

Notice of a public meeting of

Decision Session - Combined Executive Member Decision Session

To: Councillors Douglas, Webb, Kent, Kilbane, Lomas, Pavlovic and Steels-Walshaw

Date: Tuesday, 7 July 2026

Time: 10.00 am

Venue: West Offices, York

AGENDA

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democratic Services by **4:00pm on 14 July 2026.**

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

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5:00pm on Friday 3 July 2026.**

1. **Appointing a Chair**

To confirm arrangements for chairing the meeting as follows:

Councillor Pavlovic – All standard agenda items 1-5.

Councillor Pavlovic– Agenda item 6 – To consider and approve for publication planning guidance

Councillor Pavlovic – Agenda item 7 – Gypsy and Traveller Action Plan – Annual Update

Councillor Webb – Agenda item 8 - Preparation for Adulthood Strategy

Councillor Webb – Agenda item 9 – Urgent Business

2. **Apologies for Absence**

To receive and note apologies for absence.

3. **Declarations of Interest**

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

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

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

Type of Interest	You Must
<i>Disclosable Pecuniary Interests</i>	<i>Disclose the interest, not participate in the discussion or vote, and leave the meeting unless 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 only if the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting unless you have a dispensation.</i>

<p><i>Other Registrable Interests (Affects)</i> OR <i>Non-Registrable Interests (Affects)</i></p>	<p><i>Disclose the interest; remain in the meeting, participate and vote unless the matter affects the financial interest or well-being:</i></p> <p><i>(a) to a greater extent than it affects the financial interest or well-being 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 only if the public are also allowed to speak, but otherwise do not participate in the discussion or vote, and leave the meeting unless you have a dispensation.</i></p>
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(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.

4. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee. Please note that our registration deadlines are set as 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is 5:00pm on 3 July 2026.

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

Webcasting of Public Meetings

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

- 5. Minutes** (Pages 7 - 12)
To approve and sign the minutes of the Combined Executive Member Decision Session held on 2 June 2026.
- 6. To consider and approve for publication planning guidance** (Pages 13 - 140)
This report seeks the Executive Member's decision to publish the non-statutory planning guidance at Annexes A-E to support the adopted Local Plan. Non-statutory guidance will provide clarity to applicants, decision-makers and stakeholders on the interpretation and application of Local Plan policies.
- 7. Gypsy and Traveller Action Plan – Annual Update** (Pages 141 - 170)
This report provides an update on some of the work which has taken place over the past 12 months and includes an updated version of the action plan which will run for the next 12-month period for Executive Member approval.
- 8. Preparation For Adulthood Strategy** (Pages 171 - 226)
The strategy sets out a three-year approach for the city and establishes a clearer and more joined-up framework for preparation for adulthood in York. It brings together work that currently sits across several plans, pathways and services into one shared direction.
- 9. Urgent Business**

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

Democracy Officer:
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For more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting:

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

Contact details are set out above.

Alternative formats

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我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

City of York Council

Committee Minutes

Meeting	Decision Session - Combined Executive Member Decision Session
Date	2 June 2026
Present	Councillors Kent (Executive Member for Environment and Climate Emergency) and Steels-Walshaw (Executive Member for Health, Wellbeing and Adult Social Care)
Apologies	None
Officers in attendance	Matthew Boxall – Head of Public Protection Mike Southcombe - Environmental Protection Manager Andrew Gillah - Principal Air Quality Officer Ian Hoults - Head of Environmental Services Sara Storey - Corporate Director of Adult Social Care and Integration Anne Howgate - Assistant Director of Access, Prevention and Improvement

1. Appointing a Chair (10:00am)

Resolved: That the arrangements for chairing the meeting be confirmed as follows:

Councillor Kent, Executive Member for Environment and Climate Emergency – Agenda items 1-5, and agenda item 6, Air Quality Annual Status Report 2026.

Councillor Steels-Walshaw, Executive Member for Health, Wellbeing, and Adult Social Care – Agenda item 7, Occupational Therapy and Social Work contract – waiting lists ASC, and item 8, Urgent Business.

2. Apologies for Absence (10:01am)

No apologies for absence were received.

3. Declarations of Interest (10:01am)

The Executive Members were invited to declare any personal interests not included on the Register of Interests, any prejudicial interests, or any disclosable pecuniary interests that they might have in respect of business on the agenda. None were declared.

4. Public Participation (10:01am)

It was reported that there were no registrations to speak under the Council's public participation protocol.

5. Minutes (10:01am)

Resolved: That the minutes of the Combined Executive Member Decision Sessions held on 14 April and 5 May 2026 be approved and signed as a correct record.

6. Air Quality Annual Status Report 2026 (10:02am)

The Environmental Protection Manager presented the report and noted that the lower annual mean concentrations of Nitrogen Dioxide (NO₂) monitored in York in 2024 had been sustained into 2025. Further improvements had been seen in some areas in 2025, particularly with regards to the maximum concentrations of NO₂ recorded in key locations around the inner ring road.

Following the adoption of an Air Quality Action Plan in 2024 many improvements had been seen through 2025, such as improved air quality on Gillygate following electrification of buses and the gating trial; 2025 being the second year since the pandemic that all City of York Council (CYC) monitored sites had achieved the health-based air quality objectives; the phased EV (Electric Vehicle) fleet replacement programme for council vehicles under 3.5 tonnes; and funding had been awarded through York and North Yorkshire Combined Authority's Carbon Negative Challenge Fund for indoor air quality monitoring.

In response to questions from the Executive Member for Environment and Climate Emergency, the Environmental Protection Manager confirmed that it was important to wait for national results on air

quality from the Department for Environment, Food, and Rural Affairs (Defra) because some particulates could travel long distances and therefore effect York's levels; most came from local sources but many particulates came from further afield.

The Executive Member commended the efforts made already throughout the Air Quality Action Plan and it was:

Resolved: That the Executive Member for Environment and Climate Emergency:

- Noted the contents of the report (including the trends in air pollution in recent years and progress made with delivery of measures in CYC's Fourth Air Quality Action Plan).
- Approved the Annual Status Report and its submission to DEFRA in line with statutory requirements.

Reason: To ensure that the Executive Member is aware of current air quality position in the city and progress made with air quality improvement measures.

7. Occupational Therapy and Social Work contract – waiting lists ASC (10:12am)

The Corporate Director of Adult Social Care and Integration presented the report.

The report proposed options available to address the waiting list ensuring that individuals were assessed in a timely manner and that every opportunity was taken to prevent, reduce, and delay the need for adult social care; it was highlighted how people's needs may also increase as they waited for these assessments which emphasised the need to reduce waiting lists.

The Corporate Director of Adult Social Care and Integration reported how by commissioning an external agency to provide Care Act assessments, Reviews, Carers assessments, and Occupational Therapy assessments through a strength-based method the level of support and need will be reduced.

In response to questions from the Executive Member for Health, Wellbeing and Adult Social Care, the Corporate Director of Adult Social Care and Integration confirmed:

- Key clear expectations for progress would be considered when reviewing the contract additional scrutiny was provided for the first 30 cases for reassurance.
- It would be a priority to ensure individuals were being helped to be as independent as possible within their care.
- Clear clauses would be built into the contract to allow for the contract to be suspended if quality of work was not where it was needed to be.
- Heads of Service would detail where they were with their teams to see where progress is required on reducing waiting lists.
- There was an Improvement Advisor appointed by Department of Social Care and was monitoring CYC with reports being taken to the Improvement Board
- Contact points were being redesigned to include qualified social workers and Occupational Therapists within teams to enable qualified help at first point of call.
- Early interventions had made improvements and it was likely that in the longer term, the transformation work planned for the service would reduce referral rates in some key areas; in the longer term plans were in place to have more Occupational Therapists and assisted technology technicians, and there was a desire to fill existing vacancies with full time staff to reduce reliance on agency staff who would be beneficial in the short term
- There was a priority to bring about systemic change rather than focussing on bringing down the waiting list once to then be brought back up again without real changes being made.

Resolved: That the Executive Member for Health, Wellbeing and Adult Social Care:

- Approved the procurement of a new contract for assessments, reviews and carers assessments up to a maximum value of £400,000 funded from Adult Social Care budget growth as allocated at Budget Council on 12 February 2026.
- Delegated authority to the Corporate Director of Adult Social Care and Integration (and their delegated officers) in consultation with Chief Finance Officer (and their delegated officers in Commercial Procurement) to award a contract via a process and evaluation criteria in compliance with the Council's Contract Procedure Rules.

- Delegated authority to the Corporate Director of Adult Social Care and Integration (and their delegated officers), in consultation with the Director of Governance (and their delegated officers in Legal Services), to determine the provisions of the new contract, and the provisions of any subsequent modifications.
- Delegated authority to the Corporate Director of Adult Social Care and Integration (and their delegated officers), in consultation with the Chief Finance Officer (and their delegated officers in Commercial Procurement) and the Director of Governance (and their delegated officers in Legal Services), to award and conclude the new contract for the Sensory Support Service following an open, fair, and transparent competitive process and evaluation criteria in compliance with the Council's CPRs and (where applicable) the Procurement Regs.

Reason: To ensure compliance with CYC's Contract Procedure Rules (CPRs) and because the provision of the contract ensures the Council can meet statutory duties under the Care Act 2014 to carry out assessments and reviews.

Councillors Kent and Steels-Walshaw, Chair
[The meeting started at 10.00 am and finished at 10.30 am].

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Meeting:	Executive Member Decision Session
Meeting date:	07/07/2026
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Cllr Pavlovic, Executive Member for Housing, Planning and Safer Communities

Decision Report: Implementation of non-statutory planning guidance

Subject of Report

1. This report seeks the Executive Member's decision to publish the non-statutory planning guidance at Annexes A-E to support the adopted Local Plan. Non-statutory guidance will provide clarity to applicants, decision-makers and stakeholders on the interpretation and application of Local Plan policies.

Benefits and Challenges

2. The following benefits of preparing guidance have been identified:
 - Provides clarity and consistency in the application of adopted Local Plan policies and updated national policy, where necessary.
 - Improves decision-making efficiency and transparency for applicants and stakeholders, making policy expectations clearer.
3. Supports delivery of high-quality development aligned with policy intentions in lieu of Supplementary Planning Documents, which cease to be able to be adopted post June 2026.
 - They can be updated and amended quickly to enable changes should national policy or guidance be updated.
 - They will be a material consideration in planning decisions and can help to defend decisions at appeal, where well evidenced.
 - Where relevant, detail in the guidance may be taken forward into the preparation of a new Local Plan.

4. The following challenges and risks have been identified:
 - Non-statutory status means guidance has less weight compared to adopted Supplementary Planning Documents (SPDs).
 - A risk of inconsistency or misinterpretation by decision-makers, applicants or appeal inspectors if the guidance is unclear.
 - Potential for challenge if guidance is perceived as introducing new policy rather than interpreting existing policy.
 - Introducing too much guidance may mean the planning context for an application is harder to navigate.

Policy Basis for Decision

5. Executive in April 2026 endorsed the approach to prepare non-statutory guidance following consideration of the Government's decision to halt adoption of Supplementary Planning Documents (SPDs) post June 2026.
6. Whilst there is no statutory basis for preparing planning guidance, endorsing it through a formal decision will help to ensure that it is given weight when making planning decisions.
7. The preparation of non-statutory planning guidance supports the implementation of York's adopted Local Plan. This in turn support the Council Plan 2023–27 priorities including economy, environment and communities.
8. The specific guidance presented at Annexes D-H will specifically meet Council priorities associated with the delivery of affordable housing and health.

Financial Strategy Implications

9. There are no significant financial implications from the implementation of non-statutory planning guidance. Early publication of guidance may reduce costs associated with delays and inconsistent decision leading to planning appeals

Recommendation and Reasons

10. The Executive Member is asked to:
 - To approve publication of the draft non-statutory planning guidance at Annexes D-H;

- Delegate authority to the Director of City Development to approve any recommended changes and/or minor factual updates required to the planning guidance.

