes should identify a dedicated outdoor or indoor facility for drying clothes, of a size appropriate to the designed occupancy. Refer to the BREEAM Home Quality Mark (section 7.1) for recommended provision [\[footnote 10\]](#).

### **Healthy Homes good practice enhancements**

As the core requirements.

### **Purpose of requirements and, or enhancements**

To provide access to sufficient and convenient drying space; to reduce the effect drying clothes inside has on occupants' health and to the reduce amount of energy used.

## **b.4 — Private outdoor amenity space**

### **Statutory minimum requirement**

No statutory minimum requirements for new homes. Specific guidance may be applied through adopted local planning policy.

### **Healthy Homes core requirements**

In line with 'Building for a Healthy Life' recommendations, provide private outdoor space such as a balcony, terrace, or garden to each home [\[footnote 11\]](#).

### **Healthy Homes good practice enhancements**

In line with 'Building for a Healthy Life' recommendations, provide a private outdoor space such as a balcony, terrace, or garden to each home. The minimum area of private outdoor space is 5 metres<sup>2</sup> for homes with 1 to 2 bedspaces, with a minimum depth and width of 1.5 metres. An additional 1 metre<sup>2</sup> of outdoor space should be provided for every additional bedspace.

### **Purpose of requirements and, or enhancements**

To enhance residents' mental health and wellbeing; to provide space for socialising, planting and growing food, and drying clothes.

## **b.5 — Outdoor storage**

### **Statutory minimum requirement**

Requirements for residential refuse and cycle storage typically determined by adopted local planning policy.

### **Healthy Homes core requirements**

A variety of cycle parking should be provided to reflect the house and street type [\[footnote 12\]](#).

At least 1 cycle storage space should be as easy to access as the car.

### **Healthy Homes good practice enhancements**

Homes should be designed to accommodate appropriate storage for bicycles, bins, and, where appropriate, mobility scooters. This space should be provided in addition to the minimum areas of private outdoor space.

A variety of cycle parking should be provided to reflect the house and street type [\[footnote 13\]](#).

If relying on rear garden storage solutions (for example, for terraces and townhouses), direct access to the street should be provided.

Where rear garden access is not feasible, secure covered storage should be provided in communal storage areas, appropriately sized private garages, or front gardens.

Where front garden storage is provided, it should be designed to be integrated into the frontage and avoid obstructing ground-floor windows.

### **Purpose of requirements and, or enhancements**

To provide sufficient, practical, and accessible outdoor storage space.

## **b.6 — Dwelling frontage**

### **Statutory minimum requirement**

No statutory minimum requirements.

Specific guidance may be applied through adopted local planning policy.

### **Healthy Homes core requirements**

No “reds” under ‘Building for a Healthy Life’ [\[footnote 14\]](#).

### **Healthy Homes good practice enhancements**

In addition to the core requirements, design and development teams should demonstrate how frontages are designed in line with ‘Building for Healthy Life’ [\[footnote 15\]](#) ‘green’ recommendations including:

- a) Providing defensible space and strong, robust boundary treatments.
- b) Providing boundary treatments that add ecological value and, or, reinforce distinctive local characteristics.

c) Providing front garden spaces that create opportunities for social interaction.

d) Providing ground floor apartments and maisonettes with their own front doors and semi-private amenity spaces help to activate the street.

e) Providing terraces, balconies, or access decks that overlook street and increase natural surveillance.

f) Avoiding 'left-over' spaces, that is, those with no clear public or private function.

### **Purpose of requirements and, or enhancements**

To encourage social interaction and passive surveillance.

## **Efficiency**

Well-insulated homes with efficient heating and water supply systems help to ensure a comfortable indoor environment while reducing bills for residents. A highly efficient approach to housing design helps to improve wellbeing and address fuel poverty, while also aligning with the UK's net-zero targets.

Efficiency measures are:

### **c.1 — Building fabric and energy performance**

#### **Statutory minimum requirement**

Compliance with Approved Document Part L volume 1 to demonstrate compliance with the Building Regulations 2010, Schedule 1, Part L [\[footnote 16\]](#).

#### **Healthy Homes core requirements**

Homes should achieve EPC A rating (or updated equivalent New Building Performance Regime value).

#### **Healthy Homes good practice enhancements**

The space heating demand to be a maximum of 15 kilowatt-hour per metre<sup>2</sup> per year or peak heating load to be a maximum of 10 watts per metre<sup>2</sup> in accordance with the Passivhaus standard. [\[footnote 17\]](#).

### **Purpose of requirements and, or enhancements**

To reduce carbon emissions and ensure homes are highly efficient to heat and to reduce associated heating costs and bills.

## **c.2 — Water consumption**

### **Statutory minimum requirement**

Compliance with Approved Document Part G (to demonstrate compliance with the Building Regulations 2010, Schedule 1, Part G).

The Building Regulations 2010, regulation 36 requires new homes to have a maximum estimated daily water consumption of 125 litres per person per day (LPPPD). This requirement can be reduced to 110 LPPPD, subject to local planning policy.

### **Healthy Homes core requirements**

No additional requirements beyond statutory minimum

### **Healthy Homes good practice enhancements**

The estimated water consumption of Healthy Homes should not exceed 105 LPPPD, in line with London Plan guidance.

### **Purpose of requirements and, or enhancements**

To reduce excessive water consumption and to reduce associated water costs and bills.

## **c.3 — Renewable energy**

### **Statutory minimum requirement**

The Building Regulations 2010 Part 6 requires applicants to confirm their strategy which should 'analyse and take into account' the use of renewable energy systems [\[footnote 18\]](#).

### **Healthy Homes core standards**

No additional requirements beyond statutory minimum.

### **Healthy Homes good practice enhancements**

Design and development teams should demonstrate how potential for on-site renewable energy has been maximised through the massing,

orientation, roofscape and house-type design.

**Purpose of requirements and, or enhancements**

To reduce carbon emissions and to contribute to heating and lighting costs.

## c.4 — Energy metering

**Statutory minimum requirement**

The rollout of smart meters is UK government policy and is now common practice for new homes.

**Healthy Homes core requirements**

No additional requirements beyond statutory minimum.

**Healthy Homes good practice enhancements**

Provide a smart meter to allow monitoring of:

- daily energy use
- annual building energy consumption
- energy generation from renewables

**Purpose of requirements and, or enhancements**

To provide feedback to residents on energy costs and renewable generation.

## c.5 — Upfront embodied carbon

**Statutory minimum requirement:**

Approved Document L volume 1 provides no guidance in relation to this subject.

**Healthy Homes core requirements**

Carry out a Whole Life Carbon Assessment (WLCA) for both homes and wider development infrastructure following RICS WLCA version 2, 2023.

Detailed WLCA guidance and templates are available from Homes England on request.

### **Healthy Homes good practice enhancements**

In addition to the core requirements, upfront embodied carbon (A1 to A5) for new developments should target a value of less than 400kg per metre<sup>3</sup>.

### **Purpose of requirements and, or enhancements**

To reduce carbon emissions and ensure homes use natural resources efficiently.

## **Comfort**

Thermal comfort, daylight and ventilation are essential aspects of Healthy Homes to reduce health risks and enhance residents' overall sense of wellbeing. Thermal comfort and ventilation are closely linked to the efficiency measures set out in the previous section, which work together to prevent common issues such as damp, mould and condensation. Another increasingly significant health risk in existing and new-build homes is overheating. This risk is likely to increase as a result of future climate change and is particularly significant for older and more vulnerable people. [\[footnote 19\]](#)

Comfort measures include:

### **d.1 — Overheating**

#### **Statutory minimum requirement**

Compliance with Approved Document Part O to demonstrate compliance with the Building Regulations 2010, Schedule 1, Part O, for thermal comfort and indoor air quality [\[footnote 20\]](#).

#### **Healthy Homes core requirements**

No additional requirements beyond statutory minimum.

#### **Healthy Homes good practice enhancements**

Healthy Homes should be designed so that indoor temperatures do not exceed 25°C for more than 10% of the year, in accordance with the Passivhaus standard [\[footnote 21\]](#).

Overheating scenarios should be tested for a representative sample of homes for the following future (2050) scenarios [\[footnote 22\]](#):

- a heatwave (Design Summer Year (DSY) 2)
- a prolonged summer (DSY 3)

In addition, the following passive measures should be considered for all homes [\[footnote 23\]](#):

- shading systems (for example, external shades, balconies or overhangs) to south and west facades to prevent excessive solar gain during summer months
- natural shading devices such as tree planting adjacent to facades at risk of overheating
- the incorporation of thermal mass elements to external walls, floors or internal walls

#### **Purpose of requirements and, or enhancements**

To avoid or mitigate overheating and its associated health and wellbeing risks.

## **d.2 — Ventilation and indoor air quality**

#### **Statutory minimum requirement**

Compliance with Approved Document Part F, to demonstrate compliance with the Building Regulations 2010, Schedule 1, Part F, for background and purge ventilation rates.

#### **Healthy Homes core requirements**

No additional requirements beyond statutory minimum.

#### **Healthy Homes good practice enhancements**

The preferred ventilation strategy for Healthy Homes is a high-efficiency (greater than 75% efficient) Mechanically Ventilated Heat Recovery (MVHR) system, designed in accordance with the Passivhaus standard [\[footnote 24\]](#).

In addition to the MVHR system, openable windows or louvre panels should be provided to habitable rooms to provide access to fresh air and purge ventilation.

#### **Purpose of requirements and, or enhancements**

To ensure sufficient levels of ventilation and fresh air within the home throughout the year while reducing heat losses.

## d.3 — Daylight

### **Statutory minimum requirement**

No statutory minimum requirement.

Specific guidance may be applied through adopted local planning policy.

### **Healthy Homes core requirements**

No additional requirements beyond statutory minimum.

### **Healthy Homes good practice enhancements**

A daylighting assessment should be carried out in line with BRE guidance, with habitable rooms to meet the recommendations of BS EN 17037:2018, 'Daylight in buildings' [\[footnote 25\]](#).

Daylighting assessments should be analysed together with overheating assessments to determine the optimal balance for glazing ratios to different building orientations.

### **Purpose of requirements and, or enhancements**

To balance:

- daylight provision
- views out
- exposure to sunlight
- glare protection within the home

## d.4 — Aspect and views

### **Statutory minimum requirement**

No statutory minimum requirement.

Specific guidance may be applied through adopted local planning policy.

### **Healthy Homes core requirements**

At least 1 habitable room within a Healthy Home should receive direct sunlight during the daytime [\[footnote 26\]](#) — preferably the living space and, or, dining space.

The location of the main living, dining space, and private outdoor amenity space within a Healthy Home should be optimised to make the most of the best views and the orientation.

Healthy Homes should be designed to be ‘dual aspect’ [\[footnote 27\]](#) wherever possible to improve access to daylight, views, and to facilitate cross ventilation. Where ‘single aspect’ homes are proposed, assessments must demonstrate that homes have adequate passive ventilation, daylight, do not overheat, and that homes do not rely on energy intensive mechanical cooling systems.

‘Single aspect’ homes with windows that only face north (that is, between north east and north west) should be avoided.

### **Healthy Homes good practice enhancements**

As per the core requirements.

### **Purpose of requirements and, or enhancements**

To improve residents’ connection to the outdoors and overall sense of wellbeing.

## **d.5 — External noise**

### **Statutory minimum requirement**

Guidance on appropriate noise levels for new homes is provided in BS 8233:2014. This guidance is commonly referenced within adopted local planning policy, which may require a noise assessment (subject to site location).

Compliance with the Building Regulations 2010, Schedule 1, Part O also requires consideration of noise in relation to openable windows for ventilation purposes, particularly during night-time hours.

### **Healthy Homes core requirements**

No additional requirements beyond statutory minimum

### **Healthy Homes good practice enhancements**

Ventilation strategies and building fabric to be selected to provide appropriate internal noise levels.

Where possible, Healthy Homes should be designed to locate habitable rooms away from significant noise sources, including:

- busy roads, railways or nearby buildings that generate excessive noise
- circulation corridors, stairs, and lifts
- bin, cycle, and mobility scooter stores
- plant rooms and other noise-generating ancillary spaces.

Where this is not possible, design teams should demonstrate how external noise has been mitigated, such as the use of winter gardens or attenuated louvres.

#### **Purpose of requirements and, or enhancements**

To reduce noise disturbances within the home that impact on residents' health and wellbeing.

## **d.6 — Sound resistance**

#### **Statutory minimum requirement**

Compliance with Approved Document Part E, to demonstrate compliance with the Building Regulations 2010, Schedule 1, Part E, for impact and airborne noise).

#### **Healthy Homes core requirements**

No additional requirements beyond statutory minimum.

#### **Healthy Homes good practice enhancements**

Where it is identified that residents are more vulnerable or susceptible to noise disturbance, an uplift to the minimum requirements of Part E should be considered. This includes party walls, party floors, and internal wall and floors. Refer to the BREEAM Home Quality Mark (section 4.4) for recommended impact and airborne noise targets [\[footnote 28\]](#).

#### **Purpose of requirements and, or enhancements**

To ensure adequate acoustic separation between rooms and homes.

## d.7 — Low volatile organic compounds (VOC) internal finishes

### **Statutory minimum requirement**

No statutory minimum requirements.

### **Healthy Homes core requirements**

No additional requirements beyond statutory minimum.

### **Healthy Homes good practice enhancements**

All internal finishes within a Healthy Home should be specified as low-VOC. This includes:

- interior paints and coatings
- sealants
- flooring materials

### **Purpose of requirements and, or enhancements**

To reduce the potential risks from airborne toxins.

## Control

Providing residents with a sense of control is key to fostering a sense of ownership, identity, and mental wellbeing. This section covers the ways in which residents might control how a home looks, operates, and can be adapted in future. This approach helps to create homes that support a diverse range of lifestyles and encourages sustainable communities.

Control measures are:

## e.1 — Future adaptation and extension

### **Statutory minimum requirement**

No statutory minimum requirement.

### **Healthy Homes core requirements**

No additional requirements beyond statutory minimum.

### **Healthy Homes good practice enhancements**

Design and development teams should demonstrate how future adaptability measures have been in considered in the design of Healthy Homes, including:

- a) Potential for future changes to internal layout, for example, by minimising load-bearing walls within the layout.
- b) Potential to combine or sub-divide bedrooms while maintaining access to sufficient daylight and ventilation.
- c) Potential for creating a dedicated, contained home-working space [\[footnote 29\]](#).
- d) For houses and bungalows, potential for future rear or side extension, for example, by locating incoming services and drainage away from potential extension zones.
- e) For houses and bungalows, potential for extension into the roof space, for example, by considering the future location of additional stairs.

### **Purpose of requirements and, or enhancements**

To provide flexibility to meet occupants' needs over a building's lifetime.

## **e.2 — Future maintenance and service charges**

### **Statutory minimum requirement**

No statutory minimum requirement.

### **Healthy Homes core requirements**

No additional requirements beyond the statutory minimum.

