

CITY OF YORK COUNCIL SUMMONS

All Councillors, relevant Council Officers and other interested parties and residents are formally invited to attend a meeting of the **City of York Council** at **The Citadel, Gillygate, York, YO31 7EA** to consider the business contained in this agenda on the following date and time

Thursday, 6 November 2025 at *6.30 pm
(*or the rise of the previous meeting, whichever is the later)

A G E N D A

1. Apologies for Absence

To receive and note apologies for absence.

2. Declarations of Interest (Pages 15 - 16)

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.

(Please see the attached sheet for further guidance for Members.)

3. Minutes (Pages 17 - 50)

To approve and sign the minutes of the Council meeting on 18 September 2025 and the Extraordinary Council meeting on 16 October 2025.

4. Civic Announcements

To consider any announcements made by the Lord Mayor in respect of Civic business.

5. Public Participation

At this point in the meeting, any member of the public who has registered to address the Council, or to ask a Member of the Council a question, on a matter directly relevant to the business of the Council or the City, may do so. The deadline for registering is **5:00pm on Tuesday, 4 November 2025.**

To register to speak please visit www.york.gov.uk/AttendCouncilMeetings to fill in an online registration form. If you have any questions about the registration form or the meeting then 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 public meeting will be webcast including any registered public speakers who have given their permission. The remote public meeting can be viewed live and on demand at www.york.gov.uk/webcasts.

6. Petitions

To consider any petitions received from Members in accordance with Standing Order B5.

No petitions were received on this occasion.

7. Report of the Leader of the Council and Executive (Pages 51 - 74)

To receive a report from the Leader of the Council and Executive providing an updating on key activity since the last Council meeting.

8. Questions to the Leader or Executive Members

To ask questions of the Leader and/or Executive Members in respect of any matter within their portfolio responsibility, in accordance with Standing Order B8.

9. Scrutiny - Report of the Chair of the Corporate Scrutiny Committee (Pages 75 - 76)

To receive a report from Councillor Fenton, Chair of the Corporate Scrutiny Committee, on the work of Scrutiny.

10. Appointments and Changes to Membership (Pages 77 - 78)

To consider the appointments and changes to membership of

committees and outside bodies set out on the list attached to this summons.

11. Recommendations of Executive (Pages 79 - 86)

To receive and consider for approval the recommendations of Executive, as set out in the attached draft Part B minute.

Meeting	Date	Agenda
Executive	2 September 2025	https://democracy.york.gov.uk/ieListDocuments.aspx?Clid=733&MId=15174&Ver=4
Executive	7 October 2025	https://democracy.york.gov.uk/ieListDocuments.aspx?Clid=733&MId=15175&Ver=4
*Executive	4 November 2025	https://democracy.york.gov.uk/ieListDocuments.aspx?Clid=733&MId=15176&Ver=4

*Recommendations subject to approval at the Executive meeting on 4 November 2025

12. Community Infrastructure Levy (Pages 87 - 138)

To receive a report from the Director of City Development presenting the Community Infrastructure Levy for adoption*, as proposed to be modified, for implementation on 1 February 2026.

*subject to any additional comments raised at the Executive meeting on 4 November 2025.

13. Corporate Parenting Board Annual Report 2024-25 (Pages 139 - 166)

To receive a report from the Corporate Director of Children and Education presenting the Corporate Parenting Annual Report for 2024/25.

14. Motions on Notice

To consider the following Motions on Notice under Standing Order B13.

1) Access to Transport for All

To be moved by Councillor Fenton

Council notes:

- That under the English National Concessionary Travel Scheme, disabled residents are entitled to free bus travel on local buses, but this is usually restricted to journeys made between 9:30am and 11:00pm on weekdays, unless local councils choose to extend the hours.
- That City of York Council currently allows disabled people's bus passes to be used from 9:00am, half an hour earlier than the national minimum, but that many essential appointments, employment opportunities, and educational commitments require travel to take place before this time.
- That Liberal Democrat MP Tom Gordon has led a national campaign calling on the Government to remove time restrictions entirely, to allow disabled people to use their bus passes at any time of day, reflecting the principle that disability does not only occur between 9:00am and 11:00pm.
- That York's Dial & Ride community transport service - used by many older and disabled people - ceased operating at the end of December 2023 and that a cross-party Task & Finish Group made a number of recommendations which were approved by the Economy, Place, Access & Transport Scrutiny Committee in June 2024.

Council believes:

- That the current time limits create unnecessary barriers for disabled residents, particularly for those needing to attend

early morning medical appointments, commute to work or education.

- That local flexibility should not mean a postcode lottery, where disabled people in some areas have full access to public transport and others do not.
- That improving access to bus travel for disabled people supports the Council's wider commitments to equality, inclusion, and sustainable transport.
- That the quality of life of many older and disabled people has been adversely impacted by the absence of a replacement Dial & Ride service for the past 22 months, many of whom do not have access to a car and are unable to get to their nearest bus stop.

Council therefore resolves to:

1. Support Tom Gordon MP's campaign to lift national time restrictions on the use of disabled bus passes.
2. Ask the Group Leaders to write to the Secretary of State for Transport urging the Government to amend the English National Concessionary Travel Scheme to make disabled bus passes valid 24 hours a day, 7 days a week.
3. Ask the Executive Member for Transport to explore options for City of York Council to amend the local start time to earlier than 9:00am, and for officers to bring a report to the People Scrutiny Committee within 6 months, outlining cost implications and potential partnerships with local bus operators.
4. Ask the Executive Member for Transport to meet with the Dial & Ride Task & Finish Group members as soon as possible to discuss the progress made with identifying options for a replacement service.

2) Tackling pollution in York's Rivers

To be moved by Councillor Kent

This Council notes:

- that in 2023, storm overflows discharged wastewater, including untreated sewage, into the River Ouse in and around York for a total of 16,357 hours, and into the Foss for 3,254 hours;
- that in England, serious pollution incidents by water companies rose by 60% in 2024, with almost 20% attributable to Yorkshire Water, and overall pollution incidents climbed 29%, resulting in significant water company fines;
- that recent scientific monitoring by the Ecomix project at the University of York shows that rivers and freshwater waterways are becoming increasingly polluted by a toxic mix of thousands of chemicals from agriculture, pharmaceuticals, household cleaning and personal care products and tyre additives, with only 14% of rivers meeting a good level of ecological status;
- that recent sampling for the 'forever' chemical Trifluoroacetic acid (TFA) across 19 locations in Yorkshire over one year detected the chemical in 99.3% of samples. Many locations had levels exceeding the safe concentration proposed for TFA by the Dutch Institute for Public Health;
- that while the EU's revised Urban Wastewater Treatment Directive came into force on 1 January 2025, the UK continues to operate under the outdated 1991 framework, leading to a regulatory gap and lag in pollution control regulation, meaning our waterways and drinking water remain open to contamination from multiple sources.

Council welcomes and supports:

- the AQuA citizen science project at UoY inviting the public to help collect data from York waterways for both chemical and bacterial pollution with the aim to improve Yorkshire's aquatic environments for biodiversity and people;
- the Independent Water Commission review by Sir John

Cunliffe and the Labour Government's response marking a pivotal moment for the UK water sector, including the government pledge to halve sewage pollution by 2030;

- The People's Commission recommendations on the water sector;
- the EU Directive's strengthened mandates, not limited to but including:
 - the Polluter-pays principle, energy-neutral operation for wastewater treatment plants and real-time public health monitoring.

This Council resolves to request the Leader to write to the Mayor of York and North Yorkshire and York's MPs to ask them to join the Leader and Executive Member for the Environment in calling on the Government to:

- adopt legislation mirroring the EU's revised Urban Wastewater Treatment Directive, to prevent chronic pollution threatening public and environmental health;
- ban the use of recognised dangerous 'forever' chemicals as quickly as possible;
- Urge a national investment programme to modernise sewage and highway drainage infrastructure - including storage, treatment, and overflow controls - with priority given to areas serving York and the Rivers Ouse and Foss;
- Request implementation of local pollution reduction measures, such as installing upstream buffer zones, "first-flush" stormwater capture, and retrofitting sewage systems to reduce raw discharge events, while monitoring improvements through better reporting;
- Support and require the Environment Agency to more effectively monitor, understand and prevent water pollution and respond to incidents quickly;
- Develop a fit-for purpose chemical assessment and management system.

Council further resolves to support AQuA and Ecomix in publicising their local efforts to increase public awareness of the water pollution challenge, and to share guidance on how residents can take small decisions to positively contribute to reducing pollution of our waterways.

3) Enhancing the Benefits of Devolution for York

To be moved by Councillor Baxter

Council notes:

- the establishment of York and North Yorkshire Combined Authority in 2023, marking the long-awaited start of meaningful devolution of funding and powers to our region;
- after years of lagging behind devolution deals in other parts of the country, new funding of over £23m has already been approved for York, including:
 - £4.5m through the *Brownfield Housing Fund* to progress schemes delivering affordable housing, including at Ordnance Lane and Lowfield Green;
 - Almost £3m through the *Net Zero Fund* for renewable energy schemes such as those at Alex Lyon House and Honeysuckle House;
 - £9.57m to schemes and initiatives, including affordable housing delivered by businesses and other organisations in the city;
- the York and North Yorkshire Mayoral Investment Fund, worth £540m over 30 years, was unlocked through devolution, bringing lasting investment certainty to the region.

Council further notes the English Devolution and Community Empowerment Bill, brought forward by the Labour Government, paves the way for the biggest devolution of powers and funding in a generation through the creation of Strategic Authorities;

The Bill sets out a clear, long-term pipeline for regional investment, ending the region-by-region deal-making of the past and unlocking further opportunities for York and North Yorkshire.

Council believes:

- the Government's renewed focus on devolution represents a real shift of power and investment from Westminster that will help rebuild local economies and strengthen

- communities;
- local leaders know best what their regions need, and that bringing decision-making closer to York will help deliver better, faster outcomes for residents and businesses.

Council resolves to:

- Give its endorsement to greater devolution for York and North Yorkshire in the form of Strategic Authorities;
- Request the Council Leader joins Mayor Skaith and the Leader of North Yorkshire Council in writing to the Secretary of State for Housing, Communities and Local Government, backing the Government's plans for greater devolution in England and making the case for expanded powers and investment for our Combined Authority area under future arrangements, such as the ability to raise a tourist levy and to introduce a registration and management scheme for short term holiday lets in constituent parts of the Combined Authority's area;
- Support the Mayor's and Council Leaders' shared ambition to progress to Established Mayoral Strategic Authority status at pace, to unlock further devolved decision making and funding to benefit York; and
- Request an all councillor briefing on Strategic Authorities so Members are fully informed on the opportunities the new authorities will bring.

15. 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

Reasonable Adjustments and Alternative formats statement

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我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

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 **(01904) 551550**

Cllr Waudby	Cllr Knight	Cllr Smalle	Cllr Wann	Cllr Orrell	Cllr Hook	Cllr Cullwick	Cllr Fisher	Cllr Cuthbertson	Cllr Watson
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Cllr Hollyer	Cllr Mason	Cllr Fenton	Cllr Healey	Cllr Ayre	Cllr Widdowson	Cllr Waller	Cllr Runciman	Cllr Vassie
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Cllr Nicholls
Cllr Steward

Cllr Warters

Cllr Wells
Cllr J Burton

Cllr Taylor
Cllr Baxter

Cllr Coles
Cllr Wilson

Cllr Myers
Cllr Melly

Cllr Whitcroft
Cllr Rose

Cllr Crawshaw
Cllr B Burton

Cllr Merrett
Cllr Nelson

Cllr Moroney
Cllr Clarke

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Cllr Webb	Cllr Kent
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Cllr Lomas	Cllr Kilbane
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Cllr Dougla	Cllr Steels- Walshaw
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Cllr Pavlovic	Cllr Ravilious
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D Mitchell,
Chief Finance
Officer

I Floyd, Chief
Operating
Officer

Cllr Rowley
BEM, Lord
Mayor

B Roberts,
Monitoring
Officer

J Gallagher,
Head of Democratic
Services

G Close,
Democratic
Services

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

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

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

meeting, unless you have a dispensation.

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

City of York Council

Resolutions and proceedings of the Meeting of the City of York Council held in the Guildhall, York on Thursday, 18 September 2025, starting at 6.30 pm

Present: The Deputy Lord Mayor (Councillor Margaret Wells) in the Chair, and the following Councillors:

Acomb Ward	Bishopthorpe Ward
Lomas Rose	Nicholls
Clifton Ward	Copmanthorpe Ward
Myers Wells	Steward
Dringhouses & Woodthorpe Ward	Fishergate Ward
Fenton Mason Widdowson	Whitcroft Wilson
Fulford and Heslington Ward	Guildhall Ward
Ravilious	Clarke Melly Merrett
Haxby & Wigginton Ward	Heworth Ward
Cuthbertson Hollyer Watson	B Burton Douglas Webb
Heworth Without Ward	Holgate Ward
Ayre	Kent Steels-Walshaw Taylor

Hull Road Ward

Baxter
Moroney
Pavlovic

Huntington and New Earswick Ward

Cullwick
Orrell
Runciman

Micklegate Ward

J Burton
Crawshaw
Kilbane

Osballdwick and Derwent Ward

Warters

Rawcliffe and Clifton Without Ward

Smalley
Wann

Rural West York Ward

Hook
Knight

Strensall Ward

Fisher
Healey

Westfield Ward

Coles
Nelson
Waller

Wheldrake Ward

Vassie

Apologies for absence were received from Councillors Rowley BEM and Waudby

27. Deputy Lord Mayor's Opening Remarks (6.42pm)

At the beginning of the meeting, the Deputy Lord Mayor paid tribute to the Duchess of Kent and former Councillor Eurig Thomas who had passed away recently. A minute's silence was observed in their memory.

28. Apologies for Absence (6.42 pm)

Apologies for absence were received from the Lord Mayor, Councillor Rowley BEM and from Councillor Waudby.

29. Declarations of Interest (6.42 pm)

There were no declarations of interest.

30. Minutes (6.43 pm)

Resolved: That the minutes of the Council meeting held on 17 July 2025 be approved and signed by the Chair as a correct record.

31. Civic Announcements (6.43 pm)

The Deputy Lord Mayor thanked the Civic Party for their work since May to promote the City of York, noting that the Lord Mayor and his party had been extremely busy. She referred to the display of gifts in front of her, that had been given to the Leader by the visiting Women's Rugby Union World Cup teams.

32. Public Participation (6.45 pm)

Peter Rollings spoke on behalf of Rufforth with Knapton Parish Council, expressing concerns relating to Item 10a, Constitutional Changes, the proposed changes to planning committee. He noted his disappointment that parish councils had not been consulted on the proposals and stated that the minimum size of developments to go to planning committee was not appropriate for smaller, rural communities and that this would lead to a lack of public scrutiny. He asked for the proposals to be rejected or deferred so that consultation with parish councils could be undertaken.

Edward Pearson also spoke in relation to Item 10a, Constitutional Changes, the proposed changes to planning committee, on behalf

of Haxby Town Council. He stated that the lack of consultation breached the principles of the Parish Charter and damaged trust. Without consultation, amendments and mitigations to reduce the impact of the changes could not be achieved.

Helen Widdowson spoke on behalf of Spare Handle Co-housing to describe the benefits of co-housing for the city. She stated that the group could assist the council in achieving its goals in relation to housing. She invited Councillors Pavlovic and Smalley to a meeting so that they could learn more about the initiative.

Jake Furby, Co-Chair of Trustees for York LGBTQ+ forum, spoke to the council's responsibility to ensure the safety of marginalised communities. He explained that safe and accessible spaces in the city were essential to achieve this. He asked that city councillors commit to working with all marginalised groups to ensure that public and civic spaces were safe.

Michael Kearney, a resident, stated that hate crime was rising, and that the flags recently seen in York symbolised hate and intolerance against migrants and other marginalised groups. He called for safe social spaces for the LGBTQ+ community in York.

Bigby Eris Waterson spoke about venues being unwilling to host events for the transgender and non-binary communities, stating that there was a lack of council and police support for 'queer folk' and noting that a safe, affordable space was needed.

Stevastian Hook called on the council to recognise the need for queer safe spaces, identifying a lack of venues, especially in the evening, that were fully inclusive. They also stated that there was no queer art scene in the city.

Heather Disley, a resident, spoke to York's position as a global city, attractive to international visitors and students and recently identified by the Guardian as one of the country's happiest places to live. She stated that flags eroded this feeling and were divisive symbols. She called for investment in anti-racism training for CYC staff and tourism businesses.

Ryan Wilson, a resident, stated that residents were feeling frightened and threatened. He asked that the council work with, and build positive links with, communities to show that York is welcoming and inclusive.

Isabella Langdon, a PHD engineering student, studying in York, stated that there were many recent examples of hate crime in the city but that this shift in attitude was reversible. She emphasised the importance of making visitors to York feel welcome and safe.

33. Petitions (7.16 pm)

Under Rule B6, the following petitions were presented for consideration by the relevant decision maker, in accordance with the council's petition arrangements:

- a) Councillor Taylor regarding parking restrictions on Manor Drive South.¹
- b) Councillor Orrell regarding a signal-controlled pedestrian and cycle crossing on New Lane, Huntington.²

Action Required

Keep updated the petitions log in relation to parking restrictions on Manor Drive South for access or residents only. LN LN

Keep updated the petitions log in relation to a signal controlled pedestrian and cycle crossing on New Lane, Huntington near Anthea Drive to the path to Vangarde and the Park and Ride

34. Report of the Leader and Executive (7.19 pm)

A written report was received from Councillor Douglas, Leader of the Council, on the work of the Executive.

Councillor Douglas joined the Deputy Lord Mayor in paying tribute to former Councillor Eurig Thomas and the Duchess of Kent.

Councillor Douglas made a statement on the recent flag activity in the city, acknowledging concerns raised during the public participation item. She stated that since August the values of the city had been challenged, the flags put up on council lampposts were there illegally, there were safety issues and to the money spent to remove them was taxpayers' money that could not then be spent providing other services. Those individuals putting up flags were driving division, not patriotism. The city would take a zero-tolerance approach and stand united in their values.

Councillors Ayre and Steward gave their support to the Leader in condemning the recent rise in hate crime.

(7:30-7:41 pm, the meeting adjourned.)

35. Questions to the Leader or Executive Members (7.43 pm)

Members were invited to question the Leader or Executive Members. Questions were received from the floor from the following Members, and replied to as indicated:

Questions to Councillor Ravilious, Executive Member for Transport

Funding for dualling the outer ring road

From Councillor Widdowson: It's become clear that the failure to secure funds for the government to dual the outer ring road as promised is due to a breakdown in communication between the council and the government. Who exactly is to blame for this? The council for not communicating the increased costs, the York Outer MP or the North Yorkshire Mayor for not lobbying the Government effectively or the Government for not providing the funding?

Response: I think we understand the situation differently, there has not been a failure in communication, at the time everyone involved in lobbying for funding did not know the full cost of the project. We have achieved receiving funding for the original estimated cost, and we will now move forward in phases as planned. We have a new head of projects, who has come from National Highways and is well placed to bring the project forward at pace. We are working through those procurement packages, the legal and design and are engaging with the DfT on the funding and transferring that over. FOI requests are further slowing down officers, if there are anything specific around the funding, I am happy to look into those questions for you but I don't see it from the same angle as you.

Supplementary from Councillor Widdowson: That doesn't really answer my question, Labour controls all levels of government, the government have announced they are funding the dualling in full, but they are not. It's obvious there has been a breakdown in communication that no amount of obfuscation or gas lighting hide, who should the residents who are consigned to spending hours in congestion hold accountable?

Response: As I've said, there's been no disastrous breakdown in communication, we asked for funding for dualling the outer ring

road, the ask was based on previous estimates, the lobbying was going on simultaneously, we were successful in obtaining the funding because of the lobbying, residents will see those benefits start to emerge as quickly as possible, we are moving forward with the parts that will bring the greatest benefit and unlock housing development opportunities, residents will see those benefits soon.

Supplementary from Councillor Ayre: The government and the York Outer MP have said unequivocally that they have funded the full dualling, and you're saying there isn't. How can that not be a failure in communication, when you're saying completely the opposite?

Response: We asked for funding based on the original cost of the ring road. That's the funding we've got.

20mph speed limit in Bishopthorpe

From Councillor Nicholls: First of all, thank you for consulting widely with Bishopthorpe residents and agreeing the 20mph speed limit. Is there any possibility of bringing in a weight limit on lorries going past schools morning and afternoons?

Response: Thank you, I am really delighted to have brought that forward for Bishopthorpe and to have worked with you on that. We are really serious about road safety and that 20mph limit is the first step in making the roads safer for your community and setting out the process for how we can make roads safer in other communities. We have funding from the Mayor to do that and we are going to come back and look at how we tackle the roads where compliance wasn't great and how we can have 20mph outside every road where people are living. You raise a good point about the risk presented by HGVs travelling too fast through the village, this is an ongoing problem, due to haulage companies situated outside Bishopthorpe and Copmanthorpe having to go through one village or another, it's a problem for both villages. I don't want to do one thing in one village that would have a detrimental effect on the other, we have looked at weight limits, unless there is a structural issue it is hard to put a weight limit on lorries. We could put a weight limit for environmental reasons but those can be overridden by the lorries coming through, so I will talk to officers and continue conversations about how we reduce the risk to those villages. I am not convinced that a weight limit is the solution but I'm happy to work with you to look at what we can do around HGV traffic.

Supplementary from Councillor Merrett: What plans are there to bring the benefits of 20mph speed limits to other parts of the city? In particular, will the Executive Member consider including all of the Groves area in a single 20mph zone?

Response: Every year over 200 collisions in York result in death or serious injury, over half of those involve pedestrians and cyclists. Roughly every year around five people lose their lives on the roads and thirty-five people suffer life changing injuries. Speed is a contributing factor, and it is not reasonable for it to carry on. We know that we need to introduce speed reduction across much of the city, particularly where people live and where people are trying to walk and cycle around the city. I am absolutely in support of bringing it first and foremost to the communities that are asking for it and I'm well aware that the Groves area is wanting to see safer roads where people live. I am working with officers on how we roll out that more widespread 20 mph programme, Bishopthorpe has been really useful in that trial and our understanding of how we implement first of all signs only and then what other measures we include, to be successful as well as signs there often needs to be design changes to the roads plus some Police enforcement and I'm working with Councillor Coles, the Police Fire and Crime Commissioner to look at bringing in some police enforcement to the 20mph zones. Officers will be putting together a strategic programme to roll out 20 mph to other communities in the city. We have a significant number of requests, and I will bring that forward and share with those of you whose communities are asking for it.

Bollards in Copmanthorpe

From Councillor Steward: Residents in Copmanthorpe would like half a dozen bollards opposite the Royal Oak Pub on Main Street, they've been quoted a figure of £7,000 for a feasibility study. Would the Executive Member for Transport look into that and get a more realistic figure for these bollards?

Response: I am not aware of the bollard application, I am happy to look at what is being requested. The first thing to do is understand what residents are trying to achieve, part of the reason for the cost will be to assess the road conditions and the best solution for what you are trying to achieve. Often it seems more expensive than it is, the bollards are not going to cost that much but part of the cost is in the design and implementation of the scheme to make sure it is safe, accessible, meets highways

requirements, and that it achieves what it is trying to. I don't know the specifics of this project but I'm happy to request information from officers at my next briefing, I would hope we can do something for a reasonable price and achieve the outcome residents are looking for.

Questions to Councillor Kilbane, the Deputy Leader

UK Film Production Summit

From Councillor Clarke: Can the Deputy Leader explain how the UK Film Production Summit can benefit the city and what it means for jobs and career pathways for the current and future generation?

Response: The UK film production summit which is coming to York in November is being organised by Aesthetica, whose art prize is being launched tonight with support from ourselves, and the Combined Authority. Every single UK film and games company is coming to York, tv and film production companies, games producers, have the opportunity to see what a great place York is and that they could base their business, or their satellite here. We have a thriving cluster of digital media professionals and experts. We can showcase the city and they can come and make their films and games here; it's already happening, I had another request for filming yesterday and this is the key point for residents, the film, games and tv industries do not have high bars for entry so if you are not particularly academically gifted then it is a route into a decent job and a decent wage. We need to make sure that these opportunities are available for young people and older people looking to switch careers. It's the first time this summit has happened and all these companies have come together in the UK and we are looking forward to securing these opportunities for York and it's residents.

Supplementary from Councillor Clarke: On the Aesthetica Short Film Festival, can you explain how that festival develops career opportunities and how it attracts visitors to the city?

Response: It is a global event and a BAFTA nominated film festival, so if you get your film shown in York then it can be nominated for a BAFTA and we have had films that debuted in York go on to win BAFTAs. People from all over the world come to York and say what a great place it is to do business, so it really adds a buzz to the city when it is here and most importantly

students from all of our state secondary schools in York, assisted by some of the industry experts, write, produce and direct a film that is debuted at the Aesthetica film festival on the Sunday. I urge you all to come along, it says to those kids, there is a career for you here in York.

Supplementary from Councillor Crawshaw: Is there an opportunity to use events like this to push the narrative that the city is open and inclusive and to start that conversation with parts of the community that feel disconnected or have a skewed view of what the city is really like.

Response: Yes, it's a great opportunity there really is something for everyone, drama, comedy, there are fringe events that are accessible to everyone, and you get exposed to difference in a different setting that is comfortable and relaxed and you get to experience different cultures, to enable us all to understand each other.

Questions to Councillor Webb, Executive Member for Children, Young People and Education

Free school meals for primary school children in the city

From Councillor Cullwick: In 2023 you were elected on a very clear promise to ensure that a free school lunch was to be provided to every primary school child in the city, can you please give us an estimate of the date by which you will deliver this promise?

Response: Since 2023 we've had a lot of change in the country, we've now got a national government offering to deliver free school meals, free school breakfasts in all primary schools. We are in a pilot phase for that right now and I'm feeding back on the good and bad points on that. It's obviously impacted on what we are doing in York as well. I've been surprised at how successful the breakfast programme has been, if you look at some of the scrutiny work the universities did for us it showed that the breakfast offer is making a huge difference. I am hopeful the Labour government will bring this forward soon. We have trialled free school lunches at Westfield Primary School, that's going well and residents and families really support what Labour have done over in Westfield. We've been trialling our breakfast offer at Burton Green and this has been expanded to Fishergate. We have a plan to expand further and we now have a steering group for York Hungry Minds and schools

register their interest and consider how they can make it work in their schools. Opposition members who were invited to join the steering group have purposefully declined that opportunity, I can forgive the Conservative group who have a lot going on between you but the Liberal Democrats have purposefully declined being involved in that group, I assume that has come from the leadership as individual members appeared pleased to be invited and engaged. We are moving forward and doing our best.