Reason: To enable publication of the guidance to support the implementation of the Local Plan policies and support consistent, high-quality development and decision-making.

Background

11. The adopted Local Plan identifies areas where Supplementary Planning Documents (SPDs) were to be used to provide more detailed planning advice regarding policy implementation. Previously, Executive has sought to prioritise the production of the following SPDs:
 - Housing Supplementary Planning Document
 - Planning for Health Supplementary Planning Document
 - Planning for Green Infrastructure Supplementary Planning Document
 - Planning for York's Gypsy and Traveller Communities
 - Climate Change (sustainable design and construction) SPD
 - Transport SPD
12. Where SPDs are produced, they must adhere to the statutory process during their preparation, which includes a citywide consultation and formal approval. Whilst progress was made on the production of the SPDs, none had reached the statutory consultation or approval stages.
13. As part of the reforms to the plan-making system, the Government intends for a transition away from traditional SPDs. The guidance linked to the implementation of the Levelling-up and Regeneration Act reforms sets a deadline for all Supplementary Planning Documents (SPDs) in production under the existing regime to be adopted by 30 June 2026. After this date the ability to adopt new SPDs is curtailed and replaced with detail in a new Local Plan or in a new style Supplementary Plan.
14. Additionally, we are expecting a new National Planning Policy Framework (NPPF) to be released during the Summer 2026. This follows a consultation held earlier in the year for a significantly different approach. Further, Building Regulations have been

updated significantly to require a focus on improved energy efficiency under the Future Homes Standard and for building safety. Both of these supersede some of the detail being pursued in our previously proposed SPDs.

15. Consequently, Executive¹ endorsed an approach to progress with non-statutory planning guidance to support the adopted Local Plan policies.

Consultation Analysis

16. A consultation strategy was approved by [officer decision](#) in May 2026² in accordance with the [Statement of Community Involvement](#)³. This noted that, as there was no statutory consultation requirement for planning guidance, it was intended to adopt a proportionate approach to consultation predominantly involving internal officers and targeted consultation where considered appropriate. Details of the consultation undertaken, comments received and the response to them are included in the Consultation Summary at Annex B.
17. The planning guidance was discussed at Planning Policy and Local Plan Advisory Group on [9 June 2026](#). The comments are recorded in the Consultation Summary (Annex B) along with a response.

Options Analysis and Evidential Basis

18. The following options have been considered:

Option 1: Recommended. To approve publication of planning guidance presented in Annex D-H.

Option 2: To recommend changes to the planning guidance presented in Annex D-H, with delegated authority to the Director of City Development for publishing.

Option 3: Do not publish guidance

¹ [Decision - Plan-making activity and Local Plan Review](#)

² <https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=7703>

³ <https://www.york.gov.uk/downloads/file/10706/statement-of-community-involvement-april-2026>

19. Option 1 is recommended; This would enable immediate use of the guidance with the consequent benefits of clarity and consistency in the determination of planning applications. Option 2 would allow changes to the guidance recommended by the Executive Member.
20. Option 3 is not recommended; If the guidance is not published then there is potential for inconsistent decision making and consequent risk of appeal. The guidance provides advice which would inform developers making planning applications so there would also be a potential impact on the quality of applications submitted.

Organisational Impact and Implications

21. **Financial** – There are no financial implications.
22. **Human Resources (HR)** – There are no HR implications; preparation of the guidance is being undertaken by internal teams.
23. **Procurement** – There are no procurement implications.
24. **Health and Wellbeing** – This suite of non-statutory planning guidance is expected to have positive direct and indirect health impacts. Most specifically, there is clear and persuasive evidence that limiting hot food takeaways will have a net positive impact on population health.
25. **Environment and Climate Action** – It is anticipated that the non-statutory masterplanning guidance will have positive impacts for designing in and considering solutions for the environment and climate change. There are no direct implications as a result of releasing the other proposed non-statutory guidance.
26. **Affordability** – The affordable housing guidance will support the effective delivery of affordable housing through planning, setting out clear guidance as to the Council's expectations and design standards.
27. **Equalities and Human Rights** – A Human Rights and Equalities Assessment has been undertaken in relation to the guidance. The outcomes from this have shown that there would be positive outcomes from implementation of the guidance and in particular for those in need of affordable accommodation.

28. **Data Protection and Privacy** – There are no implications for data protection and privacy as a result of publishing this report or the non-statutory guidance.
29. **Communications** –Officers will work with the communications team as necessary, should requests be made or further correspondence be required.
30. **Economy** – There are no direct implications anticipated on the economy. The guidance is anticipated to add clarity to the existing policy framework and will be balanced into decision-making on an application by application basis.
31. **Legal** – The guidance will form non-statutory guidance to aid implementation of the Local Plan policy requirements and will represent a material consideration in the determination of planning applications.

Risks and Mitigations

32. The following risks and mitigations have been identified:
 - **Planning guidance has limited weight in decision-making** - Non-statutory guidance does not form part of the statutory development plan and therefore carries less weight than adopted SPDs. There is a risk that its influence may be challenged by applicants or given limited weight in appeals if not clearly aligned with Local Plan policy and national guidance. A lack of clear guidance may also weaken the Council's position at appeal, particularly where detailed expectations (e.g. design, viability, climate requirements) are not clearly articulated.

Mitigation: Ensure all guidance is firmly rooted in adopted/emerging policy, evidence-based, and where appropriate endorsed through Executive Member Decision Sessions (EMDS).
 - **Risk of inconsistency or misinterpretation** - If guidance is unclear, overly complex, or not kept up to date, there is a risk of inconsistent interpretation by Development Management officers, applicants, and Planning Inspectors. Without supporting guidance, there is a significant risk that Local Plan policies will be open to differing interpretations, leading to inconsistent decision-making across applications.

Mitigation: Apply robust internal review processes, clear drafting standards, and regular updates to guidance.

- **Legal or procedural challenge** - where guidance could be perceived as introducing new policy requirements rather than interpreting existing policy, leading to potential legal challenge.

Mitigation: Clearly distinguish between policy and guidance and seek Legal input where necessary.

- **Delays to development and decision-making** - Applicants may submit incomplete or suboptimal proposals where expectations are unclear, resulting in delays, protracted negotiations, or refusals.

Mitigation: Prepare and release guidance in a timely manner to support decision-make.

- **Inefficient use of resources** - Without non-statutory guidance, greater officer time may be spent providing bespoke advice through pre-application discussions and application negotiations, leading to inefficiencies.

Mitigation: Prioritise guidance topics, align with Local Plan workstreams, and use proportionate formats (e.g. web guidance, technical notes).

Wards Impacted

33. All wards would be impacted by the non-statutory planning guidance which will be used to advise decision-making across the authority area.

Contact details

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

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Report approved:	Yes
Date:	26/06/26

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Report approved:	Yes
Date:	26/06/26

Background papers

- Executive April 2026 - [Decision - Plan-making activity and Local Plan Review \(york.gov.uk\)](#)
- [Agenda for Planning Policy and Local Plan Advisory Group on Tuesday, 9 June 2026, 5.00 pm \(york.gov.uk\)](#)

Annexes

- Annex A: Human Rights and Equalities Impact Assessment (HREA)
- Annex B: Consultation Summary
- Annex C: Hot food takeaways background paper
- Annex D: Affordable housing non-statutory planning guidance
- Annex E: Hot food takeaway non-statutory planning guidance
- Annex F: Masterplanning and garden villages non-statutory planning guidance
- Annex G: Self and custom build housing non-statutory planning guidance
- Annex H: Houses in Multiple Occupation non-statutory planning guidance

Annex A

City of York Council and Centre for Applied Human Rights

Human Rights and Equality Assessment Tool (HREA)

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

City of York Council (CYC) combines this approach with York's commitment as a Human Rights City to produce a Human Rights and Equality Assessment tool (HREA).

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

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

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

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

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

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

Who is submitting the proposal?

Directorate	City Development		
Service Area	Strategic Planning Policy Team		
Name of proposal	Implementation of Non-Statutory Planning Guidance		
Lead Officer	Alison Cooke / Alison Stockdale		
Date Assessment Started	16/6/26		
Date Assessment Completed	23 June 2026		
Names of those who contributed to the assessment			
Name	Job Title	Organisation	Area of Expertise

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal
	<p>Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.</p> <p>This proposal is for the implementation of non-statutory planning guidance to support the emerging Local Plan. The non-statutory guidance will provide clarity to applicants, decision-makers and stakeholders on the interpretation and application of Local Plan policies prior to the adoption of formal Supplementary Planning Documents.</p> <p>The guidance will cover the following topics:</p> <ul style="list-style-type: none">Affordable Housing non-statutory planning guidance;Hot Food Takeaways non-statutory planning guidance;Masterplanning and Garden Villages non-statutory planning guidance;Self Build non-statutory planning guidance;Houses in Multiple Occupation non-statutory planning guidance.

1.2	Are there any external considerations?
	<p>Legislation / government directive / codes of practice etc.</p> <p>As part of the reforms to the plan-making system, the Government intends for a transition away from traditional Supplementary Planning Documents. The guidance linked to the implementation of the Levelling-up and Regeneration Act reforms sets a deadline for all Supplementary Planning Documents (SPDs) in production under the existing regime to be adopted by 30 June 2026. After this date, the ability to adopt new SPDs is curtailed and replaced with new detail in a new local Plan or in a new style Supplementary Plan.</p> <p>Additionally, we are expecting a new National Planning Policy Framework (NPPF) to be released during the Summer 2026. This follows a consultation held earlier in the year for a significantly different approach. Further, Building Regulations have been updated significantly to require a focus on improved energy efficiency under the Future Homes Standard and for building safety. Both of these supersede some of the detail being pursued in our SPDs under production.</p> <p>The planning guidance supports delivery of the adopted Local Plan and policy within the NPPF.</p>

1.3	Who are the stakeholders and what are their interests?
	Consider both internal and external stakeholders.
	Stakeholders include: Planning agents (who will interpret, advise and act on the guidance for clients); Interested parties (who may own properties affected by the guidance or act on behalf of those affected by the guidance); Members of the public (who may be directly or indirectly affected by the guidance); Development Management case officers (to use the guidance to assess planning applications); other internal officers (who may provide advice to case officers).
1.4	What results / outcomes do we want to achieve and for whom?
	Explain what outcomes you want to achieve for stakeholders, staff and the wider community. Demonstrate how the proposal links to the Council Plan (2023- 2027) and other corporate strategies and plans. Highlight how the proposal meets the objectives of Equalities, Affordability, Climate and Health.
	Generically, the outcomes for all the guidance from stakeholders, staff and the wider community will be a better understanding of the processes involved, assisting in making consistent planning decisions on the topics of the individual guidance, whilst being in conformity and supporting the Local Plan and be in line with the legislative planning requirements at the time.
	The preparation of non-statutory planning guidance supports the implementation of York’s adopted Local Plan. This in turn support the Council Plan 2023–27 priorities including equalities, affordability and health.

The individual topics of the guidance helps to meet the Council’s objectives in relation to Equalities (All the Draft guidance), Affordability (in particular Draft Affordable Housing guidance, Draft Masterplanning and Garden Village guidance, Draft Self Build guidance and Draft Houses in Multiple Occupation guidance), Climate (in particular Draft Affordable Housing guidance, Draft Masterplanning and Garden Village guidance, Draft Self Build guidance and Draft Houses in Multiple Occupation guidance) and Health (in particular Draft Hot Food Takeaways guidance and Draft Masterplanning and Garden Village guidance).

Step 2 – Resources utilised

3.1	What sources of data, evidence and consultation feedback have you used to help understand the impact of the proposal on equality rights and human rights?	
	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 this source
	City of York Local Plan (adopted 2025)	<p>The adopted City of York Local Plan sets the key planning criteria and planning policy approach for the subject matter and content of the individual guidance documents. The Local Plan has been through multiple stages of public and stakeholder consultation and examination – including direct dialogue with specific equalities and human rights groups.</p> <p>Additionally, specific officers with topic area special specialisms within the Council will have been consulted in the production of the Local Plan.</p>
Previous versions of individual guidance (eg. Affordable Housing and Houses of Multiple Occupation) where applicable	<p>Where the Council has produced previous versions of the individual guidance, they have been through public and stakeholder consultation and the views have been noted and amendments made to the documents, including those with equalities groups and human rights, where applicable.</p> <p>Additionally, specific officers with topic area special specialisms within the Council will have been consulted in the production of the individual guidance.</p>	
Internal consultation	Internal consultation has been undertaken with technical officers and has informed development of the guidance.	