### **Healthy Homes good practice enhancements**

Design and development teams should demonstrate how measures to reduce maintenance and service charges have been in considered in the design process, including:

- a) Reducing the areas of treated communal space within apartment blocks, for example, by using deck access strategies.

b) Considering robust and easy-clean finishes to communal areas within apartment block.

c) Considering future access and maintenance strategies, for example, roof outlet cleaning, photovoltaic (PV) access, window cleaning, and glass replacement.

**Purpose of requirements and, or enhancements**

To minimise the costs of maintenance and service charges for residents.

### e.3 — Personalisation

**Statutory minimum requirement**

No statutory minimum requirement.

**Healthy Homes core requirements**

No additional requirements beyond statutory minimum.

**Healthy Homes good practice enhancements**

Design and development teams should demonstrate how personalisation measures have been in considered in the design, including:

a) Individualised front door colours.

b) Provision of front gardens or planting areas.

c) A window or display space adjacent to the front door for the display of personal items.

**Purpose of requirements and, or enhancements**

To create a sense of ownership; to assist people with neurological conditions or memory loss.

### e.4 — Dignity

**Statutory minimum requirement**

No statutory minimum requirement.

**Healthy Homes core requirements**

No additional requirements beyond statutory minimum.

**Healthy Homes good practice enhancements**

Plan layouts should be designed to ensure that there is no direct line of sight from habitable rooms into bathrooms or shower rooms (excluding ensuites).

**Purpose of requirements and, or enhancements**

To maintain the dignity of occupants and visitors.

## e.5 — Home user guides

**Statutory minimum requirement**

A home user guide is a requirement in line with guidance in the Building Regulations 2010 [\[footnote 30\]](#).

**Healthy Homes core requirements**

No additional requirements beyond statutory minimum.

**Healthy Homes good practice enhancements**

The home user guide should contain non-technical advice on ventilation, heating and domestic hot water, on-site electricity generation and staying cool in hot weather.

**Purpose of requirements and, or enhancements**

To enable residents to operate and maintain the home in a healthy and energy efficient manner.

## e.6 — Physical security

**Statutory minimum requirement**

Compliance with the Building Regulations 2010, Schedule 1, Part Q.

**Healthy Homes core requirements**

No additional requirements beyond statutory minimum.

**Healthy Homes good practice enhancements**

In addition to Part Q, Healthy Homes should comply with the requirements of Secure by Design Residential Guide - Section 2A 'Physical security for new homes' [\[footnote 31\]](#).

It is recommended that design and development teams engage with the local architectural liaison officer (ALO) during the design process to determine any specific local issues and, or, recommendations.

### **Purpose of requirements and, or enhancements**

To ensure the physical security of new homes.

- 
1. [Building for a Healthy Life — Urban Design Group](https://www.udg.org.uk/publications/othermanuals/building-healthy-life)  
(<https://www.udg.org.uk/publications/othermanuals/building-healthy-life>)
  2. [Neurodiversity and the Built Environment — PAS 6463:2022 — BSI](https://www.bsigroup.com/en-GB/insights-and-media/insights/brochures/pas-6463-design-for-the-mind-neurodiversity-and-the-built-environment/)  
(<https://www.bsigroup.com/en-GB/insights-and-media/insights/brochures/pas-6463-design-for-the-mind-neurodiversity-and-the-built-environment/>)
  3. [Inclusive Design Overlay to the RIBA Plan of Work — RIBA](https://www.architecture.com/knowledge-and-resources/resources-landing-page/inclusive-design-overlay-to-riba-plan-of-work)  
(<https://www.architecture.com/knowledge-and-resources/resources-landing-page/inclusive-design-overlay-to-riba-plan-of-work>)
  4. [Passivhaus Overlay to the RIBA Plan of Work — RIBA](https://www.architecture.com/knowledge-and-resources/resources-landing-page/passivhaus-overlay-to-the-riba-plan-of-work)  
(<https://www.architecture.com/knowledge-and-resources/resources-landing-page/passivhaus-overlay-to-the-riba-plan-of-work>)
  5. In some specific circumstances, the provision of a lift to provide step-free access to upper floor apartments and maisonettes may not be achievable (as required for Part M Category 2 dwellings). Flexibility in the application of this guidance should be considered in the following circumstances: specific small-scale infill developments, flats above shops or garages, stacked maisonettes where the potential for decked access to lifts is restricted. A lift should always be provided in apartment developments greater than 4 storeys.
  6. The proportion of M4(3) Category 3 'Wheelchair dwellings' may need to be higher where specific accessibility needs have been identified by the housing provider or local authority.
  7. [The Inclusive Housing Design Guide — Habinteg Housing Association](https://www.habinteg.org.uk/the-inclusive-housing-design-guide)  
(<https://www.habinteg.org.uk/the-inclusive-housing-design-guide>)
  8. [Inclusive Design Overlay to RIBA Plan of Work](https://www.riba.org/work/insights-and-resources/inclusive-design-overlay-to-riba-plan-of-work/)  
(<https://www.riba.org/work/insights-and-resources/inclusive-design-overlay-to-riba-plan-of-work/>)
  9. [Technical housing standards - nationally described space standard](https://www.gov.uk/government/publications/technical-housing-standards-nationally-described-space-standard)  
(<https://www.gov.uk/government/publications/technical-housing-standards-nationally-described-space-standard>)

10. [BREEAM New Construction Residential version 6.1 section 7.1 \(2025\) \(.pdf\) — BRE \(https://files.bregroup.com/breeam/technicalmanuals/SD260-BREEAM-UK-New-Construction-Residential-Version-6.1-Technical-Manual.pdf\)](https://files.bregroup.com/breeam/technicalmanuals/SD260-BREEAM-UK-New-Construction-Residential-Version-6.1-Technical-Manual.pdf)
11. Some specialist forms of housing, such as later living or co-living, may benefit alternatives to private amenity spaces. This may include from shared, clustered, or communal outdoor amenity spaces. Where alternatives to private amenity spaces are proposed, justification should be provided by design and development teams.
12. Refer to [‘Car and cycle parking - What works where’ - English Partnerships \(.pdf\) on Ipswich Borough Council website \(https://www.ipswich.gov.uk/sites/ipswich/files/m-files/ncd42\\_-\\_car\\_parking\\_what\\_works\\_where.pdf\)](https://www.ipswich.gov.uk/sites/ipswich/files/m-files/ncd42_-_car_parking_what_works_where.pdf)
13. Refer to [‘Car and cycle parking - What works where’ - English Partnerships \(.pdf\) on Ipswich Borough Council website \(https://www.ipswich.gov.uk/sites/ipswich/files/m-files/ncd42\\_-\\_car\\_parking\\_what\\_works\\_where.pdf\)](https://www.ipswich.gov.uk/sites/ipswich/files/m-files/ncd42_-_car_parking_what_works_where.pdf)
14. [Building for a Healthy Life — Urban Design Group \(https://www.udg.org.uk/publications/othermanuals/building-healthy-life\)](https://www.udg.org.uk/publications/othermanuals/building-healthy-life)
15. [Building for a Healthy Life —Urban Design Group \(https://www.udg.org.uk/publications/othermanuals/building-healthy-life\)](https://www.udg.org.uk/publications/othermanuals/building-healthy-life)
16. [Approved Document Part L: Conservation of fuel and power \(https://www.gov.uk/government/publications/conservation-of-fuel-and-power-approved-document-l\)](https://www.gov.uk/government/publications/conservation-of-fuel-and-power-approved-document-l) is due to be revised in line with the ‘Future Homes’ Standard (FHS) in 2025.
17. Space heating and peak heating load in line with Passivhaus performance targets for a European climate. Enhancements above current Building Regulations are likely to be required to meet this target including levels of insulation, airtightness, low thermal bridging, and a high-efficiency MVHR system. Read [What is Passivhaus? — Passivhaus Trust \(https://www.passivhaustrust.org.uk/what\\_is\\_passivhaus.php\)](https://www.passivhaustrust.org.uk/what_is_passivhaus.php).
18. The integration of renewable energy systems such as photovoltaic panels is also likely to be required for compliance with the Future Homes Standard (FHS).
19. [Good Homes Alliance — Overheating in New Homes \(2019\) guidance \(https://goodhomes.org.uk/overheating-in-new-homes\)](https://goodhomes.org.uk/overheating-in-new-homes)
20. [Approved Document Part O \(https://www.gov.uk/government/publications/overheating-approved-document-o\)](https://www.gov.uk/government/publications/overheating-approved-document-o) includes a requirement for an overheating assessment via Simplified Method or Dynamic Thermal Modelling.
21. Space heating and Peak heating load in line with Passivhaus performance targets for a European Climate. Enhancements above current Building Regulations are likely to be required to meet this target including levels of insulation, airtightness, low thermal bridging, and a

high-efficiency MVHR system. Read [What is Passivhaus? — Passivhaus Trust](https://www.passivhaustrust.org.uk/what_is_passivhaus.php) ([https://www.passivhaustrust.org.uk/what\\_is\\_passivhaus.php](https://www.passivhaustrust.org.uk/what_is_passivhaus.php)).

22. [TM 59 — Design Methodology for the assessment of overheating risk in homes \(2017\)](https://www.cibse.org/knowledge-research/knowledge-portal/technical-memorandum-59-design-methodology-for-the-assessment-of-overheating-risk-in-homes) — CIBSE (<https://www.cibse.org/knowledge-research/knowledge-portal/technical-memorandum-59-design-methodology-for-the-assessment-of-overheating-risk-in-homes>) ‘DSY 2’ is a short sharp heatwave and ‘DSY 3’ is a prolonged summer.
23. [Avoiding summer overheating \(2021\)](https://passivhaus.uk/keeping-cool-avoiding-overheating-risks/) — Passivhaus Trust (<https://passivhaus.uk/keeping-cool-avoiding-overheating-risks/>)
24. Space heating and peak heating load in line with Passivhaus performance targets for a European climate. Enhancements above current Building Regulations are likely to be required to meet this target including levels of insulation, airtightness, low thermal bridging, and a high-efficiency MVHR system. Read [What is Passivhaus? \(Passivhaus Trust\)](https://www.passivhaustrust.org.uk/what_is_passivhaus.php) ([https://www.passivhaustrust.org.uk/what\\_is\\_passivhaus.php](https://www.passivhaustrust.org.uk/what_is_passivhaus.php)).
25. [Site layout planning for daylight and sunlight: a guide to good practice \(BR 209\) \(2022 edition\) \(Paid-for publication\)](https://bregroup.com/store/bookshop/site-layout-planning-for-daylight-and-sunlight-a-guide-to-good-practice-br-209-2022-edition) — BRE (<https://bregroup.com/store/bookshop/site-layout-planning-for-daylight-and-sunlight-a-guide-to-good-practice-br-209-2022-edition>)
26. For the purposes this standard, design teams should demonstrate that at least 1 habitable room receives some direct sunlight for at least 1 hour on the Spring Equinox (around 20 or 21 March in the Northern Hemisphere). For larger developments this should be demonstrated using a representative sample of homes, including worst-case examples.
27. Refer to [London Housing Design Standards](https://www.london.gov.uk/programmes-strategies/planning/implementing-london-plan/london-plan-guidance/housing-design-standards-lpg) (<https://www.london.gov.uk/programmes-strategies/planning/implementing-london-plan/london-plan-guidance/housing-design-standards-lpg>) - Appendix 3 - for definitions of ‘single aspect’ and ‘dual aspect’.
28. [BREEAM New Construction Residential Version 6.1](https://breeam.com/en/web/bre-group/news/breeam-news-version-6-1-launched) (<https://breeam.com/en/web/bre-group/news/breeam-news-version-6-1-launched>), section 4.4 (2025)
29. To avoid being counted as a bedroom under the NDSS, the floor area of the home-working space should be less than 7.5 metres<sup>2</sup>.
30. [Home user guide template and ventilation guide](https://www.gov.uk/government/publications/home-user-guide-template) (<https://www.gov.uk/government/publications/home-user-guide-template>)
31. [Design guides — Secured by Design](https://www.securedbydesign.com/guidance/design-guides) (<https://www.securedbydesign.com/guidance/design-guides>)



**OGI**

All content is available under the Open Government Licence v3.0, except where otherwise stated



© Crown copyright

## City of York Council and Centre for Applied Human Rights

### Human Rights and Equity Analysis Tool (HREAT)

An Equality Analysis Tool is an evidence-based approach designed to help organisations ensure that any Policy, Criterion or Practice (PCP), is fair and does not create barriers or disadvantage any protected groups from participation. This covers both strategic and operational activities.

City of York Council (CYC) combines this approach with York's commitment as a Human Rights City to produce a Human Rights and Equity Analysis Tool (HREAT).

This document enables CYC to evidence its legal duty to give 'due regard' to those with protected characteristics under the Equality Act and consider Human Rights at the same time.

Whether a HREAT is needed or not will depend on the likely impact that a PCP may have and relevance of the activity to equity and Human Rights.

The HREAT should be started when the need for a new PCP is first identified, or when an existing one is reviewed. It is essential to continue to update the HREIA during the life of the PCP, as and when new information is learned. It is not complete until the PCP is complete.

Non-discrimination is a minimum standard. The development of the HREAT should prompt critical discussion and highlight disproportionate impacts.

Balancing residents' rights and CYC duties can be very complex and sometimes there will be no 'win-win', so compromises or mitigations may need to be identified to ensure the best outcomes.

Finally, the value in a HREAT is in both the short and long term, by investing in this process CYC will create robust, meaningful, and empowering policies that are more likely to stand the test of time.

## Who is submitting the proposal?

<b>Directorate</b>	Housing & Communities / City Development		
<b>Service Area</b>	Housing Delivery Programme (HDP) / Development and regeneration		
<b>Name of proposal</b>	Housing Delivery Programme Delivery Strategy		
<b>Lead Officer</b>	Zoe Dunn, Head of Housing Delivery		
<b>Date Assessment Started</b>	March 2026		
<b>Date Assessment Completed</b>	March 2026		
<b>Names of those who contributed to the assessment</b>			
<b>Name</b>	<b>Job Title</b>	<b>Organisation</b>	<b>Area of Expertise</b>
Zoe Dunn	Head of Housing Delivery	CYC	Housing delivery and regeneration
Laura Swischowski	Head of Equity, Diversity and Inclusion	CYC	Equity, Diversity and Inclusion

**1.1****What is the purpose of the proposal**

Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.