Point of order: From Councillor Steward on a point of accuracy, the conservatives have said that they will attend, and Councillor Nicholls is the representative. Councillor Webb offered his apologies for the misunderstanding.

Supplementary from Councillor Cullwick: Given that your answer clearly shows that your promise will not be kept, would you like to take this opportunity to apologise to families across the city who have been misled and are not receiving free lunches and who are effectively subsidising it elsewhere through their council tax?

Response: I think that's an absolutely shocking way to talk about supporting children in our most deprived communities. A disgraceful thing to say, we should be supporting our young people in every way we can. It clearly speaks volumes about the Liberal Democrats opposition to helping families in York. We are moving forward as much as we can. I would ask that your question writer try to think of more questions so that you don't ask the same thing again and again.

From Councillor Ayre: The Liberal Democrats have been quite clear that we are happy to be part of the steering group, we've asked a specific question requesting the minutes of the previous meeting of the steering group and the members of the steering group, will he guarantee that all members who take part in that steering group will have access to the previous minutes of that meeting and who was in attendance so they can fulfil their duties as councillors?

Response: Some of the members of the steering group are not councillors, I've followed the rules and officer advice regarding the numerous FOIs that you have put in. Turn up to the meeting and find out what's happening, I am not trying to hide anything, get involved.

Question to Councillor Douglas, Leader of the Council

The Rugby World Cup

From Councillor Baxter: Will the Leader join me in celebrating the fantastic impact that hosting the women's rugby world cup has had on our city, not only bringing world class athletes but also inspiring young people, boosting our economy and strengthening the city's reputation for championing women's sports.

Response: It's really been a highpoint of the year, the gifts we have in front of us here are a reminder of the welcoming ceremony that I attended along with Councillor Rowley to welcome four international women's rugby teams to York, that was Canada, Spain, Fiji and New Zealand. It was one of the most uplifting days I have had and the amazing women elite athletes that were on show, not only their competitive nature and their readiness for the tournament but also the way they supported each other along that route where we know that the Black Ferns really are an elite team whereas others, Spain, for example, were at their first international tournament. It was really heartening to see how they supported each other, and they were really happy to be in York; it was a joyous event. I attended a couple of games while they were here, World Rugby and the RFU were really complimentary about the work York has undertaken to put on the campaign and are looking at York as the future for more international sport. It really has driven participation for rugby for women and girls in York, the legacy is really important. I think we can all agree we saw some great rugby, had a great time and it added something very special to the city over the summer.

Questions for Councillor Kent, Executive Member for the Environment and Climate Change

Parks Investment Fund

From Councillor Rose: Acomb is the lowest public green space per capita of any ward in the city and one of the lowest in the county. It's great therefore to see Viking Road on the list of park investment, it's the only proper park in our ward, it has brambles growing, sinking wooden stepping stones and the side to the main area falls off every few months and we do a lot of maintenance but it would be good to get proper renovation. How does the algorithm work to put it on the list and how confident can we be in the things on that list?

Response: I am really pleased that the Parks Investment Fund is coming forward as quickly as it is. The scrutiny group that looked at it set out the criteria with the highest weighting to go to areas with the highest deprivation which is a weighting of four, after that is age of play equipment and need of repair, after that it's key infrastructural repairs for footpaths, fencing and equal weighting has been given to the retention or expansion of our green flag status parks which is a key ambition of ours to increase that across the city and also the availability of third party funding for projects that couldn't go ahead otherwise or stand alone. On that basis all CYC parks were put through this and Viking Park did make the cut currently, I am hoping that some more schemes will also make the cut. I have very good news for you, our neighbourhood caretaker team were also out there this morning bramble clearing, there will be an opportunity for you to speak to the project manager about what you want done before it's finalised.

Supplementary from Councillor Coles: Could Councillor Kent say any more about the council caretakers that have been announced this week, it seems a big step forward, they feel like community superheroes doing what members of the community want.

Response: All of you can look forward to hearing from your community ward information officers to arrange walkabouts, that's going to involve ward councillors, housing officers, housing repair teams and community groups if they wish. This is an add-on service to the core public realm team carrying out their scheduled work, to give that local response. It's available to every ward across the city unless the Liberal Democrats decide not to avail themselves of it which I really hope they don't as it's of great benefit to all residents, we want York to look and feel great and for everyone to feel happy.

36. Scrutiny - Report of the Chair of the Corporate Scrutiny Committee (8.20 pm)

A report was received from Councillor Fenton, Chair of the Corporate Scrutiny Committee, on the work of the Committee.

37. Recommendations of the Audit and Governance Committee (8.22 pm)

Council received a report which presented the recommendations of the Audit and Governance Committee from its meeting held on 3 September 2025, as contained in the reports set out in the Council agenda at items 10a, Constitutional Changes – Updated Contract Procedure Rules and Planning Committee Changes and 10b, Executive / Scrutiny Protocol for City of York Council, and found at minute 23 of September's meeting. Councillor Jane Burton moved, and Councillor Crawshaw seconded the recommendations.

Councillor Fenton moved an amendment from the floor, relating to Item 10b, paragraph 13.1, explaining that, due to an oversight, the wording at paragraph 13.1 did not reflect the new scrutiny arrangements in relation to task and finish groups. He asked Council to accept the following wording:

“Task groups will be formed to undertake a specific scrutiny review in accordance with the powers conferred by section 21 of the Local Government Act 2001 and will include at least one member of the initiating scrutiny committee. Where possible, task groups will be politically proportionate and aim to have a quoracy membership.”

(20:23, Councillor Warters left the meeting.)

Councillor Merrett formally seconded the proposal and members voted unanimously to accept the amendment as set out above.

Members were invited to debate the Audit and Governance recommendations.

Councillor Hollyer spoke in relation to Item 10a, Planning Committee Changes, he questioned the reasons given for bringing forward the changes, stating that removing committee decisions would lead to a lack of public trust and a loss of democratic accountability. He called on members to reject the proposals and stated that it was pointless to decide delegations only for the government to impose a new set in a few months.

Councillor Vassie also spoke in relation to Item 10a, Planning Committee Changes. Following a point of order made by Councillor Nelson the Monitoring Officer advised members that their comments should not be defamatory and should not attack officers.

Councillor Steward commented on Item 10b, Executive/Scrutiny Protocol for City of York Council, noting that the Conservatives

were invited to be on all task and finish groups which was over and above the proportional approach referenced in the protocol. He welcomed this approach and suggested that the protocol was reworded to reflect the politically balanced approach currently taken. In relation to item 10a, he stated that the bar of 40 houses was too high, especially for rural areas, and constitutional changes should be decided cross-party. Councillor Rose raised a point of order and clarified what he had said at Audit and Governance, in relation to the Conservatives attendance at that meeting.

Councillor Pavlovic, Executive Member for Housing, Planning and Safer Communities, spoke on item 10a, stating that the administration was not acting prematurely, and that Parish Councils were consulted on applications and this would continue. The planning process needed to be ready to respond to the increase in applications and to be able to determine the applications within the timeframe set out by the planning authority.

Councillor Fisher also commented on item 10a, he referred to the Parish Charter and raised concerns regarding the threshold of forty houses for those smaller communities. He stated that, wherever possible, Members should make planning decisions and parishes were being treated with contempt.

Following a point of order from Councillor Crawshaw, the Monitoring Officer confirmed with that there was currently no protected right for parish councillors to speak at planning committee meetings, there was no statutory requirement to consult with parish councils on planning applications and that parish councillors could contribute to the planning process either individually or on behalf of the parish council.

Councillor Hook also spoke in relation to item 10a and raised concerns regarding the loss of power due to changes in call-in powers.

Councillor Crawshaw, in relation to item 10a, noted that members on planning committee were expected to act within the legislative framework. He explained the current call-in process for planning applications, noting that members and the public were able to achieve changes if they engaged with the planning application process at an earlier stage.

Councillor Orrell also spoke on item 10a stating that applications that come to committee are regularly improved at the request of

residents; residents would feel disillusioned with the democratic process should the changes be put into effect.

Councillor Nelson also commented on item 10a noting that decisions were made against a legal framework, and that call-ins should not be politicised.

Councillor Ayre also spoke on item 10a noting that most decisions made in planning were made in relation to the planning balance. He stated that he was of the belief that Parish Councils were statutory consultees.

Councillor Lomas proposed that the item was moved to a vote, this was seconded by Cllr Webb.

Councillor Jane Burton used her right to reply to restate that the recommendations had been thoroughly debated at Audit and Governance, she also noted that there was an opportunity to revisit the decision after twelve months.

Councillors Fisher, Healey and Hook requested that a named vote be taken.

Councillor Ayre proposed to split the vote to consider items 10a and 10b separately, this was seconded by Councillor Fisher. On being put to a vote, with 20 votes in favour, 20 votes against, and 3 abstentions, the Chair used her casting vote to vote against the motion, the motion therefore fell.

Items 10a and 10b were taken together and votes were cast as follows:

For	Against	Abstain
A Baxter	N Ayre	
B Burton	C Cullwick	
J Burton	I Cuthbertson	
T Clarke	S Fenton	
J Coles	T Fisher	
J Crawshaw	P Healey	
C Douglas	A Hollyer	
J Kent	A Hook	
P Kilbane	E Knight	

K Lomas	A Mason	
R Melly	M Nichols	
D Merrett	K Orrell	
J Moroney	C Runciman	
D Myers	D Smalley	
E Nelson	C Steward	
M Pavlovic	C Vassie	
K Ravilious	A Waller	
J Rose	D Wann	
L Steels-Walshaw	R Watson	
K Taylor	P Widdowson	
R Webb		
M Wells		
C Whitcroft		
S Wilson		

With 24 votes in favour and 20 against, it was:

Resolved: That the following be approved:

- i. In relation to Item 10a:
 - a. the amended Contract procedure Rules, at Annex 1 to the report;
 - b. the changes to Planning Committees, including any associated amendments to the Scheme of Delegation, at Annex 2 of the report, with effect from 1 October 2025;
 - c. the revised political balance calculations, at Annex 3 of the report; and
 - d. Delegate authority to the Director of Governance to make the necessary amendments to Article 13, Appendix 1, and Appendix 8 of the Constitution to reflect the changes contained in Annex 2.

Reason: To update the Constitution in respect of legislative changes to procurement, and to ensure more efficient and effective decision-making in the planning service.

- ii. In relation to Item 10b:

The proposed revision to Article 8 of the Council's Constitution to incorporate the Executive / Scrutiny Protocol for City of York Council.

Reason: To strengthen the scrutiny function and to fulfil the recommendation endorsed by Council in March 2025 in relation to a refreshed Executive / Scrutiny Protocol.

(i) Constitutional Changes - Updated Contract Procedure Rules and Planning Committee Changes (8.22 pm)

This item was considered as part of agenda item 10, Recommendations of the Audit and Governance from the meeting held on 3 September 2025, as minuted at minute 36 above. ¹

Action Required

Note the approval of the recommendation and take BR any action required.

(ii) Executive / Scrutiny Protocol for City of York Council (8.22 pm)

This item was considered as part of agenda item 10, Recommendations of the Audit and Governance from the meeting held on 3 September 2025, as minuted at minute 36 above. ²

(9:00 - 9:13 pm, the meeting adjourned)

Action Required

Note the approval of the recommendation and take JP any action required.

38. Publication of Member's Addresses (9.15 pm)

The Chair advised members that the guillotine would fall at 9:40 pm, and the meeting would close at 9:50pm.

Council received a report which presented the Council's proposed approach to the publication of Members home addresses on their Register of Interests. Councillor Douglas moved, and Councillor Kilbane seconded, the following recommendation contained in the report:

"To agree that all Members' home addresses will be treated as sensitive and only the electoral division in which they live will be

published unless a member opts to have their home address published, in accordance with option (c), an 'opt-out' approach."

During the debate, in response to questions from Members, the Monitoring Officer advised that any address connected with a member would be redacted. Any interest in a property should be declared on the register of interests, this would then be redacted prior to publication.

On being put to the vote, the recommendation was declared **CARRIED** and it was

Resolved: That the above recommendation be approved.¹

Reason: In the interests of enhancing the safety and security of Members, whilst still allowing individual member choice.

Action Required

Note the approval of the recommendation and take GC any action required.

39. Appointments and Changes to Membership (9.25 pm)

Councillor Ayre called for a separate vote on the CYC-nominated Director appointment to Explore York Libraries and Archives Mutual Limited.

Councillor Smalley paid tribute to the outgoing Director and asked that the leader convey member's thanks for his service.

Following debate, the Monitoring Officer advised that the appointments for the Health and Wellbeing Board and York Museums Trust were group nominations and as such could not be voted upon.

The appointment to Explore York Libraries and Archives Mutual Limited was put to a vote, this was declared **CARRIED** and it was

Resolved:

- i. That Owen Trotter be appointed as CYC-nominated Director.¹
- ii. That the first and third appointments, set out in the agenda papers at page 179, be noted.²

Action Required

To note the approval of the appointments to York JP
Explore, make the changes on the system and JP
inform organisations as required.

To note the approval of the appointments list, make
the changes on the system and inform
organisations as required.

40. Motions on Notice (9.36 pm)

i. Planning Process Improvements

Moved by Councillor Steward and seconded by Councillor
Nicholls:

“Council believes with York now having a Local Plan and set to deliver much needed homes it is more important than ever that the planning system works with residents for residents, and it does not believe this is how many residents currently feel it to be the case. Council notes there are set to be changes nationally in planning process and elsewhere on the agenda likely to be changes to committee working in York.

Council calls for a cross-party group to be set up to look at improvements to the planning and specifically the S106 process including the following:

- A review of outstanding S106 money and the plans to spend it (and absolutely ensure any risk of it needing to return it to developers is minimised)
- Improving the process of ensuring all consultees respond to S106 enquiries (noting for example a notable number of large applications which have received no NHS response)
- Creating a system for ward members to be consulted on S106 agreements
- Ensuring the monitoring of S106 agreements is rigorous and breaches are swiftly acted upon.”

Councillor Ben Burton then moved, and Councillor Pavlovic seconded, an amendment to the above motion, as follows:

“Under ‘Council calls for’ to the first bullet point add ‘share details and discuss the existing and delete the word A.

To the third bullet point, after 'ward members to' add 'identify their ward priorities in the different categories of s106 contributions (in which there is discretion i.e. not education, early years places etc) to inform officers when drafting', delete 'be consulted upon'.

Add a fifth bullet point:

- 'Ensuring that the monies received are spent as promptly as possible to deliver the mitigations / benefits they are for, and that there is a clear monitoring system for this.'

During the above debate, the Chair advised that the guillotine had fallen. Councillor Ayre moved, under section 9.3, that members take the extra 30 mins and remove the guillotine, the Chair advised that the deadline had passed to do this. Councillor Ayre then moved to suspend the Standing Order that referred to the time period within which the guillotine could be suspended, this was seconded by Cllr Healey.

Point of order from Councillor Nelson: The Chair had earlier given both the time the guillotine would fall and the time the meeting would close.

Members voted against the motion to suspend the standing order.

Returning to the motion on notice, on being put to the vote, the amendment was declared **CARRIED** and it was

Resolved: That the above motion as amended be approved.¹

The two remaining motions were dealt with under Standing Orders and were deemed to have been moved and seconded.

ii. Fair Funding for York submitted by Councillor Healey

"Council notes that:

- The Government's Fair Funding 2.0 consultation proposed major changes to the way local government funding is distributed, including a proposal to fully include the impact of mandatory discounts and exemptions in the measure of taxbase, which has not been updated since 2013/14

- In the Council's official response, it has warned that the new funding model could increase York's existing three-year budget gap by an additional £15 million.
- The Council also raised concerns that the new model risks locking the city into a position at the bottom of the funding league table
- When asked at Full Council on 17 July about representations made on York's behalf, the Leader said "It is really hard to see exactly where we can lobby to have a positive impact for the benefit of York."

Council believes that:

- The Government's proposed changes, if implemented unamended, would leave York taxpayers paying more while getting less in return
- Local government finance must be based on fairness and need, not a system which unfairly punishes York
- It would have been desirable for the council's response to the Fair Funding consultation to have been informed by input from Scrutiny
- Students deserve access to high-quality public services and should continue to benefit from the Class N Council Tax exemption. Local authorities with large student populations, however, should not have to disproportionately bear the cost of this exemption and any new or revised funding arrangements arising from the Fair Funding consultation must reflect this
- York's funding settlement from Government must include granular detail demonstrating how the value of the Class N exemption has been accounted for
- Although the Council has no unilateral power to impose one, a Council Tax increase above the current 4.99% ceiling would hit residents hard at a time when many are already struggling with the cost-of-living crisis
- The council administration must do more to lobby Government on York's behalf, in light of the devastating assessment of the Council's Finance Officer
- All political parties should unite in defending York from these flawed and damaging proposals

Council resolves to Call on the Council Leader to:

- make a formal representation to the Secretary of State for Housing, Communities and Local Government and the Chancellor of the Exchequer demanding that York is not left with a £15m shortfall under the new model
- rule out seeking powers to impose a Council Tax rise above the current 4.99% ceiling in any event
- engage with other local authorities with large student populations to make the case for funding allocations to fully take into account the impact of the Class N exemption
- re-engage with the F20 group of the least well-funded Councils to lobby the Government to introduce a truly fair funding system.

The below amendment to the above motion, submitted by Councillor Whitcroft, was deemed moved and seconded:

Under 'Council notes', to the fourth bullet point, after 'benefit of York', add 'but rest assured that work is taking place.'

Under 'Council believes', to the first bullet point, after 'would leave York' add 'with tough challenges to balance its budget but before confirmation of our future funding settlement, such an assumption is premature; delete 'taxpayers paying more while getting less in return.'

To the third bullet point, after 'input from Scrutiny' add 'but unfortunately tight Government timescales prevented it;

To the fourth bullet point, after 'must reflect this' add 'something the Government is currently proposing to do;'

To the seventh bullet point, after 'administration' add 'should outline how it is', delete 'must do more to', amend 'lobby' to 'lobbying', change the word 'devastating' to 'challenging' and after 'Council's' add 'Chief'.

To the eighth bullet point, after 'from these' delete 'flawed and', replace with 'potentially'. After 'proposals', add 'rather than taking the 'party first' position, as some parties did when austerity was inflicted upon York.'

Under 'Council resolves', before 'formal representation' amend the first bullet point to add 'outline any', delete 'make a' and, after 'representation', add 'she or other political leaders have made'.

On being put to a vote, the amendment was declared **CARRIED**, and it was

Resolved: That the above motion as amended be approved.²

iii. Tackling Pavement Parking to Promote Safe, Accessible Streets for All submitted by Councillor Baxter

"Council notes:

- that pavement parking can obstruct pedestrian paths, endangering older people, those who're visually impaired, wheelchair users, parents and carers with pushchairs and others using mobility aids, and at its worst, forces people onto roads, creating serious safety risks;
- the law is confusing and unevenly enforced - with criminal and civil rules varying significantly across England, often leading to weak enforcement, while only 5% of drivers are fully aware of the laws around pavement parking;
- in 2025, Hansard reported that 80% of blind or partially sighted people face pavement parking difficulties at least weekly, with some injured through being forced onto roads;
- that pavement parking damages surfaces, creating trip hazards and repair costs that councils and Council taxpayers can ill afford;
- Scotland has introduced a nationwide ban on pavement parking, supported by strong enforcement;
- that parking on pavements, with certain exceptions, has been prohibited in Greater London since 1974;
- Living Streets and its supporters have repeatedly called on the Government to respond to the 2020 consultation on pavement parking and to legislate for a clear nationwide ban, but progress has stalled.

Council believes:

- Pavements are for pedestrians, not vehicles, and should be safe, accessible, and free of obstructions;
- Current laws are both inadequate and poorly understood, undermining enforcement and public confidence in what is and isn't permitted;
- The Council and the national Labour Government have a duty to lead on this issue, learning from good practice and legislation elsewhere;
- Stronger local and national measures, combined with public awareness-raising, are urgently needed.

Council resolves:

- to request the Executive Member for Transport writes to the Government, seeking publication of the long-overdue response to the 2020 pavement-parking consultation, undertaken by the previous Government, without delay and rapid subsequent action and/or legislation to include:
 - national prohibition on pavement parking with sensible local exemptions only where genuinely necessary; and
 - streamlining Traffic Regulation Order (TRO) procedures, making it easier, quicker, and less costly for local authorities to impose pavement parking restrictions where necessary; and
 - sufficient funding and resources for local authorities to implement and enforce the changes, given the significant initial resource burden;
- to empower council officers to explore the use of TROs on key streets suffering from excessive pavement parking, while noting the TRO process is currently lengthy and expensive;
- to support Living Streets' recommendation to accompany any new pavement parking law with a targeted national awareness campaign explaining the dangers and legal changes to the public;
- to work collaboratively with local organisations such as Living Streets, Walk York, York Civic Trust, York Disability Rights Forum and other walking and disability advocacy groups to co-produce accessible guidance and communications on pavement parking rights and responsibilities, to raise greater awareness of the challenges pavement parking can cause;

The below amendment to the wording of the above motion by Councillor Baxter under Rule B15.2:

Under Council resolves, to the final bullet point, remove 'York Disability Rights Forum'.

On being put to the vote, the amendment was declared **CARRIED** and it was

Resolved that the above motion, as amended, be approved.³

Action Required

To note approval of the motion on planning process improvements and take appropriate action. BE DM

To note approval of the motion on fair funding for York and take appropriate action. GT

To note approval of the motion on tackling pavement parking to promote safe, accessible streets for all and take appropriate action.

Councillor Margaret Wells
Deputy Lord Mayor of York

(The meeting started at 6.03 pm and concluded at 9.48 pm)

Extraordinary Council Meeting

Resolutions and proceedings of the Meeting of the City of York Council held in the Citadel, York on Thursday, 16 October 2025, starting at 6.30 pm.

Present: The Lord Mayor (Councillor Martin Rowley BEM) in the Chair, and the following Councillors:

Acomb Ward	Bishopthorpe Ward
Lomas Rose	Nicholls
Clifton Ward	Copmanthorpe Ward
Myers Wells	Steward
Dringhouses & Woodthorpe Ward	Fishergate Ward
Fenton Mason Widdowson	Whitcroft Wilson
Fulford and Heslington Ward	Guildhall Ward
Ravilious	Clarke Melly Merrett
Haxby & Wigginton Ward	Heworth Ward
Cuthbertson Hollyer Watson	B Burton Douglas Webb
Heworth Without Ward	Holgate Ward
Ayre	Kent Steels-Walshaw Taylor

Hull Road Ward

Huntington and New Earswick
Ward

Baxter
Moroney
Pavlovic

Runciman

Micklegate Ward

Osballdwick and Derwent Ward

Crawshaw
Kilbane

Warters

Rawcliffe and Clifton Without Ward

Rural West York Ward

Smalley
Wann
Waudby

Hook
Knight

Strensall Ward

Westfield Ward

Fisher
Healey

Coles
Nelson
Waller

Wheldrake Ward

Vassie

40. Lord Mayor's Opening Remarks

The Lord Mayor welcomed all in attendance to the October meeting of Extraordinary Council.

The Lord Mayor then invited all those present to observe a minute's silence in memory of Cindy Benton, Community Engagement Officer at City of York Council who recently passed away. Cindy was remembered as a diligent officer who provided invaluable assistance to ward members.

41. Apologies for Absence

Apologies for absence were received from Councillors Jane Burton, Cullwick and Orrell.

42. Declarations of Interest

There were no declarations of interest.

43. Public Participation

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

Gwen Swinburn spoke in relation to agenda item 4, the City of York Council Boundary Commission Size Submission. There was concern about a failure to agree on a common number of Councillors and the omission on three critical issues.

First, that it ignored significant disparities in governance and representation between wealthy outer wards and disadvantaged central wards. Guildhall, like other inner wards, lacked parish councils. Unlike York outer wards where parishes dealt with local issues, community engagement and funding, this absence left Guildhall Councillors, for example, solely responsible, significantly increasing their workload and left communities without additional voice or resources.

Second, the draft's claim of York being 12th least deprived unitary obscured York central's challenges. It ranked 379 out of 533 constituencies for deprivation compared to York outer's seventh least deprived status. Guildhall's far more significant poverty, health disparities, and transient population resulted in relentless

demands with homelessness, crime, and anti-social behaviour burdens falling heavily on Councillors.

Third, only 52% of Guildhall ward adults registered to vote versus roughly 90% in outer wards, effectively doubling Councillor workload. Councillors served all students, international arrivals, transient, homeless, plus 9 million tourists, and many businesses, all uncounted in workload metrics as only registered voters were counted. By including voter registration data in this submission, it would highlight this inequity supporting more Councillors for inner wards.

44. Scrutiny - Report of the Chair of the Corporate Scrutiny Committee

The Director of Governance and Monitoring Officer submitted a report which presented the City of York Council Size Submission (the number of elected councillors).

The Lord Mayor invited the Chair of Corporate Scrutiny Committee, Councillor Fenton to move the report.

In moving the report, the following key points were made:

- Councillor Fenton thanked members of the scrutiny task and finish group and officers with support from the Boundary Commission for their work in pulling the report together in a very short period. It was an impressive report and whilst it wasn't possible to arrive at a consensus position the report contained well-argued positions for the Boundary Commission to consider.
- It was reported that minor amendments had been suggested and agreed at the Corporate Scrutiny Committee meeting on Wednesday, 1 October 2025 and these were reflected in the version presented to this evening's Extraordinary Council meeting.

The Lord Mayor then invited the Vice-Chair of Corporate Scrutiny Committee, Councillor Merrett, to second the report.

In seconding the report, the following key points were made:

- Councillor Merrett reported that the scrutiny task and finish group met on four occasions. He wished to place on record

his appreciation to the other members of the task and finish group, Councillors Coles, Hollyer, Steward and Wann. Also, the many officers who provided support with a particular thanks to Julie Gallagher, Head of Democratic Services, who drafted the main part of the report in an incredibly short timescale after recently joining City of York Council. He also thanked Tom Rutherford from the Boundary Commission who attended task and finish group meetings and answered a considerable range of questions about the process and what a good submission looked like.

- It was clear that there was a need to produce a bespoke document setting out the best council size for York, its residents, business community and community needs. The submission should be based on strong evidence to justify the recommendation.
- The submission covered three key areas. First, what was required in terms of good governance. Second, how City of York Council operated effective scrutiny in holding the council and executive to account. And third, the right representation for electors, specifically how many Councillors were needed to cover all the needs of communities, individual matters, community engagement and other aspects of being a Councillor.
- It was made clear that oversimplistic comparisons with other councils using number-based approaches was not encouraged. Evidence justifying the recommendations against specific needs was essential.
- The document presented to Council summarised results from the council's workload survey. It demonstrated the wide variation in individual workloads. In relation to overall size, it was advised that anything outside a range of 30 to 100 Councillors required an exceptional case for the Boundary Commission to give it any serious consideration.