	External consultation with Registered Providers	A workshop was undertaken with Registered Providers to discuss the Affordable Housing planning guidance. Discussion focussed around the implementation of the guidance and its impacts on affordable housing delivery.
	Planning Policy and Local Plan Advisory Group	This is a Member-led advisory Group. The Group met on 9 June 2026 and the feedback has been used to inform the final drafts of the guidance.
	Statement of Community (SCI) and Involvement and Consultation Strategy for non-statutory guidance	The SCI (2025) sets out the types of consultation we will undertake for various planning processes. This was use to inform a bespoke consultation strategy for non-statutory guidance that was approved via officer decision ¹ , as per agreed delegations.

¹ <https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=7703>

Step 3 – Screening the impacts or effects.

3.1	Equality-related obligations derive from the Equality Act of 2010 and the Human Rights Act of 1998.
	<p>Once you have engaged with stakeholders you will need to identify how this proposal impacts on their human rights and equalities.</p> <p>Although table one looks complex, its purpose is to facilitate an initial screening of equalities and human rights impacts of your proposal.</p> <p>Many human rights and equalities will not be affected by the decision you are seeking Executive or Council approval for and so can be left blank. The aim here is to identify pressure points regarding human rights and equalities that require attention.</p> <p>Please see the Appendix for details of the protected characteristics and human rights to consider</p> <p>The rights listed below in the first column are the relevant ones from the Human Rights Act, and the York Human Rights City Network Indicator Report (non-discrimination, education, health and social care, housing, a decent standard of living). The human rights in the Indicator Report were selected by residents of York as their priority rights. In the first row the protected characteristics under the Equality Act are listed, to which 'Everyone' has been added to capture impacts that affect everyone without distinction.</p>

Step 3.1 Table 1 – Screening the impacts or effects

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

Freedom of assembly***	All guidance - neutral													
Right to marry***	All guidance - neutral													
Right to property***	Affordable Housing Guidance – (positive) Self Build Housing guidance (positive) HMO Guidance (positive)		Affordable Housing Guidance – (positive) Self Build Housing guidance (positive) HMO Guidance (positive)									Affordable Housing Guidance – (positive) Self Build Housing guidance (positive) HMO Guidance (positive)		
Right to education***	All guidance - neutral													
Right to free elections***	All guidance - neutral													
Right to housing***	Affordable Housing Guidance – (positive) Self Build Housing guidance (positive) HMO Guidance (positive)											Affordable Housing Guidance – (positive) Self Build Housing guidance (positive) HMO Guidance (positive)		

Step 3.2 Table 2 – Assessing the impact of your proposal

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

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

Rights clashes and restrictions

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

Use the following guidance to inform your responses:

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

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

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

Table 2

Protected Characteristics or Human Rights	Key findings / impacts	Positive (+) Negative (-) (Neutral (0)	High (H) Medium (M) Low (L)
Age	The Hot Food Takeaway Guidance focuses on refusing applications where they are within 800m of a primary or secondary school, college or children’s play area. This is set to have a positive health impact on young people by limited new access to hot food takeaways.	+	M
Disability	The affordable housing guidance may have a positive impact on housing for people with disabilities as it provides minimum standards for design and delivery for this type of housing. It does not however specify accessibility standards in general.	+	L
Gender reassignment	N/A	0	
Marriage and Civil Partnership	N/A	0	
Pregnancy and Maternity	N/A	0	
Race	N/A	0	
Religion and Belief	N/A	0	
Sex	N/A	0	

Sexual Orientation	N/A	0	
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Other social – economic groups			
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Carer	N/A	0	
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Care Leavers	N/A	0	
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Low income groups	The affordable housing, HMO and self build guidance will likely have a positive impact on low income groups through the promotion of more affordable forms of housing.	+	Medium
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Veterans and armed Forces	N/A	0	
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Other	N/A	0	
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Human Rights (list any rights impacted)			
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Step 4 – Gaps in data and knowledge

4.1	What are the main gaps in information and understanding of the impact of your proposal?		
	<p>When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities.</p> <p>Please indicate actions you will take to resolve this gap.</p> <p>As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.</p>		
	Gaps in data or knowledge	Action to deal with this	Date resolved
	None		

Step 5 - Maximising positive impacts

5.1	What has been done to optimise opportunities to advance equality / human rights or foster good relations?		
	<p>Proportionate engagement has been undertaken with internal officers and external interested parties to ensure that the guidance complies with local and national policy and is fit for purpose.</p>		

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

	Option Selected	Conclusion / justifications
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	No major change to the proposal	The HREAT demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact. Any impact from the proposal will be positive.
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ORIGINAL DOCUMENT

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.			
	List below the actions or mitigations that have been identified and who will be responsible to carrying them out. Add as many lines as you need.			
	Impact / Issue	Actions 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, other marginalised groups and human rights going forward? How will any learning and enhancements be capitalised on and embedded?		
	The impact of the non-statutory guidance on protected characteristics, other marginalised groups and human rights will be monitored through periodic reviews and revisions to the individual guidance documents where there are changes in policy which may justify reassessment of the guidance.		

Appendix A

Equality, Diversity & Inclusion (EDI): Protected characteristics

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

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

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

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

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

Human rights differ from equalities in two main ways:

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

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

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

Absolute rights: Cannot be breached in any circumstances e.g. right to life and to protection from torture and inhuman or degrading treatment.

Limited rights: can only be restricted in specific situations e.g. a person can be deprived of their liberty if they are convicted of an offence and imprisoned.

Qualified rights: human rights can be restricted if it is in the interests of the wider community or to protect other people's rights e.g. freedom of movement and assembly were restricted during the Covid-19 pandemic in the interests of public health.

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

Right	Description	Focus Area
Right to life	<p>Nobody, including the Government, can take someone's life away. Public authorities must take appropriate measures to safeguard life including by protecting people whose life might be in danger.</p> <p>Public authorities should also consider the right to life when making decisions that might endanger or affect life expectancy.</p> <p>When public officials may be involved in an instance when someone died, public authorities must investigate.</p>	<ul style="list-style-type: none"> • Benefits and money • Births, deaths and marriages • Children and families • Environment and animals • Health and social care • Housing • Planning and building • Waste and recycling
Right to liberty and security	<p>It focuses on protecting individuals' freedom from unreasonable detention, as opposed to protecting personal safety. However, there is case law from other jurisdictions where this right also covers personal safety in conditions other than detention.</p>	<ul style="list-style-type: none"> • Right to liberty and security

Freedom from torture and inhuman or degrading treatment	<p>Torture consists in causing very serious and cruel physical or mental pain or suffering.</p> <p>Inhuman treatment or punishment is treatment which causes intense physical or mental suffering. Degrading treatment means treatment that is extremely humiliating and undignified.</p> <p>Inhuman or degrading treatment could include:</p> <p>serious physical assault; very severe detention conditions or restraints; serious physical or psychological abuse in a health or care setting.</p>	<ul style="list-style-type: none"> • Children and families • Health and social care
Right to marry and start a family	<p>Right of men and women of marriageable age to marry and to start a family.</p>	<ul style="list-style-type: none"> • Births, deaths and marriages
Prohibition of slavery and forced labour	<p>Slavery is when someone owns someone else like a piece of property.</p> <p>Servitude is when someone provides services to a person for no reward and is unable to stop due to coercion.</p> <p>Forced or compulsory labour is when someone is forced to do work to which they have not agreed to, under the threat of punishment.</p>	<ul style="list-style-type: none"> • Children and families • Jobs, training and volunteering • People and communities
Right to a fair trial	<p>This right is triggered when someone is charged with a criminal offence and have to go to court, or</p> <p>a public authority is making a decision that has an impact on someone's civil rights or obligations.</p>	<ul style="list-style-type: none"> • Environment and animals • Health and social care • People and communities • Streets, roads and pavements
No punishment without law	<p>No one can be charged with a criminal offence for an action that was not a crime when it was committed.</p> <p>Public authorities must explain clearly what counts as a criminal offence so that people know when they are breaking the law.</p>	<ul style="list-style-type: none"> • Environment and animals • People and communities • Streets, roads and pavements

Right to property	<p>No public authority, without very good reason can take away one's property, which may include things like land, houses, objects, shares, licences, leases, patents, money, pensions and certain types of welfare benefits. This right applies to companies as well as individuals.</p>	<ul style="list-style-type: none"> • Benefits and money • Business • Council tax • Environment and animals • Housing • Planning and building • Travel and transport • Streets, roads & pavements • Waste and recycling
Right to private and family life, home and correspondence	<p>This includes one's right to determine their sexual orientation, lifestyle, and the way one looks and dresses. It also includes the right to control who sees and touches one's body. It further covers one's right to develop their personal identity and to forge friendships and other relationships, the right to participate in essential economic, social, cultural and leisure activities. In some circumstances, public authorities may need to facilitate the enjoyment of one's right to a private life, including their ability to participate in society.</p> <p>It also means that personal information about anyone (including official records, photographs, letters, diaries and medical records) should be kept securely and not shared without their permission, except in certain circumstances.</p>	<ul style="list-style-type: none"> • Benefits and money • Births, deaths and marriages • Children and families • Health and social care • Jobs, training and volunteering • Parking and permits • Planning and building • Schools and education • Sports and leisure
Right to free elections	<p>Public authorities must support the right to free expression by holding free elections at reasonable intervals. These elections must enable anyone to vote in secret.</p>	<ul style="list-style-type: none"> • Births, deaths and marriages • People and communities

Freedom of thought, conscience and belief	<p>This may include the right to change religion or beliefs, the right to put one's thoughts and beliefs into action, for example by exercising the right to wear religious clothing, the right to talk about one's own beliefs or take part in religious worship. Public authorities cannot stop anyone from practising their religion, without very good reason.</p> <p>This right protects a wide range of non-religious beliefs including atheism, agnosticism, veganism and pacifism.</p> <p>This includes the right to express views aloud (for example through public protest and demonstrations) or through published articles, books or leaflets, television or radio broadcasting, works of art, the internet and social media. It further protects the right to receive information from other people by, for example, being part of an audience or reading a magazine.</p>	<ul style="list-style-type: none"> • Business • Schools and education
Freedom of expression	<p>This includes the right to express views aloud (for example through public protest and demonstrations) or through published articles, books or leaflets, television or radio broadcasting, works of art, the internet and social media. It further protects the right to receive information from other people by, for example, being part of an audience or reading a magazine.</p>	<ul style="list-style-type: none"> • Business • Environment and animals • People and communities • Schools and education • Sports and leisure
Freedom of assembly and association	<p>This encompasses the right to form and be part of a trade union, a political party or any another association or voluntary group. Nobody has the right to force anyone to join a protest, trade union, political party or another association.</p>	<ul style="list-style-type: none"> • Environment and animals • Jobs, training and volunteering • People and communities • Travel and transport • Streets, roads and pavements

Right to education	<p>This right protects one’s right to an effective education within the UK's existing educational institutions. It relates to primary, secondary, and higher education. Parents have a right to ensure that their religious and philosophical beliefs are respected during their children’s education.</p>	<ul style="list-style-type: none"> • Children and families • Environment and animals • Jobs, training and volunteering • People and communities • Schools and education • Sports and leisure
Right to housing	<p>Adequate housing must provide more than four walls and a roof. For housing to be adequate, it must, at a minimum, meet the following criteria:</p> <p>Security of tenure, that is legal protection against forced evictions, harassment and other threats; availability of services, materials, facilities and infrastructure; affordability, which means that housing is not adequate if its cost threatens or compromises the occupants’ enjoyment of other human rights; Habitability, which relates to physical safety or adequate space, as well as protection against the cold, damp, heat, rain, wind, other threats to health and structural hazards; accessibility, in that it must accommodate the specific needs of disadvantaged and marginalised groups; location, which means that it must not be cut off from employment opportunities, health-care services, schools, childcare centres and other social facilities, or it must not be located in polluted or dangerous areas; cultural adequacy, which means that it must respect and take into account the expression of cultural identity.</p>	<ul style="list-style-type: none"> • Benefits and money • Housing • People and communities • Planning and building • Waste and recycling

Annex B: Consultation summary

Non-statutory planning guidance

Consultation Scope and process

1. Internal consultation was undertaken on all the proposed non-statutory guidance in accordance with the approved consultation strategy¹. This noted that there is no statutory process for consultation on non-statutory planning documents and so internal consultation of the more appropriate technical officers for each piece of guidance would be undertaken. External consultation would be considered where it was considered beneficial.
2. Documentation was circulated to the required officers via email with a minimum of 2 weeks response time. Deadlines were clearly stated with information on how to provide comments, however responses were accepted after the consultation period had finished.
3. For the Affordable Housing guidance a workshop was held with representatives from the Registered Providers. The draft guidance was circulated before the session and participants were led through a series of questions inviting response on the different sections of the guidance. Comments from the session have been captured and opportunity was given for further comments to be provided following the workshop.
4. Details of the consultees for each piece of guidance are provided with each section below. We also note how this has been taken forward in the guidance.
5. Draft documents were taken to Planning Policy and Local Plan Advisory Group on 9 June 2026. Amendments required to the draft documents are included with a response in the following sections.