1. City of York Council has built a strong, proven track record of delivering high-quality homes and placemaking. Through the Housing Delivery Programme (**HDP**), the Council has successfully delivered new homes at Lowfield Green, Duncombe Square and Burnholme Green. The Council has also completed refurbishment and retrofit at Bell Farm, redevelopment of Marjorie Waite Court, Lincoln Court and a refurbishment of Glen Lodge.
2. The Council has, over recent years, committed to delivering 100% affordable homes on a number of Council-owned sites and is actively progressing this commitment. This includes demolishing buildings at Ordnance Lane and securing a new planning permission; developing a new business case for Castle Mills; submitting a planning application for Willow House and advancing regeneration proposals for Walmgate; and bringing forward proposals for supported housing at Lowfield Plot A. The Council has also developed a programme to improve and expand Gypsy and Traveller accommodation in the city. The Council has secured significant external grant funding to help unlock delivery. Each of these proposals has been shaped through extensive engagement with local communities and stakeholders to ensure they meet York's housing needs. The Council also continues to work in partnership with Registered Providers (**RPs**) to bring forward delivery of 100% affordable housing on smaller Council sites.
3. To unlock the next phase of delivery, develop at pace and scale, and with reduced risk to the Council - this report seeks approval for a new long-term Delivery Strategy. The Strategy proposes appointing a Strategic Delivery Partner (such as a housebuilder or contractor) to deliver new build housing within the HDP pipeline. This partnership approach is designed to accelerate delivery and strengthen resilience in challenging market conditions, while also supporting wider ambitions across the public estate, including opportunities linked to One Public Estate, health-estate renewal and neighbourhood-based regeneration.
4. Through this Partnership, the Council will aim to deliver over 315 new affordable homes (subject to planning and viability) across an initial phase of five Council-owned sites: Ordnance Lane, Willow House, Lowfield Plot A, Castle Mills and Manor School. Ordnance Lane and Willow House are anticipated to start on site with early site mobilisation and preparation activity shortly after contracts are agreed. Demolition work at Willow House is

expected to start over the next few months, in readiness for the Strategic Delivery Partner to build the new homes.

5. The Delivery Strategy has also been designed as a flexible vehicle for future growth, capable of supporting the delivery of additional sites in the HDP, as well as major strategic sites that may come forward through wider Council asset programmes or One Public Estate partnership work. This includes complex public sector or brownfield regeneration opportunities involving NHS, Ministry of Defence or other public landholdings. The proposed governance and delegations ensure that (subject to future Executive decisions) the Partnership can enable faster, more coordinated delivery across the wider public sector estate, contributing to citywide ambitions for new homes, regeneration, health facilities, community spaces and placemaking. The scale and scope of delivery achieved through the Partnership will be subject to governance, viability, market appetite and prevailing market conditions.
6. The proposal responds directly to the current economic climate and the continued need to deliver affordable homes at pace and scale. A programme-based long-term Delivery Strategy aims to secure greater value, consistency and efficiency. Crucially, it also creates a platform to deliver a lasting social value legacy for York, with a city focused long-term Social Value Plan aligned to the Council Plan's priorities. The Strategic Delivery Partner will be required to invest in local skills, employment, apprenticeships and York's supply chain, ensuring the benefits extend well beyond the construction period and contribute meaningfully to the city's long-term social and economic wellbeing.
7. The Partnership is envisaged to support delivery over the long-term, over a period of approximately 10 years, with potential 5-year extensions, subject to partner performance and CYC approvals on a site-by-site or group basis. The Partnership does not guarantee work to the Partner, with all schemes subject to separate business cases, viability testing, governance and site-by-site contract awards.
8. The Partnership model promotes collaborative programme management, drawing on the Partner's technical expertise to lead design development, planning, and delivery. Designs and planning applications will continue to be developed in line with CYC requirements and in consultation with local residents and stakeholders. The Council will act as a robust client and contract manager, retaining control over key design, quality, tenure and specification requirements, with the Partner acting as development and delivery manager. The Council's internal teams will continue to play a central role in programme leadership, design oversight, quality assurance, and community engagement.

9. Under this Strategy, the Council is anticipated to retain strong control over the delivery of each scheme, with site-specific contract awards and detailed, robust contractual requirements. No major construction contract will proceed without an updated business case being brought back to Executive for approval.
10. The Strategy promotes improved cost certainty and programme management by effectively aligning key delivery risks, such as design development and planning, with the Partner, while the Council retains strong control and oversight.
11. To support this Strategy and the wider work of the HDP, the Council plans to procure an expert client-side multidisciplinary professional team, providing specialist cost, commercial, design, contract administration, site inspection, viability and technical advice and oversight. This team will support the Council in ensuring robust programme management. The Council also has experience of development partnership working as part of its engagement on York Central.
12. To safeguard the delivery of 100% affordable housing schemes, this report proposes a necessary shift from the current requirement in the HDP Design Manual to deliver Passivhaus-certified homes. This proposal is driven by the fact that the current programme has not secured a sufficiently strong response from the market to build the new homes. A combination of factors has contributed to this position including current market conditions, risk allocation, and the complexity and buildability of schemes as presently configured, including the requirements associated with Passivhaus-certification, alongside the affordability challenges associated with the current approach.
13. It is proposed that new homes are delivered to the Homes England Healthy Homes Standard (**Annex A**) to ensure that new homes support residents' health, comfort, and wellbeing. This Standard maintains a high-quality, low carbon approach. It achieves EPC A rating on all houses, as well as flats where technically achievable. As flatted developments have less roof space relative to the number of homes, this can constrain the amount of onsite solar PV available to support achieving EPC A ratings. New homes will also exceed current national Building Regulations and align with the forthcoming Future Homes Standard. The Council is also reviewing potential enhancements, such as consideration of recognised approaches to building energy performance, such as the Association for Environment Conscious Building (AECB). The proposed approach aims to safeguard the delivery of much-needed genuinely affordable housing, by ensuring that homes are affordable to build, manage and maintain over the long-term.

## Step 1 – Aims and intended outcomes

1.2	<b>Are there any external considerations?</b>
	Legislation / government directive / codes of practice etc.
	Equality Act 2010 (Public Sector Equality Duty), Human Rights Act 1998, Subsidy Control Act 2022, Procurement Act 2023/PCR 2015, Housing Act 1985, Local Government Acts 1972/2003/2011, Homes England and other grant funders' funding/standards.
1.3	<b>Who are the stakeholders and what are their interests?</b>
	Consider both internal and external stakeholders.
	Council tenants and applicants (including disabled residents, carers, low-income households, older people), shared ownership customers, local communities, Members, local SMEs and supply chains, Registered Providers, funders (HE/YNCA), statutory services and utilities, planning/highways authorities, and delivery partners.

## 1.4 What results / outcomes do we want to achieve and for whom?

Explain what outcomes you want to achieve for stakeholders, staff and the wider community. Demonstrate how the proposal links to the Council Plan (2023- 2027) and other corporate strategies and plans. Highlight how the proposal meets the objectives of Equalities, Affordability, Climate and Health.

The proposal directly supports:

- The Council Plan 'One city for all' (2023 - 2027), particularly Priority (e) to increase the supply of affordable housing.
- The Homelessness and Rough Sleeping Strategy (2024 - 2029), through the expansion of social housing.
- The Climate Change Strategy (2022 - 2032), through the delivery of energy-efficient, low-carbon homes and sustainable neighbourhoods.
- The Health and Wellbeing Strategy (2022 - 2032), by addressing health inequalities linked to poor quality housing.

High-quality housing, regeneration and placemaking is fundamental to achieving better health and wellbeing outcomes, improved educational attainment and stronger economic resilience for local communities. The Council and its new Partner will continue to support these wider outcomes.

Delivering affordable and sustainable housing is also a key priority for the York and North Yorkshire Combined Authority (YNYCA).

## Step 2 – Resources utilised

3.1	<b>What sources of data, evidence and consultation feedback have you used to help understand the impact of the proposal on equality rights and human rights?</b>	
	Please consider a range of sources, including consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	<b>Source of data / supporting evidence</b>	<b>Reason for using this source</b>
	Executive Report: Housing Delivery Programme Delivery Strategy	Provides the underlying rationale, design standards, governance, site pipeline, risks and mitigations informing equalities impacts.
	Homes England Healthy Homes Standard	Sets the proposed housing design and performance requirements forming part of the Delivery Strategy.
	CYC Housing Need & Affordability Data	Establishes who is currently in need, affordability pressures, and the profile of affected residents.
Feedback from community engagement on different schemes to date	Provides insights into resident priorities, preferences and concerns across diverse communities, many of whom have protected characteristics. This enables officers to better understand the impact of the proposal and individual development scheme proposals on equality rights and human rights.	

### Step 3 – Screening the impacts or effects.

<b>3.1</b>	<b>Equality-related obligations derive from the Equality Act of 2010 and the Human Rights Act of 1998.</b>
	<p>Once you have engaged with stakeholders you will need to identify how this proposal impacts on their human rights and equalities.</p> <p>Although table one looks complex, its purpose is to facilitate an initial screening of equalities and human rights impacts of your proposal.</p> <p>Many human rights and equalities will not be affected by the decision you are seeking Executive or Council approval for and so can be left blank. The aim here is to identify pressure points regarding human rights and equalities that require attention.</p> <p>Please see the Appendix for details of the protected characteristics and human rights to consider</p> <p>The rights listed below in the first column are the relevant ones from the Human Rights Act, and the York Human Rights City Network Indicator Report (non-discrimination, education, health and social care, housing, a decent standard of living). The human rights in the Indicator Report were selected by residents of York as their priority rights. In the first row the protected characteristics under the Equality Act are listed, to which 'Everyone' has been added to capture impacts that affect everyone without distinction.</p>

**Step 3.1 Table 1 – Screening the impacts or effects**

Equalities Human Rights	Everyone	Age inc financial, digital exclusion impacts	Disability inc financial, digital exclusion impacts	Gender	Gender reassignment inc Trans, Non-binary, Intersex	Marriage & civil partnership	Pregnancy and maternity	Race	Religion and belief	Sexual orientation	Carers inc financial, digital exclusion impacts	Low-income groups: financial, digital exclusion impacts	Veteran, armed forces community	Other – Those with experience of Care
Right to life*														
Prohibition of torture*														
Prohibition of slavery and forced labour*														
Right to liberty, movement and security (including freedom of movement)***														
Right to a fair trial*														
No punishment without law*														
Right to private and family life***	Positive	x	x					x				x		
Freedom of thought, conscience, and belief***														
Freedom of expression***														
Freedom of assembly***														
Right to marry***														
Right to property***														
Right to education***														
Right to free elections***														
Right to housing***	Positive *1	x	x					x				x		

\*1 The Delivery Strategy is expected to have positive impacts across equality groups by increasing the supply of 100% affordable, accessible, low-carbon homes, reducing fuel poverty, improving health and wellbeing, and securing city-wide social value (local jobs, apprenticeships, skills, SME supply-chain opportunities).

Adverse impacts (e.g., construction disruption or land assembly at specific sites) are limited, lawful, proportionate and mitigated through consultation, phased delivery and Executive/Full Council approval processes.

### Step 3.2 Table 2 – Assessing the impact of your proposal

Here you will need to record the details on all the impacts identified for both Human Rights and those with Protected Characteristics.

Where you have identified an impact on a protected characteristic/human right in the table above, please indicate whether this is positive or negative and give a description of this impact. If you run out of rows, please add as necessary.

#### Rights clashes and restrictions

Where rights clash or are being restricted, you will need to explain how the decision has been taken, that the limitation on human rights is provided by law, for a legitimate purpose (justified), and proportionate (the minimum necessary restriction on rights).

Use the following guidance to inform your responses:

First, think about what equalities or rights might be engaged by the proposal, and describe the likely impact of the proposal, and provide an evaluation.

Use the following questions to inform your responses if human rights or equalities are limited or qualified in any way:

- Why are a person's rights being restricted?
- What is the problem being addressed by the restriction on someone's rights?
- Will the restriction lead to a reduction in the problem?
- Does that restriction involve a blanket policy, or does it allow for different cases to be treated differently?
- Does a less restrictive alternative exist?
- Has sufficient regard been paid to the rights and interests of those affected?
- Do safeguards exist against error or abuse?

**Table 2**

Characteristic or Human Right affected	Positive or Negative impact	Impact Description	Evaluation or Justification
<b>Age</b>	<b>Positive</b>	Delivery of warm, energy-efficient homes with a high proportion of accessible/adaptable homes will form part of the contractual requirements.	The proposed strategy continues to prioritise the delivery of high-quality, low carbon homes, as well as promoting accessibility and affordability. The proposal supports a more deliverable and viable programme, reducing the risk of delay or non-delivery of affordable housing. While the Healthy Homes Standard and Future Homes Standard are strong requirements, it may reduce some of the environmental performance benefits of the new homes compared to the existing approach. On balance, this approach is expected to have a positive impact by enabling the delivery of much needed genuinely affordable housing, supporting a wide range of residents, including those with protected characteristics.

<b>Disability</b>	<b>Positive</b>	Delivery of a high proportion of accessible/adaptable homes designed to Nationally Described Space Standards and Healthy Homes standard, with step-free routes and inclusive design principles, will form part of the contractual requirements. CYC will have design and planning approval rights.	As above
<b>Pregnancy / Maternity</b>	<b>Positive</b>	Safe, healthy living conditions; proximity to services.	As above
<b>Race / Religion / Sexual orientation / Gender reassignment</b>	<b>Positive</b>	Inclusive design will form part of the contractual requirements, along with ongoing open and meaningful community engagement. CYC will follow fair allocations policies for the new affordable homes.	As above
<b>Carers / Low-income households</b>	<b>Positive</b>	Affordable rents, lower running costs, improved stability; SV commitments create employment/skills pathways.	As above
<b>Human rights (housing, private/family life)</b>	<b>Positive</b>	Increased access to adequate, secure, energy efficient housing.	As above

## Step 4 – Gaps in data and knowledge

4.1	<b>What are the main gaps in information and understanding of the impact of your proposal?</b>											
<p>When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities.</p> <p>Please indicate actions you will take to resolve this gap.</p> <p>As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.</p>												
<table border="1"> <thead> <tr> <th data-bbox="226 488 734 552">Gaps in data or knowledge</th> <th data-bbox="734 488 1659 552">Action to deal with this</th> <th data-bbox="1659 488 2145 552">Date resolved</th> </tr> </thead> <tbody> <tr> <td data-bbox="226 552 734 663">Limited insight from harder to reach groups</td> <td data-bbox="734 552 1659 663">Build targeted engagement into each site's consultation plan (translations, accessible formats).</td> <td data-bbox="1659 552 2145 663"></td> </tr> <tr> <td data-bbox="226 663 734 809">Future decants or temporary relocation needs (if required at specific sites)</td> <td data-bbox="734 663 1659 809">Assessed at scheme gateway with support provided where possible as needed.</td> <td data-bbox="1659 663 2145 809"></td> </tr> </tbody> </table>				Gaps in data or knowledge	Action to deal with this	Date resolved	Limited insight from harder to reach groups	Build targeted engagement into each site's consultation plan (translations, accessible formats).		Future decants or temporary relocation needs (if required at specific sites)	Assessed at scheme gateway with support provided where possible as needed.	
Gaps in data or knowledge	Action to deal with this	Date resolved										
Limited insight from harder to reach groups	Build targeted engagement into each site's consultation plan (translations, accessible formats).											
Future decants or temporary relocation needs (if required at specific sites)	Assessed at scheme gateway with support provided where possible as needed.											