Members' comments were then invited as follows:

- The Leader of the Council thanked everyone involved in the process and the work that had been undertaken in getting to this point. This included officers and members as well as those providing expert guidance and advice on this first stage of the boundary review process.
- It was acknowledged that there had been different recommendations from each political group as well as the independent member. It was now the role of the Boundary

Commission to make its own determination based on the evidence that had been provided.

- It was pointed out that the work of Councillors was not directly tied to the number of electors they represented. Citizens did not stop contacting their Councillors if they were not electors. Councillors were not just working hard in their wards. Other elements included council committees, work with city and ward partners, with community groups, through York's membership of two combined authorities and through the integrated care system and membership of York's health and care partnership.
- The Labour submission suggested the council size of 53 Councillors. That the people of York need committed, accessible, high-quality representation in ensuring the city continued to develop and progress for the benefit of residents. Having enough Councillors to achieve this was a highly important part of that process.
- Councillor Wann reported that each of the political groups and the independent member had an opportunity to make their case. The evidence had been presented openly, and it was now for the Boundary Commission to assess the arguments and make an independent judgment on what number was right for York. It was important that the Boundary Commission was presented with a submission that reflected the city's governance and community realities, not one based on any political preference. The report was professional, well evidenced, and fair in setting out the position of each group, as well as the independent member.
- Councillor Rose reported that members across all political groups were hardworking, dealing with complex case work and multiple ward surgeries each month with both internal and external meetings. Resident needs had grown, and council capacity had been shrinking.

Resolved –

a) To agree the Council's response to the phase one of the Boundary Commission Review, and to note the individual submission of the political groups as included in the report; and

b) To delegate authority to the Director of Governance and Monitoring Officer to submit the response to the Boundary

commission.

Reason for recommendations:

- a) To ensure that the Council provides a submission to the LGBCE in respect of the Council Size issue; and
- b) To ensure that such a response is provided to the LGBCE in advance of its deadline for submissions of 17 October 2025.

Councillor Martin Rowley BEM
LORD MAYOR OF YORK

(The meeting started at 6.30 pm and concluded at 6.55 pm)

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Leader and Executive Report to Full Council (November 2025)**Leader of the Council, Councillor Claire Douglas****Our City, Our Community**

I would like to start my report by drawing your attention to the tremendously sad loss of one of the most committed City of York Officers I have had the honour of working alongside in my time as a city councillor. Cindy Benton, who sadly passed away in September was a much loved, supremely committed and highly valued member of our CYC Communities Team. Cindy worked for many years in communities across our city, driven by her belief that everyone in our city should have fantastic places to live and thrive and that everyone should have the best opportunities in life. She is and will always be sadly missed by so many colleagues, neighbours, friends and family. This leads me into reflecting on Cindy's legacy in places such as Foxwood, Chapelfields, Osbaldwick and Tang Hall. Cindy epitomised York's strong and unerring sense of pride in our city. Our civic pride, social justice, our people, communities and their resilience during times of challenge and adversity.

It has been a challenging few months in our city. We have seen agitators in our communities attempting to drive division and discord. I am proud to say that York is standing up to this, standing by our neighbours and our communities to say 'fly our flags with respect, pride and patriotism in the right way, on flag poles and not on lampposts'. The flags illegally erected are coming down and I would like to thank the myriad of people, and community groups across our city who have stood by those who have felt or been threatened and targeted by racist and divisive individuals. We have collectively said, these actions are not patriotism, they are not York, and we will not stand for it in our beloved city.

This collective view was epitomised by the We are York community gathering recently held in the city centre. With citizens, city leaders from York's faith groups, civic society, health and education systems, and cross party democratically elected representatives across local and national government, our Lord Mayor and Sheriff, community groups and organisations standing together, in unity against division, intimidation, racism and hate crime.

I was tremendously proud to attend the Two Signal Regiment's Freedom of York Parade and inspection in mid-October. I had the honour of inspecting the regiment alongside the Deputy Lord Lieutenant of North Yorkshire and the Lord Mayor of York. Meeting the soldiers who serve our country, and our community was a valuable insight into the personal sacrifice and amazing opportunity that serving in the armed forces

brings. Proud mums, dads, spouses, children and other family members watched on. I thoroughly enjoyed learning about their experiences and challenges around being military families.

We now move into Remembrance month, in this year that marks the 80th Anniversary of the end of World War II. This starts in York with the Remembrance Festival hosted by the York branch of the Royal British Legion and moves through November with our cities Remembrance Sunday Parade and service on 9th November and York City Football Club's Remembrance Fixture against Rochdale FC on 11th November. All of which I will be attending.

I have also attended in the past couple of months the BBC Radio York Make a Difference Awards, Make it York's 10th Anniversary Celebration, Askham Bryan University Centre and College's summer graduation celebration, York Mosque's Open Day and spoken at the York Environment Week event hosted by Friends of the Earth an Audience with local, regional and national representatives and the New Era for Female Entrepreneurs, Insight to Impact Event hosted by the Federation of Small Business and the University of York.

York Central Development Update

We continue to see the York Central development move forward. A very visible element being the lifting of the new Water End foot and cycle bridge into place. The important planning applications for the new Wilton Rise Bridge and York Central Phase 1 will be arriving in the planning system over the coming few months. We are now moving into a pivotal period for the development. It has the opportunity to provide a seismic shift in the opportunity for good quality affordable housing, park, green space and well-paid, good quality jobs for current and future generations of young people in York. But we must work hard together to ensure the new development feels like York and delivers for our citizens. Effective and sustained community building is hugely important, and I urge you to get involved alongside your neighbours, local councillors, MPs and Mayor to make sure York Central reflects the values of our city.

York and North Yorkshire Combined Authority

The Combined Authority continues to move forward at pace with the Mayor's £4million Active Travel Fund approved at the most recent Combined Authority meeting. Both York and North Yorkshire local authorities, through to grass roots community groups will benefit from the fund. We all look forward to seeing it support us all to make walking, cycling and wheeling safer and more enjoyable across our region. We were also honoured to welcome Simon Lightwood MP, Minister for

Roads and Buses to York and North Yorkshire recently to visit York's hugely successful Park and Ride sites and start to work with Mayor David Skaith to investigate and devise a potential model for bus franchising in a rural and urban setting.

Chief Executive Recruitment Update

It has been a tremendously intensive and rewarding couple of months since the recruitment process for the Council's new Chief Executive started in August. The final interviews were completed at the end of October. It was a highly competitive and thorough process with almost 40 initial applications. The final appointment will be considered for approval by Full Council in the Extraordinary Meeting that precedes the regular Full Council meeting on 6th November. Approval of the appointment will then allow the final HR checks and balances to begin, all allowing for the new Chief Executive to start in post at the same time as Ian Floyd, Chief Operating Officer retires.

I'd like to thank everyone; candidates, council officers, city partners, citizen panels, young people, Trade Unions and elected members who participated in the process and truly put the applicants through an extensive and searching interview schedule. This has resulted in a highly competitive, thorough, open and transparent process.

I very much look forward to working alongside the successful candidate as a team, Council Leader and Chief Executive, at this highly important and pivotal period for our city. Working hard for the people of York in our communities, regionally, nationally and internationally.

Delivering for our City

The Executive Member reports that follow are a deep source of pride for me. Showing the result of an awful lot of hard work over the past two and half years from members, officers, citizens and partner organisations. I'd like to thank everyone who has participated in making the programmes, investments, and projects possible. There is no sitting back, nothing is taken for granted, we collectively push our city forward at pace for the benefit of our citizens. Particular highlights of the last few months are:

The launch of the Neighbourhood Caretakers scheme, the opening of the SEND Central hub in Clifton, the launch of the All Age Autism and ADHD Strategy and the Inclusion and Belonging SEND Strategy, the opening of the 24/7 Community Mental Health Hub in Acomb, the ongoing development of the Housing Delivery Programme including Housing Estate Improvements across the city at Glen Lodge, Alex Lyons

House, Honeysuckle House, Bellfarm Flats and the completion of Passivhaus council housing at Duncombe Square on Burton Stone Lane. £4million investment in Park and Ride site improvements and £500k investment in our community parks and play spaces. Please read about all of these and far more below.

Executive Member for Economy and Culture, Councillor Pete Kilbane

Although it is a mere seven weeks since last we met, much has been happening in York.

Earlier today I met with all our fellow UK UNESCO Creative Cities at a roundtable and as we speak, over 150 leaders from the UK screen industries are enjoying the hospitality of our beautiful city having spent the day at the unique UK Film Production Summit.

These are the organisations that brought you the likes of Wallace and Gromit, Adolescence, Bridget Jones, Gladiator, Normal People and The Witcher. They are here as part of the hugely successful BAFTA qualifying Aesthetica International Film Festival which is bigger and better than ever. This is almost entirely down to the private enterprise and effort of our city's creative industries, especially Aesthetica and its founder Cherie Federico. These efforts, combined with a small amount of finance from the public sector and a huge amount of public support, bring fantastic benefits for the whole city.

On Sunday afternoon I look forward to seeing the seven films imagined, written, set, directed and acted by our state secondary schools which premiere as part of the festival. I would urge all Councillors to attend if it was not already sold out.

Since last we met residents across York have been delighted to hear that York is set to benefit from a £1 million investment in York Museums Trust, as part of the Labour Government's £20 million boost for local museums nationwide. This investment provides great reassurance for York Council taxpayers as we all underwrite the success of the Trust.

The £1 million will help York Museums Trust maintain and expand opening hours, strengthen education and outreach programmes, and support local jobs and skills, ensuring that York's unique heritage remains accessible and sustainable for generations to come.

The funding, delivered through the national Museum Renewal Fund, will also help York Museums Trust continue its vital work preserving and celebrating the city's world-renowned cultural heritage - from the Yorkshire Museum and York Castle Museum to York Art Gallery.

This period also saw the launch of the Labour Mayor for York and North Yorkshire's 10-year plan to enable York and North Yorkshire residents to thrive in high quality jobs.

This is a bold 10-year vision to address local employment challenges and seize emerging opportunities – helping people progress in their careers, creating high quality job opportunities and supporting more people into work.

The plan responds to the Labour Government's drive to reform employment support, with a joined-up approach bringing together skills and health to get more people into and able to progress in their work.

It places a strong emphasis on job quality, earnings, progression, support for employers, and prevention of disengagement from work. Several are already underway, such as:

- York and North Yorkshire's Get Britain Working Economic Inactivity Trailblazer;
- Adult Skills Fund – supporting adult learners to gain skills which will lead them to meaningful, sustained, and relevant employment, or enable them to progress to further learning;
- Skills Bootcamps – set to benefit more than 900 learners, the skills bootcamps offer key skills which employers in the region are looking for;
- Skills Innovation Fund - a £2,375,000 grant fund to support skills development in the York and North Yorkshire region over a timeframe of two years, ending in March 2027;
- York and North Yorkshire Careers Hub - bringing together schools, colleges, employers, and apprenticeship providers, making it easier for schools and colleges to improve how they prepare young people for their next steps.

Together, these initiatives form a joined up, ambitious agenda to ensure every resident across York and North Yorkshire can access good work and thrive. Millions of pounds of private investment have been announced in York over the past few weeks. At the same time this Labour administration is laying out an ambitious new Prospectus for growth, with innovation, culture and heritage at the heart of it. We aim to attract billions in private and public sector investment to deliver more affordable housing and more and better paid jobs.

A first of its kind for our city, our Prospectus builds on the 2032 City Plan and focuses on increasing opportunity for York's residents through realising the city's potential. It includes several ambitious projects including major brownfield housing developments that will deliver thousands of much needed affordable homes to the city and improvements to public spaces. It also includes proposals for innovation space and a world leading centre for culture and heritage which leans into the city's strengths.

Our high streets remain busier and more occupied than most across the country. With many exciting developments already underway, including York Central, there is a lot more to look forward to. Making sure all our residents feel the benefits of this growth is a key part of the Prospectus. By attracting investment, building more affordable homes, and improving infrastructure and public spaces, our aim is that residents and businesses will reap the benefits. Plus, with several environmental projects in the Prospectus, it will help us progress towards a sustainable, optimistic future.

Executive Member for Health, Wellbeing and Adult Social Care,
Councillor Lucy Steels-Walshaw

Our focus remains firmly on embedding inclusive, person-centred approaches across York's health and social care landscape. As we continue to navigate challenges from workforce pressures due to rising demand, we retain our commitment to dignity, equity, and co-production.

Adult Social Care Transformation

We are progressing with the implementation of our strengths-based model, ensuring that support is tailored to what matters most to individuals. This includes expanding access to community-led solutions, improving digital inclusion, and refining assessment pathways to reduce delays and unnecessary interventions. Teams are working closely with partners to ensure that adjustments are made based on need, not diagnosis, so that neurodiverse, disabled, and older residents receive the right support at the right time.

This month we were proud to launch the 'York's All-Age Autism and ADHD Strategy 2025/2030', I want to extend a big thank you to everyone who took part to help create this strategy. We are proud that it's shaped by lived experience and sets out clear commitments. As a city we now need to embed this strategy and make it part of our identity.

Safeguarding and Mental Health

The Safeguarding Adults Board launched a new strategy in October, with an emphasis on prevention and multi-agency collaboration.

The second mental health hub opened at Acomb Garth in October - named 'Yor Community Hub'. The mental health hubs provide accessible, non-clinical spaces for early intervention and peer support. These hubs are co-designed with lived experience at their core and will play a vital role in reducing crisis presentations and improving wellbeing. Plans for the third hub are already underway, and I will continue to update on this.

Public Health and Prevention

Our public health team continues to lead on key priorities including smoking cessation, healthy weight, and suicide prevention. It is also working on the health impact of policies that sit outside Public Health, including the recent Smoke Control Area (SCA) consultation. This is a good example of the sort of cross departmental working we are

developing to take well informed decisions - ones that benefit all York residents.

Public Health Teams are working with schools, community groups, and primary care to embed prevention into everyday practice. The 'Live Well York' digital platform continues to offer residents a one-stop resource for local wellbeing services, events, and support networks.

The development of the Neighbourhood Model continues to develop and is very much at the heart of developing partnership working between City of York Council and our health partners, through the York Health and Care Partnership.

This will bring together our Integrated Neighbourhood Teams to move our goals of localised, person-centred support and care forward.

With issues identified early, people can get the support they need in their own communities either at home or closer to where they live, with the people who can offer care and support close to them.

Preparation for Winter

As winter approaches, we are preparing for seasonal pressures across health and care. Our winter wellbeing campaign will focus on flu and covid vaccinations, especially as the eligibility has changed this year. We also have communications prepared and in place around vulnerable residents being supported during adverse weather events.

Finally, I want to thank all staff, carers, volunteers, and residents who continue to shape our services. Your voices are central to our mission and together, we are building a city where everyone is valued and able to access the help and support they need.

Executive Member for Education, Children and Young People,
Councillor Bob Webb

I was so pleased the Deputy Lord Mayor, Cllr. Wells, had the opportunity to open SEND Central in Clifton, her ward. This is our City of York SEND focussed Family Hub and the face of our SEND system to provide support for our children and their families. My thanks go to the Parent Carer Forum in particular for all their work in supporting the launch and running of this great feature of our city's caring offer. This is a great example of this administration's focus on Inclusion and Belonging for all our children.

Other examples include this council's new Inclusion and Belonging Strategy. This is a great piece of work that sets out our vision for supporting children and families with additional needs. Further to this, we've been using our convening power as a Local Authority to bring together representatives from across the school system in York to discuss, learn and plan for Inclusion in our school communities by recently hosting an Inclusion and Belonging Conference. This marries up with the Labour Government's agenda for change in our schools and proves once again that this council is at the forefront of these improvements.

I also attended our first Healthy Schools event in York where we met with several primary schools to support and show appreciation for the work that those schools, staff and children are putting in to improve health and wellbeing in their school settings.

Also helping with the health and learning of our children and young people is the successful rollout of auto-enrolment for those eligible for free school meals. Following the example of other forward looking local authorities, York has worked with the fantastic York-based ['Fix our Food'](#) to implement a system of auto-enrolment. This has saved families over £21,000 and has led to an additional £60,000 in Pupil Premium funding for our schools. This is a small, but important step in maximising take-up and helping families on affordability.

I would also like to thank our children in care for their pivotal role in the development of a national foster care recruitment video. For a long time, children in care and care leavers have been crying out for an authentic advert that speaks to people about what foster caring is about; this video does this thanks to children's input.

Watch 'The Impact of Fostering' video by following this link:
<https://fostering.york.gov.uk/>

Finally, I want to celebrate the foster carers we have. For the first time I was pleased to join the Children's Services team and the Lord Mayor to welcome longstanding York foster carers to the Mansion House and thank them for their long service. This included people who had been caring for 20, 30 and even 40 years! Between them they had cared for and nurtured hundreds of our children and young people and have made such a positive difference to their lives. We are so proud of them and publicly thank them for their service.

Executive Member for Environment and Climate Emergency,
Councillor Jenny Kent

Neighbourhood Caretakers

I'm pleased to report two major achievements since September's Full Council – the introduction of our new team of Neighbourhood Caretakers and our once in a generation investment into York's parks.

Our Caretakers team began their work in earnest at the beginning of the month. Walkabouts in Hull Road, Holgate and Westfield have already taken place including ward councillors, public realm staff and representatives from the Communities and Housing teams to identify priority areas and respond to local concerns. They are working hard across the city and making a significant difference to the areas chosen.

I am sure this will increase the pride we feel in our neighbourhoods and encourage us all to look at ways we can build upon work done, to help maintain and improve them. I want to thank Ian Hoults and the public realm teams for their hard work in bringing this manifesto pledge to life. The before and after shots really highlight the difference this is making, and the joined-up work across departments is effective, efficient, and illustrative of genuine One Council working.

Parks Investment and Improvement

Our Parks are special places, and the need for welcoming outdoor space for all was highlighted during covid. Our ambition is to make all our green spaces beautiful, fun, and welcoming for all, and I'm really pleased to report that the Parks Investment Fund was approved at October's Executive Meeting. The main selection criteria were:

- Sites within communities which score higher on Indices of Multiple Deprivation;
- Age and condition of play equipment and projects which address long standing maintenance issues e.g. footpath rebuilding;
- equal lowest rating to support the expansion of Green Flag and where projects have or potential for 3rd party funding contributions.

Scrutiny agreed that the investment, whilst large, could easily be spread thinly across many areas without significant improvement, and schemes were therefore also selected to be of a smaller number but of a minimum spend of around £10,000 - £12,000.

Since budget approval in March, this has moved through two Scrutiny meetings, appraisal of existing equipment, application of scoring, Executive approval and appointment of a Project Manager, which is swift work. Huge thanks to Dave Meigh and congratulations to new Project Manager Kristina Davey, who knows our parks and green spaces well, having worked in the Environment and Communities Team for several years. We are really looking forward to seeing the projects progress, bringing more life to our parks.

Reducing Emissions

Electrification of our vehicle fleet continues apace – now 76% of our fleet under 3.5t, are low emission, with more vehicles awaiting delivery. We are confident that this will be over 90% by early 2026 - really good news for air quality and emissions.

Under our incentives schemes encouraging take up of electric vehicles, York licensed Taxis and Private hire are now 42.5% Ultra Low Emission Vehicles, up from 41.7% last quarter.

Public Protection

Our public protection teams continue to work hard inspecting food venues for health standards and tackling illegal sales of tobacco. Incidents include the seizure of 127 packets of tobacco (including 94 being hidden in the walls of the shop protected by an electromagnet – found by the valiant detection dog) and 23 rolling tobacco pouches in two shops in the last month. One of the shops sold a vape to a child, triggering an investigation by City of York Council (CYC) leading to the identification and seizure of illegal cigarettes afterwards.

Shops continue to sell tobacco products to children; people are asked to report this where they see it. As Bonfire Night approaches, Officers are pleased to report that to date they have not seen illegal fireworks on sale but ask people to also report this where they see it. Officers are continuing the really welcome joint work with the York Bid to renew our Purple Flag status, highlighting the safe and welcoming nighttime economy in York, early next year.

Reducing peak congestion at Hazel Court

Approval was given at October's Executive Meeting for reintroduction of a trial booking system at Hazel Court to smooth the flow of traffic and iron out the peaks that occur at busy times, sometimes causing road congestion and hold ups for residents and businesses. Towthorpe has

not suffered from congestion and will remain open without a booking system.

Expansion of kerb side recycling

CYC and Yorwaste have worked hard to bring in doorstep recycling of tetrapak cartons and toothpaste tubes 5 months ahead of government legislation, which will make life easier for everyone. They can go alongside plastic, tin, glass, foil and plastic food trays in residents' doorstep containers; only paper and card need separating out.

Clean Air

Our air quality team have been considering submissions to the consultation on expanding a Smoke Controlled Area to the whole of York as part of our Air Quality Action Plan 4; currently around 65% of York is already covered. It is important to understand that a Smoke Controlled Zone doesn't mean you can't burn wood, just that if you do burn wood indoors with smoke emitted via a chimney, either the wood needs to be seasoned properly and approved with the 'Burn Better' sign, or that you are burning the wood in a Defra approved appliance.

Wood burning without these safeguards has real implications for our children, especially those with asthma, and our elderly and more vulnerable people. A recent report estimates that 2,500 deaths a year are linked to indoor air pollution, which roughly equates 7 deaths every year in York.

<https://www.theguardian.com/environment/2025/oct/23/wood-burners-linked-to-2500-deaths-a-year-in-the-uk-analysis-finds>

Flooding

A new Local Flood Risk Management Strategy is out for consultation until 11th January 2026. This hasn't been updated since 2014, and the new draft includes updates on flood alleviation schemes completed since 2015, future risk and management, and the role of CYC, the Environment Agency, Yorkshire Water, and other partners, and also actions we can all take at home to help prevent the twin threats from a changing climate of increased flood risk and water scarcity, including de-paving where we can, planting trees and hedges, slowing the flow by installing smart water butts, and installing rainwater harvesting systems if possible. I encourage everyone to read the draft and share it widely; we have a local resilience forum which is vital in times of emergency, and we should share this widely in our wards so that we maintain and build

upon the community support and resilience needed in times of emergency.

<https://www.york.gov.uk/planning-building/local-flood-risk-strategy>

Ousewem

The Defra pilot study on natural flood management techniques upstream along the Swale, Nidd and York is progressing well, with detailed work with landowners and farmers on actions that can be taken such as tree planting, hedgerow repairs and planting and natural dams that can slow the flow downstream in York, reducing flooding. Part of the grant funding includes community input and education, and the team have been consulting widely with schools and community groups on ideas for a series of displays along our city river walk.

Warm healthy homes, lower bills

It was a real pleasure to meet Mrs Valerie Jones with Cllr Pavlovic. Mrs Jones lives in Alex Lyon House and welcomed us to look at the new radiators replacing old storage heaters. She told us that since the new heat pumps and solar pv have been installed, she has no longer needed to use her salbutamol asthma inhaler or asthma medication and is very comfortable. She was also full of praise for all the CYC staff who have worked on the project. Bringing clean energy to York residents is a win for health, a win for lower bills, a win for air quality and a win for reducing our emissions.

This sits across the Housing and Environmental portfolios, and Cllr Pavlovic and I are delighted to continue progress in making our social housing warm, healthy and affordable.

The Retrofit One Stop Shop project – YorEnergy – continues to see good interest in advice on measures to improve energy efficiency and reduce emissions, and connect people with trusted suppliers. They are taking bookings for free tours of the now completed retrofit demonstrator homes and are seeing a steady flow of people interested in taking action in their own homes. <https://www.yorenergy.co.uk/demonstrator-home-tours>

York Environment Festival (YEF)

The Festival will have just drawn to a close by the time this Full council meeting takes place. What a fantastic celebration it has been. YEF has grown from 1 week a few years ago to 6 weeks of events across the city, involving both Universities and the many brilliant people, organisations

and community groups who are working in so many different ways to protect our planet, restore nature and ensure a just transition.

I really enjoyed taking part in the Friends of the Earth panel with Cllrs Douglas and Kilbane, and Rachael Maskell MP; there were some great questions, and I met several young people who were keen to talk afterwards about greater involvement in climate action in our city. I will continue these conversations with the York Climate Commission, which has been a new and welcome part of the festival in many sessions.

If you didn't get a chance to come along, do take a look at what you missed, and come along next year:

<https://yorkenvironmentfestival.org.uk/>.

York is full of creative, caring people and businesses, who work and volunteer to mitigate and adapt to climate change in many different ways, and who are in no doubt that our whole Council commitment to this is absolutely essential, not just for our health and wellbeing now, but for our children's future.

**Executive Member for Finance, Performance, Major Projects,
Human Rights, Equality and Inclusion, Councillor Katie Lomas**

Budget Process

Thanks must go to the Budget Scrutiny Task and Finish Group who have provided useful insights into this year's budget process. Having the input of this group means we can test ideas, generate new ideas and focus on issues that are of particular concern cross party.

This year's budget consultation is starting, and we are keen to hear from businesses and voluntary sector organisations about their views. Our communications team are preparing an engagement series to help everyone understand the budget process, and importantly what the council is and is not responsible for funding.

The Medium-Term Financial Strategy (MTFS) which sets out the four years ahead is being reviewed in light of the Government's Fair Funding Review. However, it is unlikely we will have any certainty over our future income until the final settlement in December because the Government is yet to respond to the consultation.

Despite the uncertainty about the final funding settlement, we have a MTFS that's consistent with the Government's consultation. We are now working hard to model how the council's transformation programme will affect our costs and what impact that will have on our Financial Strategy.

Quarter 2 Monitor

The Quarter 2 monitor shows that we continue to project an overspend. Specific work is ongoing in Adult Social Care Services to address overspends. In other departments, some savings have been delayed and these are being worked on to ensure we can bring the budget back in line.

Despite financial challenges, the Performance Monitor shows positive or stable trends, and our Council Plan progress remains positive. This shows the determination and resilience of our council operations despite continuing financial challenges.

Financial Inclusion

The last meeting of the Financial Inclusion Steering Group included a special session with colleagues from Scrutiny for a discussion on the coming changes to benefits. This was a really great discussion, with

input from partners across the city who raised their concerns about impacts and discussed what we can do together to address these.

Household Support Fund 7 has launched and eligible residents will have received a letter to encourage them to claim payments. A communications campaign has also been launched to catch those who have not yet responded and teams across the council are supporting residents to claim.