¹ <https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=7703>

Affordable Housing

Process:

- Internal CYC teams engagement: Housing, Development Management and Legal teams.
- Early engagement workshop session in February 2026 with Development Management.
- Workshop session with Registered Providers May 2026 alongside Housing Team.

Feedback:

Consultee	Comment	Response
CYC legal officer	Consider including introductory paragraph regarding status of non-statutory guidance.	This will be included on the webpage to cover all the non-statutory guidance.
CYC legal officer	Remove references to using CYC S106 template as there is currently not one. Include text to cover S106 provisions.	Agreed
CYC legal officer	Several locations – amend text to clarify that details in guidance are a preference not a requirement.	Agreed
CYC legal officer	Include text to clarify that eligibility criteria will be applied in accordance with the Housing Act, and CYC’s allocations policy.	Agreed
Registered providers’ workshop	Guidance is comprehensive, clear and well-structured	Noted
Registered providers’ workshop	There is a demand for an increase in 3 and 4 bed social rented houses.	Noted – policy requires provision in accordance with the most up to date LHNA
Registered providers’ workshop	S106 mortgages staircasing to 100% - it’s difficult to ringfence receipts to spend in a particular area. Could	Agreed

	this be worded to specify using best endeavours to spend locally?	
Registered providers' workshop	For shared ownership rental charge of 2.5% is lower than the current model used by RPs.	Noted, text has been amended to allow flexibility for higher rent charge where justified.
Development management workshop	Include requirement for viability assessment to be published as per PPG.	Agreed
Development management workshop	Clarity around how to achieve minimum requirements as identified in part (i) of policy H10	The guidance notes that on-site affordable housing requirements will be rounded up to ensure that schemes deliver at least the minimum level of affordable housing on site. Policy wording will be reviewed for new Local Plan.
Planning Policy Advisory Group 9 June 2026		
	Ensure links to evidence. Link to Local Housing Needs Assessment (LHNA) missing in section 7 for example.	Links added
	Need clarity re '2.5% rental charges' – redraft to clarify what this means	Text updated
	Consider the wording and language around Service Charges for affordable housing – what is the role of planning/ authority in this?	Service charges fall outside the remit of planning. The York and North Yorkshire

		Affordable Homes Standard (developed in partnership with the RPs), notes that service charges should be affordable, transparent and offer value for money.
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Hot food takeaways

Process:

- Internal CYC teams engagement: Education, Public Health, Public Protection, Waste Management, Highways Development Management, and Development Management.

Feedback:

Consultee	Comment	Response
Public Health	Supportive of breadth of evidence included	Noted
Assistant Director Education, Skills and SEND	Supports the broad thrust of guidance in the context of research showing the linkages between fast food and educational attainment, cognitive development and nutrition. Important to make clear that data highlights that health inequalities in the city are linked to the impact of deprivation with our more affluent wards/schools having the higher percentages of children at a healthy weight.	Noted and additional text included to clarify this point.
Public Health	Potential to specify Early Years settings specifically registered childcare providers and Best Start Family Hubs?	NPPF paragraph 97 identifies schools and other places where children and young people congregate. While this could include Early Years settings, we note that the existing mapping (buffering

		schools) excludes much of the urban area already.
Environmental Protection	<p>Section 4: Noise and Disturbance, suggested additional text:</p> <p>Due to the high volume of short-stay delivery vehicle movements often associated with hot food takeaways, applicants must demonstrate measures to mitigate noise and air quality impacts on neighbouring residents.</p> <p>Delivery drivers should be encouraged / required (where near to schools, hospitals, care homes, residential premises) to use zero emission (electric) vehicles.</p> <p>All delivery drivers (including third-party couriers) shall switch off their engines immediately upon parking at or near the premises. Engines must remain off until the vehicle is ready to depart. Continuous engine idling by delivery drivers is considered a public nuisance and is strictly prohibited.</p> <p>The business operator is responsible for the conduct of all drivers delivering on their behalf. Applicants for new hot food takeaways that include a delivery service shall provide a statement outlining how they will enforce a 'No Idling' policy. This may include specific instructions in all driver contracts, providing an anti-idling briefing as part of</p>	Additional text included to require this information to be submitted with applications.

	<p>a driver induction, and procedures for monitoring driver behaviour in designated waiting areas.</p> <p>Any customers parking, albeit temporarily, on property associated with the takeaway business, shall be required to switch off their engines whilst waiting to be served. Appropriate signage should be clearly displayed requesting customers to do this.</p>	
Environmental Protection	<p>Section 4: Smells, Extraction and Ventilation:</p> <p>Please note that DEFRA's guidance has now been withdrawn and replaced by the EMAQ guidance "Control of Odour and Noise from Commercial Kitchen Exhaust Systems (September 2018)".</p>	Noted, and updated.
Environmental Protection	<p>Potential to address 'Dark Kitchens', although recognise that the majority run without applying for planning consent. From a public health aspect, it's concerning as these businesses are all online and therefore the customer orders from home, and its delivered...no collection. The concerns are that this type of purchasing is impacting on people's health, unhealthy food and no exercise. Many are not inspected by Environmental Health Officers.</p>	This type of development falls outside the remit of the non-statutory planning guidance.
NHS Humber and North Yorkshire ICB	<p>Provides summary of consultation from the HNY Public Survey, showing the following:</p>	Data incorporated in guidance.

"In a typical week, how often do you eat or drink the following? - Takeaways or fast food". Results were:

	Never	Less than weekly	1-2 times a week	3 or 4 times a week	5 or more times a week
York	16%	56%	25%	2%	0%
Humber & NY	19%	47%	28%	4%	1%

"Support for restricting fast food outlets near schools"

	Strongly Agree	Agree	Disagree	Strongly Disagree	Not sure
York	35%	44%	14%	2%	5%
Humber & NY	42%	32%	17%	4%	5%

"Banning junk food advertising on TV before 9pm"

	Strongly Agree	Agree	Disagree	Strongly Disagree	Not sure
York	32%	40%	21%	2%	4%
Humber & NY	41%	29%	19%	5%	6%

Highways Development Management	<p>Include text in introduction: Its purpose is to:....</p> <ul style="list-style-type: none"> • address and minimise impacts on road safety and the highway network 	Agreed
Highways Development Management	Query whether the layout of the premises provides sufficient information to judge whether the site is a restaurant or hot food takeaway. Delivery drivers from restaurants cause highway related issues.	The guidance refers only to sui generis takeaways for the sale of hot food where consumption of that food is mostly undertaken off the premises, not restaurants Use Class E.
Highways Development Management	Further queries about uses in Table 1 – specifically where food courts and cafes where food can be taken away to eat might fall to be considered.	<p>The guidance relates only to sui generis hot food takeaways as it is based on policy in the NPPF related to this particular use. See also</p> <p>https://www.gov.uk/government/publications/healthy-weight-environments-using-the-planning-system/addendum-hot-food-takeaways-use-in-the-new-use-class-order</p>
Highways Development Management	Queries about coverage of buffer zones in the mapping.	The 800m buffer is widely accepted as a definition of a reasonable walking distance . It's used by DfT in Manual for Streets, Sustrans in their

		Walkable Neighbourhoods guidance and was referenced by Matthew Pennycook as the government's working assumption of a reasonable walking distance in reference to the proposed NPPF changes.
Highways Development Management	Are buffers shown around private school, colleges and universities?	The buffers are shown around private schools and colleges. The final interactive mapping should allow layers to be turned on and off.
Highways Development Management	The guidance highlights concentration of hot food takeaways as an issue, this is not always the case in highways terms where it can lead to shared parking spaces and multiple driver pick ups.	Noted, but consideration of clustering of hot food takeaways is only one of a number of considerations when assessing schemes.
Development Management	Queries why 800m buffer has been shown, not 400m which is more usually used in DM.	The 800m buffer is widely accepted as a definition of a reasonable walking distance . It's used by DfT in Manual for Streets, Sustrans in their Walkable Neighbourhoods guidance and was referenced by Matthew Pennycook as the government's working

		assumption of a reasonable walking distance in reference to the proposed NPPF changes.
Development Management	What is considered to be a cluster of hot food takeaways, and how can this be assessed?	Text has been amended to clarify that a cluster refers to 2 or more adjacent hot food takeaways.
Development Management	Requested amendments to 'Applicants must submit full details of the design and siting of fume extraction systems before work commences' as information may be needed earlier as part of the application process.	'before work commences' deleted.
Development Management	Requested amendments to 'Applicants must submit full details of waste storage systems and demonstrate compliance with relevant waste regulations.' as this is covered by other legislation.	'and demonstrate compliance with relevant waste regulations' deleted.
Planning Policy Advisory Group 9 June 2026		
	Provide more evidential basis and information on why 800m buffer was chosen vs 400m buffer.	Completed; Background paper prepared (Annex C)
	Clarify where the centre point of the buffer is taken from	Completed; Background paper prepared (Annex C)
	Be clear as to what is in and out of scope within guidance.	Completed; Background paper prepared (Annex C)

Masterplanning and Garden Villages

Process:

- Internal CYC teams engagement: Regeneration, Design & Conservation, Highways Development Management, and Development Management.
- Workshop session with Design & Conservation team in December 2025.

Feedback:

Consultee	Comment	Response
Regeneration	Comments made suggesting that the guidance should be clear about its status in making planning decisions	This will be included on the webpage to cover all the non-statutory guidance.
Regeneration	Include reference to including cultural engagement alongside the delivery of cultural facilities	Agreed
Highways Development Management	Could text be included to address accessibility and inclusive environment/design requirements?	Agreed
Highways Development Management	Could text be included to address transport integration with surrounding areas/ existing services and facilities?	Agreed
Design & Conservation	Masterplanning key principles: Under “Holistically planned”, it currently says “..comprehensive but flexible enough..” but better to say more like the RTPI text it quotes from ie “comprehensive enough to guide investment but flexible enough...”	Agreed
Design & Conservation	Transport linkages and movement hierarchy:	Agreed

	Consider adding “Translate intended movement hierarchy on plan into instinctively understood street/route design types, that also support greened streets, placemaking and natural wayfinding”	
Planning Policy Advisory Group 9 June 2026		
	Ensure includes as far as possible accessibility requirements in all development schemes	Text requires that schemes provide public realm that is inclusive and adaptable; that the design is accessible for all with inclusive environment considerations; early engagement with local communities and other stakeholders is recommended.
	More text around active travel and connectivity to the wider community	Text updated
	Biodiversity and water management considerations need more mention	Text updated
	Signpost to existing best practice where possible	We have included links to Homes England and TCPA guidance.