## Step 5 - Maximising positive impacts

<b>5.1</b>	<b>What has been done to optimise opportunities to advance equality / human rights or foster good relations?</b> <ul style="list-style-type: none"><li>• Adopt Healthy Homes Standard and Future Homes Standard to deliver accessible, low carbon, low cost, healthy homes for all residents.</li><li>• Implement a York specific Social Value Plan, embedding local employment, apprenticeships, skills development and SME supply chain growth across the whole programme.</li><li>• Maintain Executive and governance approvals, ensuring affordability, equality impacts and design quality can be checked at each site.</li><li>• Ensure all communications and engagement materials are accessible (for example, Easy Read, BSL, translations).</li><li>• Use targeted outreach to include marginalised groups in design/consultation.</li><li>• Retain CYC control over design specification to maintain inclusive, safe, accessible built environment standards.</li></ul>
------------	--

## Step 6 – Recommendations and conclusions of the assessment

6.1	<b>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision.</b>	
	<b>Important:</b> If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column. There are four main options you can take:	
	No major change to the proposal	The HREAT demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality / human rights and foster good relations, subject to continuing monitor and review.
	Adjust the proposal	The HREAT 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
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.	

	Option Selected	Conclusion / justifications
	No major change to proposal.	The Delivery Strategy demonstrates strong positive impacts on equality, socioeconomic fairness and human rights. Increased affordable supply, higher standards of accessibility, lower running costs and a long-term social value legacy all advance equality. Any adverse impacts are limited and fully mitigated through legal safeguards (CPO), inclusive design, site specific EIAs, proportional engagement and Executive/Full Council control.

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

7.1	<b>What action, by whom, will be undertaken as a result of the impact assessment.</b>			
	List below the actions or mitigations that have been identified and who will be responsible to carrying them out. Add as many lines as you need.			
	<b>Impact / Issue</b>	<b>Actions to be taken</b>	<b>Person Responsible</b>	<b>Timescale</b>
	Inclusive engagement	Targeted engagement will be used to reach groups who may be less likely to access standard consultation methods, including residents without digital access, older residents and young people	HDP / City Development / Comms	Pre-planning and Construction
	Social value delivery	Establish Social Value Plan (including jobs, apprenticeships, SME spend)	HDP / City Development	At contract award
Land assembly impacts	Apply proportionate safeguards; voluntary negotiation first; appropriate levels of engagement	HDP / Legal / Property	As required per site	
	Maintaining accessibility and build quality	Embed CYC Employer's Requirements (Healthy Homes, Nationally Described Space Standards, accessibility) into legal agreements and conduct ongoing site inspections through client-side team to ensure Requirements are delivered	Client-side team / SDP	Ongoing (design through to handover)

## Step 8 - Monitor, review and improve

8.1	<b>How will the impact of your proposal be monitored and improved upon going forward?</b>
	Consider how will you identify the impact of activities on protected characteristics, other marginalised groups and human rights going forward? How will any learning and enhancements be capitalised on and embedded?
	Regular Board reporting on SV Plan delivery and performance, and equality impacts and outcomes. Continuous learning and lessons learned incorporated into wider programme delivery. CYC will conduct a residents' survey to identify the impact of activities, broken down by protected characteristic.

## Appendix A

### Equity, Diversity & Inclusion (EDI): Protected characteristics

Under the public sector duties introduced by the Equality Act 2010 public bodies must have due regard for the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the act, such as the failure to make reasonable adjustments for disabled people
- Advance equality of opportunity between people who share a protected characteristic and those who do not
- Foster good relations between people who share a protected characteristic and those who do not

These duties relate to the nine protected characteristic groups defined by the Equality Act 2010 (outlined in the table below).

The Council recognises that a person's socio-economic background and whether they live in a rural or urban location can be important factors in determining fair access to services, employment and treatment. When carrying out analysis, you must also consider socio-economic issues and rural / urban location issues. In addition to the nine protected characteristic the HREAT includes the following equality groups:

- Carers
- Low income groups
- Veterans, armed forces community
- Experience of care/Other (other groups that are impacted)

### Human rights differ from equalities in two main ways:

- First, human rights apply to everyone and not just groups with protected characteristics.
- Second, they allow for the balancing of rights, priorities, and risks. Many rights are not absolute and can be limited or qualified in particular circumstances.

The following guidance identifies which rights are most likely to be engaged by proposals in certain policy areas. This doesn't mean that you should not consider whether other rights might be engaged.

## There are three types of human rights in the Human Rights Act:

**Absolute rights:** Cannot be breached in any circumstances e.g. right to life and to protection from torture and inhuman or degrading treatment.

**Limited rights:** can only be restricted in specific situations e.g. a person can be deprived of their liberty if they are convicted of an offence and imprisoned.

**Qualified rights:** human rights can be restricted if it is in the interests of the wider community or to protect other people's rights e.g. freedom of movement and assembly were restricted during the Covid-19 pandemic in the interests of public health.

As limited and qualified rights are not absolute, they sometimes have to be balanced in decision making. In Table 1, absolute rights are indicated with an \*; limited rights with a \*\*; and qualified rights with a \*\*\*.

Right	Description	Focus Area
<b>Right to life</b>	<p>Nobody, including the Government, can take someone's life away. Public authorities must take appropriate measures to safeguard life including by protecting people whose life might be in danger.</p> <p>Public authorities should also consider the right to life when making decisions that might endanger or affect life expectancy.</p> <p>When public officials may be involved in an instance when someone died, public authorities must investigate.</p>	<ul style="list-style-type: none"> <li>• Benefits and money</li> <li>• Births, deaths and marriages</li> <li>• Children and families</li> <li>• Environment and animals</li> <li>• Health and social care</li> <li>• Housing</li> <li>• Planning and building</li> <li>• Waste and recycling</li> </ul>
<b>Right to liberty and security</b>	<p>It focuses on protecting individuals' freedom from unreasonable detention, as opposed to protecting personal safety. However, there is case law from other jurisdictions where this right also covers personal safety in conditions other than detention.</p>	<ul style="list-style-type: none"> <li>• Right to liberty and security</li> </ul>

<b>Freedom from torture and inhuman or degrading treatment</b>	<p>Torture consists in causing very serious and cruel physical or mental pain or suffering.</p> <p>Inhuman treatment or punishment is treatment which causes intense physical or mental suffering. Degrading treatment means treatment that is extremely humiliating and undignified.</p> <p>Inhuman or degrading treatment could include:</p> <p>serious physical assault; very severe detention conditions or restraints; serious physical or psychological abuse in a health or care setting.</p>	<ul style="list-style-type: none"> <li>• Children and families</li> <li>• Health and social care</li> </ul>
<b>Right to marry and start a family</b>	<p>Right of men and women of marriageable age to marry and to start a family.</p>	<ul style="list-style-type: none"> <li>• Births, deaths and marriages</li> </ul>
<b>Prohibition of slavery and forced labour</b>	<p>Slavery is when someone owns someone else like a piece of property.</p> <p>Servitude is when someone provides services to a person for no reward and is unable to stop due to coercion.</p> <p>Forced or compulsory labour is when someone is forced to do work to which they have not agreed to, under the threat of punishment.</p>	<ul style="list-style-type: none"> <li>• Children and families</li> <li>• Jobs, training and volunteering</li> <li>• People and communities</li> </ul>
<b>Right to a fair trial</b>	<p>This right is triggered when someone is charged with a criminal offence and have to go to court, or</p> <p>a public authority is making a decision that has an impact on someone's civil rights or obligations.</p>	<ul style="list-style-type: none"> <li>• Environment and animals</li> <li>• Health and social care</li> <li>• People and communities</li> <li>• Streets, roads and pavements</li> </ul>
<b>No punishment without law</b>	<p>No one can be charged with a criminal offence for an action that was not a crime when it was committed.</p> <p>Public authorities must explain clearly what counts as a criminal offence so that people know when they are breaking the law.</p>	<ul style="list-style-type: none"> <li>• Environment and animals</li> <li>• People and communities</li> <li>• Streets, roads and pavements</li> </ul>

<b>Right to property</b>	<p>No public authority, without very good reason can take away one's property, which may include things like land, houses, objects, shares, licences, leases, patents, money, pensions and certain types of welfare benefits. This right applies to companies as well as individuals.</p>	<ul style="list-style-type: none"> <li>• Benefits and money</li> <li>• Business</li> <li>• Council tax</li> <li>• Environment and animals</li> <li>• Housing</li> <li>• Planning and building</li> <li>• Travel and transport</li> <li>• Streets, roads &amp; pavements</li> <li>• Waste and recycling</li> </ul>
<b>Right to private and family life, home and correspondence</b>	<p>This includes one's right to determine their sexual orientation, lifestyle, and the way one looks and dresses. It also includes the right to control who sees and touches one's body. It further covers one's right to develop their personal identity and to forge friendships and other relationships, the right to participate in essential economic, social, cultural and leisure activities. In some circumstances, public authorities may need to facilitate the enjoyment of one's right to a private life, including their ability to participate in society.</p> <p>It also means that personal information about anyone (including official records, photographs, letters, diaries and medical records) should be kept securely and not shared without their permission, except in certain circumstances.</p>	<ul style="list-style-type: none"> <li>• Benefits and money</li> <li>• Births, deaths and marriages</li> <li>• Children and families</li> <li>• Health and social care</li> <li>• Jobs, training and volunteering</li> <li>• Parking and permits</li> <li>• Planning and building</li> <li>• Schools and education</li> <li>• Sports and leisure</li> </ul>
<b>Right to free elections</b>	<p>Public authorities must support the right to free expression by holding free elections at reasonable intervals. These elections must enable anyone to vote in secret.</p>	<ul style="list-style-type: none"> <li>• Births, deaths and marriages</li> <li>• People and communities</li> </ul>

<b>Freedom of thought, conscience and belief</b>	<p>This may include the right to change religion or beliefs, the right to put one's thoughts and beliefs into action, for example by exercising the right to wear religious clothing, the right to talk about one's own beliefs or take part in religious worship. Public authorities cannot stop anyone from practising their religion, without very good reason.</p> <p>This right protects a wide range of non-religious beliefs including atheism, agnosticism, veganism and pacifism.</p> <p>This includes the right to express views aloud (for example through public protest and demonstrations) or through published articles, books or leaflets, television or radio broadcasting, works of art, the internet and social media. It further protects the right to receive information from other people by, for example, being part of an audience or reading a magazine.</p>	<ul style="list-style-type: none"> <li>• Business</li> <li>• Schools and education</li> </ul>
<b>Freedom of expression</b>	<p>This includes the right to express views aloud (for example through public protest and demonstrations) or through published articles, books or leaflets, television or radio broadcasting, works of art, the internet and social media. It further protects the right to receive information from other people by, for example, being part of an audience or reading a magazine.</p>	<ul style="list-style-type: none"> <li>• Business</li> <li>• Environment and animals</li> <li>• People and communities</li> <li>• Schools and education</li> <li>• Sports and leisure</li> </ul>
<b>Freedom of assembly and association</b>	<p>This encompasses the right to form and be part of a trade union, a political party or any another association or voluntary group. Nobody has the right to force anyone to join a protest, trade union, political party or another association.</p>	<ul style="list-style-type: none"> <li>• Environment and animals</li> <li>• Jobs, training and volunteering</li> <li>• People and communities</li> <li>• Travel and transport</li> <li>• Streets, roads and pavements</li> </ul>

<b>Right to education</b>	<p>This right protects one's right to an effective education within the UK's existing educational institutions. It relates to primary, secondary, and higher education. Parents have a right to ensure that their religious and philosophical beliefs are respected during their children's education.</p>	<ul style="list-style-type: none"> <li>• Children and families</li> <li>• Environment and animals</li> <li>• Jobs, training and volunteering</li> <li>• People and communities</li> <li>• Schools and education</li> <li>• Sports and leisure</li> </ul>
<b>Right to housing</b>	<p>Adequate housing must provide more than four walls and a roof. For housing to be adequate, it must, at a minimum, meet the following criteria:</p> <p>Security of tenure, that is legal protection against forced evictions, harassment and other threats; availability of services, materials, facilities and infrastructure; affordability, which means that housing is not adequate if its cost threatens or compromises the occupants' enjoyment of other human rights; Habitability, which relates to physical safety or adequate space, as well as protection against the cold, damp, heat, rain, wind, other threats to health and structural hazards; accessibility, in that it must accommodate the specific needs of disadvantaged and marginalised groups; location, which means that it must not be cut off from employment opportunities, health-care services, schools, childcare centres and other social facilities, or it must not be located in polluted or dangerous areas; cultural adequacy, which means that it must respect and take into account the expression of cultural identity.</p>	<ul style="list-style-type: none"> <li>• Benefits and money</li> <li>• Housing</li> <li>• People and communities</li> <li>• Planning and building</li> <li>• Waste and recycling</li> </ul>

**CYC data protection impact assessment (DPIA) screening questions**

To check if you need to complete a DPIA, answer the below questions about personal identifiable information (PII) e.g., personal data, special categories of personal data or criminal offence, conviction, or history data (COCH).