Anti-Poverty Strategy

Following great engagement with the consultation the city's Anti-Poverty Strategy has been refined, ready for approval. This is an important step for our whole city, bringing together work across the city to address poverty that people are facing here and now. It addresses the impact of poverty in the medium term and works to prevent it in the longer term. Addressing poverty is complex and will require a whole city approach and it is our role as a council to lead and convene partners to work together on it.

The impact of poverty is enormous, for individuals and for society. York is often perceived to be an affluent city, but the reality is very different, with deep inequality that means life expectancy drops by over 10 years between Copmanthorpe and Westfield. Having an overarching strategy to guide work in this important area will enable us to make a real difference now and give direction to the longer-term aim of preventing poverty too.

Human Rights and Equalities Board (HREB)

By the time we meet at Full Council the public meeting of the Board will have happened. This is an important step for us in promoting the work of the Board but also in considering the recommendations coming from the Human Rights City Network Indicator report. Holding a public meeting enables members of the Board to showcase their work and gives a greater profile to Human Rights and Equalities issues across the city.

Recently, we were contacted by researchers from Mahidol University in Bangkok who are developing a model for Human Rights Cities in Thailand. The Council Leader, Deputy Leader and I met with them along with council officers and the Executive of York Human Rights City Network to share with them our experience of working together as a Human Rights City.

Executive Member for Transport, Councillor Kate Ravilious

Park and Ride improvements and Ministerial visit

Park and Ride Plus is on the way!

In October, Executive approved £4.25m of upgrades to our Park and Ride sites, funded from Bus Service Improvement Plan (BSIP) funding and the Mayoral Combined Authority. The work will include overnight parking provision at Askham Bar and Rawcliffe Park and Rides, opening up Park and Ride as an option for visitors enjoying overnight stays in the city and people using the train for multi-day trips away.

It will also include upgrades of waiting facilities, Changing Places toilets, more EV charging, and opportunity to link to other forms of transport such as car-club cars, e-cycle hire, and onward bus travel to locations outside of York. The changes will open up the Park and Ride offer to a wider range of people and create a more seamless travel experience. With nearly 5,000 parking spaces at six different locations, York's Park and Ride is already the largest and one of the most successful in the UK, and the improvements will continue that successful trajectory, providing people with convenient and affordable transport options and further reducing traffic congestion in the city centre.

We were delighted to show off our Park and Ride service and discuss opportunities for further growth with Simon Lightwood MP, Parliamentary Under-Secretary of State for Local Transport, when he visited York in October to promote the Bus Services Bill. The new Bill will give local leaders the power to shape the bus services their communities rely on, and in York and North Yorkshire's case will allow us to progress towards a bus franchising model more swiftly, giving us the potential to go further and faster in delivering a reliable, affordable and comprehensive bus service for the city and beyond.

ResPark reforms

At my Decision Session in October, I approved several changes to the ResPark process to help streamline applications and provide opportunity for other uses of public highway. We removed the requirement for more than 50% of residents to respond and more than 50% of residents to be in support, in recognition that this was hampering ResPark applications in areas of the city with high numbers of rental properties where response rates are often low.

And we are adapting the initial public consultation to gain greater understanding of how many parking spaces are likely needed, and to gauge interest in other facilities such as cycle hangers, EV charge points, more street trees and car club cars for example. The new system will enable residents to better shape their community and use public highway in the way that best works for them, and will also reduce the time it takes to process applications.

Lendal Bridge repairs

Lendal Bridge is a key link in York's transport network, but the 150-year-old bridge is now in urgent need of repairs. We're doing the responsible thing and have given the go-ahead for contractors to be engaged and the £1.9m repair programme to start next April, after the Easter holidays. Putting off these works would risk us facing far more costly emergency works at a time not of our choosing. The bridge will need to be closed to vehicle traffic for eight weeks whilst structural repairs, re-waterproofing and resurfacing of the carriageway and footways is carried out.

Pedestrians will continue to have full access and we will work with contractors to try and facilitate cycle access. We are minimising disruption by ensuring it doesn't coincide with other major roadworks in the city, and we'll be communicating widely prior to the works starting, to enable people to adapt their travel plans and ensure that the city remains open for business. We're now working with businesses and local residents in the vicinity to understand their needs and provide as much mitigation as possible.

Water End Road pedestrian/cycle bridge

During the wee hours of Sunday 19th October two 600-tonne cranes lifted a wide new pedestrian and cycle bridge into place, over the railway lines adjacent to Water End. This fantastic facility is part of the York Central development and will create a key active travel link between the development and the west of the city. There are still significant works to be done in the area and the bridge won't open to users until 2027.

Station Gateway update

The last remaining works for package two are moving apace. New bus stands have been opened on both sides of the road and the footpath underneath the city walls and leading up to Blossom Street is anticipated to be fully open in November. The new public realm looks fantastic and

I'm excited to see how it will look once all the benches and planting go in and the cycle lanes are completed. Much of the work is now focused on the Tea Room Square area, plus enabling works for Network Rail's new multi-storey car park. And whilst the busy Christmas Market is on, we are looking to widen the pedestrian routes and create a more comfortable experience for all users.

We are currently collaborating and agreeing with all stakeholders, a revised and practical phasing and delivery strategy for the next phases, including LNER's package 3 works, the loop road (package 4) and the multi-storey car park (package 5).

Executive Member for Housing, Planning and Safer Communities,
Councillor Michael Pavlovic

The introduction of a Community Infrastructure Levy (CIL) is covered elsewhere on today's agenda but suffice to say, although the Inspector did not accept all our evidence as submitted and considered at the public hearing, the fact he concluded the principle of the charge is sound is still a considerable win. This principle is one that all the council's political groups supported when proposed during the Local Plan hearings. The opportunity to bring many millions into delivering vital infrastructure around the whole city will, I'm sure, be welcomed within the council and across our communities as the benefits are felt.

I want to take this opportunity to focus mainly on the work of our often unsung heroes in our Communities teams, who do so much work behind the scenes. Their work makes such a positive contribution in improving the health and wellbeing of our residents. The Community Safety Hub, a collaborative approach between different council services and North Yorkshire Police, responded to around 1,500 complaints from 1st July to 30th September as follows:

712 noise; 370 fly tipping and dumped waste; 147 anti-social behaviour (ASB) in public spaces; 45 pest related; 55 unauthorised encampments including individual tents; 57 dog related; 37 noxious odours; and 50 relating to the condition of properties. Other complaints included graffiti, working at the racecourse and patrolling the streets during the evenings.

They issued 118 ASB related Community Protection Notices, 111 Noise warning letters, 3 Noise Abatement Notices and installed 18 pieces of noise monitoring equipment, 224 household waste notices, Fixed Penalty Notices (FPNs) for fly tipping, waste disposal licence offences and prepared cases for court which saw two successful prosecutions, including one for fly tipping by a roofing business and one relating to an unlicensed scrap metal business resulting in significant fines. A further successful prosecution for breaches of a noise abatement notice led to fines and costs of over £3,000 to the offender. Truly a small department that delivers a vital service and I'm sure we'd all like to thank them for their dedication.

A number of colleagues, members and officers were honoured to attend the funeral of Cindy Benton recently, a longstanding and much-loved member of the Communities team. What struck me in the eulogies from

her family, was how dedicated and committed she was to the communities she worked with, the volunteer groups, the improvements she delivered for the areas in which she worked and, as we mourn her loss, we will build on her and her colleagues' commitment as we introduce the Neighbourhood Model of working.

Over the past year as Members involved in the Scrutiny sessions, we have been working to create a new model of working – one that puts people and place at the centre of everything we do. It will bring together council services and health partners, police, housing and community groups as part of one local team in an area. It will mean residents can get help earlier, closer to home and in ways that are more joined up and personal.

We will move away from residents being passed from service to service, often within the council itself, to being supported by one team who know their community and understand their needs.

This will epitomise our 'One City, For All' vision, building strong, connected neighbourhoods where everyone feels heard, supported and valued.

We're confident the future will bring stronger communities and a city that's safer, fairer and prouder of who we are, something that Cindy worked so hard to achieve.

The need to make sure residents are adequately housed, in homes that meet their needs, has never been more important. Our Housing Delivery Programme (HDP) has now for the first time set an actual pipeline for council housebuilding for the next decade. The scheme at Duncombe Square has created the first Passivhaus development in York and the first social rent homes are currently being offered to those suffering with significant health conditions, such as respiratory problems. We know from the evidence of other developments, such as the refurbishment of the Independent Living Complexes at Alex Lyon House, that clean, warm air with low fuel bills has really improved quality of life for those with asthma and COPD.

We are also ensuring that many of the homes are adapted for people with disabilities and will really be homes for life. Burnholme is approaching completion and will be followed by our next phases of building on other sites. We're working in preparation at different stages on a variety of sites including Ordnance Lane and Willow House.

Lowfield Green has two plots, one for supported living for people with learning disabilities and autism and the other will be an over 55s complex.

Council land at Askham Bar is the subject of negotiation to become a mixed health hub and housing development. The former Manor School is set to be the subject of a future bid to the Mayoral Combined Authority Brownfield Housing Fund, to get new homes developed on the site. Another part of this site will become a park for the residents of Acomb; great news for a ward in desperate need of more green space. External funding bids have been submitted to develop the Castle Mills site after the previous Administration's decision to essentially mothball the site.

This Administration has shown through its decisions that we've listened to the many voices in our city telling us that a home of their own is out of reach. That it's a can-do administration doing everything it possibly can to maximise delivery of affordable homes. For those families who've had to move out of York or who think they may have to, further away from extended family, we hope through both the council's own affordable homes plans and through the adopted Local Plan's affordable homes proposals, that hope is on the horizon as York starts to get building once again.

Report of the Chair of the Corporate Scrutiny Committee – November 2025

1. I'd like to start by thanking members of the Task & Finish Group and officers for their work on the council's submission for the Boundary Commission on the future size of City of York Council. This impressive piece of work was completed in a short period of time in order to be ready for adoption by an Extraordinary Full Council meeting on 16 October.
2. There are a number of ongoing Task & Finish Groups. If any members have an idea for Task & Finish work, please feel free to contact me and/or the chairs of the People and Place scrutiny committees for an informal chat.
3. One of the features of the new way of working in Scrutiny is bi-monthly briefing sessions for members who are not on the Executive. The first such briefing was held on 21 October and was, I think, well received. We still have work to do to formalise how these briefing sessions will work, but I'm pleased that they are now underway.

Corporate Scrutiny Committee

4. At its 1 October meeting the committee approved (with a few minor amendments) the report of the Task & Finish Group on the Boundary Commission's review of the number of councillors.
5. The committee also received a report providing an update on the status of the Castle and Eye of York major project covering the funding arrangements and delivery plans, including parking provision. There were questions asked which covered a wide range of topics and whilst it would be fair to say that not all members support the current scope and shape of the project compared to previous iterations, there was broad support for the resolutions set out in the report.

People Scrutiny Committee

6. At its 8 October meeting the committee received a report on work taking place towards implementing a neighbourhood working or

‘Integrated Neighbourhood Team’ (INT) Model which aims to deliver improved outcomes for individuals and communities. Members also provided feedback on the approach taken by the council to develop a new Adult Social Care Strategy for 2025-2028. Finally the committee received a report which presented York Learning’s end of year performance against their strategic aims for the academic year 2024/25.

Place Scrutiny Committee

7. At its 23 September meeting the committee was asked to provide feedback on the recommended allocation of the Parks Investment Fund ahead of a decision by the Executive on 7 October. Members’ views were also sought on the short to medium term options for the operation of the Hazel Court Household Waste Recycling Centre.

Appointments and Changes to Membership of Committees, Working Groups and Outside Bodies 2025-26

To note and confirm:

Outside Bodies

North Yorkshire Police, Fire and Crime Panel

Councillor Waller to be appointed as substitute representative for Councillor Knight.

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City of York Council

Committee Minutes

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

Part B Minute – Matters referred to Full Council

135. Capital Programme - Monitor 1 2025/26

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

The following information was appended to the report:

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

Debbie Mitchell, Director of Finance, presented the report.

The key areas of discussion were as follows:

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

positive impact on the local economy, a reduction in congestion and ensuring a more accessible and connected city.

Resolved (unanimously):

That Executive

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

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

- iv) Delegates the approval of homes selected for sale at Duncombe Barracks and Burnholme to the Director of Finance (in consultation with the Director of Housing and Communities) where homes are valued over £500k.

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

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

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

City of York Council

Committee Minutes

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

Part B Minute – Matters referred to Full Council

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

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

The following information was appended to the report:

- Ordnance Lane Business Case (exempt from publication)
- Willow House Red line Plan
- Draft Walmgate Improvement Proposals
- Ordnance Lane Red line Plan
- Lowfield A Red line Plan
- Former Manor School Site Red line plan
- Askham Bar Red line Plan
- Equalities Impact Assessment (EIA).

The following officers attended for this item:

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

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

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

Resolved (unanimously):

That Executive

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

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

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

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

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

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

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

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

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

j) Pending successful bid for YNYCA Brownfield Fund, agrees to the development of designs and submission of a planning application on the Former Manor School site.

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

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

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

Extract of the recommendation and reason submitted to Executive for consideration at its meeting on 4 November 2025

Decision Report: Capital Programme – Monitor 2 2025/26

Recommendation and Reason

Executive is asked to:

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

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

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Meeting:	Council
Meeting date:	6 November 2025
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Councillor Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Decision Report: Community Infrastructure Levy

Subject of Report

1. Executive in Summer 2022 resolved to proceed with a Community Infrastructure Levy (CIL) as a charging mechanism for the delivery of associated infrastructure resulting from development. Subsequently, a number of consultations on the CIL Draft Charging Schedule have taken place with the final draft version submitted for independent Examination on 18 July 2025.
2. Examination concluded on 22 October 2025 with receipt of the Examiner's Report, wherein it concluded that *"the draft City of York Community Infrastructure Levy Charging Schedule, subject to the making of the modifications... satisfies the drafting requirements and I therefore recommend that the draft Charging Schedule be approved."*
3. Subject to the decision of the Executive to be taken on 4 November 2025, this report recommends adoption of the Community Infrastructure Levy inclusive of the proposed modifications recommended by the Examiner.

Benefits and Challenges

4. CIL provides a consistent, non-negotiable charge per square metre on most developments over 100 sqm or any new dwelling. This will capture developments that currently do not contribute to infrastructure delivery where they are either ineligible for making Section 106 contributions or are not sufficiently meaningful to deliver an infrastructure project. It is the cumulative impact of these sites

that have a consequential impact on the city's social, health and transport infrastructure, which CIL can address through capturing funding contributions toward essential infrastructure improvements.

5. The introduction of a CIL Charging Schedule provides a predictable and transparent approach for developers by being clear and upfront in relation to what they will be expected to pay. It should lead to early discussions in relation to ensuring scheme viability as well as simplifying the process.
6. For the Council, it also means that we can plan infrastructure investment more effectively with a clearer understanding of future income. CIL funds can be allocated to strategic or local infrastructure priorities without being tied to the development site, supporting delivery of the Council's long-term growth and infrastructure planning. Unlike Section 106 agreements, CIL enables the Council to pool contributions and fund infrastructure across the city, rather than being limited to site-specific mitigation.
7. The CIL will continue to operate alongside Section 106 agreements but should streamline the process of complex negotiations. Section 106 agreements will focus on on-site or site-specific mitigation (particularly for the large strategic sites and/or where affordable housing is necessary) tied to the development, while CIL handles broader infrastructure needs.
8. The CIL Examination has provided an independent review of the process undertaken and found that, subject to proposed modifications, the schedule is proportionate and a viable approach by which to proceed. The Examiner accepted the levy rate for purpose-built student accommodation (PBSA) at £150 per sqm for but has proposed two modifications to the draft Schedule:
 - £0 rating all strategic sites
 - Reducing the residential rate from £150 to £75 per sqm.
9. The revised draft CIL Charging Schedule proposed by the Examiner reflects his consideration of the updated viability evidence, including consideration of a general uplift in build costs, and evidence presented at Examination. The modifications are seen as necessary to set rate charges that are proportionate and viable.
10. The conclusions of the Examination are binding. The formal route to challenge an examiner's conclusions is via Judicial Review in the High Court. The grounds must be based on procedural unfairness,

irrationality, or illegality, such as if the examiner failed to consider key evidence or misapplied the law — not simply disagreement with the conclusions.

11. As a result of the proposed modifications, the projected receipts of CIL previously estimated at c.£40m have reduced to c.£19m based upon collection from all potential CIL-liable development. This is subject to change should more or less development become CIL liable. The regulatory framework allows for exemptions to the payment of CIL in specific circumstances (detailed below under Policy considerations). The regulations also provide for disqualifying events which mean exemptions initially granted can cease if the regulations are not followed.
12. Although the CIL will help in future infrastructure delivery, there remains a significant funding gap of c.£460m to deliver strategic infrastructure¹. Some of this will be secured through Section 106 agreements but alternative funding mechanisms need to be pursued if the Council wishes to fully realise delivery of the infrastructure identified.
13. The regulatory regime allows flexibility for when the CIL Charging Schedule takes effect following a decision to publish (adopt) the schedule. This is helpful as the implementation of CIL relies on a change to Council systems. Effective rollout depends on internal monitoring systems, staffing, and governance being fully prepared to manage collection, monitoring, and spending of the CIL fund. The implementation (commencement date) of the CIL therefore needs to reflect a realistic timetable to enable in-house system management to be coordinated for day 1.
14. The commencement date must also be balanced against projected CIL receipt and planning application decision-taking. It is anticipated that there will be an uplift in planning applications received and wanting a decision made prior to the implementation of CIL, which would otherwise be CIL liable. This will increase a burden on Planning and Development Services and the Council's technical officers who feed into decision-making.
15. A proportion of the CIL goes directly to communities (the Neighbourhood Fund), as a percentage of CIL receipts must be spent in the local area. Whilst the regulations dictate some of this

¹ [CSD8: Funding Gap Statement](#)

spending, Executive can decide how to spend the remaining monies collected as part of a spending protocol. A future report to Executive will consider proposals for spending of CIL monies.

Policy Basis for Decision

National Policy

16. The power to charge by way of the Community Infrastructure Levy was introduced by Part 11 (Sections 205-225) of the Planning Act 2008. The Community Infrastructure Levy Regulations 2010 (as amended) deal with the detailed implementation of CIL and cover matters such as the procedure for setting CIL, the charging and collecting of the levy and liability for payment. In addition, there is considerable Government Planning Policy Guidance dealing with the approach to be adopted in setting and reviewing rates within the Charging Schedule.

17. The CIL Regulations allows flexibility for the implementation of the CIL under Regulation 28:

Charging schedule: effect

28.(1) A charging schedule takes effect at the beginning of the day specified for that purpose in the charging schedule.

(2) A charging schedule may not take effect any earlier than the day after the day on which it is published.

18. The regulation does not impose an upper limit on the implementation date. This provides the Council with legal flexibility to delay the start of the levy, allowing alignment with strategic priorities and operational readiness. This will also ensure developers and stakeholders have adequate notice before the levy takes effect.

19. Under the regulations, CIL has effect until the charging authority determines it ceases to have effect or the end of the day before a revised charging schedule issued by the authority takes effect. Notice, by way of public statements, would be necessary to publicise these facts.

20. Whilst there is no statutory requirement for how often a charging schedule must be reviewed, Planning Practice Guidance recommends that authorities keep their charging schedules under review to ensure its relevance, particularly when:

- There are significant changes in local development viability;

- The Local Plan is updated or replaced;
 - There are major infrastructure funding changes or shifts in development priorities.
21. Part 4 of the regulations specifically includes details regarding liability and how this works in different circumstances. Part 6 sets out the regime regarding available exemptions and relief. Importantly, reliefs and exemptions must be claimed before commencement of development. Failure to submit a Commencement Notice may result in loss of relief or a surcharge. If the use of the development changes (e.g. social housing sold privately), the CIL may become payable.
22. A summary of exemptions include:
- *Minor Development Exemption*: Developments creating less than 100m² of new gross internal area, unless it involves the creation of a new dwelling.
 - *Self-Build Exemption*: For individuals building their own home to live in (who must then use the property as their sole residence for a minimum of 3 years).
 - *Residential Annex or Extension Exemption*: For building an annex or extension to an existing home.
 - *Charitable Development Exemption*: Applies to development by or for charities for charitable purposes.
23. Reliefs from CIL reduce or eliminate the CIL charge but must be applied for and approved before development starts. These include:
- *Mandatory Social Housing Relief*: 100% relief for qualifying affordable housing. Must remain as social housing for at least 7 years.
 - *Discretionary Social Housing Relief*: May be offered by the authority for housing that doesn't meet mandatory criteria but serves similar purposes.
 - *Mandatory Charitable Relief*: For charities using the development for charitable purposes.
 - *Discretionary Charitable Relief*: May be granted at the authority's discretion for other charitable developments.
 - *Exceptional Circumstances Relief*: Available where CIL would make a development unviable. Requires a Section 106 agreement and evidence of financial hardship. Must be enabled by the charging authority.
24. Under Regulation 69B of the CIL Regulations 2010 (as amended), a charging authority may set out an instalment policy specifying how

CIL payments can be made in phases. This policy must be published on the authority's website and should be clear and accessible. Once introduced, this can be amended at any time by the charging authority, provided the change is properly published.

25. Regulation 121A of the CIL Regulations requires charging authorities to publish an annual Infrastructure Funding Statement by 31 December each year; these are published on the Council's website². The IFS must include:
- CIL receipts and expenditure.
 - A summary of Section 106 agreements.
 - A list of infrastructure projects that the authority intends to fund or has funded.

Local Policy Context

26. CIL directly supports the requirement for new development to contribute to the delivery of supporting infrastructure as set out in the adopted Local Plan (2025). Specifically, this will support Policy DM1 'Infrastructure and Developer Contributions' which recognises the need to provide appropriate physical, social and economic infrastructure. This policy states: *"The Council will seek contributions from developers to ensure that the necessary infrastructure is in place to support future development in York. Contributions will be sought to fund strategic infrastructure that helps to deliver the Vision, Spatial Strategy and Objectives of the Local Plan, as well as specific infrastructure that is necessary to deliver an individual site."*
27. The anticipated infrastructure necessary to deliver the Local Plan is set out in the Infrastructure Delivery Plan³. This will be updated annually to support the delivery and coordination of infrastructure across the city. Additionally, a more detailed Infrastructure Funding Plan will be developed to support and guide how CIL income is prioritised and spent.
28. The Charging schedule builds in assumptions for the delivery of planning policy considerations, including sustainable construction and affordable housing delivery to ensure that it is affordable and viable for developers. This seeks to ensure that strategic objectives relating to climate change and affordable homes are supported.

² [Annual Infrastructure Funding Statement – City of York Council](#)

³ [CSD9: Infrastructure Delivery Plan July 2025](#)

29. Additionally, affordable housing is not liable for CIL. Relief for this must be applied for and granted before development starts, and a Commencement Notice must be served to retain the relief. This should encourage meeting our strategic ambitions for affordable housing delivery, potentially above Local Plan policy.
30. As set out above, the monies secured will be able to support the social and physical infrastructure, arranging spend according to priorities. There is flexibility to align to the Council's priorities set out in the Council Plan; These will be considered in more detail as part of a future report focussed on CIL spending.

Financial Strategy Implications

31. The Local Plan has identified a requirement of approximately £1 billion to deliver the infrastructure to deal with the impact of future growth as identified during the plan period. Of this value approximately only half has identified funding available. This leaves a viability gap of approximately £500m. CIL is one of the funding streams that will provide a funding opportunity for the council to make a contribution to the overall funding requirements identified; the identified gap justifies the implementation of CIL as agreed by the Examiner (Annex B).
32. Based on updated Viability Evidence (2025) and a revised Draft Charging Schedule (DCS), and using housing trajectory figures, the projected CIL receipts generated are expected to be in the region of £19m over the Plan Period. This does not reflect or affect monies, which would be otherwise secured through Section 106 (S106) for the provision of site-specific infrastructure or affordable housing.
33. CIL will allow the Council greater flexibility than Section 106 agreements to choose the infrastructure that is to be funded to deliver the Local Plan. CIL also provides developers with greater certainty as it is non-negotiable and therefore development costs are more readily calculated than previously, as S106 agreement are open to negotiation. CIL rates are index-linked ensuring they remain up to date with market fluctuations, unlike S106 contributions which need regular evidence base updates.
34. Income raised from the CIL that is retained by the council will be treated as funding available towards delivering critical infrastructure and priorities for spend will be determined by Executive and Full Council while setting the council's annual capital budget.

35. The spending schedule includes for a 5% administration fee for the implementation, monitoring and delivery of the infrastructure. This will provide a new income source for the council to administer the levy. Additionally, costs incurred through the CIL Examination process can be recouped from the monies received as part of the CIL administration fee.

Recommendation and Reasons

36. Subject to any additional comments raised at the Executive meeting on 4 November 2025, Council is recommended to:

- i. Consider and accept the outcomes of the independent Examiner's Report (Annex B), including modifications proposed by the Examiner to ensure the Community Infrastructure Levy and proposed Charging Schedule can be soundly implemented.
- ii. Adopt the Community Infrastructure Levy (Annex A), as proposed to be modified (Annex B), for implementation on 1 February 2026.

Reason: To allow the CIL Schedule to be legally adopted and implemented effectively, in line with the recommendations of the independent Examiner and national planning guidance.

- iii. Delegate authority to the Director of City Development to review the instalment policy and make any necessary further minor editorial changes to the Charging Schedule or a change to the implementation date, if necessary.
- iv. Delegate authority to the Director for Environment and Regulatory Services to agree publishing and necessary documentation for the introduction of CIL.

Reason: To enable timely and efficient progression of the CIL adoption process, ensuring operational readiness, sound implementation and regular monitoring.

- v. To note that a further report regarding the spending of CIL will be brought to a future Executive for consideration.

Reason: To allow Executive to consider how to spend the CIL monies received.

Background

37. Since 2010, authorities in England and Wales have been empowered to establish a Community Infrastructure Levy (CIL) to help pay for infrastructure to support development. This charge on the development can operate alongside S106, which can continue to be used for affordable housing and other on-site infrastructure. The 2025 Amendment Regulations reaffirm the role of CIL as a strategic funding tool and clarify its relationship with planning obligations, particularly in relation to infrastructure delivery and subsidy control.
38. CIL is a fixed, non-negotiable, charge per square metre on most development of 100 square metres or more, or a new dwelling of any size. The amount due is calculated using standard formulae set out in the CIL Regulations. Development which does not pay the levy includes buildings into which people do not normally go; structures which are not buildings; and zero-rated development as identified on the CIL charging schedule. Other types of development (including residential annexes and extensions; self-build housing; social housing which meets the criteria in the CIL Regulations; and charitable development) can apply for an exemption from CIL.
39. Recent updates clarify that exemptions must be applied for and granted before development commences, and failure to submit a Commencement Notice may result in a surcharge rather than automatic loss of exemption.