Self Build Housing

Process:

- Internal CYC teams engagement: Housing, Regeneration and Development Management.

Feedback:

No technical officer comments received.

Planning Policy Advisory Group 9 June 2026		
Consultee	Comment	Response
	Simplify to ensure clarity in relation to what is defined as self build.	Done
	CIL exemption – provide clarity around this regarding legislation and definitions of self and custom build	CIL exemption section now signposts to CYC CIL webpages
	Take a paper to Executive around including a local connection requirement for self build	Noted

Houses in Multiple Occupation

Process:

- Internal CYC teams engagement: Regeneration, Design & Conservation, HMO Licensing, and Development Management.

Feedback:

Consultee	Comment	Response
Development Management	More detail on the definition of an HMO for planning purposes.	Agreed
Development Management	More detail on how to interpret part (iii) of the policy and paragraph 4.44 of the supporting text around amenity considerations.	Following further work with Development Management this section has been expanded to reflect current practice and appeal decisions.
Development Management	Include more information about the impacts of intensifying the use of a site.	Details of need for appropriate parking and bin storage included. Expectation for usable internal layouts.
Regeneration	Comments made suggesting that the guidance should be clear about its status in making planning decisions.	This will be included on the webpage to cover all the non-statutory guidance.
HMO Licensing	Include information about HMO Licensing.	Agreed
Planning Policy Advisory Group 9 June 2026		

	Include in background section a sentence around the impact on local amenities from an imbalanced community	Additional text included
	Move further information re demographic spread to beginning	Done
	HMO Database – clarify what information is publicly available (licensing) and how this differentiates from Planning HMO database.	Information included signposting to publicly available data informed by the Housing Standards team
	Provide clarity to state that parking should be off-street/within red-line with a minimum of 1 offstreet parking space per dwelling.	Additional text included

Annex C: Hot food takeaway non-statutory planning guidance

Background paper

Purpose

1. Following discussion at the Planning Policy and Local Plan Advisory Group (9 June), this paper seeks to provide further evidence in support of the requirements contained in the Hot Food Takeaway planning guidance. The guidance provides detail to clarify how planning applications for hot food takeaways (sui generis use) will be assessed in York, and in relation to policy in the National Planning Policy Framework.

National Planning Policy Framework

2. The National Planning Policy Framework (NPPF) is the primary rulebook that shapes land use and development in England. The latest NPPF (2024) states in relation to hot food takeaways that:

*97. Local planning authorities should refuse applications for hot food takeaways and fast food outlets: - within **walking distance** of schools and other places where children and young people congregate, unless the location is within a designated town centre; or - in locations where there is evidence that a concentration of such uses is having an adverse impact on local health, pollution or anti-social-behaviour.*

3. This policy was newly introduced in the 2024 version of the NPPF. The reference to 'walking distance' is the only one in within the Framework and must be interpreted for decision-making.
4. The [2025 draft consultation version](#) of the NPPF proposes to make a minor change to the policy to include the word 'reasonable' before 'walking distance'. The consultation document associated with the draft NPPF notes that the word 'reasonable' has been included in the hot food takeaway policy 'to avoid any ambiguity that the policy

could apply to hot food takeaways and fast food outlets which are a considerable but still 'walkable' distance away.'

5. Although the draft version of the NPPF references 'reasonable walking distance' several times, it does not provide further clarification as to what a 'reasonable walking distance' constitutes. Consequently, it is for Local Planning Authorities to make an evidenced judgement as to the distance they consider appropriate.

Why do we use 800m as a proxy for walking distance?

6. Given the NPPF does not provide detail on how far a 'walking distance' might be, each Local Planning Authority must demonstrate this based on the available evidence.

Evidence for use of 800m

7. The 800m walking distance is an established distance used by a number of bodies to equate to approximately 0.5 miles or 10min walking time which represents a comfortable distance for most people on foot. Amongst the documents using this measurement are:

Document	Year
Department for Transport ' Manual for Streets '	2007
Transport for London ' The Planning for walking toolkit '	2020
National Design Guide	2021
Active Travel England ' Standing advice note: Active travel and sustainable development '	2024
Response to written parliamentary question to Matthew Pennycook, Minister for Housing, Communities and Local Government	2026

What distance do other LPAs use?

8. There is no consistent approach taken by differing Local Planning Authorities. Examples set out in Table 1 identify that walking distance has been equated to either 400m or 800m.

Table 1: Other Local Authority Examples

LPA	Reference	Distance	Year
City of Bradford Council	Hot food takeaway SPD	400m (from primary & secondary schools, youth clubs and parks)	2014
Leeds City Council	Hot food takeaway SPD	400m (secondary schools only)	2019
Rotherham Council	Hot food takeaway SPD	800m (from primary & secondary schools, special schools or tertiary colleges)	2020
Doncaster Council	Local Plan	400m (from primary & secondary schools, colleges, community centres and playgrounds; subject to a opening restriction after 1700hrs weekdays)	2021
Kirklees Council	Hot food takeaway SPD	400m (from primary & secondary schools)	2022
Sheffield City Council	Draft Local Plan	800m (from secondary schools)	2024
Bristol City Council	Draft Local Plan	5 mins walking (from primary & secondary schools, or other places young people gather)	2024
Barnsley Council	Planning advice note: Hot food takeaways	800m (from primary & secondary schools, community centres, playgrounds, parks and leisure centres)	2026

Considering the impacts of a 400m buffer versus an 800m buffer

9. Policies introduced prior to 2021 generally used 400m and have had the longest time to be evaluated and measured. Since this time, obesity prevalence has gone upwards and evidence of effectiveness of HFT policies is getting stronger. Table 1 shows that most recent guidance is more likely to have implemented 800m as the walking distance as authorities have likely responded to the monitoring data.

10. We have mapped the cumulative impact of both a 400m and an 800m buffer around all schools, colleges and playgrounds. For the educational establishments the centre point is taken as the main entrance to the site; for playgrounds it is a buffer around the polygon representing the entire playground.
11. We recognise that the buffers represent an 'as the crow flies' distance rather than real world walking distances. Where a planning application comes forward for a hot food takeaway then it will be fully assessed in relation to proximity to schools and playgrounds with the 800m buffer taken as a starting point for that assessment.
12. In both instances the district centres (Acomb and Haxby) and city centre are excluded from the buffers.
13. The results are in the attached maps (at end of document):
 - Option A showing a 400m buffer – buffers are shown 400m around the entrance point to educational establishments, and 400m around the boundaries of play areas; the designated district centres of Haxby and Acomb, and the city centre, are excluded. The buffers are merged to show the total area excluded.
 - Option B showing the 800m buffer - buffers are shown 800m around the entrance point to educational establishments, and 800m around the boundaries of play areas; the designated district centres of Haxby and Acomb, and the city centre, are excluded. The buffers are merged to show the total area excluded

How have the schools and other places children congregate been chosen?

14. The NPPF policy requires that Local Planning Authorities refuse planning applications within walking distance of **schools and other places where children and young people congregate**.
15. For the purposes of the guidance we have chosen to include
 - All primary and secondary schools

- Colleges
16. Children's playgrounds

17. There is clear evidence from multiple sources that density of hot food takeaways is associated with higher rates of childhood obesity. Sometimes this evidence is viewed as surprising, given the universal access of delivery companies, but it is persistently recorded. Across a lifetime this puts our young people at significant additional risk of preventable chronic disease at an early age. This health harm is already visible in the national datasets in primary school age children. This is why the planning guidance pushes hot food take-aways away from places where children might congregate, and back into high density locations like the city centre.
18. Access to hot food takeaways in York is relevant to child weight at any age, not only when children are secondary school age and walking independently from their parents. School travel data from the [National Travel Survey \(2024\)](#) shows that nationally 83% of 5-10 year olds are walking to school when the distance to and from school is less than 1 mile; for 11-16 year olds this rises to 92%.
19. We have chosen to include playgrounds as the only other type of development where children might congregate. For the purposes of the mapping we have used the boundary of the playground (not the boundary of a wider park or open space) as the starting point for the 800m buffer.

Why only hot food takeaways?

20. The NPPF [paragraph 97](#) refers specifically to hot food takeaways and fast food outlets. In terms of the Use Class Order these types of businesses do not fall within any defined use class and are therefore 'sui generis' – within a class of their own. Hot food takeaways are defined as businesses for the sale of hot food where consumption of that food is mostly undertaken off the premises.
21. Businesses which fall within other use classes (eg coffee shops or bakeries – both Class E) simply do not fall within the provisions of paragraph 97 of the NPPF, so cannot be considered under this guidance.

Conclusions

22. There is no specifically consistent approach between local planning authorities when considering buffer distances around schools and other places young people congregate. It is therefore for York to demonstrate and evidence its proposed approach.
23. Whilst there is debate regarding 400m vs 800m, the planning guidance proposes to use an 800m buffer. This is within the typical range of existing planning guidance from other authorities and is considered justified by the higher than national average density of hot food takeaways in York and the evidence around impacts on children's health.
24. The choice of including all schools, colleges and playgrounds as a starting point for the buffer zones is justified by the higher than national average density of hot food takeaways in York and the evidence around impacts on children's health.
25. The 800m distance is in line with the high ambitions in the York Health and Wellbeing Strategy 2022-2032 to reverse the rise in adults and children living above a healthy weight.

Annex 1: Current childhood obesity data in York

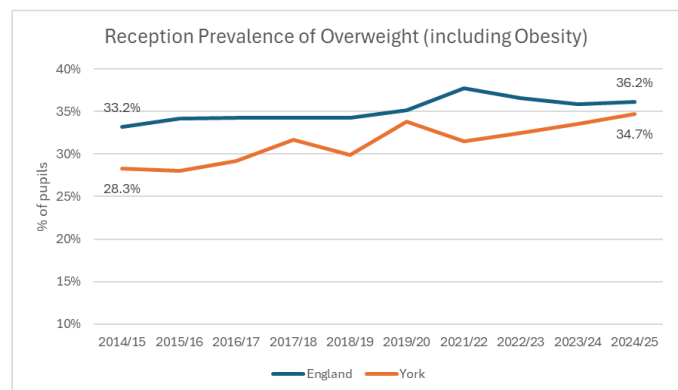
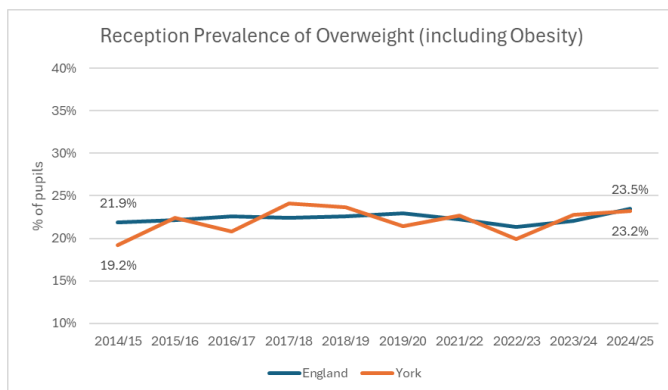
Unhealthy weight in children is one of the key public health challenges facing York, affecting 1 in 4 reception-aged children and 1 in 3 year six-aged children in York.