<b>Ref number:</b>			
<b>Name and Job title:</b>		<b>Zoe Dunn, Head of Housing Delivery</b>	
<b>Date:</b>		<b>March 2026</b>	
<b>Description</b> - Explain broadly what you aim to achieve and what type of processing of PII and/or COCH this might include. You may find it helpful to refer or link to other documents, such as a project proposal, business case, specification etc.			
Appoint a long-term Strategic Delivery Partner to deliver multiple housing and mixed-use sites; procure a client-side professional team; move from Passivhaus certification to the Homes England Healthy Homes Standard and Future Homes Standard for new affordable homes; approve site pipeline and delivery. The aim is to deliver at greater pace, scale and efficiency with affordable homes being high-quality, low carbon, accessible, and financially sustainable.			
		<b>Yes</b>	<b>No</b>
1	Are you starting a new project, system, policy etc that will involve the use of PII and/or COCH		x
2	Are you changing the nature, scope, context or purposes of existing processing of PII and/or COCH		x
<b>Are you planning to carry out, already doing or changing any processing of</b>			
3	personal data		x
4	special-category data (sometimes called sensitive data or data of a highly personal nature)		x
5	criminal offence, conviction or history data		x
6	data concerning vulnerable data subjects		x
7	biometric or genetic data		x
8	PII and/or COCH that could result in a risk of harm in the event of a breach		x
9	PII and/or COCH without providing a privacy notice directly to the individual		x
10	PII and/or COCH that involves preventing data subjects from exercising a right or using a service or contract		x
11	PII and/or COCH on a large scale		x
<b>Are you planning to or already doing or changing</b>			
12	use of innovative technological or organisational solutions eg AI		x
13	use of profiling to help make decisions on someone's access to a service, opportunity or benefit		x

14	use of automated decision-making to help make decisions on someone's access to a service, opportunity or benefit or other significant effect on them		x
15	use of systematic monitoring and/or systematically monitor a publicly accessible place e.g., CCTV		x
16	combine, compare or match PII and/or COCH from multiple sources		x
17	evaluation or scoring based on PII and/or COCH		x

If you have ticked any of the **Yes** boxes above, you need to complete a DPIA. For advice and support, please contact [information.governance@york.gov.uk](mailto:information.governance@york.gov.uk)

If you have ticked all the **No** boxes above, send the completed screening questions to [information.governance@york.gov.uk](mailto:information.governance@york.gov.uk) and you do not need to complete a DPIA



<b>Meeting:</b>	Executive
<b>Meeting date:</b>	14 April 2026
<b>Report of:</b>	Pauline Stuchfield, Director of Housing and Communities
<b>Portfolio of:</b>	Councillor Lomas, Finance, Performance, Major Projects and Equalities  Councillor Pavlovic, Housing, Planning and Safer Communities

## 2026/27 Ward Funding Allocation

### Subject of Report

1. The 2026/27 individual Ward budget allocation is comprised of £250,000 to be allocated across the city, and this report outlines existing and potential models to inform making the split to wards. The Executive is asked to approve the method of allocation of ward funding.
2. The Executive is asked to consider the content of the report, the options presented and consider if they wish to maintain the existing model A or agree another model from the options outlined in the report taking account of the feedback from People Scrutiny Management Committee held on 17<sup>th</sup> March 2026.
3. People Scrutiny Committee was held on 17<sup>th</sup> of March 2026 with members offering a range of views from keeping the status quo (Option A) through to directly using population to bring in a true allocation per head of population for fairness (Option D). They also recommended that ward funding decisions should be published on ward web pages to demonstrate to residents how the money had been spent each year.

4. New national deprivation data was released in Autumn 2025, as well as latest population data being available and therefore the models have been updated to reflect these changes.

## **Benefits and Challenges**

5. The ward budgets provide an opportunity for ward members to deliver against locally agreed priorities through the funding of local community projects. These projects also contribute to the Council Plan priorities around Equalities and Human Rights, Affordability, Climate Change and Health Inequalities. This enables ward members to engage the community around the delivery of local priorities through building community capacity and asset-based community development. The ward budgets were designed in 2023/24 to focus more deliberately on need utilising the index of multiple deprivation.

## **Policy Basis for Decision**

6. One City, for All, the Council Plan 2023 – 27 sets out a strong ambition to increase opportunities for everyone living in York to live healthy and fulfilling lives. The ward budgets enable community capacity to be built, reflecting coproduction with residents on the agreement of local priorities and the codesign of local projects, alongside the funding of many local voluntary and community sector organisations, helping to build inclusive, strong and thriving communities. Furthermore, applications to the ward grants must demonstrate how projects will meet the four council plan core commitments of Affordability, Environment, Equalities and Human Rights, and Health Inequalities.
7. At April 2024 Executive it was agreed that ward funding totalling £250,000 is composed of the following elements:
  - allocate a minimum Ward Budget for Members to spend on priorities in their neighbourhood action plans that correspond with those of the council's core commitments;
  - introduce a second element based on need (via deprivation).
  - In addition create a single pot of funding for multiple and/or 'city wide' applications (an additional amount of £100,000).

## Financial Strategy Implications

8. The 2026/27 ward budget allocation is comprised of £250,000 to be allocated across the city and the paper outlines the existing and potential models to inform making this split to wards. The funds are a part of the council's base budget, reflecting the priorities set out in the Council Plan.
9. Currently ward budget decisions are taken in the financial year that the budget is allocated, requiring ward member approval and Director decision sign off. Each year a deadline is published, in line with the year-end financial closedown timetable, by which all member approved ward grants and schemes must be submitted for Director consideration and decision. After the published deadline in any given financial year there will be no opportunity to make decisions on ward funding until the next financial year subject to budget allocation. There will be no carry forward of any uncommitted funds i.e. where there was no published decision by the stated deadline.

## Recommendation and Reasons

10. Executive to approve:
  - (a) **Model D (7) for implementation** for the next financial year.
  - (b) Enhancement of the ward funding arrangements as outlined in paragraph 30:
    - **Structured ward funding bid programmes** held on a quarterly basis followed by City Wide Funding releases.
    - **Flexibility to carry forward projects and funding at year end:**
      - a) To continue to allow approved projects not yet started to be carried forward into the new financial year (this has been in place since 2024/25); and
      - b) To allow 20% of the year's budget to be carried over at the end of the financial year so if there is insufficient

funding for an application at year end, it can be topped up from the following year.

- (c) **Publication of all ward funding decisions on ward web pages** to demonstrate to residents how the money had been spent each year.

**Reason:** To ensure that ward allocations meet Council Plan priorities and methodologies around allocations and delivery are transparent to residents and stakeholders.

## Background

11. In 2024/25 and 2025/26 the financial allocation per ward was based upon, firstly a base split per ward by the number of councillors (£105k) and then a secondary split in each ward based on deprivation (£145k). The base amount per councillor ensures a minimum amount for each ward, which is then enhanced by analysis of depth of deprivation. It should be noted that there is an inherent skewing of the total amounts, reflecting the number of councillors per ward.
12. In 2024/25 and 2025/26, in order to allocate the £145k based on deprivation, the levels of need in all wards were assessed against the national Index of Multiple Deprivation (IMD). IMD scores and ranks each area, using seven different dimensions or domains, each of which is based on a basket of indicators. The data combines information from the domains to produce an overall relative measure of deprivation. IMD is released at an LSOA (Lower Super Output Area) level, and the resulting overall Ward IMD scores are an area level aggregation of this relative measure of deprivation.

<b>7 Domains of Index of Multiple Deprivation</b>	
Income Deprivation	Crime
Employment Deprivation	Barriers to Housing and Services
Education, Skills & Training Deprivation	Living Environment Deprivation
Health Deprivation & Disability	

13. The 2024/25 and 2025/26 allocations were designed with the intention of using deprivation so that those wards with the highest

scores (the more deprived wards) would have the greater funding allocations, noting:

- National and local data suggests that wards with a higher population, generally, are the more deprived areas. Therefore, if deprivation is used as the main measure of allocation, there does not have to be a further normalisation of the data by population;
  - In 2023/24 an attempt was made to create a ward funding split based solely upon Council Plan indicators and EACH (Equalities and Human Rights, Affordability, Climate and Health) indicators. However, as relatively few of the Council Plan indicators are available at ward level, a model which covers all 4 elements of EACH could not be created.
14. Further deprivation information has been released whereby The English Indices of Deprivation (IoD25) measure relative levels of deprivation in 33,755 small areas or neighbourhoods, called Lower-layer Super Output Areas (LSOAs), in England. Key changes for York are that:
- The city has slightly higher deprivation: The IMD average score for York in 2025 is 11.81. A lower IMD score indicates lower relative deprivation. The score for York in 2019 was 11.73.
  - Slightly more people live in our top 20% deprived communities: In 2025, 6.23% of the population of York live in LSOAs which fall into the most deprived 20% nationally. In 2019 the figure was 4.61%.
15. The Population data used in the IMD 2025 data release was based on mid-year estimates 2022, however there has been further national releases of population data and therefore the models have been updated with the release (mid 2024 estimates - released 7th November)

## **Changes to levels of funding in existing allocation model (A) based on new deprivation data**

16. Levels of deprivation have slightly changed in all communities in York, and this could mean that funding levels slightly change in

every ward. There are 4 wards in this model which have had changes of +/- £1k and the reasons for these are detailed below.

17. **Fulford Ward (increase in funding due to deprivation and population):** In between the release of the IMD data for 2019 and 2025, the LSOA E01013365 was split into E01034761 and E01034762 as the population increased, primarily, due to new housing developments. The population increased from 2,933 in 2019 to 3,644 in 2024. The new LSOAs have been scored as more deprived (2025 IMD score: 9.73 and 10.79 respectively).
18. The domains listed below show the changes in scores and national LSOA rankings, with the Crime, Income, Employment and Health domains showing relatively significant change. The data for the underlying indicators that make up the domain scores has not been released which prevents further analysis.

Fulford & Heslington		IMD Score	Income Score (rate)	Employment Score (rate)	Education, Skills and Training Score	Health Deprivation and Disability Score	Crime Score	Barriers to Housing and Services Score	Living Environment Score
	2019	4.77	0.02	0.02	4.31	-1.00	-1.98	23.12	14.89
	2025	10.19	0.16	0.08	5.60	-0.40	-0.22	17.48	13.84
Average Rank	Index of Multiple Deprivation (IMD) Rank (where 1 is most deprived)	Income Rank (where 1 is most deprived)	Employment Rank (where 1 is most deprived)	Education, Skills and Training Rank (where 1 is most deprived)	Health Deprivation and Disability Rank (where 1 is most deprived)	Crime Rank (where 1 is most deprived)	Barriers to Housing and Services Rank (where 1 is most deprived)	Living Environment Rank (where 1 is most deprived)	
Out of 32,844 LSOAs	2019 29,526	27,857	26,984	27,417	27,727	30,391	12,546	21,905	
Out of 33,755 LSOAs	2025 24,658	20,059	22,035	27,657	21,956	19,722	21,133	20,899	
Change in Rank (red more deprived)		-7,798	-4,950	240	-5,771	-10,670	8,587	-1,006	

19. **Wheldrake Ward (increase in funding due to deprivation):** The population for Wheldrake has remained consistent as it was 4,131 in 2019 and 4,157 in 2024. The domains listed below show the changes in scores and national LSOA rankings, with the major changes being in the Barriers to Housing and Services Domain.

Wheldrake		IMD Score	Income Score (rate)	Employment Score (rate)	Education, Skills and Training Score	Health Deprivation and Disability Score	Crime Score	Barriers to Housing and Services Score	Living Environment Score
	2019	4.16	0.03	0.04	2.31	-0.92	-1.74	13.25	13.22
	2025	6.96	0.06	0.04	1.74	-0.91	-1.73	32.16	17.58
	Average Rank	Index of Multiple Deprivation (IMD) Rank (where 1 is most deprived)	Income Rank (where 1 is most deprived)	Employment Rank (where 1 is most deprived)	Education, Skills and Training Rank (where 1 is most deprived)	Health Deprivation and Disability Rank (where 1 is most deprived)	Crime Rank (where 1 is most deprived)	Barriers to Housing and Services Rank (where 1 is most deprived)	Living Environment Rank (where 1 is most deprived)
Out of 32,844 LSOAs	2019	30,386	29,747	28,372	30,420	28,042	31,959	21,641	21,224
Out of 33,755 LSOAs	2025	28,286	30,482	31,506	31,904	28,624	32,836	5,269	18,490
Change in Rank (red more deprived)			735	3,134	1,484	581	877	-16,372	-2,734

20. **Heworth Without Ward (decrease in funding due to deprivation):** The population for Heworth Without has remained fairly consistent as it was 3,566 in 2019 and 3,800 in 2024. The domains listed below show the changes in scores and national LSOA rankings, with the major changes being across the Health, Education, Housing, Living Environment and Employment Domains.

Heworth Without		IMD Score	Income Score (rate)	Employment Score (rate)	Education, Skills and Training Score	Health Deprivation and Disability Score	Crime Score	Barriers to Housing and Services Score	Living Environment Score
	2019	5.09	0.03	0.03	6.60	-0.56	-1.33	15.77	14.04
	2025	2.99	0.06	0.04	2.52	-0.86	-1.61	16.00	6.84
	Average Rank	Index of Multiple Deprivation (IMD) Rank (where 1 is most deprived)	Income Rank (where 1 is most deprived)	Employment Rank (where 1 is most deprived)	Education, Skills and Training Rank (where 1 is most deprived)	Health Deprivation and Disability Rank (where 1 is most deprived)	Crime Rank (where 1 is most deprived)	Barriers to Housing and Services Rank (where 1 is most deprived)	Living Environment Rank (where 1 is most deprived)
Out of 32,844 LSOAs	2019	30,632	30,546	28,885	26,860	22,840	32,186	18,146	23,491
Out of 33,755 LSOAs	2025	32,382	30,856	32,100	30,856	27,098	32,759	21,795	26,962
Change in Rank (red more deprived)			310	3,215	3,996	4,258	573	3,649	3,471

21. **Dringhouses and Woodthorpe (decrease in funding due to deprivation):** The population for Dringhouses and Woodthorpe has remained fairly consistent as it was 11,566 in 2019 and 11,617 in 2024. The domains listed below show the changes in scores and national LSOA rankings, with the major changes being across the Housing and Living Environment Domains.

Dringhouses & Woodthorpe		IMD Score	Income Score (rate)	Employment Score (rate)	Education, Skills and Training Score	Health Deprivation and Disability Score	Crime Score	Barriers to Housing and Services Score	Living Environment Score
	2019	9.65	0.06	0.05	11.31	-0.61	-0.88	20.29	13.58
	2025	8.06	0.11	0.07	11.41	-0.46	-0.65	12.43	8.40
	Average Rank	Index of Multiple Deprivation (IMD) Rank (where 1 is most deprived)	Income Rank (where 1 is most deprived)	Employment Rank (where 1 is most deprived)	Education, Skills and Training Rank (where 1 is most deprived)	Health Deprivation and Disability Rank (where 1 is most deprived)	Crime Rank (where 1 is most deprived)	Barriers to Housing and Services Rank (where 1 is most deprived)	Living Environment Rank (where 1 is most deprived)
Out of 32,844 LSOAs	2019	25,386	24,616	24,250	22,230	23,282	26,099	17,817	20,808
Out of 33,755 LSOAs	2025	27,104	25,792	25,848	22,728	22,311	24,102	26,886	25,933
Change in Rank (red more deprived)			1,176	1,598	497	-971	-1,997	9,070	5,124

22. There are however a number of alternative options for Executive to consider based on ward member feedback – these are summarised in the options analyses below.

## Options Analysis 1 – 2026/27 Models and Allocations

23. There are several models which could be used to split ward funding that have been suggested by ward members. These models are summarised in Annex A (Models A to E) and detailed in Annex B. This includes high level pros/cons of each option and whether each option meets policy objectives set out in EACH / Full Council (July 2023) are within the table also. Model A is the existing model with updated deprivation data. The summary of each model is:

Model	Description
Model A	Based on Deprivation. This is the same method as the 2025/26 Ward budget allocation but with updated deprivation and population.
Model B	Based on the IMD deprivation scoring for each ward. York's methodology reduces the IMD 1-10 deciles for wards into four groups A1-4. The most deprived wards sit within A1 and the least deprived within A4.
Model C	Based on the Household Deprivation figures from the 2021 Census and how many Councillors each ward has.
Model D	Based on most recent Deprivation and this figure multiplied by ward population and then figure used as % of total.
Model E	Based on most recent Deprivation and this figure multiplied by ward councillors and then figure used as % of total.