Evidential Basis for CIL

40. The level at which CIL rates are set must strike an appropriate balance between collecting money to fund the infrastructure needed to support development and the ability of developments in its areas to afford the charge – that is the viability of development.
41. Accordingly, CIL Draft Charging Schedules are supported by evidence of infrastructure needs and costs and viability impacts – with the latter having a central role in defining the CIL charge. These are all then subject to public consultation before going forward to an examination in public by an ‘Independent Person’, such as an Inspector from the Planning Inspectorate.

42. The 2025 Regulations continue to emphasise the importance of viability testing and public consultation, and introduce clearer expectations for transparency in how evidence is presented and assessed.
43. Demonstration of the ‘appropriate balance’ is critical through the publication of viability evidence. The Council’s CIL approach is grounded in its Local Plan evidence base, particularly the Infrastructure Delivery Plan and viability studies. Further viability assessment was prepared to support CIL testing in detail the assumptions necessary. The following assessments were prepared and submitted⁴ to support the draft CIL Charging Schedule:
- CSD5 - CIL Viability Assessment Update (June 2025)
 - CSD6a – CIL Sensitivity Test Viability Report (November 2023)
 - CSD6b – CIL Sensitivity Test Viability Report Errata Addendum (December 2023)
 - CSD7 – CIL Viability Assessment Study (December 2022)
 - CSD8 - CIL Infrastructure Funding Gap Assessment - July 2025
 - CSD9 - Local Plan Infrastructure Delivery Plan - July 2025
44. The viability assessments considered the following to reach conclusions on whether/how much of a charge could be levied:
- National Policy context;
 - Market and economic conditions;
 - Development Viability Assumptions;
 - Policy costs and S106 Obligations; and
 - Benchmark land values.

CIL Examination

45. The CIL was submitted for independent Examination on 18 July 2025; this is part of the regulatory procedure for implementing a CIL. The independent Examination ensures that it complies with the legal requirements of the CIL Regulations and confirms that the schedule has been prepared in accordance with the correct procedures, including consultation and evidence gathering. The examiner assesses whether the proposed CIL rates strike an appropriate balance between funding infrastructure and not threatening the economic viability of development in the area. They provide an objective assessment of the schedule and its supporting evidence

⁴ <https://www.york.gov.uk/planning-policy/community-infrastructure-levy/3>

and provide confidence that the levy is fair, justified, and legally sound.

46. An independent Examiner, Mr Keith Holland, and a Programme Officer were procured to undertake and oversee the Examination process. Mr Holland determined that an in-person hearing should be held to discuss the submission with interest parties; this was held on 2 September 2025⁵. Consideration of further evidence submitted was undertaken post the hearing session allowing each interested party to comment. The examination conclusions and proposed modifications are presented above.
47. The Examiner made the following key comments/ observations in coming to his conclusions:
- CYC has complied with the legislative requirements in the Planning Act 2008 and CIL Regulations; has appropriately consulted on the charging schedule; and there is consistency with the adopted Local Plan and Infrastructure Delivery Plan.
 - The Viability report (2025) indicated an increase in build costs and a fall in sales values resulting in the lowering of the CIL rates proposed at Submission compared to consultation on the original charging schedule in spring 2023.
 - Noted York's historic under-delivery of housing, with a reliance on the strategic sites to deliver the housing numbers needed over the plan period;
 - Noted the importance of facilitating housing development and the importance of the Local Plan strategic sites to housing delivery. Consequently, that the intention to apply a £0 rate to the strategic sites was a sensible approach and should be applied to all strategic sites;
 - The submission proposed £150 residential CIL rate relied on a viability headroom buffer of 25% whereas in 2022 the Council applied a more cautious approach with a buffer of 60%. He considered that the lower buffer was not justified in the current uncertain economic climate with rising build costs and stalled sales values.
 - He noted that the viability evidence included a return of 20% (the maximum allowable in accordance with the National Planning Policy Guidance on viability) and allowed for a high cost of borrowing (7.75%), which was higher than often seen in

⁵ This was recorded in full. The recording is available via the council's YouTube channel: <https://youtu.be/4jdKctHjJXw?si=PGPa5DA2G0WrLMkA>

CIL viability work. Whilst this was considered to help to counter concerns that the build costs used by the Council underestimated current costs, this did not justify the low viability buffer now proposed.

- Lowering the residential CIL rate to £75 would result in 20 out of 25 of the non-strategic typologies being able to afford CIL and still remain viable, as opposed to 15 out of 25 at the £150 rate proposed.

Implementation of CIL

48. CIL applies only to developments granted planning permission after the Charging Schedule becomes effective. Once the CIL Charging Schedule takes effect, payment of CIL becomes due from commencement of the development, this is defined in an Instalment Policy. From that date, any liable application will receive a CIL Liability Notice.
49. The following proposed Instalment Policy (Table 1) was set out as part of Draft Charging Schedule and consulted on in Spring 2023 and Winter 2024. The instalment policy is not part of the Charging Schedule itself, so no conclusions arose as part of the examination process.
50. Should we wish to specify a different instalment policy, we would be required to give adequate notice. While formal consultation is not required for changes to the instalment policy, it is considered good practice to engage with stakeholders, especially developers and infrastructure providers, to ensure transparency and manage expectations. Any changes to the instalment policy apply only to CIL liabilities arising after the date the revised policy is published. They do not apply retrospectively to developments where the liability has already been established.

Table 1: CIL Instalments policy consulted in December 2023

Overall CIL liability	Payment instalments
Less than £20,000	Payment in full within 240 days
£20,000 - £99,999	50% paid within 360 days Further 50% paid within 540 days
£100,000 - £499,999	10% paid within 270 days Further 15% paid within 540 days Further 25% paid within 720 days Remaining 50% paid within 900 days
£500,000 or more	Agreement of project specific payment schedule

51. Applicants will therefore need an adequate time period to ensure that the introduction of CIL is clear and well explained ahead of implementation. They will be required to submit the requisite forms as part of a planning application.

Previous Decisions

52. Executive agreed to proceed with the preparation of a CIL in [June 2022](#). Subsequently the following decisions were made:
- Executive agreed to proceed to consultation on the draft charging schedule, the draft payment schedule and supporting Viability evidence base on [26 January 2023](#). Delegated authority was given to the Corporate Director of Place (City Development) and the Executive Member for Housing, Planning and Safer Neighbourhoods to agree the consultation documents and any subsequent amendments prior to submission for Examination.
 - Officer decision was made to consult on a revised draft CIL charging schedule in [December 2023](#).
 - Officer decision was made to publish an errata addendum to the revised CIL DCS in [December 2023](#).
 - Officer decision was made to accept changed to the proposed DCS and notify and consult on the Statement of Modifications to the DCS in [July 2025](#).

- Officer decision was made in [July 2025](#) to submit the CIL DCS and supporting evidence for independent examination, in accordance with Executive decision from January 2023.

Consultation Analysis

53. As the CIL charging authority, the CIL Regulations require the Council to consult with residents, local communities, business and stakeholders on the proposed levy rates of the Charging Schedule. In summary, the following stages of consultation were undertaken:

- 2018 – 2025: Local Plan Examination – Phase 2 of the hearing sessions dealt with Infrastructure and Delivery, including supporting Viability evidence and the Infrastructure Delivery Plan. This provided important initial and contextual evidence to the preparation of the CIL.
- March – April 2023: Consultation on the Draft Charging Schedule and supporting Viability Assessment.
- December 2023 – January 2024: Consultation on a revised draft Charging Schedule and further viability evidence responding to the Spring 2023 consultation.
- July – August 2025: A final 4-week consultation on the proposed modifications, in accordance with Regulation 19 of the CIL Regulations 2010 (as amended) wherein comments were limited to the modifications proposed and whether they wish to be heard on this matter during the Examination in Public. Further viability testing was commissioned in summer 2025 to reassess assumptions using updated data and was available as part of this consultation.

54. A Consultation Statement setting out the process and outcomes for this was submitted as part of the supporting evidence to the CIL Examination⁶. This presents a summary of the representations received and the Council's response and summarises how the representations were taken into account in finalising the CIL Charging Schedule for examination.

55. As set out above, an Independent Examiner was appointed to conduct an Examination in Public of the revised draft Charging Schedule. All written representations received through the

⁶ CSD4: [Consultation statement June 2025](#)

consultation stages were sent in full to the Examiner for his consideration as part of the submitted core documents or as received via the final consultation. Those who registered to attend the in-person hearing session offered their views at the session; this was recorded and is available to view via the Council's YouTube channel⁷.

56. In compliance with the Regulations, the Examiner's report was published following its receipt on 22 October 2025. The Examiner was satisfied that *"the Charging Schedule complies with the Act and the Regulations, including in respect of the statutory processes and public consultation, consistency with the adopted Local Plan and the Infrastructure Delivery Plan, and is supported by an adequate financial appraisal. I also consider it compliant with the national policy and guidance contained in the NPPF and PPG respectively."*
57. Subject to the Executive decision to proceed to a Council and a decision to adopt the CIL, there will be a statutory judicial review period of 6 weeks, wherein a decision to challenge the decision to implement the levy could be made.

Options Analysis and Evidential Basis

58. The following options have been considered:

Examiners Report and Adoption

- i. Consider and accept the conclusions of Examiners report, including any proposed modifications to the CIL Draft Charging Schedule.
- ii. Consider and do not accept the conclusions of the Examiners report and/or proposed modifications to the CIL Draft Charging Schedule
- iii. Subject to (i), adopt the CIL charging schedule.
- iv. Subject to (i), do not adopt the CIL charging schedule.

Implementation and commencement

- v. Implement the charging schedule immediately after the Council decision
- vi. Implement the charging schedule from 01 February 2026.

⁷ <https://youtu.be/4jdKctHjJXw?si=PGPa5DA2G0WrLMkA>

- vii. Delegate authority to the Director of City Development to review the instalment policy and make any necessary further editorial changes to the Charging Schedule or implementation date
- viii. Delegate authority to the Director for Environment and Regulatory Services to agree publishing and necessary documentation for the introduction of CIL.
- ix. Agree alternative delegations for the implementation of the CIL charging schedule.

Rationale

59. As set out in para 40, the Council must submit the charging schedule for independent Examination which ensures that it complies with the legal requirements, strikes an appropriate balance between funding infrastructure and does not threaten the economic viability of development in the area. The Examiner has concluded in his report that the charging schedule can proceed to be implemented and has proposed modifications necessary in their view to make the charging schedule proportionate and viable (Annex B).
60. Officers therefore consider that option (i) can be progressed with confidence that the levy has been independently and publicly examined and found to be a sound approach. Consequently, officers also consider that, subject to any additional comments raised at the Executive meeting on 4 November 2025, Council should proceed with option (i) and option (iii) to adopt the Community Infrastructure Levy Charging Schedule, as proposed to be modified. This will allow a new method for developer contributions for the delivery of infrastructure and would allow the collection of monies from a broader spectrum of residential applications.
61. To not accept the Examiners report and modifications (Option (ii)) would mean that it t it could not proceed to a decision for Implementation/adoption (Option (iv)). This option would not align with the Council's Executive Decision in June 2022 which resolved to proceed with CIL as a charging mechanism for the delivery of associated infrastructure resulting from development. This would result in the current developer contribution approach continuing and the council receiving payment for infrastructure secured through Section 106 contributions only.
62. As set in above, there is flexibility regarding the date of implementation. For this, there must be consideration for the

Council's resources and systems being in place to allow this new levy to be implemented completely. Consideration should be given to the following in setting a realistic effective date:

- Timescales for the procurement, introduction and bedding in of a suitable supporting software;
- Officer resource to manage set up and administration of CIL;
- Development of a communication strategy regarding the CIL process i.e. agent's forum, website updates, setting up online payment systems and invoicing processes;
- Determining the internal administration process to ensure effective systems are in place for issuing Liability Notices, collecting payments, and enforcing and monitoring compliance;
- Training and updates to relevant departments across CYC including Planning and Development Services, Finance and Legal Teams and internal technical consultees;
- Updating the Local Validation List to require submission of the requisite CIL forms;
- The statutory 6 week judicial review period following a decision by Council;
- Decision-taking for planning applications within the system prior to implementation that would otherwise be CIL liable.

63. Subject to a positive decision to proceed, Officers consider a date which balances the above is 1 February 2026 and therefore recommend Option (vi). We do not consider that implementation straight after Council's decision (end of November or an earlier date prior to February) (Option v) would be feasible to allow for an effective implementation. A shorter timeframe risks inadequate preparation, reduced public confidence and potential errors leading to appeals and complications.

64. We consider it prudent to delegate authority to the relevant Directors (Options (vii) and (viii) to ensure decisions can be made should factors change prior to implementation. This ensures responsiveness to unforeseen issues or feedback during the final preparation phase. It allows operational decisions to be made efficiently without requiring further formal approvals, while maintaining democratic oversight through consultation with the Executive Member.

65. Additionally, Option (vii) allows a review of the instalment policy (currently set out at Table 1/para 49) ahead of implementation to vary the previously published policy. Following the Examiner's modifications and likely impact on the CIL funds to be received, a

review of the triggers and timescales on the instalment plan could be considered to ensure receipt of funds expeditiously; this is recommended. Option (viii) allows alternative delegations for implementation.

Organisational Impact and Implications

66. **Financial:** The introduction of Community Infrastructure levy will lead to additional costs in administration across planning and support services. There is an opportunity to charge up to 5% of the levy raised to cover these costs which based on the anticipated income levels will be in the region of £1m over the period.
67. **Human Resources (HR):** There are no immediate HR implications associated with the implementation of the Community Infrastructure Levy, however, should additional resources be required for the monitoring, governance and delivery of the CIL, these will be considered in accordance with existing HR policies.
68. **Legal:** The statutory framework for CIL is set out in sections 205-225 of the Planning Act 2008 and further detail is provided under the CIL Regulations. The legal requirements for the preparation of a CIL Charging Schedule are set out under s211 of the PA 2008 and this report demonstrates that the statutory requirements have been met. The PA 2008 and the CIL Regulations set out requirements for adopting a Community Infrastructure Levy and provide that a draft Charging Schedule must be submitted to an independent Examiner who is empowered to make findings and recommendations on it. Where pursuant to s212A of the PA 2008 the independent Examiner has made recommendations as to modifications that the independent Examiner considers sufficient and necessary to remedy a non-compliance, then pursuant to s213 the Council are only able to adopt the Charging Schedule with modifications that are sufficient and necessary to remedy the non-compliance found.
69. As noted in this report the independent Examiner appointed to examine the Council's draft Charging Schedule has recommended approval of the Council's draft Charging Schedule subject to modifications. The Council may therefore only adopt the Charging Schedule if it does so with the necessary modifications and should have regard to the recommendations and the Independent Examiner's reasons for them.

70. If the Council chose to adopt the Charging Schedule as submitted, ignoring the Examiner's recommendations, it would not be considered legally sound as the issue of non-compliance (identified by the Examiner) would not have been dealt with by the Council.
71. Once adopted the Council must publish and give notice of the approval of the Charging Schedule in accordance with Regulation 25 of the CIL Regulations. The Charging Schedule will come into effect on the day specified within the schedule, but this must not be earlier than the day after it is published.
72. **Procurement:** Should any priorities requirement procurement, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, Procurement Act 2023. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.
73. **Health and Wellbeing:** The Community Infrastructure Levy (CIL) can play a vital role in supporting health and well-being by funding infrastructure that promotes active lifestyles, access to healthcare, and inclusive public spaces. Contributions from CIL can be directed towards the development of parks, cycle paths, and pedestrian-friendly environments, encouraging physical activity and social interaction. It can also support the provision of new or improved health facilities, ensuring communities have access to essential services. By investing in green infrastructure, community centres, and safe transport links, CIL helps create healthier, more resilient places that support both physical and mental well-being across all age groups.
74. **Environment and Climate action:** Positive implications may arise from the CIL in relation to the environment and climate action as the funds raised are to be spent on strategic infrastructure within the authority area which may include district heating schemes, parks and open spaces.
75. **Affordability:** The Community Infrastructure Levy (CIL) offers several social benefits by providing funding for essential local infrastructure, such as schools, parks, roads, and community facilities, which are necessary to support new development. This ensures that new developments contribute fairly to the costs of

growth, reducing the burden on existing residents. CIL also promotes community well-being by allowing for greater local input on infrastructure priorities, flexible funding for diverse needs, and transparent, accountable spending processes

76. **Equalities and Human Rights:** A full EIA is included at Annex C and identifies positive impacts of potential increased health care provision, education, transport and green infrastructure funded by CIL.
77. **Data Protection and Privacy:** The data protection impact assessment (DPIA) screening questions were completed for the recommendations and options in this report. As there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.
78. **Communications:** There are likely implications for managing relevant communications for incoming media enquiries and proactive media activity regarding the implementation of CIL.
79. **Economy:** Adoption of Community infrastructure Levy will provide a clear, transparent and consistent approach to the securing of developer contributions across the city, allowing development to proceed with certainty and efficiency, and providing a funding source to contribute to the delivery of the essential infrastructure that is needed to support this City growth and our communities. Adopting the CIL is a welcome step forward, and whilst it is disappointing that the levy rates have been reduced by the inspector, maintaining the viability of development is critical, and there will be future opportunities to review the levy rate. The scale of overall infrastructure needs and costs to support growth in the city are noted, and CIL will only play a small role in meeting these needs at the rates allowed – this means that the Council will need to work closely with funding and delivery partners to secure additional essential investment over the plan period.

Risks and Mitigations

80. As the statutory process has been followed in accordance with the Community Infrastructure Levy Regulations 2010 (as amended) and the Draft Charging Schedule has undergone independent

examination, the risk of legal challenge following the Council's formal adoption and implementation of CIL is considered to be low. Regardless, a period of 6 weeks to challenge the decision will exist.

Mitigation: This risk is mitigated by ensuring all decisions, documentation, and consultation responses are robust, transparent, and legally compliant in accordance with requisite legislative framework.

81. Only planning applications determined on or after the proposed implementation date (recommended as 1 February 2026) will be liable to pay CIL. Any delay to the implementation date will reduce the number of developments subject to the levy, thereby diminishing the potential CIL receipts generated. This reduction in income would have an impact on the funding of local infrastructure projects.

Mitigated by periodically reviewing the Charging Schedule and viability evidence, and by continuing to use Section 106 agreements for site-specific infrastructure and affordable housing contributions.

82. Effective rollout of CIL depends on the procurement and integration of suitable software, as well as adequate officer capacity to manage collection, monitoring, and enforcement. Without these, there is a risk of administrative errors, delays, or non-compliance. Mitigation measures include early procurement, cross-departmental training, and the allocation of dedicated resources to support implementation.

To mitigate this, the Council must set a realistic lead-in period that aligns with operational readiness, allowing sufficient time for systems, staffing, and communications to be fully established before the levy takes effect. Mitigation includes early procurement of software, cross-departmental training, and the allocation of dedicated staff to support implementation and ongoing administration.

83. There is also a risk of confusion among developers and applicants, particularly due to the introduction of differentiated rates and new procedural requirements. This could lead to non-compliance, reputational damage, or appeals.

To address this, the Council must ensure that guidance is clear, accessible, and widely communicated—through website updates, agent forums, and inclusion of CIL requirements in the Local Validation List and information on Planning Decision notices.

84. Public perception and confidence in the planning system may be affected if the implementation is rushed or poorly communicated.

Mitigation involves transparent engagement, clear governance for neighbourhood CIL allocation, and consistent messaging that highlights the benefits of CIL for local infrastructure delivery.

Wards Impacted

85. All wards are impacted by the implementation of the Community Infrastructure Levy.

Contact details

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Date:	24/10/2025

Specialist officers

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Background papers

- [16 June 2022 Executive](#) - Decision to proceed with the preparation of a CIL.
 - [26 January 2023 Executive](#) - Decision to proceed to consultation on the draft charging schedule, the draft payment schedule and supporting Viability evidence base on.
 - [15 December 2023 Officer Decision](#) - to consult on a revised draft CIL charging schedule.

- [21 December 2021](#) Officer Decision - to publish an errata addendum to the revised CIL DCS
- [18 July 2025 Officer decision](#) - to accept changed to the proposed DCS and notify and consult on the Statement of Modifications to the DCS in.
- [18 July 2025 Officer Decision](#) - to submit the CIL DCS and supporting evidence for independent examination, in accordance with Executive decision from January 2023.

Annexes

- A.** Submitted Community Infrastructure Levy Draft Charging Schedule – July 2025.
- B.** Examiner's report including Appendix with proposed modifications schedule
- C.** Equalities Impact Appraisal

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Community Infrastructure Levy Draft Charging Schedule

Proposed Modifications July 2025

Revised Draft CIL Charging Schedule

Modifications are represented as new text in **yellow highlighted bold text (December 2023 modifications)** and **blue highlighted bold text (July 2025 modifications)**

Development type		CIL rate per sqm	Modification Proposed Explanation
Residential dwellings within the City of York		£150	Amend the CIL rate to £200 from £150 to reflect revised viability.
Residential dwellings within the City of York Local Plan strategic sites ST4 , ST7, ST8, ST9, ST14, ST15, ST31 and ST33		£0	To include ST4, ST31 & ST33 as £0 to reflect revised viability.
Residential dwellings within the City of York Local Plan strategic sites ST1, ST5, ST16 and ST36		£100	No change to CIL rate. ST1 and ST5 have been reinstated in this section rectifying an omission from the December 2023 modifications.
Sheltered/ Retirement accommodation		£0	All sheltered/ retirement accommodation now proposed to be £0 rated to reflect revised viability.
Extra care accommodation		£0	All extra care accommodation now proposed to be £0 rated to reflect revised viability.
Purpose Built Student Accommodation	Off Campus	£150	Removed original categories. New split categories to differentiate geographically between on and off campus purpose built student accommodation to reflect revised viability.
	On Campus	£0	
Convenience ¹ retail with up to 450 sqm gross internal area		£0	Amend the CIL rate to £0 from £100 to reflect revised viability.
Comparison ² retail built outside the City Centre boundary		£0	Amend the CIL rate to £0 from £100 to reflect revised viability.
Comparison retail built inside of the City Centre boundary		£0	No change proposed
All other development		£0	No change proposed

¹ Convenience retail provides lower value good purchased regularly to meet day to day needs such as food, newspapers, petrol etc.

² Comparison retail provides higher value goods purchased less often, such as household items, electrical goods, clothes, shoes etc

Proposed Instalments Policy

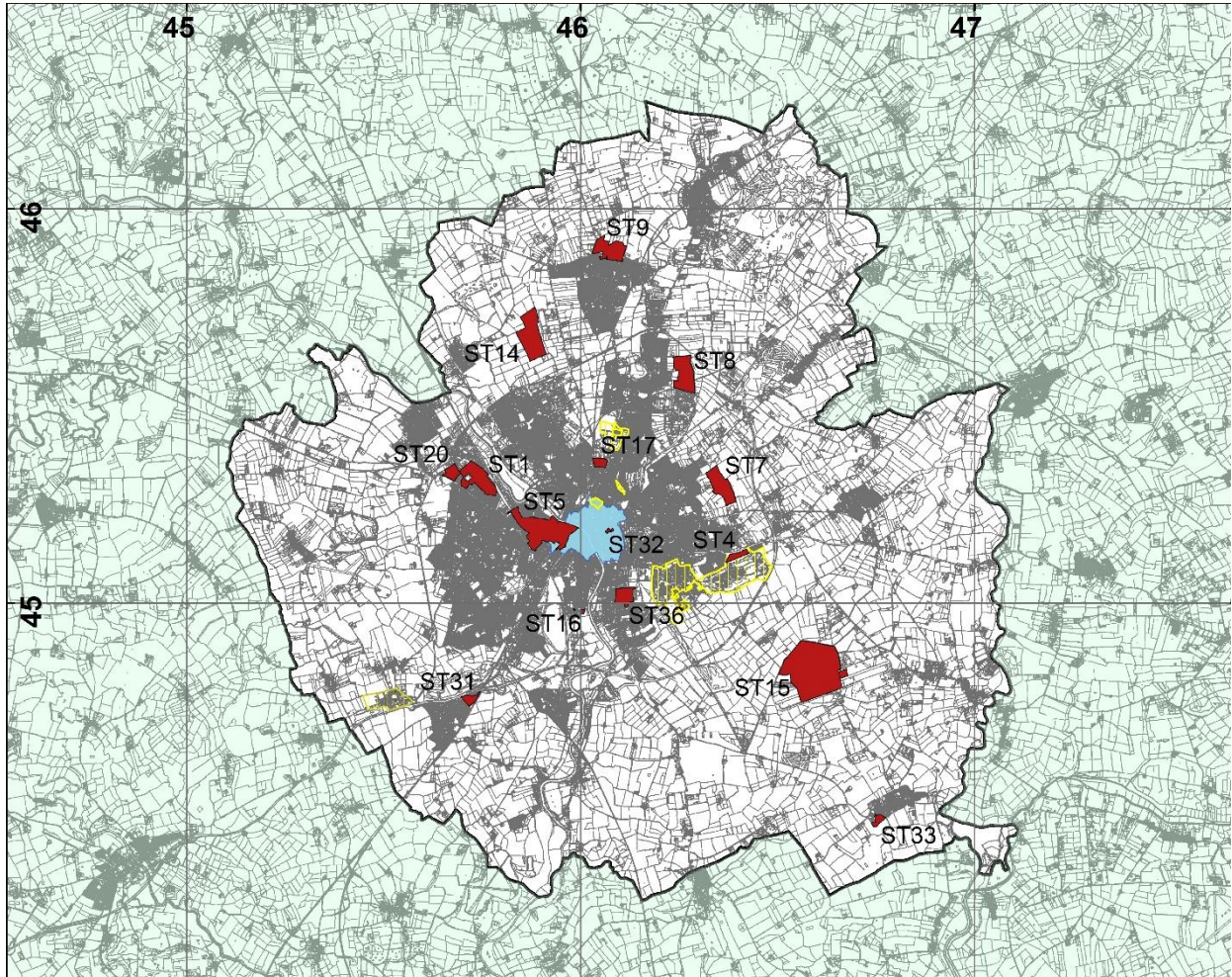
The Instalments Policy has been amended for clarity to ensure all levels of CIL liability are included.

The above levy rates are required to be paid to the Council through the following instalments following the provision of a CIL Demand Notice issued by the Council.