Data correlates living near a density of hot food takeaways and raised levels of childhood obesity^{1 2}. Over the life course, this is associated with higher levels of preventable chronic disease, and preventable ill health at an earlier age. An estimate 23% of all deaths are attributable to obesity, which overtook smoking as the leading cause of death during the last decade.³

This data is collected through the NCMP, a nationally mandated national program. It provides reliable comprehensive weight data on all children attending state funded schools. York data is below:

	Overweight	Obesity	Combined
Reception (5 years)	14%	9%	23%
Year 6 (11 years)	15%	19%	35%

Childhood obesity rates in York have risen considerably over the last decade:

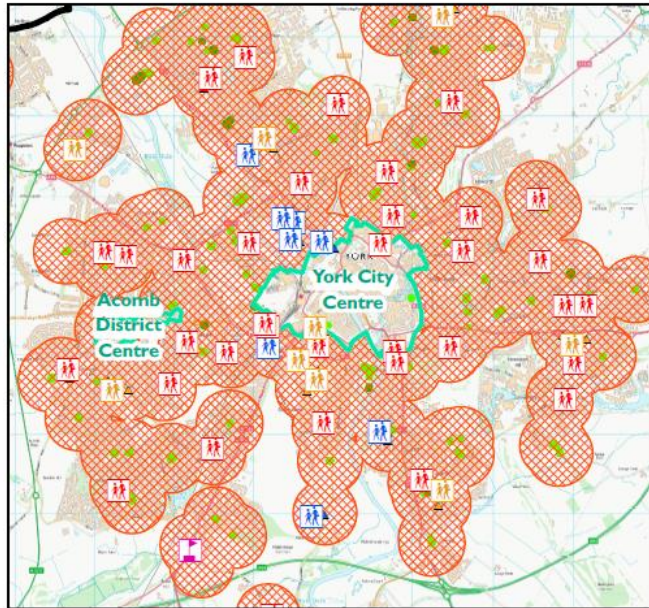


¹ <https://www.gov.uk/government/publications/health-matters-obesity-and-the-food-environment/health-matters-obesity-and-the-food-environment--2>

² <https://link.springer.com/article/10.1186/s12966-017-0589-5> .

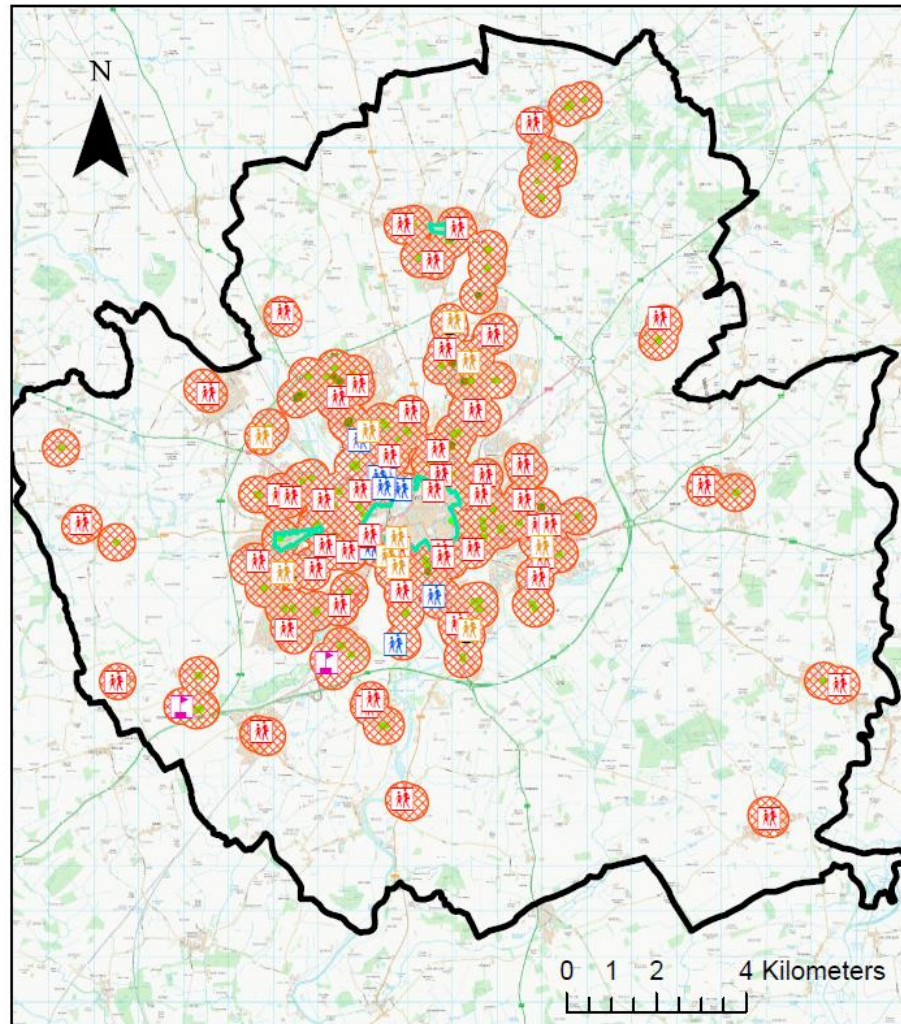
³ [Changes over 15 years in the contribution of adiposity and smoking to deaths in England and Scotland | BMC Public Health | Springer Nature Link](#)

Healthy Places Guidance: Hot Food Takeaways Exclusion Zones Map (Option A - 400m Buffers)



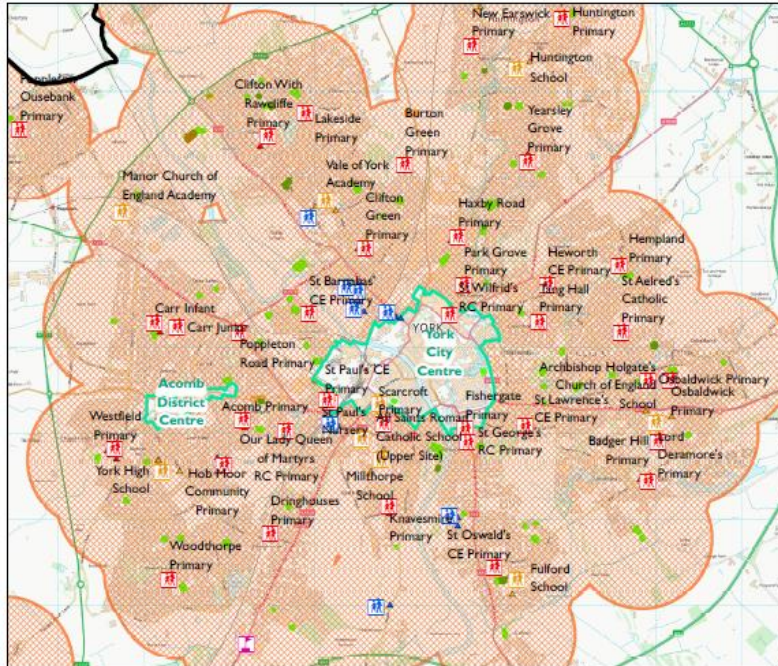
Legend

- | | |
|---|----------------------------------|
| City of York LA Boundary | Primary Schools Entry Points |
| Further Education Colleges | Independent Schools Entry points |
| Secondary Schools | City Centre |
| Primary Schools | District Retail Centre |
| Independent Schools | HFT Exclusion Zone (400m) |
| Further Education Colleges Entry Points | Young persons openspace |
| Secondary Schools Entry Points | Childrens openspace |



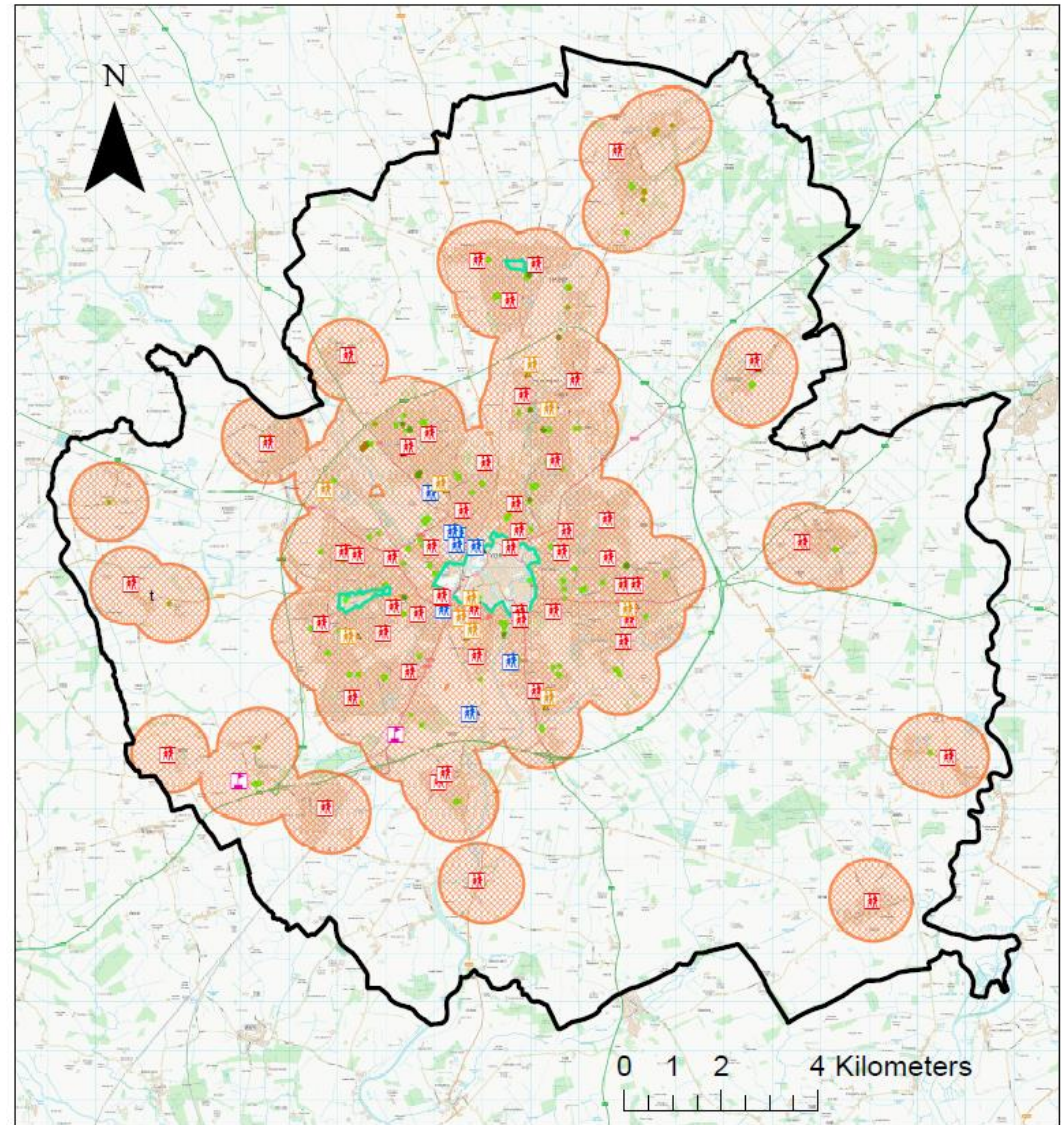
Date: 18/06/2026

Healthy Places Guidance: Hot Food Takeaways Exclusion Zones Map (Option B - 800m Buffers)



Legend

- | | |
|---|----------------------------------|
| City of York LA Boundary | Primary Schools Entry Points |
| Further Education Colleges | Independent Schools Entry points |
| Secondary Schools | City Centre |
| Primary Schools | District Retail Centre |
| Independent Schools | HFTE Exclusion Zone (800m) |
| Further Education Colleges Entry Points | Young persons openspace |
| Secondary Schools Entry Points | Childrens openspace |



Date: 18/06/2026

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Annex D

DRAFT Affordable Housing Planning Guidance

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1. Affordable housing policy site thresholds and requirements

Affordable housing policy provisions are determined by application thresholds summarised below. Applications that meet these requirements would be supported from an affordable housing perspective. Early engagement with the Housing Strategy and Performance Team is encouraged as they may be able to identify possible sources of grant funding to increase affordable housing provision on development.

In accordance with recent changes to the National Planning Policy Framework, major development on sites within the Green Belt should provide affordable housing in accordance with the Golden Rules (see NPPF 2024 paragraphs 156-158¹). These require affordable housing at 15 percentage points above the highest existing affordable housing requirement which would otherwise apply to the development, subject to a cap of 50%. In York this equates to a requirement for 45% (30% as the highest existing affordable housing range plus 15%) on site affordable housing on Green Belt sites.