## Options Analysis 2 - Changing level of base funding

24. This option analysis shows what the allocations might look like if the overall level of funding remained the same, but that the level of councillor funding was reduced, and subsequently the level of deprivation funding was increased.
25. The following scenarios have been modelled for Model A with outputs shown at Annex C.

	Deprivation Funding	Councillor Funding	To Allocate: 2026/27	% Deprivation Funding of Total
Model (1)	£145,000	£105,000	£250,000	58%
Model (2)	£150,000	£100,000	£250,000	60%
Model (3)	£162,500	£87,500	£250,000	65%
Model (4)	£175,000	£75,000	£250,000	70%
Model (5)	£187,500	£62,500	£250,000	75%
Model (6)	£200,000	£50,000	£250,000	80%
Model (7)	£250,000	£0	£250,000	100%

26. The increase in the proportion of the funding to deprivation, means that any wards with greater levels of deprivation will receive more funding. As seen in Annex C, as you move through the models the level of funding to deprived communities increase as the proportion of money allocated to deprivation increases.
27. If the ambition is to maximise the proportion based on deprivation which is favoured strongly to reduce inequalities, then the fairest way of allocating this could be seen using population in order for equitable allocations can be made per head of population. This would present Model D (7) as meeting the required need and is the basis of the recommendation to Executive in Paragraph 10 above. The allocations across all wards arising from using Model D(7) are shown in Annex D.

28. The amounts and differences between Model A (1) and Model D (7) are summarised below:

Ward	Model A(1)	Model D(7)	Difference
Acomb	£12,230.50	£11,330.25	-£900.25
Bishopthorpe	£6,558.00	£2,727.51	-£3,830.49
Clifton	£20,065.31	£23,519.09	£3,453.78
Copmanthorpe	£5,133.33	£1,856.74	-£3,276.59
Dringhouses & Woodthorpe	£11,953.56	£9,468.95	-£2,484.61
Fishergate	£10,422.96	£9,680.89	-£742.07
Fulford & Heslington	£8,876.19	£4,758.88	-£4,117.31
Guildhall	£17,243.83	£25,331.91	£8,088.08
Haxby & Wigginton	£10,039.43	£6,080.74	-£3,958.69
Heworth	£17,272.03	£22,709.11	£5,437.08
Heworth Without	£4,180.26	£1,228.86	-£2,951.40
Holgate	£14,938.35	£15,529.71	£591.36
Hull Road	£14,080.05	£18,530.91	£4,450.86
Huntington & New Earswick	£14,329.40	£14,660.89	£331.49
Micklegate	£14,989.95	£16,545.46	£1,555.51
Osbalwick & Derwent	£8,532.22	£5,403.51	-£3,128.71
Rawcliffe & Clifton Without	£9,902.88	£6,270.61	-£3,632.27
Rural West York	£8,863.65	£5,835.98	-£3,027.67
Strensall	£9,106.11	£6,016.07	-£3,090.04
Westfield	£24,509.63	£39,585.70	£15,076.07
Wheldrake	£6,772.36	£2,928.23	-£3,844.13
<b>Total</b>	<b>£250,000.00</b>	<b>£250,000.00</b>	

29. The Executive could choose any of the options in Options Analysis 1 combined with any of the options in Options Analysis 2 as an alternative, however to maximise allocations to the most deprived populations in York as outlined above option D7 (as recommended) meets that need.

## Proposed changes to other arrangements

30. Other proposals that could be considered to enhance the flexibilities around ward funding are described below:

- **Structured ward funding bid programmes** held on a quarterly basis followed by City Wide Funding releases. This will be aligned within the York Neighbourhood Model so that funding could be directed to identified local priorities between wards. This would enable the Neighbourhood leads (current Community Involvement Officers) to work efficiently, help ward councillors look strategically at need and feed city wide bids from the ward funding activity, potentially releasing ward funds for further opportunities locally. There however would be the ability for ward councillors to opt in or out of funding rounds.
- **Flexibility to carry forward projects and funding at year end:**
  - a. To continue to allow approved projects not yet started to be carried forward into the new financial year (this has been in place since 2024/25); and
  - b. To allow 20% of the year's budget to be carried over at the end of the financial year so if there is insufficient funding for an application at year end, it can be topped up from the following year.
- As recommended by People Scrutiny **publication of all ward funding decisions on ward web pages** to demonstrate to residents how the money had been spent each year.

## Support for the Community and Voluntary Sector across all wards

31. It is recognised that proportionately some wards will be receiving a substantial reduction in funding in order for resources to be targeted to York's most deprived residents, and in those areas community and voluntary organisations may be impacted. To support them (where they operate in more than one ward) there will still remain a city wide fund of £100k into which they can bid.
32. The Council also provides additional funding routes that VCSE organisations may be able to access, subject to eligibility criteria and application windows. These include thematic grant programmes linked to council priorities, such as financial

resilience. The York Crisis & Resilience Grant Funding Scheme is available here: [York Crisis and Resilience Fund – City of York Council](#) and is accepting bids until April 20th 2026. This is expected to be an annual scheme for the current and next two financial years.

33. York specific grant funding is also available through the York Community Fund, administered by Two Ridings Community Foundation in partnership with the City of York Council, York CVS, York Together and Joseph Rowtree Foundation. The fund provides micro and small-scale grants, as well as collaboration grants, to voluntary and community organisations addressing local priorities such as affordability and cost of living, health and wellbeing, equalities and climate action.
34. Finally, York CVS provides free, practical support to organisations, including one-to-one funding advice, support with bid development, and intelligence on local, regional and national funding opportunities, with a particular focus on supporting small and emerging groups. In addition to its advisory role, York CVS supports access to funding by maintaining an overview of live grant opportunities relevant to York-based organisations and, in some cases, administering grant programmes on behalf of statutory partners. This dual role enables York CVS to act both as a gateway to funding information and as a delivery partner for specific programmes, helping to strengthen the capacity and sustainability of the local VCSE sector.

## Consultation Analysis

35. Consultation on possible models took place with Members at the People Scrutiny Committee on 17<sup>th</sup> March 2026 and their feedback summarised in paragraph 3 above and has been considered in the recommendations in this report.

## Organisational Impact and Implications

36.
  - **Financial**

There are no direct financial implications for this report as the £250,000 ward budget will remain the same, however there might be a different allocation across the wards should the

Executive choose to agree a different option, to the current option A.

Given the Council's challenging financial position, the first call on any underspent budgets should be to offset areas that are overspending with any carry forwards only allowed in very exceptional circumstances.

Even though this report proposes allowing 20% of the year's budget to be carried over at the end of the financial year, effective budgetary control is essential to ensure council spending delivers value for money.

- **Human Resources**

There are no human resources implications from this report.

- **Legal**

There are no legal implications from this report.

- **Procurement**

There are no procurement implications from this report.

- **Health and Wellbeing**

A greater focus on deprivation within wards and utilising the IMD will enable health inequalities to be addressed more directly with partners and residents. The ward budgets support a variety of social action projects that deliver health and wellbeing outcomes for residents, helping to address health inequalities at a local level. For example, 17 of the 21 wards have identified addressing loneliness and social isolation as a local priority. Reducing the levels of loneliness in the city is also a priority within the Health and Wellbeing Strategy. Public Health Officers have also expressed support for models A and E, reflecting the consideration of health deprivation data, through the IMD. This can be further enhanced through the work of the Population Health Hub and ward profiles.

As there is significant scope for this resource to be used to improve health and tackle inequalities, Public Health supports the targeting of this resource to areas with the most need. Public health also supports the use of IMD as a measure of deprivation rather than using the Census 2021 data.

- **Environment and Climate action**

The ward budgets have provided grants to voluntary and community groups that manage green spaces throughout the city, such as Friends of Groups. Grants have also been made to support the energy efficiency of community buildings, supporting the carbon reduction and climate change strategy. Allocation that includes a split based on deprivation aligns with a 'just transition' approach to tackling the climate emergency, which provides support for vulnerable groups.

- **Affordability**

The 2026/27 ward funding allocation was designed with the intention of using deprivation so that wards with the highest scores (the most deprived wards) would have the greatest funding allocations. Addressing the impact of the cost of living and poverty in communities has become a priority for many of the wards, which has seen projects funded to address poverty and destitution at a neighbourhood level. Many of the wards have funded additional advice sessions provided by Citizens Advice York for example, providing bespoke sessions in local community settings. Grants have also been provided to community food projects, helping to address food poverty and complementing the development of community hubs across the city as part of the Good Place Network.

37. **Equalities and Human Rights**

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

b) Consideration of deprivation data through the analysis of the IMD will provide information to help inform how equalities and human rights issues are considered by Members and residents through the neighbourhood action planning process and responded to through the codesign of social action projects. This will enable equalities, human rights and inclusion issues to be responded to more directly, enabling more equitable and

inclusive communities, where the conditions are created for all residents to achieve positive outcomes.

c) Every application for ward funding will be assessed against meeting the EACH core commitments.

- **Data Protection and Privacy**

Data protection impact assessments (DPIAs) are an essential part of our accountability obligations and is a legal requirement for any type of processing under UK GDPR. Failure to carry out a DPIA when required may leave the council open to enforcement action, including monetary penalties or fines.

DPIAs helps us to assess and demonstrate how we comply with all our data protection obligations. It does not have to eradicate all risks but should help to minimise and determine whether the level of risk is acceptable in the circumstances, considering the benefits of what the council wants to achieve. As there is no personal data, special categories of personal data or criminal offence data being processed to inform the decision in this report, there is no requirement to complete a DPIA. This is evidenced by completion of DPIA screening questions AD-04609.

- **Communications**

There are no communications implications from this report.

- **Economy**

Many of the wards fund community led economic development projects supporting the delivery of employment, training and learning initiatives and supporting the development of social and community enterprises.

## **Risks and Mitigations**

38. Whilst there are no direct risks outlined in this report, it is worth noting that allocations could go up or down for wards as a result of any change in mechanism should the Executive implement any change in approach.

## **Wards Impacted**

All wards

## Contact details

### Author

<b>Name:</b>	Pauline Stuchfield
<b>Job Title:</b>	Director of Housing and Communities
<b>Service Area:</b>	Housing and Communities
<b>Contact:</b>	pauline.stuchfield@york.gov.uk
<b>Report approved:</b>	Yes
<b>Date:</b>	31 March 2026

### Co-author

<b>Name:</b>	Ian Cunningham
<b>Job Title:</b>	Head of Business Intelligence
<b>Service Area:</b>	Corporate Services
<b>Contact:</b>	ian.cunningham@york.gov.uk
<b>Report approved:</b>	Yes
<b>Date:</b>	31 March 2026

## Background papers

Executive 18<sup>th</sup> April 2024

<https://modgov.york.gov.uk/documents/s175761/Ward%20Funding%20Executive%20Report%20April%2018.pdf>

Corporate Services, Climate Change and Scrutiny Management  
Committee 18<sup>th</sup> March 2024

<https://democracy.york.gov.uk/documents/s174393/Ward%20Funding%20CSMC%2018%20March.pdf>

Full Council 20<sup>th</sup> July 2023

<https://democracy.york.gov.uk/documents/s168967/Report%20of%20Executive%20Member.pdf>

<https://democracy.york.gov.uk/documents/s168969/Annex%20-%20Ward%20Budgets%202023-27.pdf>

Index of Multiple Deprivation 2025 published on YorkOpenData

<https://data.yorkopendata.org/dataset/indices-of-multiple-deprivation>

## **Annexes**

- Annex A - Ward Funding Model Options A-E
- Annex B - Detailed Ward Funding Allocation Models
- Annex C - Differing % for deprivation analyses on Model A
- Annex D - Differing %'s for deprivation analyses on Model D

## **Abbreviations**

EACH	Equalities & Human Rights, Affordability, Climate and Health
IMD	Index of Multiple Deprivation
IoD25	English Indices of Multiple Deprivation
K	Thousand
LSOA	Lower Super Output Area

This page is intentionally left blank

## Annex A

### Ward Funding Model Options A-E

<b>Model</b>	<b>Description</b>	<b>Allocation</b>	<b>Pros</b>	<b>Cons</b>	<b>Meets EACH</b>	<b>Full Council July 2023</b>
Model A	Based on Deprivation This is the same method as the 2025/26 Ward budget allocation but with updated deprivation and population.	£105k base to be split by Councillor on each ward £145k to be split by each ward based on deprivation	This approach will take into account both the size of the ward and its deprivation level	Provides more funding for larger population needs	Yes	Yes
Model B	Based on the IMD deprivation scoring for each ward. York's methodology reduces the IMD 1-10 deciles for wards into four groups A1-4. The most deprived wards sit within A1 and the least deprived within A4.	£105k of the funding divided equally across every Councillor and £145k will be allocated based on the IMD deciles	This approach will take into account both the size of the ward and its deprivation level	Provides more funding for larger population needs, but also grouping on deprivation likely to leads to a flattening of funding for most deprived wards.	Yes	Yes

<b>Model</b>	<b>Description</b>	<b>Allocation</b>	<b>Pros</b>	<b>Cons</b>	<b>Meets EACH</b>	<b>Full Council July 2023</b>
Model C	Based on the Household Deprivation figures from the 2021 Census and how many Councillors each ward has.	£105k of the funding divided equally across every Councillor and £145k will be allocated based on the number of most deprived ward households out of all deprived households	As a more direct measure of deprivation, the household deprivation indicators can be used to say that one area has double the proportion of households with multiple needs compared to another.	As this model only looks at 2 or more dimensions, does not take into account areas of very high deprivation	Yes	Yes
Model D	Based on most recent Deprivation and this figure multiplied by ward population and then figure used as % of total.	£105k base to be split by Councillor on each ward £145k to be split by each ward based on deprivation	This approach will take into account both the size of the ward and its deprivation level	This approach puts greater weighting on population, and smooths out where wards have same IMD score but different population	Yes	No

<b>Model</b>	<b>Description</b>	<b>Allocation</b>	<b>Pros</b>	<b>Cons</b>	<b>Meets EACH</b>	<b>Full Council July 2023</b>
Model E	Based on most recent Deprivation and this figure multiplied by ward councillors and then figure used as % of total.	£105k base to be split by Councillor on each ward £145k to be split by each ward based on deprivation	This approach will take into account both the size of the ward and its deprivation level	Same as Model G, but more simplistic with only a 1-3 Councillor option	Yes	No