Overall CIL liability	Payment instalments
Less than £20,000	Payment in full within 240 days
£20,000 - £ 99,999	50% paid within 360 days Further 50% paid within 540 days
£100,000 - £ 499,999	10% paid within 270 days Further 15% paid within 540 days Further 25% paid within 720 days Remaining 50% paid within 900 days
£500,000 or more	Agreement of project specific payment schedule

CIL Variable Rates Maps

The mapping has been revised to show minor updates to the extent of the university campus and strategic site ST15 has also been amended to reflect the Local Plan policies map.





AN EXAMINATION UNDER SECTION 212
OF THE PLANNING ACT 2008 (AS AMENDED)

**REPORT ON THE DRAFT CITY OF YORK
COMMUNITY INFRASTRUCTURE LEVY CHARGING SCHEDULE**

Independent Examiner (appointed by the Council): Keith Holland BA (Hons) Dip
TP MRTPI ARICS

Charging Schedule Submitted for Examination: 18 July 2025

Date of Report: 22 October 2025

Main Findings - Executive Summary

In this report I have concluded that the draft City of York Council Community Infrastructure Levy Charging Schedule provides an appropriate basis for the collection of the levy in the area.

The Council has provided sufficient evidence that shows that with the modifications recommended the proposed rates would not threaten delivery of the Local Plan.

Two modifications are necessary to meet the drafting requirements. These can be summarised as follows:

- Charge £0 on all identified strategic sites; and
- Charge £75 on residential dwellings in the City of York.

The specified modification(s) recommended in this report does not alter the basis of the Council's overall approach or the appropriate balance achieved.

Introduction

1. I have been appointed by the City of York Council, the charging authority, to examine the draft City of York Community Infrastructure Levy (CIL) Charging Schedule. I am a chartered town planner with more than 25 years' experience inspecting and examining development plans and CIL Charging Schedules as a Government Planning Inspector.
2. This report contains my assessment of the Charging Schedule in terms of compliance with the requirements in Part 11 of the Planning Act 2008 as amended ('the Act') and the Community Infrastructure Regulations 2010 as amended ('the Regulations').¹ Section 212(4) of the Act terms these collectively as the "drafting requirements". I have also had regard to the National Planning Policy Framework (NPPF) and the CIL section of the Planning Practice Guidance (PPG).²
3. To comply with the relevant legislation, the submitted Charging Schedule must strike what appears to the charging authority to be an appropriate balance between helping to fund necessary new infrastructure and the

¹ The Regulations have been updated through numerous statutory instruments since 2010, most notably through the Community Infrastructure Levy (Amendment) (England) (No. 2) Regulations 2019.

² The CIL section of the PPG was substantially updated on 1 September 2019, and most recently updated 26 April 2024. At the time of completion of the examination, no further updates have been made to the CIL section of the PPG following publication of the December 2024 NPPF. For example, in relation to Development contributions, the paragraph referenced in the current PPG as 34 is now paragraph **35** (albeit the text remains unchanged).

potential effects on the economic viability of development across the district. The PPG states³ that the examiner should establish that:

- the charging authority has complied with the legislative requirements set out in the Act and the Regulations;
 - the draft charging schedule is supported by background documents containing appropriate available evidence;
 - the charging authority has undertaken an appropriate level of consultation;
 - the proposed rate or rates are informed by, and consistent with, the evidence on viability across the charging authority's area; and
 - evidence has been provided that shows the proposed rate or rates would not undermine the deliverability of the plan (see NPPF paragraph 34⁴).
4. The basis for the examination, on which a hearing session was held on 2 September 2025⁵, is the submitted draft Schedule of February 2023 as modified in December 2023 and July 2025 as a result of CIL Viability Addendum reports dated November 2023 and June 2025.⁶
 5. In summary, the Council proposes a Charging Schedule that has several rates. First a rate of £150 for residential dwellings in the City of York. For strategic sites ST1, ST5, ST16 and ST36 the proposed rate is £100 for residential dwellings. On strategic sites ST4, ST7, ST8, ST9, ST14, ST15, ST31 and ST33 the proposed rate is nil. Purpose built student accommodation (PBSA) off-campus would attract a CIL of £150. All other development in York would have a nil charge. In this report all figures quoted are £/square metre unless otherwise stated.

Has the charging authority complied with the legislative requirements set out in the Act and the Regulations, including undertaking an appropriate level of consultation?

6. The first consultation undertaken ran from 13 February 2023 to 27 March 2023. This consultation included a formal notice in the Council's West Offices, a press advert and release in the York Press, publication on the Council's website with hard copies made available, about 900 consultation letters (linked to the Local Plan consultation), use of social media channels and the Council's newsletter, and notification to statutory consultation bodies including the County Council, parish councils and district councils. This

³ See PPG Reference ID: 25-040-20190901.

⁴ Paragraph 35, December 2024 NPPF.

⁵ View details on the examination at: <https://www.york.gov.uk/planning-policy/community-infrastructure-levy/4>

⁶ View the submission documents at: <https://www.york.gov.uk/planning-policy/community-infrastructure-levy/3>

consultation resulted in 33 responses and 10 incomplete responses. In response to the results and the consequent modifications to the proposed Charging Schedule, a second consultation was held between 18 December 2023 and 31 January 2024. This resulted in 15 representations. Following further modifications to the Charging Schedule in July 2025, upon submission of the Charging Schedule for examination a third period of consultation was undertaken between 18 July to 15 August 2025.⁷

7. I am satisfied the Charging Schedule complies with the Act and the Regulations, including in respect of the statutory processes and public consultation, consistency with the adopted Local Plan and the Infrastructure Delivery Plan, and is supported by an adequate financial appraisal. I also consider it compliant with the national policy and guidance contained in the NPPF and PPG respectively.

Is the draft charging schedule supported by background documents containing appropriate available evidence?

Infrastructure planning evidence

8. The City of York Local Plan was adopted on 27 February 2025.⁸ This sets out the main elements of growth that will need to be supported by further infrastructure in the City of York. In relation to residential development, the Local Plan identifies the need for 13,152 additional dwellings (2017 to 2033) of which the affordable housing need is 9,396.⁹ Of the total need, 8,160 are on identified strategic locations. Because of persistent under-delivery of housing, a 20% buffer is applied to the five-year housing need figure. The housing trajectory (Fig 5.1 Local Plan) shows delivery only from the allocated strategic sites and windfall sites from 2029/30.
9. Infrastructure evidence was produced as part of the evidence base for the City of York Local Plan. An Infrastructure Funding Gap Assessment was produced in December 2022 and updated in July 2025. This relates to the June 2025 Infrastructure Delivery Plan. To support the policies in the adopted Local Plan, the total cost of the required infrastructure is estimated to be £1015.67 million of which there is confirmed funding for £540.51 million. The largest costs relate to highways improvements, public transport, education and healthcare. The evidence is that there is a funding gap of £480.07 million. The Council estimate that CIL income over the Local Plan period should be in the region of £41 million. The figures demonstrate the need to levy CIL which is expected to make only a modest contribution to filling the infrastructure gap.

⁷ View details on the Draft CIL Charging Schedule consultations at:
<https://www.york.gov.uk/planning-policy/community-infrastructure-levy/2>

⁸ View at: <https://www.york.gov.uk/AdoptedLocalPlan>

⁹ Local Plan Policy SS1: 'Delivering Sustainable Growth for York' states the Council is aiming to meet 45% of the overall affordable housing need.

Economic viability evidence

10. The Council commissioned a CIL Viability Study (VS) from Porter Planning Economics (PPE). The VS was dated in December 2022 and is referred to in this report as the 2022 VS. In November 2023, an Addendum was produced largely to take account of stagnant house sales and rising build costs. An Erratum was published in December 2023 to correct a modelling error in the testing of older persons accommodation. In June 2025, another Addendum was produced to provide up-to-date evidence of sales values and build costs for new residential dwellings and student accommodation in York.
11. The 35 general residential typologies tested in 2022 included 10 identified strategic sites. The scale of development tested ranged from 4 units to 3,339 units on ST15. Both brownfield and greenfield sites were tested. As regards location, the testing included city centre and city centre extensions, urban, rural, village and suburban sites. In terms of the mix of units, the testing was informed by the 2022 Local Housing Needs Assessment and takes into account the likely mix of units on the various typologies. For older persons accommodation, 8 typologies were tested involving 60 and 50 units on green field and brown field sites as well as a 60-bed care home typology. Five PBSA typologies were assessed ranging from a 25-bed scheme to a 600-bed development.
12. Eight non-residential typologies were tested. These included offices, industrial/warehouses, retail units and a hotel.
13. The assessment used a residual valuation approach and included details of the assumptions used and the sources of the data included in the VS.
14. For residential prices, the 2022 VS built on the work done in 2018 by PPE and was informed by Land Registry transactions matched to Energy Performance Certificates. The 2018 work used a sample of 320 new build properties (January 2015 – May 2016). The 2022 research was based on 439 new build transactions (January 2019 – August 2022). The 2023 Addendum report reindexed the data to June 2023 prices. The figures in the June 2025 Addendum are based on 777 new build transactions between January 2020 and October 2024, indexed to March 2025 prices. Between June 2023 and March 2025, prices fell by 4.7% for flats and 5.6% for houses. The 2025 prices for flats/apartments averaged £5,136/sqm and £3,965/sqm for houses. For affordable housing values, the VS follows advice from Registered Providers and confirmed by the Council's Housing Team. For intermediate tenures the assumption was 70% of open market value, for affordable rent it was 50%, and for social rent it was 40%.
15. For PBSA, the 2022 VS reviewed 2022/2023 advertised and quoted rents. Applying a yield of 5% and assuming operational and management costs of 30% of rental income, the capitalised value per room was £112,300. As a result of policy requirements and representations, the 2023 VS Addendum distinguished between on-campus and off-campus PBSA. Based on advertised room rates and applying a yield of 5.25%, the 2023 VS

Addendum concluded that the capitalised value per room had risen to £128,035. For the 2025 VS Addendum, 2024/25 rental evidence was collated by the Council from online sources for management companies involved in student accommodation letting and data from university managed sites. Applying a yield of 5.25% to off-campus PBSA and using the same assumptions as before, the 2025 VS Addendum puts the capitalised value per room at £160,000 after rounding. The substantial increase in value reflects the way rents have risen from £177 per week 2022/23 to £249 2024/25 off-campus.

16. In relation to older persons accommodation, because of the relatively few transactions, the 2022 VS relies on advice from the Retirement Housing Group. For a 1-bed apartment this advice assumes a sales price of 75% of the average semi-detached house price. For a 2-bed retirement home it is assumed that the price is equivalent to the price of a semi-detached house.
17. For industrial units the 2022 VS notes the regional research by Lambert Smith Hampton and the limited transactional data for York between January 2018 and November 2022. The viability assessment uses a figure of £80 for new industrial uses. Based on regional data the assumed yield is 6.5%. For town centre offices and business parks, the 2022 VS reports 32 transactional records since January 2018. For business parks there were eight transactions. Based on this limited data, the 2022 VS assumed a rent of £190 for town centre offices and £195 for business parks. The yield assumed was 8%.
18. For retail the 2022 VS distinguished between convenience and comparison units. There was little York specific evidence for either of these types of retail and regional and national data was therefore used. For convenience retail the rent was put at £180 on average with a yield of 6% and 5% for supermarket uses. For town centre comparison retail units, the assumed rent was £225 and for retail parks it was £175. In both instances the yield applied was 7%.
19. For hotels evidence from 9 transactions in Yorkshire and Humberside was quoted in the 2022 VS. Capital values in the region ranged from £50,000 per bed to £200,000. The VS noted a regional average of around £107,000 but expected the York figure to be higher than average given the historic nature of the City of York.
20. In the 2022 VS residential build costs were based on 15 years tender prices for new builds provided by the Build Cost Information Service (BCIS). The data was rebased to the York area using tender price adjustments to Q3 2022. Median built costs were used for flatted development and for sites of less than 50 houses. Lower quartile BCIS figures were used for larger developments. The highest identified build cost was for small housebuilders at £1,804/sqm. Flats and apartments were assumed to cost £1,505psm and large housebuilder developments £1,187/sqm. Medium housebuilders base build costs were put at £1,340/sqm. These figures were updated in 2023 and, again, in 2025. The 2025 Q1 figures tested are £1,631/sqm for

flats/apartments, £1,441/sqm for houses built by medium size housebuilders and £1,274/sqm for large housebuilders. For PBSA the Q3 2022 build cost figure was £2,112/sqm. For off-campus development this increased in Q2 2023 to £2,199/sqm and to £2,253/sqm in Q1 2025.

21. In the 2022 VS, external costs including incidental landscaping, estate roads and connections to site infrastructure works were estimated at 10% of build costs for housing and 5% for flats. Estimated garage costs were £9,000. The provision of garages was based on a RAC report that used the England Housing Survey data.
22. A number of other costs were included in the 2022 VS. Professional fees were put at 8% of build costs, contingencies at 4% while site costs (for bringing land forward for development) ranged from £0 for green field sites of less than 50 units, to £400,000 per unit on large brown field sites. As a result of evidence presented to the Local Plan examination, specific rates were identified for 2 strategic sites – ST14 and ST15. Costs associated with land purchase, including stamp duty were included. Finance costs at 7.75% were assumed.
23. Developer's profit was assumed to be 20% of open market Gross Development Value (GDV) and 6% for affordable unit transfer values. PPE point out that 20% is at the upper end of the viability guidance provided in national Planning Policy Guidance. The VS takes account of the Local Plan policy requirements for affordable housing and the favoured tenure split for the provision of on-site affordable housing.
24. As regards s106 costs, the VS tests a figure of £4,200 per unit for older persons accommodation and £8,274 for other non-strategic residential development. For strategic sites a range of site specific s106 costs are identified based on information provided for the Local Plan examination.
25. A number of planning policy related costs are included in the 2022 VS. These include £15,000 per house and £9,000 per flat for sustainable design and construction requirements, and £1,000 per dwelling for houses for electric charging points. For biodiversity and access to nature the assumptions are £1,212 for green field units, £231 for brown field units and £721 for mixed typologies. For units falling within the Strensall Common Special Area of Conservation "zone of influence" there is a policy requirement for areas of suitable greenspace. The estimated cost of meeting this policy is £1,000 per house and £500 per flat. A requirement for accessible/adaptable homes is considered on the basis of an average cost across all housing. The highest figure is £22,700 per house to meet the accessibility standard. The implications of meeting the standards for dwelling sizes and consequent base construction costs is taken into account. The provision of sites for Gypsies and Travellers on strategic sites is allowed for at a rate of £150,000 per pitch.
26. In the 2022 VS build costs for non-residential development were based on BCIS median values rebased to York at Q3 2022 prices. The highest build

costs were for an hotel at £2,274/sqm and student housing at £2,112/sqm. Town centre offices and business parks were calculated at £1,985/sqm. The lowest build cost was £732 for retailing warehousing. The VS took into account other relevant policy costs and rent-free periods. A 20% developer's profit margin was applied. For off-site PBSA, the cost of providing a financial contribution to deliver affordable housing elsewhere in the City was calculated at £7,000 per bedroom.

27. Benchmark Land Values (BLV) in the 2022 VS were based on Local Plan viability work done in 2018 updated on the basis of the Savills Land Value Index. The Savills work was used because there were few local land transactions. The familiar approach of existing use value plus a premium applicable to the net developable site area was used. The resultant BLV was £1,700,000 per net hectare for City Centre/extension land, £1,120,000 for urban/suburban land, £900,000 for village/rural land, and £450,000 for agricultural/green field land.
28. The draft Charging Schedule is supported by detailed evidence of community infrastructure needs. On this basis, the evidence which has been used to inform the Charging Schedule is robust, proportionate and appropriate.

Are the proposed rates informed by and consistent with the evidence on viability across the charging authority's area?

Residential development

29. For residential development the 2022 VS concluded that all the non-strategic site typologies showed substantial headroom available for a CIL. The lowest headroom - £322 - was for a village development of 122 dwellings on a green field site and the highest was £625 on a small 4 dwelling scheme on the same sort of site in the same sort of location. The strategic sites tested showed on average significantly less headroom with the lowest being £2 on ST15 – land west of Elvington Lane. For older persons accommodation, the assessment showed a mixed picture generally with less headroom and, in the case of extra-care housing on green field sites, no headroom.
30. The 2022 VS included sensitivity testing relating to housing standards, notably accessibility, and to changed market conditions. The conclusions in 2022 were that with a viability buffer of 25% to 50%, the bulk of the non-strategic sites could support a CIL of £320 and that a number of the strategic sites would remain viable with a CIL of £100. For older persons accommodation, including extra-care units on brown field sites, the view was that a CIL of £100 would be acceptable.
31. For student accommodation the 2022 testing showed that on-campus accommodation had CIL headroom ranging from £421 to £135. Because of different room rates and benchmark values, the 2023 VS Addendum distinguished between on and off-campus development. On-campus student accommodation was shown to have less, and in some cases, no scope for a CIL, while off-campus PBSA had headroom of between £169 and £494. In

the 2025 VS Addendum, PPE concluded that the headroom on off-campus PBSA had risen to between £975 and £1,391.

32. The 2022 recommendations from PPE favoured a cautious approach with a 60% buffer. The recommendations for residential dwellings in York were £200 but £0 on strategic sites ST7,8,9,14 and 15 and £100 for the other strategic sites, sheltered/retirement accommodation and extra-care accommodation on brown field land. For PBSA, £150 with no affordable housing contribution, and £50 for PBSA with 100 or fewer bedrooms and an affordable housing contribution.
33. The 2023 VS Addendum revised the figures in the light of stagnant house sales and rising build costs. For PBSA a distinction was introduced between on-site and off-site student accommodation. The 2023 work also provided additional evidence regarding sales values of flatted development. The 2023 VS Addendum recorded a rise in sales values for flats/apartments of 1.03% compared with 2022 but a fall of 0.05% for houses. Cost increases over the same period were recorded as 5% for flats/apartments, 4.3% for small house builders, and 4.6% for medium and larger building firms. The proposed rates following the 2023 VS Addendum were that general residential rates remain as proposed in 2022, that strategic sites ST4,31 and 33 be charged at £0 but that ST1 and ST5 be included in the £100 rate band. Sheltered/retirement accommodation was also to be charged £0. A rate of £150 for off-campus PBSA was proposed and £0 for on-campus PBSA.
34. In June 2025 the proposals were again revised as a consequence of updated sales values and build costs. Indexed from June 2023 to March 2025, the VS records a fall in sales values of 4.7% for flats/apartments and 5.6% for houses. Build costs over the same period are shown as rising between 2.6% and 5.5%. The VS notes that with a 25% buffer the bulk of the generic sites have headroom sufficient for a CIL rate of £150 - down from £200 previously proposed. Strategic sites ST1 and ST5 were incorrectly omitted from the 2023 modifications and were reinstated in the £100 rate band.
35. In relation to PBSA, the 2025 VS Addendum recorded a combined average rental rate for off-campus cluster and studio flats of £12,259 per year. Using a net initial yield of 5.25%, and assuming management/operational costs of 30% of rental income, the off-campus capitalised value per room is shown as £160,000. Build costs in the VS are based on BCIS median average tender prices for PBSA over a 15-year period, rebased to Q1 2025 York prices to match the timescales of sales values. The results show an increase in build costs of 2.6% between Q1 2023 and Q1 2025. The 2025 testing includes suitable allowances for Local Plan policies in relation to affordable housing, carbon reduction, biodiversity and access to nature. The conclusion in the 2025 VS Addendum is that there is strong development viability for off-campus PBSA. Significantly higher headroom in comparison with 2023 is identified. For all four typologies tested the headroom is close to or above £1,000. PPE conclude that off-campus PBSA can easily afford the proposed CIL rate of £150.

36. For older persons housing the 2023 work showed reduced viability because of increased build costs. For sheltered/retirement accommodation the view of PPE was that there was headroom for a CIL of £100 on brown field sites but no headroom on green field land. Extra-care accommodation was shown to not be viable with a CIL charge. The decision by the City Council is to have a nil charge for sheltered/retirement accommodation and for extra-care accommodation.

Commercial rate

37. The 2022 VS concluded that there was some scope for CIL to be charged on small local convenience retail and retail warehousing. A rate of £100 was initially proposed for these uses. This was dropped in 2023 because of increases in build costs. In the July 2025 modifications the City Council retains a proposed nil rate for all commercial development.

Has evidence been provided that shows the proposed rate or rates would not undermine the deliverability of the plan (see National Planning Policy Framework paragraph 34¹⁰).

38. As regards residential development, delivery is an important consideration, particularly in York which has a poor record of meeting the identified need for housing. Judging from the recently adopted Local Plan, the intention is to rely heavily on the strategic sites to deliver the housing numbers needed over the term of the Local Plan. In the light of this intention, the proposal to apply a nil CIL to the majority of the identified strategic sites is sensible. Less helpful from a housing delivery point of view is the intention to propose a £100 CIL on four strategic sites or, in the case of ST32, a charge of £150.
39. Taking ST32 as an example, several early phases of development on ST32 have been completed. The next phase, block H, benefits from a resolution to grant planning permission subject to a s106 that is yet to be completed. The latter phases of this development, and possibly block H if the s106 agreement is not finalised before the CIL is adopted, would be subject to the CIL. A viability appraisal of ST32 was undertaken in 2015. This resulted in an agreed reduced affordable housing baseline of 17%. The Council and the representor (Hungate (York) Regeneration Limited) have agreed a Statement of Common Ground. This includes a suggestion from the Council, not accepted by Hungate, that ST32 could be included as a strategic site to be charged £100. It is not clear what the suggested reduced rate is based on. Hungate contend that the viability of the Hungate site has become significantly more difficult since 2015 because of regulatory and site-specific requirements. The Council do not agree with this and believe that the levy costs should be able to be accommodated by the contingency provision and the viability buffer. What is clear from the available evidence is that the viability of development on ST32 is not robust, largely due to high build and "opening up" costs. The 2022 VS allows for opening up costs of £200,000 per net hectare on mixed green field/brown field sites and £400,000 for

¹⁰ Paragraph 35, December 2024 NPPF.

brown field land. From evidence presented to the examination relating to several of the strategic sites, these costs assumptions are too low.

40. ST1 is another example of a problem with the proposed Charging Schedule rates for strategic sites, as this site benefits from planning permission and an agreed master plan, but is included in the £100 charge category. A high-level viability assessment of this site was done in 2017 but not refreshed for the purposes of preparing the CIL Charging Schedule. More recent evidence of high development costs has not been adequately taken into account in proposing that this site be put into the £100 rate category. The purpose of putting a site already benefitting from planning permission into the £100 charging band is evidently to “future proof” the situation should a revised planning permission be sought.
41. Another issue is ST16 which is included in the £100 charging rate. The evidence in the 2025 VS is that the viability buffer for this strategic site would only be 17%. The evidence of high development costs on several of the strategic sites and the inadequate viability buffer for ST16, lead me to conclude that the proposals for the strategic sites are confusing and have not been adequately justified. Whilst the 2025 VS shows that ST16 and ST32 may remain viable at the proposed rate of £100, it is acknowledge that both have lower viability headroom in the current market. As regards ST36, it is noted that the estimated Policy DM1¹¹/s106 costs per unit shown in Table 4.13 of the 2022 VS are comparable to those for some other nil rated strategic sites. It is also noted that the estimated DM1/s106 costs for ST36 are almost four times higher than the costs per unit for ST16. This leads me to doubt that the headroom for ST36 is materially higher than the ST16 headroom. My view is that both of these sites are likely to have an inadequate viability buffer. The proposed CIL charges for ST1, ST5 and ST32 are not supported by convincing up-to-date available evidence and a cautious approach is therefore needed. In the light of the need to facilitate housing development and the importance of the strategic sites to housing delivery, the logical approach is to include all of the identified strategic sites in the nil rate band. **(EM1)**.
42. Turning to the non-strategic residential typologies that are tested in the 2025 VS, it is likely that sites represented by these typologies will be important to the delivery of housing because relying heavily on the strategic sites carries a degree of risk. Experience shows that the delivery of housing from strategic sites can be disappointing. The Examination Hearing was told by several of those representing the development industry that the delivery of housing from identified strategic sites is likely to be below expectations. Given the history of poor housing delivery in York and the likely high opening up costs of strategic sites this contention is not unreasonable. In these circumstances relying on non-strategic sites for housing delivery will be critical. A potential problem is that, based on the 2025 VS headroom assessment, less than half of the seven larger (50+units) typologies have sufficient headroom to accommodate the proposed CIL of £150. Of the 25 non-strategic typologies

¹¹ Local Plan Policy DM1: ‘Infrastructure and Developer Contributions’.

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of all sizes tested, 10 could not afford to pay a CIL of £150 and a further 2 could only pay if virtually no viability buffer is allowed for.

43. The PPE conclusions in the 2025 VS rely on a viability buffer of 25%. The 2022 assessment by PPE recommended a cautious approach with a buffer close to 60%. It is difficult to see how a much lower buffer can be justified in the current uncertain economic climate and where build costs are rising but sales values have stalled. PPE's argument is that they have based their assessment on a generous developers' return of 20%. I agree that a return at this level is relatively high and higher than the return seen in a number of CIL viability studies. I also consider that the cost of borrowing (7.75%) used by PPE is higher than the rate frequently seen in CIL viability work. In my view, these considerations help to counter the challenge to PPE from developers that the base build costs/assumptions used under-estimate current costs. These considerations cannot in my view be used to justify both an optimistic approach to costs and a low viability buffer.
44. In relation to build costs, the VS has followed a standard approach using BCIS data rebased to local prices and updated to match average sales values. The approach used by PPE reflects the national guidance that CIL viability work should use appropriate available evidence that is relevant across their area as a whole. The use of development costs from specific projects as evidence can be misleading if the costs are not matched to the relevant sales values. The available evidence suggests that the use of BCIS data is reasonable for development on non-strategic sites but that for strategic sites with very substantial "opening up" costs the BCIS data probably under-estimates costs. The impact of new legislation, such as the requirement for second staircases for fire protection will add to costs, particularly on large sites with multi-storey development.
45. My conclusion is that the proposed rate for residential dwellings on non-strategic sites within the City of York needs to be reduced to £75 to avoid a serious threat to the delivery of housing in York. **(EM2)**. At this level, based on the 2025 VS evidence, 20 out of 25 of the non-strategic typologies could pay the proposed CIL charge and remain viable. Notwithstanding that I was told at the Examination Hearing that a less cautious approach might be taken in 2025, with a CIL at £75 the viability buffer for most typologies would reflect the cautious approach recommended by PPE in 2022.
46. Following challenges at the Examination Hearing, at my request PPE have provided a technical note relating to the viability of PBSA.¹² The note adjusts the BLV for city centre brown field land for PBSA to the same figure (£1,700,000) that is applied in the VS to general residential development. Secondly, the note adjusts rental values by looking at cluster flats and studio flats separately before using a 3 cluster flats to 1 studio flat ratio to derive an overall average rent and letting period. The note argues that this reflects a cautious approach by using the lowest reported rent in any range provided

¹² View at: <https://www.york.gov.uk/downloads/file/10426/sd6-testing-student-accommodation-sites-june-2025-report-assumptions>

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by existing PBSA's in York. Using the same assumptions as the 2025 VS the conclusion is that the average net room revenue rate is £8,050 resulting in a capitalised value per room of about £153,000 for off-campus PBSA.