Table 1: Affordable Housing Policy Expectations

Threshold	Policy provision requirement	Affordable tenure mix / other provisions
Brownfield sites of 15 or more dwellings	20% of total homes, on site	80% social rent 20% intermediate tenure
Greenfield sites of 15 or more dwellings	30% of total homes, on site	80% social rent 20% intermediate tenure
Sites of 5-10 dwellings where the combined gross floorspace is more than 1,000m ²	10% provided as commuted sum using specified calculation below	Outbuildings are excluded from the floor area calculation
Sites of 11-14 dwellings : any floorspace	10% provided as commuted sum using specified calculation below	n/a

¹ <https://www.gov.uk/guidance/national-planning-policy-framework/13-protecting-green-belt-land>

Threshold	Policy provision requirement	Affordable tenure mix / other provisions
<p>Green Belt sites where the NPPF Golden Rules are applicable</p>	<p>45% of total homes, on site</p>	<p>A minimum of 24% of homes on greenfield sites must be delivered as social rent.</p> <p>This reflects the policy requirement for 30% affordable housing on greenfield sites, of which 80% must be social rent: 30% x 80% = 24% social rent minimum, of the minimum 45% Golden Rules affordable provision.</p>
<p>Off-campus purpose built student accommodation</p>	<p>Off-site financial contribution in line with the calculation in policy H7</p>	<p>n/a</p>
<p>Note 1: This policy will apply if a development proposal below the thresholds is followed by an obviously linked proposal at any point where the original permission remains extant, or up to 5 years following completion of the first scheme, and the combined total of dwellings is 5 or more dwellings.</p> <p>Note 2: Tenure mix will be applied in accordance with the current Local Housing Needs Assessment (LHNA) [link to https://www.york.gov.uk/downloads/file/8270/ex-cyc-92-local-housing-needs-assessment-by-iceni-july-2022] evidence base. Build to Rent schemes will provide Affordable Private Rent</p> <p>Note 3: Where the LHNA is referred to within this Guidance, as in Local Plan policy, it is the most up-to-date version which should be used.</p> <p>Note 4: To achieve the policy expectations affordable housing on site provision must be ‘rounded up’ to achieve to achieve the relevant percentage.</p>		

Securing Affordable Housing

Section 106 of the Town and Country Planning Act 1990 provides the statutory basis for planning obligations. The Council will expect applicants to enter into an appropriate s106 Agreement securing all necessary provisions for the delivery, management and long-term affordability of the affordable housing required on the site.

Where necessary the s106 Agreement will include provisions relating to:

- Affordable housing definitions - the definition of affordable housing and the specific affordable tenures to be secured.
- Tenure mix and dwelling schedule - the agreed tenure mix, number of bedrooms, and the location of affordable dwellings within the development.
- Registered Provider details - confirmation of the affordable housing provider and any requirements relating to their appointment.
- Phasing - the timing and phasing of affordable housing delivery in relation to the wider development.
- Financial contributions - milestones for payment of any commuted sum or financial contribution.
- Nomination rights - nomination arrangements and any criteria relating to the allocation of affordable homes.
- Safeguarding affordability - measures to ensure the homes remain affordable to eligible households in perpetuity.
- Recycling of receipts - expectations regarding the recycling of any receipts or grant arising from the disposal of affordable housing units.
- Council costs - payment of the Council's reasonable legal and monitoring costs in preparing and administering the Agreement.
- Overage / viability review - where less than policy compliant affordable housing or a reduced commuted sum is accepted, an overage clause requiring a viability review [prior to occupation] and payment of any additional commuted sum if viability has improved.

The Council recognises that the content of s106 Agreements can vary considerably from site to site to reflect specific circumstances, including any proposed phasing of a development.

Pre-application discussions

Pre application discussion with the Housing Strategy and Performance Team is encouraged to allow for clarity on the expected size, type and tenure mix of the affordable provision and to help ensure efficiency of the application process. This approach is also supported in the NPPF.

2. Affordable housing tenures and affordability

The Council will apply a tenure split in accordance with Local Plan Policy H10 and the current [LHNA](#) evidence base. This currently equates to a split by tenure into 80% social rented, and 20% intermediate tenure, which typically will be shared ownership. This tenure split is the current default position unless site-specific circumstances, updated LHNA evidence, or viability considerations justify otherwise. The position of each tenure set out in the NPPF definition of affordable housing is summarised below. Compliance with NPPF and Regulator of Social Housing requirements must be maintained for affordable housing in all cases.

For applications proposing affordable housing in excess of the policy requirement provisions, applicants should demonstrate that social rented tenure has been maximised within site constraints, and in all cases the equivalent policy minimum social rented proportion must be provided. For example, if 50% affordable housing is proposed in a greenfield, it would not be acceptable to provide below 24% of the site as social rent, as this is the social rent proportion that would have been provided at 80% tenure split of the 30% minimum overall affordable provision requirement.

Definitions

Social rent

Social rent is for households assessed as having a high level of need and generally unable to afford other forms of housing such as private rent or Intermediate tenure affordable housing. Rent must be set in accordance with government formula rent requirements as currently described in the Rent Standard guidance, meeting all regulatory obligations. Lettings will usually be made through nomination from the Council's own assessed list, the statutory housing register under Part 6 of the 1996 Housing Act.

Affordable rent

Affordable rent is a tenure with rent charges set at up to 80% of market rent. Affordable Rent is generally discouraged unless justified by viability or site-specific circumstances, reflecting LHNA evidence. Rent must be set in accordance with rent setting requirements as currently described in the Rent Standard guidance, meeting all regulatory obligations.

If accepted due to viability constraints as set out in section 6, Economic Viability, the affordable rent level must include all service charges, and will be generally at a maximum comprising the lower of:

- Local Housing Allowance for the City of York published by the government for the purposes of Housing Benefit and Universal Credit entitlement; or any successor scheme, and
- 80% of local market rent for an equivalent property

Further guidance is available in the City of York Living Rent that forms part of the Tenancy Strategy for the City.

<https://www.york.gov.uk/housing-plans-strategies/housing-tenancy-strategy>

It is important to note that in the event that the level of Local Housing Allowance or equivalent scheme reduces, Affordable Rent levels must match this if required to ensure affordability for tenants in receipt of Housing Benefit/Universal Credit under benefits schemes rules.

Lettings will usually be made through nomination from the Council's own assessed list, the statutory housing register under Part 6 of the 1996 Housing Act.

Affordable private rent (APR) or “discounted market rent” is the NPPF term for what is often known as discounted market rent (DMR). **This tenure is used for Build to Rent schemes only.** Where APR is proposed to meet the same requirements as Affordable Rent above, lettings may be made through nomination from the Council's own assessed list, the statutory housing register under Part 6 of the 1996

Housing Act. APR will be considered an intermediate tenure provision where it does not meet these requirements.

Discount levels will be set by reference to government guidance and local evidence as described in section 4, Rent to Buy and Affordable Private Rent levels and eligibility.

Shared Ownership

Shared Ownership offers homes where an initial share can be bought between 10% and 75% with the option to increase the share in the future, known as 'staircasing'. Rent is paid on the remaining share.

Shared Ownership properties should be sold using the relevant model Homes England lease and under the terms of the Homes England programme. **Rental charges should be restricted to a maximum 2.5%** of the equity owned by the Registered Provider, to support affordability for occupants. A higher rent charge up to 2.75% may be applied where this is demonstrated to be essential for scheme viability.

Older People's Shared Ownership schemes that include an age-related occupancy restriction will apply the terms of Homes England's Older Persons Shared Ownership model.

Capital receipts from 'staircasing' should be reinvested in affordable housing development or improvements within the City of York area where possible, on a best endeavours basis.

Service charges

Applicants should ensure that service charges do not compromise the affordability of the scheme for residents with a need for affordable housing.

The service charge is the amount payable on an affordable housing unit in addition to the rent/mortgage due. It should include all estate management charges, ground rents, services, repairs, regular and

cyclical maintenance of communal areas such as cleaning and grounds keeping, and the insurance of the building.

Contributions to sinking funds may be charged additionally to service charges. Such charges should only be made to recover the costs of replacing items or areas of a building at their expected 'end of life' as part of programmed repairs for that building.

Applicants must engage with the Housing Strategy and Performance Team at an early stage for all schemes where service charges are likely to be significant.

Applicants will be expected to demonstrate that high service charge levels would meet Housing Benefit / Universal Credit eligibility requirements to support the affordability of the homes. It is also expected that applications will take service charge impacts of design choices into consideration and that affordable housing service charges will be minimised wherever possible.

3. Approved RP list and allocations

Affordable housing must be transferred to a Registered Provider (RP) from the Council's approved list and then will be managed in line with the Regulator of Social Housing and Homes England rules. Provider approval by the Council will be reviewed periodically and will be assessed against criteria including:

- compliance with nominations agreements
- satisfactory Regulator assessment
- housing management and maintenance performance
- compliance with Tenancy Strategy expectations [link to <https://www.york.gov.uk/housing-plans-strategies/housing-tenancy-strategy>]

If an RP is interested in providing social housing in York they will need to contact the Housing Strategy and Performance Team to ensure they meet the criteria and are accepted to be on the list.

There are restrictions placed on who is eligible to purchase or rent affordable housing to ensure that priority is offered to local people. Applicants on the Local Authority waiting list for an affordable rented property must have been a resident within York for six out of the past 12 months, or 3 out of the 5 past years, or have local connection. The eligibility criteria will be applied in accordance with the Housing Act 1996, statutory guidance, and the Council's adopted Allocations Policy. There will be a Section 106 obligation to ensure RPs enter into a Nominations Agreement that will allocate affordable homes in accordance with the Council's Allocations Policy [link to <https://www.york.gov.uk/council-homes/can-apply-council-house>].

Social Rent transfer values are not fixed, as they are set by a competitive tender process between approved Registered Providers on the basis of zero public subsidy financial viability. This is carried out by the developer and the procedure is detailed in the s106 agreement.

Applicants should work with Registered Providers and should aim to achieve the York and North Yorkshire Affordable Homes Standard [link

to <https://www.yorkshirehousing.co.uk/media/l2xgtk1v/ynyhp-affordable-homes-standard.pdf> for affordable housing provision.

4. Rent to Buy and Affordable Private Rent levels and eligibility

Rent levels for Affordable Private Rent should be indexed to earnings, with reference to the Council's most up to date housing needs assessment. This provides a more effective approach to affordability than a fixed market rent discount. There would also be a minimum 20% discount in the event that wages increased at an unexpectedly more rapid rate than market rents. Maximum rents include service charges within the calculation.

Affordability is benchmarked against income scenarios of households that are expected to be typical low income, in-work eligible households for the Affordable Private Rent tenure. Median rent levels are also considered an upper ceiling for an affordable housing product. The City of York Living Rent approach should also be taken into account.

[link to <https://www.york.gov.uk/housing-plans-strategies/housing-tenancy-strategy>]

Up to date Office of National Statistics or successor data will be applied for this purpose. Rent [link to <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/dataset/s/privaterentalmarketsummarystatisticsinengland>] and income [link to <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/datasets/placeofresidencebylocalauthorityashetabl e8>] levels at the time of publishing are shown below, for illustrative purposes.

References and data from the Office of National Statistics (ONS)

a. ONS data on City of York private rents and incomes: 1-bed

Reference data for 1-bed Affordable Private Rented property:

- Single full-time earner on Lower Quartile income: **£24,985/year**
- Lower Quartile rent for 1-bed: **£695/month**

b. ONS data on City of York private rents and incomes: 2-bed

Reference data for 2-bed Affordable Private Rented property:

- 2-person household: 1 full-time earner on Lower Quartile income and 1 part-time earner on median income, total **£37,914/year**

- Median rent for 2-bed: **£865/month**

Table 2: illustrative local housing and labour market data

	Proposed rent	% of reference income	Proportion of total rent [discount]	Market valuation
1-bed	£695/month	33.4%	<i>Calculated from valuation</i>	<i>Applicant to provide</i>
2-bed	£865/month	27.4%	<i>Calculated from valuation</i>	<i>Applicant to provide</i>

The calculations to be updated at time of application assessment.