This page is intentionally left blank

<b>Model A</b>		<b>Based on the 2025/26 Ward budget allocation of: £105k base to be split by Councillor on each ward £145k to be split by each ward based on deprivation</b>										
<b>Ward</b>	<b>Councillors</b>	<b>Population (mid 2024 estimates)</b>	<b>Households (Experian 2024)</b>	<b>2019 IMD score (higher score is worse)</b>	<b>2019 IMD score weighting</b>	<b>2025 IMD score (higher score is worse)</b>	<b>2025 IMD score weighting</b>	<b>Deprivation Funding</b>	<b>Councillor Funding</b>	<b>To Allocate: 2026/27</b>	<b>Allocated 2025/26</b>	<b>Difference between 2025/26 and 2026/27 Allocation</b>
Acomb	2	9,404	3,883	11.76	5.46%	11.91	5.35%	£7,762.41	£4,468.09	£12,230.50	£12,383.85	-£153.35
Bishopthorpe	1	4,064	1,912	5.87	2.73%	6.63	2.98%	£4,323.96	£2,234.04	£6,558.00	£6,186.88	£371.12
Clifton	2	9,715	4,399	22.79	10.58%	23.93	10.76%	£15,597.22	£4,468.09	£20,065.31	£19,812.93	£252.38
Copmanthorpe	1	4,126	1,813	3.29	1.53%	4.45	2.00%	£2,899.29	£2,234.04	£5,133.33	£4,446.71	£686.62
Dringhouses & Woodthorpe	3	11,617	5,368	9.65	4.48%	8.06	3.62%	£5,251.43	£6,702.13	£11,953.56	£13,201.80	-£1,248.24
Fishergate	2	10,474	4,430	9.50	4.41%	9.14	4.11%	£5,954.87	£4,468.09	£10,422.96	£10,863.95	-£440.99
Fulford & Heslington	1	4,616	2,028	4.77	2.22%	10.19	4.58%	£6,642.15	£2,234.04	£8,876.19	£5,446.89	£3,429.30
Guildhall	3	15,482	8,069	16.38	7.61%	16.17	7.27%	£10,541.70	£6,702.13	£17,243.83	£17,730.97	-£487.14
Haxby & Wigginton	3	11,739	5,438	5.25	2.44%	5.12	2.30%	£3,337.30	£6,702.13	£10,039.43	£10,234.98	-£195.55
Heworth	3	13,842	5,968	14.92	6.93%	16.22	7.29%	£10,569.90	£6,702.13	£17,272.03	£16,749.31	£522.72
Heworth Without	1	4,068	1,903	5.09	2.36%	2.99	1.34%	£1,946.22	£2,234.04	£4,180.26	£5,663.01	-£1,482.75
Holgate	3	12,148	6,004	13.36	6.20%	12.64	5.68%	£8,236.22	£6,702.13	£14,938.35	£15,698.40	-£760.05
Hull Road	3	16,182	4,535	10.51	4.88%	11.32	5.09%	£7,377.92	£6,702.13	£14,080.05	£13,778.35	£301.70
Huntington & New Earswick	3	12,384	5,943	12.67	5.88%	11.70	5.26%	£7,627.27	£6,702.13	£14,329.40	£15,229.64	-£900.24
Micklegate	3	12,862	7,335	11.80	5.48%	12.71	5.72%	£8,287.82	£6,702.13	£14,989.95	£14,647.43	£342.52
Osballdwick & Derwent	2	8,566	3,657	6.67	3.10%	6.23	2.80%	£4,064.13	£4,468.09	£8,532.22	£8,959.26	-£427.04
Rawcliffe & Clifton Without	3	12,622	5,686	7.30	3.39%	4.91	2.21%	£3,200.75	£6,702.13	£9,902.88	£11,615.72	-£1,712.84
Rural West York	2	8,554	3,520	5.83	2.71%	6.74	3.03%	£4,395.56	£4,468.09	£8,863.65	£8,391.59	£472.06
Strensall	2	8,357	3,407	7.14	3.32%	7.12	3.20%	£4,638.02	£4,468.09	£9,106.11	£9,275.26	-£169.15
Westfield	3	14,322	6,564	26.66	12.38%	27.32	12.28%	£17,807.54	£6,702.13	£24,509.67	£24,649.05	-£139.38
Wheldrake	1	4,157	1,714	4.16	1.93%	6.96	3.13%	£4,538.32	£2,234.04	£6,772.36	£5,034.07	£1,738.29
<b>Total</b>	<b>47</b>	<b>209,301</b>	<b>93,576</b>		<b>100.0%</b>		<b>100.0%</b>	<b>£145,000</b>	<b>£105,000</b>	<b>£250,000</b>	<b>£250,000</b>	<b>£0</b>

Ward	Councillors	Population (mid 2024 estimates)	Households (Experian 2024)	National (IMD) Decile (where 1 is most deprived 10% of LSOAs)	Grouping Multiplier	Deprivation Funding	Councillor Funding	To Allocate
Based an allocation per Councillor and the IMD deprivation scoring for each ward. York's methodology reduces the IMD 1-10 deciles for wards into four groups A1, A2, A3 and A4. The most deprived wards sit within A1 and the least derived within A4. The proposed calculation would have awarded more funding to those wards in A1 on a proportionate scale, with A4 receiving the lowest amount. £105k base to be split by Councillor on each ward and £145k allocated based on the IMD deciles								
Acomb	2	9,404	3,883	8	2	£8,529.41	£4,468.09	£12,997.50
Bishopthorpe	1	4,064	1,912	9	1	£4,264.71	£2,234.04	£6,498.75
Clifton	2	9,715	4,399	5	3	£12,794.12	£4,468.09	£17,262.21
Copmanthorpe	1	4,126	1,813	10	1	£4,264.71	£2,234.04	£6,498.75
Dringhouses & Woodthorpe	3	11,617	5,368	9	1	£4,264.71	£6,702.13	£10,966.84
Fishergate	2	10,474	4,430	8	2	£8,529.41	£4,468.09	£12,997.50
Fulford & Heslington	1	4,616	2,028	8	2	£8,529.41	£2,234.04	£10,763.45
Guildhall	3	15,482	8,069	6	2	£8,529.41	£6,702.13	£15,231.54
Haxby & Wigginton	3	11,739	5,438	10	1	£4,264.71	£6,702.13	£10,966.84
Heworth	3	13,842	5,968	6	2	£8,529.41	£6,702.13	£15,231.54
Heworth Without	1	4,068	1,903	10	1	£4,264.71	£2,234.04	£6,498.75
Holgate	3	12,148	6,004	7	2	£8,529.41	£6,702.13	£15,231.54
Hull Road	3	16,182	4,535	7	2	£8,529.41	£6,702.13	£15,231.54
Huntington & New Earswick	3	12,384	5,943	8	2	£8,529.41	£6,702.13	£15,231.54
Micklegate	3	12,862	7,335	7	2	£8,529.41	£6,702.13	£15,231.54
Osballdwick & Derwent	2	8,566	3,657	9	1	£4,264.71	£4,468.09	£8,732.80
Rawcliffe & Clifton Without	3	12,622	5,686	10	1	£4,264.71	£6,702.13	£10,966.84
Rural West York	2	8,554	3,520	9	1	£4,264.71	£4,468.09	£8,732.80
Strensall	2	8,357	3,407	9	1	£4,264.71	£4,468.09	£8,732.80
Westfield	3	14,322	6,564	4	3	£12,794.12	£6,702.13	£19,496.25
Wheldrake	1	4,157	1,714	9	1	£4,264.71	£2,234.04	£6,498.75
<b>Total</b>	<b>47</b>	<b>209,301</b>	<b>93,576</b>		<b>34</b>	<b>£145,000</b>	<b>£105,000</b>	<b>£250,000</b>

IMD Decile	Grouping	Multiplier
1 - 3 (most deprived)	A1	4
4 - 5 (deprived)	A2	3
6 - 8 (not so deprived)	A3	2
9 - 10 (least deprived)	A4	1

Model C	Based an allocation per Councillor and on the Household Deprivation figures from the 2021 Census and how many Councillors each ward has. £105k base to be split by Councillor on each ward and £145k allocated based on the number of most deprived ward households out of all deprived households							
Ward	Councillors	Population (mid 2024 estimates)	Households (Experian 2024)	Households deprived in 2 or more dimensions (Census 2021)	Percentage of all York Households deprived in 2 or more dimensions (Census 2021)	Deprivation Funding	Councillor Funding	To Allocate
Acomb	2	9,404	3,883	536	4.6%	£6,741.26	£4,468.09	£11,209.35
Bishopthorpe	1	4,064	1,912	214	1.9%	£2,691.47	£2,234.04	£4,925.51
Clifton	2	9,715	4,399	702	6.1%	£8,829.04	£4,468.09	£13,297.13
Copmanthorpe	1	4,126	1,813	149	1.3%	£1,873.97	£2,234.04	£4,108.01
Dringhouses & Woodthorpe	3	11,617	5,368	618	5.4%	£7,772.57	£6,702.13	£14,474.70
Fishergate	2	10,474	4,430	500	4.3%	£6,288.49	£4,468.09	£10,756.58
Fulford & Heslington	1	4,616	2,028	177	1.5%	£2,226.13	£2,234.04	£4,460.17
Guildhall	3	15,482	8,069	911	7.9%	£11,457.63	£6,702.13	£18,159.76
Haxby & Wigginton	3	11,739	5,438	621	5.4%	£7,810.30	£6,702.13	£14,512.43
Heworth	3	13,842	5,968	1,018	8.8%	£12,803.37	£6,702.13	£19,505.50
Heworth Without	1	4,068	1,903	174	1.5%	£2,188.39	£2,234.04	£4,422.43
Holgate	3	12,148	6,004	752	6.5%	£9,457.89	£6,702.13	£16,160.02
Hull Road	3	16,182	4,535	647	5.6%	£8,137.31	£6,702.13	£14,839.44
Huntington & New Earswick	3	12,384	5,943	848	7.4%	£10,665.28	£6,702.13	£17,367.41
Micklegate	3	12,862	7,335	723	6.3%	£9,093.16	£6,702.13	£15,795.29
Osbalwick & Derwent	2	8,566	3,657	400	3.5%	£5,030.79	£4,468.09	£9,498.88
Rawcliffe & Clifton Without	3	12,622	5,686	541	4.7%	£6,804.15	£6,702.13	£13,506.28
Rural West York	2	8,554	3,520	297	2.6%	£3,735.36	£4,468.09	£8,203.45
Strensall	2	8,357	3,407	299	2.6%	£3,760.52	£4,468.09	£8,228.61
Westfield	3	14,322	6,564	1,268	11.0%	£15,947.61	£6,702.13	£22,649.74
Wheldrake	1	4,157	1,714	134	1.2%	£1,685.32	£2,234.04	£3,919.36
<b>Total</b>	<b>47</b>	<b>209,301</b>	<b>93,576</b>	<b>11,529</b>	<b>100.0%</b>	<b>£145,000</b>	<b>£105,000</b>	<b>£250,000</b>

<b>Model D</b> <b>Based on the 2025/26 Ward budget allocation of:</b> <b>£105k base to be split by Councillor on each ward</b> <b>£145k to be split by each ward based on deprivation - % of IMD Score multiplied by Population</b>									
Ward	Councillors	Population (mid 2024 estimates)	Households (Experian 2024)	2025 IMD score (higher score is worse)	2025 IMD score x Population	2025 IMD score weighting	Deprivation Funding	Councillor Funding	To Allocate
Acomb	2	9,404	3,883	11.91	111,987	4.53%	£6,571.55	£4,468.09	£11,039.64
Bishopthorpe	1	4,064	1,912	6.63	26,958	1.09%	£1,581.95	£2,234.04	£3,815.99
Clifton	2	9,715	4,399	23.93	232,461	9.41%	£13,641.07	£4,468.09	£18,109.16
Copmanthorpe	1	4,126	1,813	4.45	18,352	0.74%	£1,076.91	£2,234.04	£3,310.95
Dringhouses & Woodthorpe	3	11,617	5,368	8.06	93,590	3.79%	£5,491.99	£6,702.13	£12,194.12
Fishergate	2	10,474	4,430	9.14	95,685	3.87%	£5,614.92	£4,468.09	£10,083.01
Fulford & Heslington	1	4,616	2,028	10.19	47,036	1.90%	£2,760.15	£2,234.04	£4,994.19
Guildhall	3	15,482	8,069	16.17	250,379	10.13%	£14,692.51	£6,702.13	£21,394.64
Haxby & Wigginton	3	11,739	5,438	5.12	60,102	2.43%	£3,526.83	£6,702.13	£10,228.96
Heworth	3	13,842	5,968	16.22	224,455	9.08%	£13,171.29	£6,702.13	£19,873.42
Heworth Without	1	4,068	1,903	2.99	12,146	0.49%	£712.74	£2,234.04	£2,946.78
Holgate	3	12,148	6,004	12.64	153,495	6.21%	£9,007.23	£6,702.13	£15,709.36
Hull Road	3	16,182	4,535	11.32	183,158	7.41%	£10,747.93	£6,702.13	£17,450.06
Huntington & New Earswick	3	12,384	5,943	11.70	144,907	5.86%	£8,503.32	£6,702.13	£15,205.45
Micklegate	3	12,862	7,335	12.71	163,534	6.62%	£9,596.37	£6,702.13	£16,298.50
Osbalwick & Derwent	2	8,566	3,657	6.23	53,408	2.16%	£3,134.03	£4,468.09	£7,602.12
Rawcliffe & Clifton Without	3	12,622	5,686	4.91	61,978	2.51%	£3,636.96	£6,702.13	£10,339.09
Rural West York	2	8,554	3,520	6.74	57,682	2.33%	£3,384.87	£4,468.09	£7,852.96
Strensall	2	8,357	3,407	7.12	59,462	2.41%	£3,489.32	£4,468.09	£7,957.41
Westfield	3	14,322	6,564	27.32	391,262	15.83%	£22,959.69	£6,702.13	£29,661.82
Wheldrake	1	4,157	1,714	6.96	28,942	1.17%	£1,698.37	£2,234.04	£3,932.41
<b>Total</b>	<b>47</b>	<b>209,301</b>	<b>93,576</b>			<b>100.0%</b>	<b>£145,000</b>	<b>£105,000</b>	<b>£250,000</b>