47. As a sensitivity test, to answer a challenge from objectors, a yield of 5.75% is tested as opposed to the 5.25% used in the VS work. This results in a capitalised value of £140,000 per room. Taking the lower capitalised value PPE considers that the headroom for off-campus PBSA ranges from £771 to £408. The yield assumption used is a matter of judgement. PPE justify their figure on the basis of prime regional yields quoted for PBSA development by 4 firms for 2024/25. The yields reported range from 5.75% from Colliers (2024 Q2) to 4.25% from Knight Frank (April 2025). Given this variation, it is not unreasonable for PPE to base their assessment of the viability of PBSA on a yield of 5.25%.
48. Based on room sizes and the net to gross efficiency ratio, there is a challenge to the build cost assumptions used by PPE for PBSA. Reference is made to a decision by the Council for PBSA at 15 Foss Island Road where the application was refused on the grounds of limited room size and lack of communal space. Using data from Nottingham and Liverpool it is also argued that the use of BCIS data under-estimates build costs. It is also argued that the contingency figure should be set at 5% rather than the 4% used by PPE.
49. For PBSA, PPE rely on BCIS median average tender prices over a 15-year period rebased to Q1 2025 York prices. This broad-based approach is reasonable. Costs based on a small number of examples from other cities may not be as relevant as the BCIS data. It is also relevant to note that the profit levels assumed are at the top end of the range usually applied and the finance costs are also relatively high in comparison with many CIL viability assessments. To some degree, these factors should help to off-set any underestimation of build costs. In relation to the contingency, the use of a mid-range figure is acceptable for a city such as York, where risks associated with PBSA are unlikely to be exceptionally high because of the strong demand for student accommodation.
50. There is a challenge to the benchmark figures used by PPE. The challenge relies on transactional data in York. The difficulty with transactional data on previously developed land is that establishing an existing use value and the price at which a landowner may be prepared to sell is, as the VS points out, a complex process. The figures quoted by the representor demonstrate the big variation that is found in transactional values. A pragmatic approach based on a research based national index, as used by PPE, is thus appropriate.
51. There is a suggestion that any PBSA headroom should be used for providing discounts to the rents being paid by students. This suggestion fails to appreciate the fundamental purpose of the CIL.
52. Drawing the arguments regarding PBSA together, it is considered that the headroom identified by PPE in the technical note is a reasonable figure that

can be justified on the available evidence. The headroom identified ranges from £771 to £408. On this basis, I agree with the assessment by PPE that the proposed £150 charge will not put the delivery of off-campus PBSA at serious risk.

53. There is a challenge to the VS on the grounds that the evidence is not transparent enough and lacks detail such as a cash flow analysis. I reject this argument. National guidance for the preparation of a CIL Charging Schedule requires a broad test of viability.¹³ Detailed site-specific assessments involving details such as a cash flow analysis are not required. PPE have detailed the assumptions they have used and have provided example viability appraisals in their 2022 initial work and in the 2023 Addendum. For PBSA the technical note supplied includes typology site appraisals.
54. In setting the CIL charging rate the Council has had regard to detailed evidence on infrastructure planning and the economic viability evidence of the development market in York. The Council has tried to be realistic in terms of achieving a reasonable level of income to address an acknowledged gap in infrastructure funding, while ensuring that a range of development remains viable across the City of York.

Overall Conclusion

55. I conclude that the draft City of York Community Infrastructure Levy Charging Schedule, subject to the making of the modifications set out in **EM1** and **EM2**, satisfies the drafting requirements and I therefore recommend that the draft Charging Schedule be approved.

Keith Holland

Examiner

Attachments:

Appendix – Modifications that the examiner specifies so that the Charging Schedule may be approved.

¹³ <https://www.gov.uk/guidance/community-infrastructure-levy>

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Appendix

Examiner Modifications (EM) recommended in order that the Charging Schedule may be approved.

Examiner Modification (EM)	Reference	Modification
EM1	Paragraph 41	Include residential dwellings on all ST sites in the £0 rate.
EM2	Paragraph 45	Reduce the rate for residential dwellings in the City of York on non-strategic sites to £75.

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City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:		City Development	
Service Area:		Strategic Planning Policy	
Name of the proposal :		Outcomes of the Community Infrastructure Levy Draft Charging Schedule examination	
Lead officer:		Alison Stockdale, Strategic Planning Policy Manager	
Date assessment completed:		23 October 2025	
Names of those who contributed to the assessment:			
Name	Job title	Organisation	Area of expertise
Alison Cooke	Head of Strategic Planning Policy	City of York Council	Strategic Planning Policy
Laura Williams	Assistant Director Customer, Communities and Inclusion	City of York Council	Customer, Communities and Inclusion

Step 1 – Aims and intended outcomes	
1.1	<p>What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p><i>The purpose of a Community Infrastructure Levy (CIL) is to pay for infrastructure to support development. This charge will sit alongside existing S106 obligations which will continue for affordable housing and other on-site infrastructure. The CIL charging schedule has now been examined by an independent examiner, as required by the CIL Regulations 2010, and this proposal considers the outcomes of the examination and how to proceed with implementation of the levy.</i></p>
1.2	<p>Are there any external considerations? (Legislation/government directive/codes of practice etc.)</p>
	<p><i>The power to charge a CIL was introduced by Part 11 of the Planning Act 2008. The detailed implementation of a CIL charging schedule is governed by the CIL Regulations 2010 as amended). These cover matters such as the procedure for setting CIL, charging and collecting the levy and liability for payment. Further guidance is contained within the National Planning Policy Guidance.</i></p>
1.3	<p>Who are the stakeholders and what are their interests?</p>
	<p><i>Stakeholders include residents, businesses including developers and landowners across the entirety of the City of York area. Residents and businesses within the city will benefit from infrastructure funded by the Levy. It is also noted that a portion of the CIL goes to communities most directly impacted by development to be spent on projects related to the demands that development places on the area.</i></p>
1.4	<p>What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.</p>
	<p><i>The intention is to implement the introduction of a CIL to help pay for infrastructure to support development. This charge on development operates alongside S106, which can continue to be used for affordable housing and other on-site infrastructure. A charging authority can think strategically in their use of CIL to ensure that key infrastructure priorities in their Local Plan are delivered to facilitate growth and the economic benefits of their area. In particular it will directly support priorities in the Council Plan related to health and wellbeing, education and skills, transport and sustainability by helping to fund infrastructure and indirectly contribute to all of the priorities by contributing to sustainability, quality, health and equality of people and places.</i></p>

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.
Source of data/ supporting evidence	Reason for using
City of York Local Plan 2025¹	<i>This sets the policy context for receiving developer contributions. Funding raised by the CIL will support infrastructure required to deliver development identified in the Local Plan.</i>
Submission documents for the CIL examination	<i>Documents submitted for the CIL examination include an updated Infrastructure Delivery Plan July 2025², which details the infrastructure required to deliver the Local Plan, and which may be funded in part by CIL. The submission documents also include a series of viability assessments from 2022, 2023 and 2025³ (CSD7, CSD 6a & 6b, CSD5) which evidence the impact charging the levy will have on the viability of development across the city.</i>
Consultation responses	<i>The Council has carried out 3 consultations⁴ on the draft CIL charging schedule. Responses to these consultations were received predominantly from the developer community and relate to the impacts of charging the CIL on future development. A number of responses were also received from other interested parties and address the impact of CIL funding on infrastructure provision.</i>

Step 3 – Gaps in data and knowledge

¹ <https://www.york.gov.uk/downloads/file/10103/city-of-york-adopted-local-plan-2025>

² [CSD9 – Local Plan Infrastructure Delivery Plan July 2025](#)

³ <https://www.york.gov.uk/planning-policy/community-infrastructure-levy/3>

⁴ <https://www.york.gov.uk/planning-policy/community-infrastructure-levy/2>

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.
Gaps in data or knowledge	Action to deal with this
<i>The Council has not yet agreed a spend strategy for the CIL income</i>	<i>Further papers will be brought to Executive early in 2026 to consider a spend strategy for CIL within the boundaries set by the CIL Regulations. These allow for 5% of CIL income to be kept for administration costs, 15-25% to be spent by the local community impacted by the development and 70-80% to be spent by the Council on infrastructure projects which support development across the authority area.</i>

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	Once introduced the CIL will provide funding for infrastructure needs arising from development within the Authority including health care provision, education, transport and green infrastructure.	+	L
Disability	Once introduced the CIL will provide funding for infrastructure needs arising from development within the Authority including health care provision, education, transport and green infrastructure.	+	L
Gender	No impacts identified	0	n/a

Gender Reassignment	No impacts identified	0	n/a
Marriage and civil partnership	No impacts identified	0	n/a
Pregnancy and maternity	No impacts identified	0	n/a
Race	No impacts identified	0	n/a
Religion and belief	No impacts identified	0	n/a
Sexual orientation	No impacts identified	0	n/a
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	No impacts identified	0	n/a
Low income groups	No impacts identified	0	n/a
Veterans, Armed Forces Community	No impacts identified	0	n/a
Impact on human rights:			
List any human rights impacted.	<i>The Convention rights applicable are:</i> Protocol 1, Article 2: Right to education	+	L

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
<i>The CIL will support the positive impact measures identified in the Local Plan. In particular it will provide for infrastructure to support development detailed in the Local Plan (excepting on-site infrastructure is identified within Local Plan policies which will be secured via S106 agreement).</i>	

A CIL spend strategy, taking into account development impacts, will be used to guide any future spend in York after a period of accrual of CIL funding. This strategy will need to be evidence-led and will be critical to ensure that the right range of infrastructure is delivered in the right place and at the right time – including for education uses where there are particular challenges in projecting demand in the medium to longer term. The CIL spend strategy along with data on the actual spend of CIL receipts will be reported in the Council’s Infrastructure Funding Statement⁵, annual publication, which is requirement of the CIL Regulations 2010 (as amended). The Council already publishes a report in connection with Section 106 receipts and expenditure as required by these regulations. Discussions are ongoing with colleagues and other stakeholders regarding management of the CIL spend and a further paper will be taken to Executive early in 2026 with recommendations on the spend strategy.

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:
Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.	
Option selected	Conclusions/justification
No major change to the proposal	<i>The EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impacts. Opportunities to advance equality and foster good relations will be applied throughout the implementation of the CIL Charging Schedule. The Infrastructure Funding Statement will contain detail on the CIL Spend Strategy and actual spend of CIL receipts. A proportion of the CIL receipt will also be paid to local communities most impacted by the development in accordance with the CIL Regulations 2010 (as amended).</i>

⁵ <https://www.york.gov.uk/planning-building/annual-infrastructure-funding-statement>

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	Action to be taken	Person responsible	Timescale
n/a			

Step 8 - Monitor, review and improve

8. 1	How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	Monitoring of CIL will take place in the Infrastructure Funding Statement which is updated every year and identifies CIL revenues and spend. It must also identify where the funds have been allocated. This enables communities to have a better understanding of how CIL has been used to deliver infrastructure in their area.



Meeting:	Council
Meeting date:	6 November 2025
Report of:	Report of the Corporate Director of Children and Education
Portfolio of:	Executive Member for Children, Young People and Education

Corporate Parenting Board Annual Report 2024-25

Subject of Report

1. This report presents the 2024/25 Annual Report of the Corporate Parenting Board (Annex A). It highlights our progress in achieving the aspirations outlined in the Corporate Parenting Strategy and reflects on the Board's work over the past year.

Policy Basis for Decision

2. One City, for all, the City of York Council's Council Plan (2023-2027), sets out the council's vision and priorities. Our corporate parenting responsibilities can be seen to run through all seven priority areas.
 - a. Health and wellbeing: A health generating city, for children and adults
 - b. Education and skills: High quality skills and learning for all
 - c. Economy and good employment: A fair, thriving, green economy for all
 - d. Transport: Sustainable accessible transport for all
 - e. Housing: Increasing the supply of affordable housing
 - f. Sustainability: Cutting carbon, enhancing the environment for our future

- g. How the council operates
- 3. The Council Plan also makes direct reference to our role as Corporate Parents and the actions we will take.
 - a. 4.3. Continue our improvement journey to deliver good and outstanding children's services with the voice of the child heard throughout all council operations.
 - b. 4.4. Embed corporate parenting so children in care and care leavers can thrive.
 - c. 5.2. Review the fostering service, including the support to foster carers and kinship carers.
- 4. Although there is no direct statutory obligation to create a Corporate Parenting Board, local authorities are required to have mechanisms in place to fulfil their corporate parenting responsibilities. The establishment of a Corporate Parenting Board is widely recognised as a best-practice approach to meet these statutory duties by:
 - a. Overseeing our corporate parenting responsibilities.
 - b. Ensuring that the Corporate Parenting principles are embedded in practice.
 - c. Driving forward our local Corporate Parenting Strategy for children in our care and care leavers.
 - d. Providing a platform for collaboration with children, young people, and partners.

Financial Strategy Implications

- 5. Given there are no decisions to be made in relation to this paper there are no applicable implications to review.

Recommendation and Reasons

- 6. To note and comment on the Corporate Parenting Annual Report for 2024/25.

Reason: So that members are updated on the work of the Corporate Parenting Board.

Background

7. There is arguably no greater responsibility the council holds than as corporate parent to children and young people in care. We are dedicated to York being an effective, caring, and ambitious corporate parent. Our goal is to ensure that children in our care and care leavers receive the highest standard of care and support.
8. City of York Council provides care for children and young people who are unable to remain with their parents. When a child comes into our care, the Council assumes the role of a corporate parent. This means we are responsible for ensuring these children receive the same care, support, and opportunities that any loving parent would provide. A good corporate parent always asks: "If this were my child, would this be good enough?"
9. The Corporate Parenting Board leads this vital work, focusing on the needs of children and young people in care, as well as those who have left care. The Board collaborates with Council members, staff, partner organisations, and the children and young people themselves to champion their needs and ensure their well-being.
10. The 2024/25 Annual Report of the Corporate Parenting Board is provided as Annex A.

Consultation Analysis

11. In recent years we have taken clear steps to strengthen young people's voice and influence in how we work as Corporate Parents. This includes developing an award-winning model of care experienced 'Co-Production and Corporate Parenting Advisors' to help young people have a voice and be heard.
12. Our Corporate Parenting Board is now co-chaired with care experienced people. As well as young people co-chairing the Corporate Parenting Board, we know we have good opportunities for children and young people to share their views and help us design services. Show Me That I Matter, and I Still Matter are the groups that make up York's Children in Care Council and Care Leavers Forum.

Organisational Impact and Implications

13. Given there are no decisions to be made in relation to this paper there are no applicable implications to review.

Risks and Mitigations

14. There are no specific risks identified within this report. The Corporate Parenting Board oversees the implementation of the Corporate Parenting Strategy. Risks are managed through this board and the associated actions plans drive forward different parts of the strategy.

Wards Impacted

15. All wards.

Contact details

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

Author

Name:	Niall McVicar
Job Title:	Head of Innovation and Children's Champion
Service Area:	Children's Services
Report approved:	Yes
Date:	23/10/2025

Annexes

- Annex A: Corporate Parenting Board Annual Report 2024/25

Abbreviations

None

City of York – Corporate Parenting Board

Annual Report 2024/25

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■ Introducing our annual report – Our Corporate Parenting Board Chairs

Lauren, Co-Chair of the Corporate Parenting Board and Abbie, Corporate Parenting and Co-Production Advisor

The co-chairing of meetings by care-experienced young people has already brought about vital change. I am eager to see the progress that lies ahead.

The role of the Corporate Parenting and Co-Production Advisors is to seek and understand the views of young people and represent these at the Corporate Parenting Board, to help give professionals an insight into what it is like for care experienced young people living in York and some of the issues young people face. This involves the Corporate Parenting and Co-Production Advisors educating professionals on their role as a corporate parent, holding professionals to account and sharing care experienced young people's views. This is done through the Corporate Parenting and Co-Production Advisors report which is shared at each corporate parenting board. The report is written by the Corporate Parenting and Co-Production Advisors and is based on ideas, feedback, and suggestions from young people through 1-1 consultation, workshops, events, participation groups and at our place. (The care leavers hub.) This year, the Corporate Parenting and Co-Production Advisors have helped young people to have their voices heard in things such as family time, treating care experience as a protected characteristic within the council and getting a care leavers hub for care leavers.

Councillor Bob Webb, Co-Chair of the Corporate Parenting Board

This year has been a huge year for the Corporate Parenting with so much activity and so many positives to talk about. As Co-Chair of the Board and Executive Member for Children, Young People and Education I want to extend my thanks to my Co-Chairs throughout the year; Lauren and Owen, for all of their hard-work and commitment and also to the staff at the City of York Council who work tirelessly to make the successes a reality.

Ofsted visited York in March 2025 to assess Children's Services and I am so pleased that they identified the rapid improvements that have been made. The service is officially 'Outstanding' in all areas, and I believe that a large part of that judgement was won through the diligence and coordination of the Corporate Parenting Board. A clear change from the previous inspection was around whether children felt heard or not; through the Board children are now front and centre in decision making, where they belong. Ultimately this has led to more informed decisions and improved practise.

I now want to highlight a few of the individual wins that the Board has been involved with over the last 12 months.

The move-on panel is helping to secure and maintain stable homes for care leavers and since the introduction of this panel there have been no unplanned endings to Council tenancies.

Care-experience was recognised as a protected characteristic by the City of York Council following months of discussions with young people and research led by our Corporate Parenting Advisors. I believe that this has led to a stronger and more thoughtful approach to support and see our care-leavers and is a great example of Young People's Voice in action.

The Corporate Parenting Board also had an opportunity to be involved in the fostering review; again this has led to an improved offer for Foster Carers and ultimately for the children and young people in their care.

Family Time was something that children and young people felt needed improvement and through discussions in and around the Corporate Parenting Board an enhanced process has been created. The hope is that this will lead to a more natural feel to the meetings between children and their families.

Young people highlighted the need for support with access to work. The Department for Work and Pensions were invited to the Board and have created a much more in-depth offer for care leavers. This, alongside the Employment and Opportunities Broker post, means that I hope to see greater access to jobs for care-leavers over time. There has also been a change to the Local Offer, improving it to become more bespoke for Care Leavers wanting support with universities and also, importantly, supporting access to apprenticeships.

In health, Care leavers aged 18-25 now have access to free prescriptions. The health sub-group is still working with health colleagues to improve access to Dentistry and Optometry. These wins for our Care Leavers will save them money and improve their health outcomes.

Finally, I would like to thank staff for all of the opportunities to come together and celebrate that there have been in the last 12 months. From football and pizza to graduation ceremonies in the Guildhall, going that extra mile for our young people is absolutely welcome and what makes us Outstanding in all areas.

■ The Corporate Parenting Board

We are committed to York being an effective, caring, and ambitious corporate parent and we will do everything we can to make sure that children in our care and care leavers receive the best possible care and support.

City of York Council looks after a number of children and young people who are unable to remain in the care of their parents. When a child enters our care, the Council takes on a special role called ‘corporate parenting’. This means the Council is responsible for ensuring these children receive the same care and opportunities as any loving parent would provide. A good corporate parent always asks, “If this were my child, would this be good enough?”

The Corporate Parenting Board leads this effort, focusing on the needs of children and young people in our care, as well as those who have left our care. The Board works with Council members, staff, partner agencies, and the children and young people themselves to champion their needs and ensure their well-being.

This is the 2024/25 Annual Report of the Corporate Parenting Board. This report outlines progress in achieving the aspirations set out in the Corporate Parenting Strategy and the work of the Corporate Parenting Board in the last year.

In 2024/25 the Corporate Parenting Board has piloted the use of three sub-groups to test if this can help drive forward work in some key areas. The sub-groups focused on:

- Education
- Housing
- Health

■ Our Strategic Priorities

The report is grouped around the six strategic priorities set out in the Corporate Parenting Strategy.





■ Ofsted Inspection of Local Authority Children's Services

In March 2025 Ofsted visited York to undertake a full Inspection of York's Children's Services. This was a three-week long inspection where Ofsted assessed how well we are fulfilling our duties to children in need of help and protection, children in care, and care leavers. Ofsted uses a "whole system" approach, meaning it looks at how all parts of the local authority, alongside partners, contribute to positive outcomes for children and young people.

A core element of the inspection is support to children and young people in care and the experiences of children leaving care and moving into adulthood. This includes reviewing how well the Corporate Parenting Board oversees, challenges and champions our duties as corporate parents. Throughout the inspection Ofsted spoke directly to children and young people about their experiences.

We are proud that Ofsted found York to be ‘Outstanding’ in all areas of our work. The full Ofsted inspection report is available online¹. We have pulled out some quotes that are particularly relevant to include in this year’s Corporate Parenting Board Annual Report.

“The local authority has a determined focus on its role as corporate parent. Leaders act as corporate parents, advocating and championing children and young people. The innovative development and strengthening of the Corporate Parenting Advisor role ensures that children and young people are represented at the corporate parenting board, facilitating co-production and a collaborative approach to service design, which is now a real strength. The corporate parenting board is now co-chaired with care-experienced young people, evidencing how York values the voice of children and young people in holding leaders to account. The introduction of subgroups has enabled projects to gain traction and achieve positive change for children and young people. This has led to the greater involvement of some agencies and directorates, which is influencing decision-making. The needs of care leavers are considered at every layer of the organisation, by partners and other directorates, giving an entire council approach.”

“Cared for children receive a high-quality service from workers who know them exceptionally well and encourage them to aspire for their future. These relationships enable workers to fully respond to children’s individual and unique needs. Many children do well and are settled where they live.”

“Participation and engagement with children and young people is a real strength and has been pivotal in informing decisions and plans for individual children and service-wide development. This has developed and improved considerably since the last inspection. Children have a solid influence in shaping the local authority’s provision of services through contact with corporate parenting advisers, participation groups, engagement events and attendance at the corporate parenting board. Children and young people told inspectors that they feel listened to and valued.”

¹ [LA NAME - standard-short inspection report - INSPECTION DATE](#)

■ What has the Corporate Parenting Board done in 2024/25?

Throughout 2024/25 the Corporate Parenting Board has overseen and driven a wide range of work covering all of our priority areas. This is summarised below and explore further in the report.



■ Where you live

What our strategy says:

We will do our best to find you carers who will get to know you and help you feel safe, comfortable and cared for. We will listen to you so we can try to find you the right place to live.

We recognise the need to develop our Sufficiency Strategy so that there are more options for where children and young people in care can live.

What has the Corporate Parenting Board done to support this?

Reviewed Housing support for care experienced young people

The Corporate Parenting Board was given an update on the progress and impact of the Care Experienced Young People Housing Protocol. The board heard how over the past year, young people have been supported to access housing through the protocol, and that those houses had new carpets and decoration, and in some cases young people choosing to do the decorating themselves.

The Move On Panel, established in January 2024, has been instrumental in ensuring safe and suitable housing for care leavers. The panel, which includes representatives from Housing, Pathway, and other key teams, uses a comprehensive tracker to monitor young people's housing situations, support needs, and risk of homelessness. A key achievement of the panel is that there have been no unplanned tenancy endings for care leavers in council properties since its implementation. The panel has also improved the resolution of tenancy issues and highlighted the increasing housing needs of young people, prompting collaborative efforts to find creative solutions.

The report confirmed that a new safeguard has been put in place for care leavers, requiring Senior Manager sign-off on any “intentionally homeless” decision to ensure all options to support young people are fully considered first. This change provides a robust safety net, and the board was assured that no such decisions have been made for care-experienced young people.

The board recognised that the enhanced offer is proving to be a great success but that it required ongoing commitment of staff and resource to be sustainable. The board wanted to celebrate that exceptionally positive and close working between young people and in particular the housing team. The work to support care experienced young people in relation to housing is a real strength for York.

Contributed to the fostering review

In June 2024 the Corporate Parenting Board considered the review of the fostering strategy “Making things better for everyone.” The strategy aims to improve the service’s structure, processes, and support. The goal is to ensure foster carers are well-supported, fairly compensated, and equipped to meet the diverse needs of children and young people in care.

The board was given assurance that the voices of young people are being incorporated into this process, and an independent review by Fosterlink has validated the direction of this work. The Corporate Parenting Board supported this work and could see that the long-term benefits include a more robust fostering service that can provide more local placements, reducing the reliance on costly external agencies and ensuring children can remain close to their families and communities.

In March 2025 the Corporate Parenting Board received a further detailed report outlining plans to introduce a new fostering fee framework. This new framework aims to improve the financial offer to foster carers, making the service more attractive to new recruits and supporting the retention of existing carers. The proposed changes were developed through extensive consultation with both foster carers and fostering service staff, ensuring their perspectives were incorporated.

The new framework moves from three to four payment levels, with a significant increase to the entry-level fee. This is a key part of the strategy to address the recruitment and retention challenges outlined in the report and to reduce the need for high-cost placements with independent fostering agencies. The board was assured that the new framework provides clear, transparent progression for carers and aligns with the authority’s goal of ensuring children can be cared for within their local community, close to their families and support networks.

The proposals gave the board confidence that the new model would be better for children and young people and sustainable. The board explored how the new framework would be introduced and that a plan is in place to protect the current skills fees for existing placements, providing stability for both carers and the children in their care. The board was assured that existing foster carers will be supported through the reassessment process and that their skills and experience will be fully recognised. The report demonstrates a clear understanding of the challenges and a robust plan to achieve positive outcomes for care-experienced children and young people by building a strong, sustainable, and well-supported fostering service.



■ Family and Friends

What our strategy says:

We recognise how important relationships are in supporting young people to thrive and become independent. We will work hard to support you to keep in touch with family and friends and if this is not possible, we will help you to understand why.

We will prioritise the development of positive and stable relationships between children and young people in care and their support network.

What has the Corporate Parenting Board done to support this?

Refreshed York's approach to Family Time

The Corporate Parenting Board was updated on consultation with care-experienced young people regarding their experiences about Family Time. The consultation, led by Corporate Parenting Advisors, engaged young people aged 7 to 25 through individual meetings, the Children in Care Council, and residential settings.

The feedback collected has provided clear insights into what young people consider “good family time.” They shared that they want to be more involved in the planning process, including deciding who they see, how often, and where. They emphasized the importance of seeing extended family and friends and having professionals respect

their relationships. They also expressed a strong preference for family time to occur in “normal” community settings like parks or cafes, and requested funding for memorable activities like bowling or trips to the seaside.

The feedback and direct input from Corporate Parenting Advisors has been used to develop our new Family Time policy. This has been launched in July 2025. These changes aim to ensure young people feel heard, their relationships are respected, and their experiences of family time are positive and meaningful.

Developing the “Together, We Can” Residential Model

The Corporate Parenting Board received a progress update on the development of the Together, We Can children’s home and support model. The board explored how this model is playing an important role in reducing the number of young people needing to live out of the local area. This new model, which includes Wenlock Terrace and Ousecliffe Gardens, was co-produced with young people who have lived experience of care.

At the time of the report the service had been operational for six months and, had encountered expected challenges with establishing a new service. The board could clearly see the team is focused on building strong, trusting relationships with young people.

The report provided a powerful insight into the young people’s experiences, which were collected through a formal questionnaire. Young people shared that they feel safe and settled, appreciate being listened to, and value having freedom and being close to their families and friends. They also highlighted areas for improvement, such as consistency in rules among staff and addressing the behaviour of other residents. These insights will be used to continually improve the service.



■ Education

What our strategy says:

We will work to support young people engage with education that helps them to reach their potential. We want to make sure children and young people have a sense of 'belonging' in schools. We will also develop our approach to apprenticeships and access to employment so young people can realise their ambitions.

What has the Corporate Parenting Board done to support this?

Virtual School

The City of York Virtual School's annual report for the 2023/24 academic year was reviewed by the Corporate Parenting Board. The report highlighted a collaborative approach, with the Virtual School acting as a champion for care-experienced children by working closely with corporate parents, carers, social workers, and schools. A core component of their work is ensuring that children have stable, high-quality education through Personal Education Plans (PEPs) and the provision of targeted support and funding via Pupil Premium Plus.

During the academic year, the Virtual School supported a cohort of 208 children and young people of statutory school age. The annual report highlights that this group is dynamic, with 32 children entering care and 39 leaving, resulting in a total of 165 children in care at the end of the year. This is a decline from the previous year's total of 187. The report shows a positive trend toward local placements, with 62% of children educated in York schools, up from 58% last year. While the rest are in schools across the country, the Virtual School prides itself on building strong relationships with these institutions to ensure consistent support.

The report also highlights key needs within the Virtual School with 57% of the children having a Special Educational Needs (SEN) status, a slight increase from the previous year. This proactive identification of needs is crucial for putting the right support in place without delay. Impressively, 88% of the cohort were educated in mainstream schools, demonstrating a strong commitment to inclusion. The board heard that the number of young people in special schools has increased, but this is viewed as an appropriate response to the young persons needs detailed in their Education, Health and Care Plans (EHCPs).

The report provides a detailed snapshot of academic performance. There was a strong performance in Key Stage 4, with young people achieving 5 or more GCSEs at grade 4 or above, including English and Maths. This is a significant improvement on the previous year and shows the impact of the Virtual School's targeted interventions. However, outcomes for Key Stage 2 were not as strong as the previous year and remain a priority.

The Virtual School shared how it works to ensure good attendance and engagement with education. Overall attendance remained at 88%, a positive figure, though the Virtual School continues to work on reducing persistent absence. The team's swift interventions for children at risk of suspension helped reduce the number of school days lost, and there were no permanent exclusions, which is well below the national average.

The Virtual School outlined clear priorities for 2024/25:

- Continue to improve attendance and reduce persistent absence.
- Develop strategies to better support children through home and school moves, particularly those at risk of suspension.
- Focus on improving outcomes for Key Stage 2 students.
- Strengthen partnerships to provide a more cohesive and effective support system.
- Raise awareness of the disadvantages that children with a social worker often face to ensure all agencies hold high aspirations for these young people.

This comprehensive report demonstrates the Virtual School's dedication to making a tangible difference in the lives of care-experienced children, acknowledging both their successes and the challenges that still need to be addressed.

In April 2025 the National Association of Virtual School Head Teachers (NAVSH) undertook a peer review of the Virtual School. The learning and actions arising from this will be considered by the Corporate Parenting Board and reflected in the 2025/26 Corporate Parenting Board Annual Report.

Developing our Apprenticeships offer

The Corporate Parenting Board received a report on the review of the apprenticeship offer for care-experienced young people. This was prompted by feedback from young people themselves and aims to improve support for identifying, applying for, and securing apprenticeship opportunities. The report detailed initiatives already in place and explored ideas for potential ways the offer could develop further.

Current work includes tailoring communications and events to better reach care experienced young people, such as providing specific information at apprenticeship fairs without making young people feel singled out. The council's Human Resources team is also working to champion a guaranteed interview scheme for care-experienced young people and to provide support to managers. Data from the past few years shows a small but steady number of care-experienced young people starting apprenticeships.

The report also recommends a personalised support package to address barriers faced by young people, such as providing targeted support for English and math skills, offering ringfenced apprenticeship opportunities within the council, and financial support for those

living independently. Following discussion at the board work to further develop the offer was agreed and will return to the board in future.

Employment and Opportunities for Care Leavers

The board welcomed the Department for Work and Pensions (DWP) to further develop joint working to support care-experienced young people in employment and training. The collaboration is facilitated by the Employer and Partnership Manager for the DWP and the council's Employment and Opportunities Broker.

The role of Employment and Opportunities Broker was created as part of the new Staying Close team that was launched in January 2024. The purpose of the role is to provide intensive support to young people leaving care and into independence by focusing on employment and training. It is a front facing role that entails going out into the community and to businesses in York and building a network of employers, local and national, to broker a commitment to support York's care leavers. This could include offers such as work experience, mentoring, training, guaranteed interviews, tours and talks. In addition to this, it is part of the role to engage with and develop meaningful, trusting and respectful relationships with young people, being able to see beyond any perceived barriers and harnessing their skills, interests and strengths in preparation for work experience placements, work shadowing placements, internships, traineeships, apprenticeships and employment.

The aim of the role is to foster high aspirations, motivation and a range of experiences for care leavers, with the aim of increasing the number of care leavers, primarily those moving into independent living from residential care, in employment, education and training.

Key achievements in 2024/25 included:

- A Youth Employability Work Coach from the York Jobcentre providing regular, on-site support to care leavers at Howe Hill Hostel for benefit and employment-related queries.
- The DWP's Employer & Partnership Team collaborates with the Employment and Opportunities Broker to connect care leavers with a network of supportive employers. This includes support to employers and the support available for care leavers, such as funding for interview clothing and basic skills training.
- The DWP also offers individual support to care leavers, including CV reviews, mock interviews, and sector-specific guidance when referred by the Care Leavers team. They can also deliver group sessions on topics like CV writing, interview techniques, and applying for apprenticeships.

Health

What our strategy says:

We will work in partnership with health to ensure that the health needs of children and young people in our care are prioritised and met. We will do our best to ensure children have access to appropriate support in relation to their well-being and mental health.

What has the Corporate Parenting Board done to support this?

Throughout 2024/25 the Corporate Parenting Board received numerous reports on understanding and responding to the health needs of care experienced children and young people.

The Health Subgroup, piloted this year, is a professional partnership formed to enhance the health outcomes of children in care and care leavers. This bimonthly meeting, co-chaired by the Designated Nurse for Safeguarding and Children in Care and the Head of Corporate Parenting, drives joint working between key areas of health and the local authority.

- **Improved Health Assessments:** NIMBUS care and the “Show Me That I Matter” young people’s group have worked together to create an informative video about Initial and Review Health Assessments. This co-produced video aims to increase understanding of the process and boost attendance rates.
- **Complex Care Needs Pathway:** A new pathway has been developed for Initial Health Assessments for Children and Young People with complex, continuing, or disabled care needs. This ensures that relevant professionals with knowledge of the individual are involved in a timely manner.
- **Immunisation Coverage:** Current data shows that 74.3% of children in care are fully up-to-date with their immunisations. While this figure is impacted by the often-limited immunisation history of Unaccompanied Asylum-Seeking Children upon entering care, addressing any gaps in vaccinations is a fundamental part of both Initial and Review Health Assessments.
- **Strengths and Difficulties Questionnaire (SDQ):** For children aged 4-16 in care, an annual SDQ is completed by or about them (parent/carer, child, and school versions). This emotional and behavioural screening tool shows that 80% of children have an up-to-date score. If a child’s total difficulties score is outside the normal range (over 18, which applies to 30% of young people), professionals will triangulate scores from all three sources to determine if additional support is needed. These scores are recorded on their ePEP and health assessments for social worker access.
- **Digital Health Summaries for Care Leavers:** For young people leaving care at 17, a comprehensive Health Summary is provided, detailing their health history, including antenatal, early childhood, and immunization records. The health team is actively

working to integrate these summaries into the GP record and make them accessible via the NHS online app, moving away from easily misplaced paper copies. Young people are now also asked at their final Review Health Assessment if they have online access and if they need support with this.

- **Enhanced Care Leaver Health Offer:** Care leavers aged 18-25 now have access to free prescriptions if they don't meet other exemption criteria. This information has been widely disseminated through the local offer, the Care Leavers app, and the quarterly newsletter. The Integrated Care Board (ICB) is also exploring expanding this offer to include free dental care, optician services, and glasses for care leavers.

The Health Subgroup is actively working on future priorities:

- **Dental Health Promotion:** Developing options to distribute oral health packs (care boxes) to children in care to promote preventative dental hygiene.
- **Enhanced Mental Health Support:** Developing a tailored mental health support offer specifically for Children in Care, integrated into the ICB Mental Health Strategic Workplan.
- **Support for Pregnant and Expecting Care Leavers:** Initiatives are underway to ensure all agencies understand and address the specific needs of pregnant and expecting care leavers.



■ Support into adulthood and independence

What our strategy says

We will support care-experienced young people prepare for independence, developing essential skills, and nurturing meaningful relationships to empower them in their journey towards a successful and fulfilling life.

What has the Corporate Parenting Board done to support this?

“Our Place” – A New Care Leaver Hub for York

Throughout 2024/25 the Corporate Parenting Board supported young people’s aspiration to develop and pilot a proposed “Our Place” Care Leaver Hub. Corporate Parenting Advisors and care experienced young people visited other areas to see how they had developed similar offers. Officers worked together with young people in 2024/25 to develop plans and review different options.

The hub aims to provide a welcoming space where care leavers can access vital information, learning opportunities, and support from various teams, including the Pathway team, Speak Up, and housing. Young people have actively shaped the vision for the hub, expressing a desire for:

- Drop-in sessions with professionals (e.g., pathways, sexual health, housing, clinical psychologists).
- Access to information from diverse organizations (e.g., Citizens Advice for entitlements, businesses like Tesco for job opportunities).
- Peer support groups tailored to different needs (e.g., young parents, over 25s, asylum seekers).
- Workshops on essential life skills (e.g., first aid, cooking, money management, tenancy management).
- A safe space for events and forums.

We are excited to pilot a new hub for Care Leavers at Hungate Explore reading cafe in 2025. The pilot period will run initially for a period of six months across one day a week. The learning from this pilot will be used inform longer term planning and identify a permanent home ‘Our Place’.

Cost of living support

The Pathway Service successfully secured £45,000 from the Household Support Fund (Phase 2) to help care leavers in York with the rising cost of living. This funding was distributed through an online voucher-based system. These vouchers primarily assist with fuel costs, food, and other essentials, with emergency cash payments available in exceptional circumstances.

The Corporate Parenting Board was updated on how the scheme has been used and what this has meant for young people. Over the course of the year the scheme provided 282 vouchers worth £15,711 to over 60 young people. The majority of these (256 vouchers) were for supermarkets, with a smaller number used for emergency cash payments, clothing/home items, and energy costs.

Feedback from young people was crucial in shaping the scheme. They emphasized the desire for a simple application process without excessive documentation. As a result, the application involves a straightforward conversation with a Pathway Team member to identify needs. Young people can apply up to three times a year for vouchers up to £60 per application, with management approval for additional requests. This accessible approach has been highly valued by care leavers, who appreciate the flexibility and the peace of mind knowing there's a safety net during tough times.

Young people have fed back positively about the support.

"It's a very valuable scheme for emergency situations or when times are tough. It is good knowing that just in case something goes wrong there is an option to fall back on if absolutely necessary. It's also good because they can be issued for a variety of shops so therefore is easily accessible by various people who may be limited to what shops are close by."

22 yrs

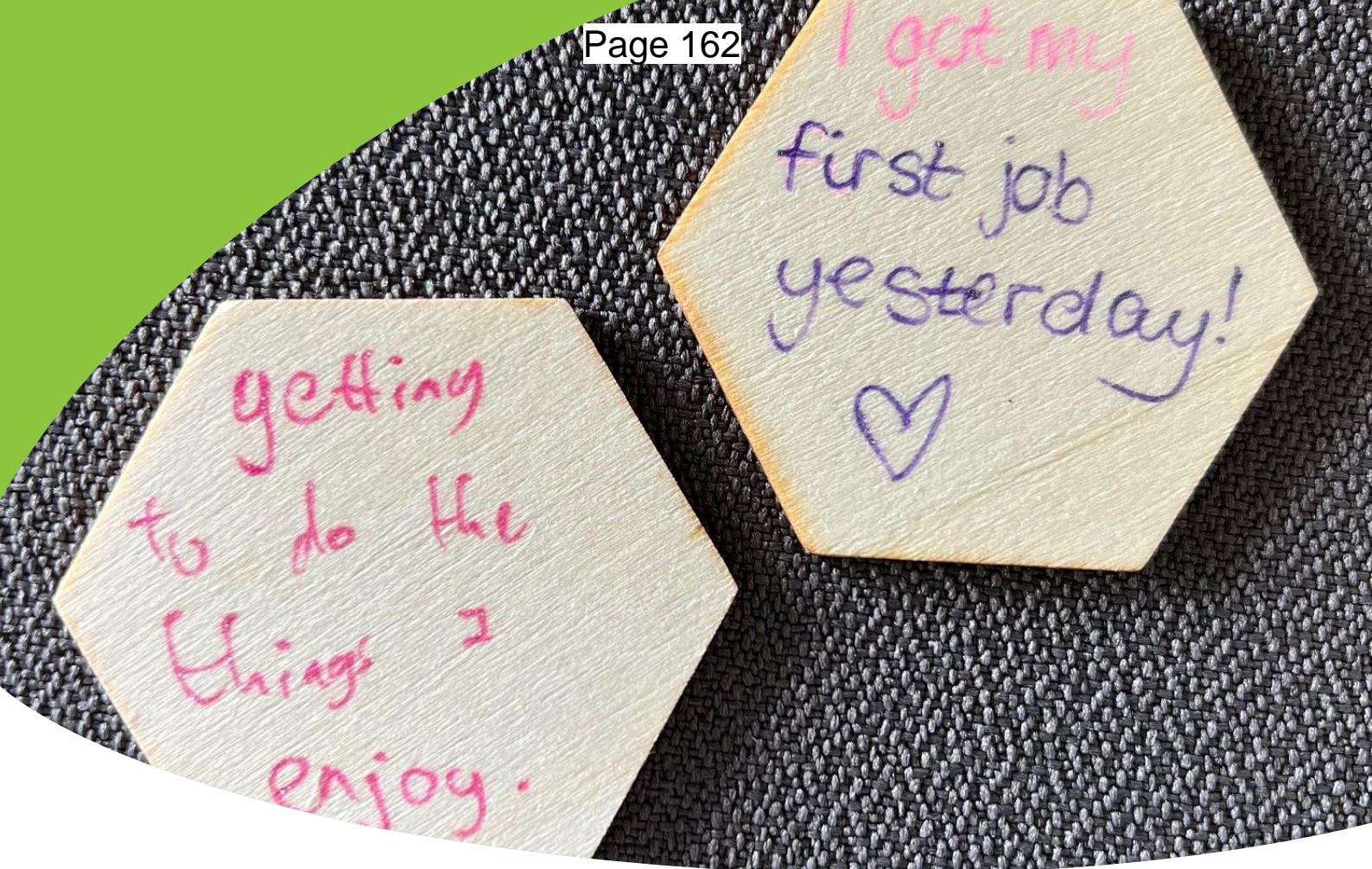
"They help when you are struggling due to prices going up and down in bills etc they are all different range so it's very helpful as it isn't just one certain place it's a different variety of places so if you live far away you could get something closer to you."

24 years

The Pathway Service will explore future options for how his support could be sustained or how care experienced young people could access others forms of support in the future.

York's Enhanced Local Offer of support for children leaving care

The Corporate Parenting Board welcomed York's Enhanced Local Offer for Care Leavers, designed to provide more individualized and flexible support based on feedback from young people and the National Advisor for Care Leavers. The updated offer aims to move away from a "one-size-fits-all" approach, addressing specific needs and promoting greater autonomy as young people transition into adulthood.



Key enhancements to the Local Offer include:

- **Extended Bus Pass:** The age for receiving a bus pass will be extended from 21 to 25 to improve access to employment and education, aligning with the city's climate agenda.
- **Emotional Well-being App:** An annual subscription to a mindfulness app focusing on sleep, meditation, and relaxation will be offered, directly responding to young people's expressed priority for emotional well-being support. Usage and impact of the app will be reviewed.
- **Addressing the Council Tax "Cliff Edge":** The current one-year Council Tax exemption will be replaced with a sliding scale over a three-year period: 100% in the first year, 50% in the second, and 25% in the third. This tapered approach aims to prevent a sudden financial "cliff edge" and allows greater flexibility with budgeting.
- **Contribution to Internet Access:** Recognizing the essential role of internet access in modern life for social interaction, mobility, study, and learning, a monthly contribution to broadband costs will be provided for 12 months.

To balance the offer and ensure fairness, particularly for those undertaking apprenticeships, there will be a change in how university accommodation costs are supported. Instead of covering these in their entirety, a more individualized assessment of need will be undertaken, alongside an annual contribution of £2,500 and a £2,000 bursary. This approach is more aligned with regional practices and encourages young people to explore additional support offered by universities.

■ Good corporate parents

What our strategy says

Everyone will play their part in being a good corporate parent by actively fostering a nurturing and inclusive environment that empowers care-experienced young individuals to thrive. Our Children and Young People have a voice in the way we deliver our services and we will act upon what they tell us.

What has the Corporate Parenting Board done to support this?

Treating care experience as a protected characteristic

The Corporate Parenting Board in York has successfully championed treating care experience as a protected characteristic. This significant step, strongly advocated by York's care leavers forum, aims to empower care-experienced individuals and further embed the local authority's Corporate Parenting responsibilities.

Extensive consultation was undertaken with care-experienced young people, foster carers, professionals, and senior leaders to gather diverse perspectives and explore any unintended disadvantages. While acknowledging concerns about tokenism or the creation of further stigma, the Corporate Parenting Advisors conducted in-depth discussions to ensure the decision was meaningful and truly responsive to the young people's views.

In November 2024, the motion was unanimously approved by the Council's Executive, recognising the extensive work involved to engage young people in developing the proposal. The next crucial phase involves successfully embedding this new characteristic within the local authority's operations, with a strong focus on its integration into the Equality, Diversity and Inclusion (EDI) strategy. The Council's Head of Equity, Diversity and Inclusion is working with Corporate Parenting Advisors on how care experience will be included in the strategy. The Corporate Parenting Board will closely track progress the delivery of this important commitment.

Supported key events – e.g. Speak Up and Celebrate event and Care Leavers week

As a Corporate Parent we want to support and empower young people through shared celebration and social activities. Our celebration events and care leavers' week were great demonstrations of this, with a diverse range of engaging events. These celebrations provided invaluable opportunities for connection, skill-building, and co-production, directly reflecting our pledge to being a good corporate parent.

In August just over a 100 people came together to celebrate the amazing achievements of children and young people in care and care leavers at the Summer Celebration event. The event was held at the LNER Community Stadium and was attended by fostering

families, care leavers and workers. It was opened, compared and closed by members and supports of the Children in Care council and Care Leavers Forum.

The day was all about celebrating children and young people in care and care leavers. We did this by hearing music recorded by a young person in care which was amazing and watching a short film produced by “next door but one” with young people on behalf of Show Me That I Matter.

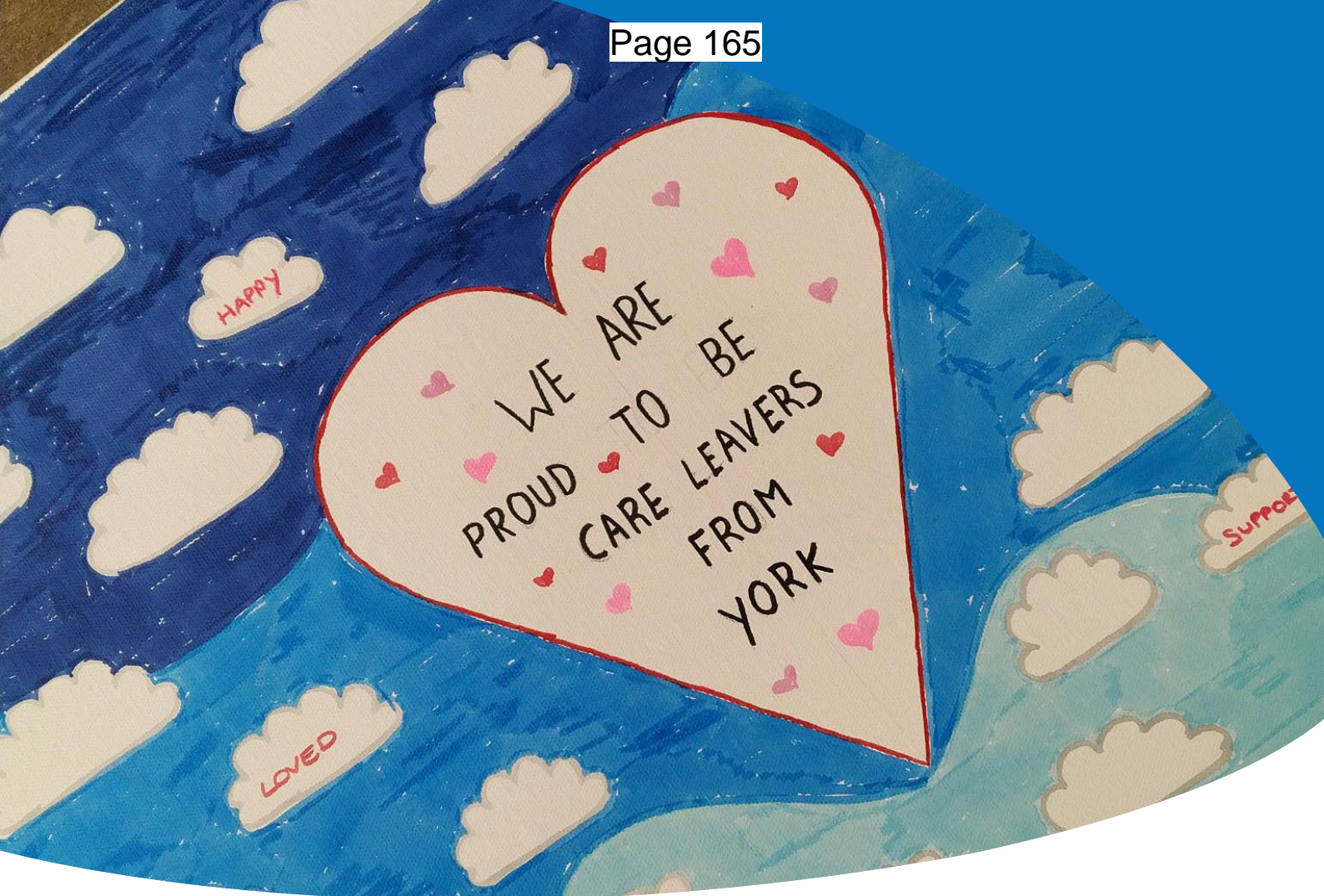
Care Leavers week kicked off with a football match for York’s Care Leavers, enthusiastically supported by a local football team and the Care Leavers Forum. This event brought together many care-experienced individuals and professionals, fostering a sense of community and providing an enjoyable outlet for our talented young people. The overwhelmingly positive feedback, with many participants expressing a desire for similar future events, highlighted the success of this engaging start to the week.

Throughout the week, the Leaving Care Team facilitated workshops designed for both care-experienced individuals and professionals. These included sessions on raising awareness for foster carers, a popular cooking workshop to enhance independence skills (a direct request from the Care Leavers Forum), and a valuable pathway planning Q&A session. Such initiatives demonstrate our responsive approach to the identified needs and aspirations of our care leavers.

A significant highlight was the “We Are Stronger Together” event, which brought together professionals, foster carers, and care-experienced people to celebrate and launch key pieces of work. Notably, the new, more personalized Local Offer was launched, a project heavily influenced by the consistent consultation and design input from members of the Care Leavers Forum.

Care Leavers’ Week 2024 culminated in a vibrant celebration event at Moor Lane Youth Centre. The event was supported by local businesses, who provided catering and facilitated a fun, interactive pizza-making experience. This provided a relaxed environment. A new addition was the “wish tree” initiative, where care-experienced young people shared their Christmas gift wishes. This initiative, developed from a Care Leavers Forum discussion, underscores our ongoing efforts to bring joy and practical support to our care leavers, directly involving corporate parents in these meaningful gestures.

These events collectively showcased our holistic approach to corporate parenting, focusing on fun, skill development, direct consultation, and meaningful celebration. The positive feedback and active participation throughout Care Leavers’ Week 2024 reaffirm the strength of our commitment to our care-experienced young people.



Helped design the 2025 U_Matter Survey

The Corporate Parenting Board reviewed the planned 2025 U_Matter survey. This is our largest survey for gathering feedback from children in care and care leavers. This survey, offered every two years to those aged 8 to 25, helps identify crucial issues and priorities.

The survey was developed through close working between various children's services teams and, most importantly, reviewed and approved by care-experienced young people. The board considered the final surveys in March 2025 before the survey went live on 1st April 2025. The Corporate Parenting Board will receive the responses later in 2025. This feedback will be vital in helping the Board understand the lived experiences of care-experienced young people, identify what is working well, and determine key areas for priority action.

■ Looking to the future

Our Corporate Parenting Strategy and the views and experiences of young people will continue to be what drives our work. This annual report shows the real benefits of meaningfully working together with young people to be the best corporate parent we can be. In 2025/26 we will focus in particular how we can bring more partners to the table so we can deliver against our priorities as corporate parents:

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



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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

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