Based on the 2025/26 Ward budget allocation of: £105k base to be split by Councillor on each ward £145k to be split by each ward based on deprivation - % of IMD Score multiplied by number of Councillors									
Model E									
Ward	Councillors	Population (mid 2024 estimates)	Households (Experian 2024)	2025 IMD score (higher score is worse)	2025 IMD score x Councillors	2025 IMD score weighting	Deprivation Funding	Councillor Funding	To Allocate
Acomb	2	9,404	3,883	11.91	23.82	4.41%	£6,397.20	£4,468.09	£10,865.29
Bishopthorpe	1	4,064	1,912	6.63	6.63	1.23%	£1,781.74	£2,234.04	£4,015.78
Clifton	2	9,715	4,399	23.93	47.86	8.86%	£12,854.08	£4,468.09	£17,322.17
Copmanthorpe	1	4,126	1,813	4.45	4.45	0.82%	£1,194.69	£2,234.04	£3,428.73
Dringhouses & Woodthorpe	3	11,617	5,368	8.06	24.17	4.48%	£6,491.76	£6,702.13	£13,193.89
Fishergate	2	10,474	4,430	9.14	18.27	3.38%	£4,907.57	£4,468.09	£9,375.66
Fulford & Heslington	1	4,616	2,028	10.19	10.19	1.89%	£2,736.99	£2,234.04	£4,971.03
Guildhall	3	15,482	8,069	16.17	48.52	8.99%	£13,031.53	£6,702.13	£19,733.66
Haxby & Wigginton	3	11,739	5,438	5.12	15.36	2.85%	£4,125.53	£6,702.13	£10,827.66
Heworth	3	13,842	5,968	16.22	48.65	9.01%	£13,066.40	£6,702.13	£19,768.53
Heworth Without	1	4,068	1,903	2.99	2.99	0.55%	£801.97	£2,234.04	£3,036.01
Holgate	3	12,148	6,004	12.64	37.91	7.02%	£10,181.53	£6,702.13	£16,883.66
Hull Road	3	16,182	4,535	11.32	33.96	6.29%	£9,120.51	£6,702.13	£15,822.64
Huntington & New Earswick	3	12,384	5,943	11.70	35.10	6.50%	£9,428.75	£6,702.13	£16,130.88
Micklegate	3	12,862	7,335	12.71	38.14	7.07%	£10,245.31	£6,702.13	£16,947.44
Osbalwick & Derwent	2	8,566	3,657	6.23	12.47	2.31%	£3,349.35	£4,468.09	£7,817.44
Rawcliffe & Clifton Without	3	12,622	5,686	4.91	14.73	2.73%	£3,956.73	£6,702.13	£10,658.86
Rural West York	2	8,554	3,520	6.74	13.49	2.50%	£3,622.50	£4,468.09	£8,090.59
Strensall	2	8,357	3,407	7.12	14.23	2.64%	£3,822.31	£4,468.09	£8,290.40
Westfield	3	14,322	6,564	27.32	81.96	15.18%	£22,013.49	£6,702.13	£28,715.62
Wheldrake	1	4,157	1,714	6.96	6.96	1.29%	£1,870.07	£2,234.04	£4,104.11
<b>Total</b>	<b>47</b>	<b>209,301</b>	<b>93,576</b>			<b>100.0%</b>	<b>£145,000</b>	<b>£105,000</b>	<b>£250,000</b>

<b>Model comparison</b>									
<b>Ward</b>	<b>Councillors</b>	<b>Population (mid 2024 estimates)</b>	<b>Households (Experian 2024)</b>	<b>Model A</b>	<b>Model B</b>	<b>Model C</b>	<b>Model D</b>	<b>Model E</b>	
Acomb	2	9,404	3,883	£12,230.50	£12,997.50	£11,209.35	£11,039.64	£10,865.29	
Bishopthorpe	1	4,064	1,912	£6,558.00	£6,498.75	£4,925.51	£3,815.99	£4,015.78	
Clifton	2	9,715	4,399	£20,065.31	£17,262.21	£13,297.13	£18,109.16	£17,322.17	
Copmanthorpe	1	4,126	1,813	£5,133.33	£6,498.75	£4,108.01	£3,310.95	£3,428.73	
Dringhouses & Woodthorpe	3	11,617	5,368	£11,953.56	£10,966.84	£14,474.70	£12,194.12	£13,193.89	
Fishegate	2	10,474	4,430	£10,422.96	£12,997.50	£10,756.58	£10,083.01	£9,375.66	
Fulford & Heslington	1	4,616	2,028	£8,876.19	£10,763.45	£4,460.17	£4,994.19	£4,971.03	
Guildhall	3	15,482	8,069	£17,243.83	£15,231.54	£18,159.76	£21,394.64	£19,733.66	
Haxby & Wigginton	3	11,739	5,438	£10,039.43	£10,966.84	£14,512.43	£10,228.96	£10,827.66	
Heworth	3	13,842	5,968	£17,272.03	£15,231.54	£19,505.50	£19,873.42	£19,768.53	
Heworth Without	1	4,068	1,903	£4,180.26	£6,498.75	£4,422.43	£2,946.78	£3,036.01	
Holgate	3	12,148	6,004	£14,938.35	£15,231.54	£16,160.02	£15,709.36	£16,883.66	
Hull Road	3	16,182	4,535	£14,080.05	£15,231.54	£14,839.44	£17,450.06	£15,822.64	
Huntington & New Earswick	3	12,384	5,943	£14,329.40	£15,231.54	£17,367.41	£15,205.45	£16,130.88	
Micklegate	3	12,862	7,335	£14,989.95	£15,231.54	£15,795.29	£16,298.50	£16,947.44	
Osbalwick & Derwent	2	8,566	3,657	£8,532.22	£8,732.80	£9,498.88	£7,602.12	£7,817.44	
Rawcliffe & Clifton Without	3	12,622	5,686	£9,902.88	£10,966.84	£13,506.28	£10,339.09	£10,658.86	
Rural West York	2	8,554	3,520	£8,863.65	£8,732.80	£8,203.45	£7,852.96	£8,090.59	
Strensall	2	8,357	3,407	£9,106.11	£8,732.80	£8,228.61	£7,957.41	£8,290.40	
Westfield	3	14,322	6,564	£24,509.67	£19,496.25	£22,649.74	£29,661.82	£28,715.62	
Wheldrake	1	4,157	1,714	£6,772.36	£6,498.75	£3,919.36	£3,932.41	£4,104.11	
<b>Total</b>	<b>47</b>	<b>209,301</b>	<b>93,576</b>	<b>£250,000</b>	<b>£250,000</b>	<b>£250,000</b>	<b>£250,000</b>	<b>£250,000</b>	

## Model comparison per head of population

Ward	Councillors	Population (mid 2024 estimates)	Households (Experian 2024)	Model A	Model B	Model C	Model D	Model E
Acomb	2	9,404	3,883	£1.30	£1.38	£1.19	£1.17	£1.16
Bishopthorpe	1	4,064	1,912	£1.61	£1.60	£1.21	£0.94	£0.99
Clifton	2	9,715	4,399	£2.07	£1.78	£1.37	£1.86	£1.78
Copmanthorpe	1	4,126	1,813	£1.24	£1.58	£1.00	£0.80	£0.83
Dringhouses & Woodthorpe	3	11,617	5,368	£1.03	£0.94	£1.25	£1.05	£1.14
Fishegate	2	10,474	4,430	£1.00	£1.24	£1.03	£0.96	£0.90
Fulford & Heslington	1	4,616	2,028	£1.92	£2.33	£0.97	£1.08	£1.08
Guildhall	3	15,482	8,069	£1.11	£0.98	£1.17	£1.38	£1.27
Haxby & Wigginton	3	11,739	5,438	£0.86	£0.93	£1.24	£0.87	£0.92
Heworth	3	13,842	5,968	£1.25	£1.10	£1.41	£1.44	£1.43
Heworth Without	1	4,068	1,903	£1.03	£1.60	£1.09	£0.72	£0.75
Holgate	3	12,148	6,004	£1.23	£1.25	£1.33	£1.29	£1.39
Hull Road	3	16,182	4,535	£0.87	£0.94	£0.92	£1.08	£0.98
Huntington & New Earswick	3	12,384	5,943	£1.16	£1.23	£1.40	£1.23	£1.30
Micklegate	3	12,862	7,335	£1.17	£1.18	£1.23	£1.27	£1.32
Osbaldwick & Derwent	2	8,566	3,657	£1.00	£1.02	£1.11	£0.89	£0.91
Rawcliffe & Clifton Without	3	12,622	5,686	£0.78	£0.87	£1.07	£0.82	£0.84
Rural West York	2	8,554	3,520	£1.04	£1.02	£0.96	£0.92	£0.95
Strensall	2	8,357	3,407	£1.09	£1.04	£0.98	£0.95	£0.99
Westfield	3	14,322	6,564	£1.71	£1.36	£1.58	£2.07	£2.01
Wheldrake	1	4,157	1,714	£1.63	£1.56	£0.94	£0.95	£0.99
<b>York</b>	<b>47</b>	<b>209,301</b>	<b>93,576</b>			<b>£1.19</b>		

This page is intentionally left blank





## Model comparison

Ward	Councillors	Population (mid 2024 estimates)	Households (Experian 2024)	Model D	Model D (2)	Model D (3)	Model D (4)	Model D (5)	Model D (6)	Model D (7)
Acomb	2	9,404	3,883	£11,039.64	£11,053.47	£11,088.06	£11,122.67	£11,157.26	£11,191.86	£11,330.25
Bishopthorpe	1	4,064	1,912	£3,815.99	£3,764.16	£3,634.58	£3,505.00	£3,375.42	£3,245.84	£2,727.51
Clifton	2	9,715	4,399	£18,109.16	£18,366.77	£19,010.81	£19,654.85	£20,298.89	£20,942.93	£23,519.09
Copmanthorpe	1	4,126	1,813	£3,310.95	£3,241.70	£3,068.58	£2,895.46	£2,722.34	£2,549.22	£1,856.74
Dringhouses & Woodthorpe	3	11,617	5,368	£12,194.12	£12,064.35	£11,739.93	£11,415.50	£11,091.08	£10,766.65	£9,468.95
Fishergate	2	10,474	4,430	£10,083.01	£10,063.86	£10,015.98	£9,968.12	£9,920.24	£9,872.38	£9,680.89
Fulford & Heslington	1	4,616	2,028	£4,994.19	£4,982.99	£4,954.97	£4,926.96	£4,898.95	£4,870.94	£4,758.88
Guildhall	3	15,482	8,069	£21,394.64	£21,582.13	£22,050.85	£22,519.57	£22,988.29	£23,457.02	£25,331.91
Haxby & Wigginton	3	11,739	5,438	£10,228.96	£10,031.42	£9,537.59	£9,043.75	£8,549.91	£8,056.08	£6,080.74
Heworth	3	13,842	5,968	£19,873.42	£20,008.45	£20,346.03	£20,683.61	£21,021.20	£21,358.78	£22,709.11
Heworth Without	1	4,068	1,903	£2,946.78	£2,864.98	£2,660.46	£2,455.95	£2,251.44	£2,046.92	£1,228.86
Holgate	3	12,148	6,004	£15,709.36	£15,700.80	£15,679.42	£15,658.02	£15,636.64	£15,615.25	£15,529.71
Hull Road	3	16,182	4,535	£17,450.06	£17,501.53	£17,630.20	£17,758.87	£17,887.54	£18,016.22	£18,530.91
Huntington & New Earswick	3	12,384	5,943	£15,205.45	£15,179.52	£15,114.69	£15,049.85	£14,985.03	£14,920.20	£14,660.89
Micklegate	3	12,862	7,335	£16,298.50	£16,310.26	£16,339.66	£16,369.06	£16,398.46	£16,427.86	£16,545.46
Osbalwick & Derwent	2	8,566	3,657	£7,602.12	£7,497.42	£7,235.68	£6,973.95	£6,712.20	£6,450.47	£5,403.51
Rawcliffe & Clifton Without	3	12,622	5,686	£10,339.09	£10,145.35	£9,661.01	£9,176.66	£8,692.32	£8,207.98	£6,270.61
Rural West York	2	8,554	3,520	£7,852.96	£7,756.91	£7,516.79	£7,276.68	£7,036.56	£6,796.44	£5,835.98
Strensall	2	8,357	3,407	£7,957.41	£7,864.96	£7,633.85	£7,402.74	£7,171.63	£6,940.52	£6,016.07
Westfield	3	14,322	6,564	£29,661.82	£30,134.38	£31,315.80	£32,497.20	£33,678.62	£34,860.03	£39,585.67
Wheldrake	1	4,157	1,714	£3,932.41	£3,884.60	£3,765.05	£3,645.50	£3,525.96	£3,406.42	£2,928.23
<b>Total</b>	<b>47</b>	<b>209,301</b>	<b>93,576</b>	<b>£250,000</b>	<b>£250,000</b>	<b>£250,000</b>	<b>£250,000</b>	<b>£250,000</b>	<b>£250,000</b>	<b>£250,000</b>

## Model comparison per head of population

Ward	Councillors	Population (mid 2024 estimates)	Households (Experian 2024)	Model D	Model D (2)	Model D (3)	Model D (4)	Model D (5)	Model D (6)	Model D (7)
Acomb	2	9,404	3,883	£1.17	£1.18	£1.18	£1.18	£1.19	£1.19	£1.20
Bishopthorpe	1	4,064	1,912	£0.94	£0.93	£0.89	£0.86	£0.83	£0.80	£0.67
Clifton	2	9,715	4,399	£1.86	£1.89	£1.96	£2.02	£2.09	£2.16	£2.42
Copmanthorpe	1	4,126	1,813	£0.80	£0.79	£0.74	£0.70	£0.66	£0.62	£0.45
Dringhouses & Woodthorpe	3	11,617	5,368	£1.05	£1.04	£1.01	£0.98	£0.95	£0.93	£0.82
Fishergate	2	10,474	4,430	£0.96	£0.96	£0.96	£0.95	£0.95	£0.94	£0.92
Fulford & Heslington	1	4,616	2,028	£1.08	£1.08	£1.07	£1.07	£1.06	£1.06	£1.03
Guildhall	3	15,482	8,069	£1.38	£1.39	£1.42	£1.45	£1.48	£1.52	£1.64
Haxby & Wigginton	3	11,739	5,438	£0.87	£0.85	£0.81	£0.77	£0.73	£0.69	£0.52
Heworth	3	13,842	5,968	£1.44	£1.45	£1.47	£1.49	£1.52	£1.54	£1.64
Heworth Without	1	4,068	1,903	£0.72	£0.70	£0.65	£0.60	£0.55	£0.50	£0.30
Holgate	3	12,148	6,004	£1.29	£1.29	£1.29	£1.29	£1.29	£1.29	£1.28
Hull Road	3	16,182	4,535	£1.08	£1.08	£1.09	£1.10	£1.11	£1.11	£1.15
Huntington & New Earswick	3	12,384	5,943	£1.23	£1.23	£1.22	£1.22	£1.21	£1.20	£1.18
Micklegate	3	12,862	7,335	£1.27	£1.27	£1.27	£1.27	£1.27	£1.28	£1.29
Osbalwick & Derwent	2	8,566	3,657	£0.89	£0.88	£0.84	£0.81	£0.78	£0.75	£0.63
Rawcliffe & Clifton Without	3	12,622	5,686	£0.82	£0.80	£0.77	£0.73	£0.69	£0.65	£0.50
Rural West York	2	8,554	3,520	£0.92	£0.91	£0.88	£0.85	£0.82	£0.79	£0.68
Strensall	2	8,357	3,407	£0.95	£0.94	£0.91	£0.89	£0.86	£0.83	£0.72
Westfield	3	14,322	6,564	£2.07	£2.10	£2.19	£2.27	£2.35	£2.43	£2.76
Wheldrake	1	4,157	1,714	£0.95	£0.93	£0.91	£0.88	£0.85	£0.82	£0.70
<b>York</b>	<b>47</b>	<b>209,301</b>	<b>93,576</b>	<b>£1.19</b>						