Annual rent increases are restricted to a maximum of CPI + 0.5%.

5. Future sustainability and provision in perpetuity

Rented affordable homes must be retained in perpetuity, with exceptions limited to:

- Mortgagee-in-possession provisions in accordance with the agreed Section 106 agreement. Registered Providers should ensure that their finance terms for the properties can accommodate these requirements.
- Affordable Private Rent properties may be sold as part of a whole block transfer provided an appropriate commuted sum is paid.
- Rent to Buy is treated as a low-cost home ownership tenure for these purposes and the process is set out below.

Discount Market Sale properties must be maintained as affordable homes with resale restricted to the proportion of the initial price to market valuation.

For any properties generating a market receipt such as Shared Ownership and Rent to Buy tenures, the sale receipts must be retained by the Registered Provider and re-invested in affordable housing, with best endeavours to secure this within the City of York Council area.

6. Economic viability

The supporting text to **Local Plan policy H10** describes the approach to assessment of viability in respect of affordable housing, with the process summarised in the table below. Viability assessments must be published in full in accordance with national government expectations unless exceptional circumstances justify redaction.

The **National Planning Policy Guidance** on [viability](#) should be followed in preparing and reviewing viability appraisals, including methodology and standardised inputs. Future updates to national policy will be incorporated into decision making where relevant.

Process Stage	Responsibility
1. The applicant believes because of development viability that a site cannot meet the requirements of the policy	Applicant
2. Open book appraisal submitted with application that complies with national planning guidance on decision making	Applicant including bearing costs of appraisal
3. Review of appraisal submission and notification of either: a. Acceptance of submission, or b. Need for further review	Local Planning Authority (LPA) Local Housing Authority (LHA): consultee during process
4. If a need for further review is identified, the LPA will instruct either the Valuation Office Agency or, where needed, an alternative suitably qualified surveyor to review the appraisal submission. The applicant will undertake to pay all costs of doing this.	LPA: instruction of surveyor LHA: housing-specific guidance Applicant: bearing costs of appraisal and related reviews (including any required by the LPA)

Process Stage	Responsibility
<p>5. The parties will work to achieve an agreed position, with the support of the instructed valuers.</p> <p>Viability review mechanisms will be utilised for Outline applications and for other applications with a longer development timescale.</p>	<p>LPA and LHA</p> <p>Applicant including bearing costs of appraisal and related reviews</p>
<p>6. Where non-viability and non-compliance with policy requirements is agreed, options will be assessed to maximise affordable housing provision:</p> <p>a. Seek Homes England or other capital funding sources to enable additional affordable housing</p> <p>b. Consider alternative tenure provision mixes that can enhance viability, within the priorities of the LHNA</p>	<p>LPA and LHA</p>
<p>7. Decision issued taking into account outcome of assessment and options pursued to address affordable housing shortfall.</p>	<p>LPA</p>

Viability review mechanisms

All review mechanisms are upwards-only. This means that if conditions have improved, the surplus is used to progress towards (or reach) policy compliance. Whereas if conditions have worsened and a deficit arisen, there is no reduction in planning obligations. Viability assessments allow for developer's profit to accommodate market risk; it is not the role of the planning system to insulate developers against market downturns.

Viability review mechanisms will only be utilised when the application viability appraisal is likely to be significantly obsolete by the time the development has been completed. They will be used for all Outline applications and where the development is expected to take place on a

longer timescale for example, due to being larger, phased developments.

Government guidance and evidence-based practice will be used to determine viability review mechanisms.

7. Affordable housing mix

Early engagement with the Housing Strategy and Performance Team is encouraged to ensure that the design and layout of the affordable housing is appropriate. In providing affordable housing, applicants should deliver an appropriate mix for the location and consider the evidenced mix in the latest Local Housing Needs Assessment ([LHNA](#)). The most appropriate size and type of affordable housing will be determined on a case-by-case basis reflecting the context of the site, the LHNA, the current housing register, existing affordable housing stock and relevant planning guidance.

The requirements of Policy H3 must be met in respect of affordable housing mix which also depends on an appropriate wider mix across the site to achieve good quality, sustainable provision.

Details of the mix and affordable provision should be provided with any planning application in spreadsheet format in addition to a clearly identifiable layout plan. This must cover the details shown in Table 3, as a minimum.

Table 3: Affordable Housing Mix Schedule

Bedrooms	Type	Size	Accessibility Part M	Social Rent	Discount Sale	Market	Total

Layout

The affordable houses are to be ‘pepper-potted’ evenly throughout the development and visually indistinguishable from the open market dwellings. Different tenures should also be evenly distributed throughout the site.

Smaller house types should not be clustered together within the development if doing so would make the above principles unachievable. Any affordable flats shall be distributed evenly throughout the blocks by the same principle, where possible.

It is recognised that freehold sale of apartment blocks may be necessary in order to achieve on site delivery via a Registered Provider, offering a whole block for the purpose of better housing management. In this case, the block(s) will not be of excessive size and if there are multiple

affordable blocks, they will not be located directly next to one another. Apartment blocks should be designed with consideration of freehold transfer where this is the most suitable option, providing an appropriate scale, quality and level of amenity for any blocks which may be identified as affordable housing.

Accessibility standards

Building Regulations stipulate that all new homes must meet the requirements for M4(1) Category 1 – Visitable Dwellings.

The Council recommends that as much as possible all affordable homes should be built to an a M4(2) accessible and adaptable dwelling standard as a minimum. This is supported by evidence in the current LHNA. The LHNA also highlights there are higher number wheelchair users in social housing than the private sector and that approximately 25% of affordable homes should be M4(3) to meet this need.

In the development of M4(2) and M4(3) homes, it is encouraged that developers use Accessible York's accessible homes rating checklist [link to <https://www.livewellyork.co.uk/information-and-advice/you-and-your-home/assessing-and-adapting-your-home/>] to test accessibility.

The Nominations Agreement for a scheme should ensure that households with an assessed need for the M4(3) homes will be prioritised for all initial and future allocations.

8. Affordable housing quality and design

The Council seeks to achieve high quality and inclusive affordable housing. It is expected that developers ensure that affordable housing is well integrated into the development so that “no tenure is disadvantaged” in line with the National Design Guide [link to https://assets.publishing.service.gov.uk/media/602cef1d8fa8f5038595091b/National_design_guide.pdf] and NPPF.

These requirements represent strong expectations for all qualifying schemes. However, the Council may apply appropriate flexibility where applicants provide clear and robust justification based on site-specific circumstances, updated evidence, or viability considerations.

Property size

The recommended mix of bedrooms for affordable housing is established in the LHNA and reflects the city-wide need. Each individual site will have varied expectations based on the nature and character of the local area. The Council monitors the delivery of the housing mix and up to date evidence of need may impact the affordable mix of development sites as referenced in the LHNA.

Local Plan Policy H3 requires that all homes must be suitable for the intended occupiers in relation to the quality and type of facilities. This has implications for social and affordable rented provision, for example due to central government welfare policy 2+ bed social and affordable rented properties will often be occupied by families. Consequently, there is an expectation that 2-bed affordable homes should predominantly be provided as family houses that are indistinguishable from equivalent open market homes on the scheme. Approved Registered Providers in York and North Yorkshire have co-produced an [Affordable Housing Standard](#) to define the requirements for any affordable units they acquire through S106 agreements and developers should have regard to these requirements and the following house types:

- 1 bed: minimum 2 person
- 2 bed: minimum 3 person
- 3 bed: minimum 5 person
- 4 bed: minimum 6 person

Other design considerations

Applicants are encouraged to provide private outdoor space for all homes wherever possible given site constraints, with an individual garden or a suitably sized balcony/terrace for apartments. For apartment blocks including homes of 2+ bedrooms, access to suitable children's play space on a 'doorstep play' basis should be demonstrated.

Open Space and related aspects such as central parks, children's play areas and linear gardens should be designed to fully accommodate and integrate residents of affordable homes within the scheme. Residents of affordable homes must have full and equal access to all amenity space, in addition to other relevant amenities such as car and bike parking and communal areas.

Wherever possible, private drives/highway to affordable homes should be avoided, with adopted highways up to the curtilage of affordable properties. This is due to the service charges and maintenance implications for Registered Providers.

There should be no difference between the amount and quality of car and cycle parking provision between the market and affordable houses, or access to any other shared amenities of the development.

Active and public transport links are especially important to residents of affordable housing in the City and evidence should be provided with any planning application to support assessment of how the site performs in relation to these considerations.

If electric heating and hot water are provided, these should be provided by a suitable system such as heat pump provision of heating and hot water or efficient district heating systems. This will minimise fuel poverty risks for residents of affordable housing.

9. Delivery of affordable housing through the planning system

For applications of 15 homes or more, the Council's clear expectation is that affordable housing is delivered on site in all but exceptional cases. This is the most effective means of delivery of urgently needed affordable housing for our city and can facilitate new communities that are diverse and mixed tenure.

Off-site forms of provision for sites of 15 homes or more will only be agreed where it is demonstrated that there is no suitable means of delivering appropriate affordable housing within the application development: "*Any other off-site provision or commuted payment in lieu of on-site provision for affordable housing will only be acceptable if it is robustly justified*" (Local Plan Policy H10 supporting text). The presumption is that this would not be suitable and any applicant concerns relating to affordable housing should be discussed at an early stage to reduce the risk of delay to the application.

In the event that off-site provision is agreed it may take one of several forms:

- Equivalent delivery on an alternative site
- Transfer of land supported by a commuted sum sufficient for affordable development
- Payment of a commuted sum equal to the value of the affordable housing that would have been provided

Equivalent delivery on an alternative site

In those exceptional cases where it is accepted that on-site delivery is not possible in accordance with policy, affordable housing of equivalent type and quality may be provided on an alternative site. Considerations in determining the acceptability of the proposal would include:

- Size, type and design quality of affordable homes provided
- Suitability of alternative location

- Integration of the affordable housing within mixed and sustainable communities
- Deliverability: planning permission should already be secured, with a robust plan to deliver the homes on a similar schedule to the application site
- Overage provisions may be included where the alternative homes are of lower market value
- A “backstop” would be required for a full commuted sum payment in the event that the homes are not delivered within the agreed timescale (Table 4 below)
- The homes provided must be delivered in addition to any section 106 requirement for the alternative site itself

Payment of a commuted sum equal to the value of the affordable housing that would have been provided

In the event that all other options have been explored and it is accepted that no delivery of affordable homes or provision land is possible, a commuted sum will be provided instead – “calculated as the difference between the transfer price and the market value of the specific home(s) on that site.” (Policy H10 supporting text) This is shown in the formula set out below.

Committed sums will be secured via S106 agreement and spent by the Local Authority within 10 years of receipt. They can be used for a range of costs in providing alternative affordable housing, including staff, project management and consultancy costs in development of the pipeline and on-site delivery. A schedule of payments will include a proportion of payment prior to start on site and at regular intervals thereafter.

Table 4:

Sites of 15+ dwellings with a commuted sum requirement

This formula will be used to calculate commuted sums **for sites of 15+ homes** in the event these are agreed in lieu of on-site affordable housing provision.

MV: Market Value of application development affordable requirement

ATV: Transfer Value of affordable housing requirement, with no public subsidy

Formula A: Commuted sum = MV – ATV

Valuations obtained at the applicant's expense from a suitably qualified (e.g. RICS) surveyor will be required for MV. The LPA may either provide the ATV based on existing data or may decide to accept an ATV provided by the surveyor.

Commutated sum payments are required for sites of 5-14 dwellings as defined in Policy H10. This is calculated as set out in Table 5.

Table 5: Policy H10 Calculation of a commuted sum for affordable housing

Sites of 5-14 dwellings with a commuted sum requirement

On sites of 5-14 homes an off-site financial contribution (OSFC) is required in accordance with the approved formula:

OSFC per dwelling =

[Average York Property Price] - [Average York RP Price] x 10%

Average York RP (Registered Provider) Price represented the typical affordable housing transfer value in York.

For further information please contact:

Housing Strategy and Performance Team

West Offices, Station Rise, York, YO1 6GA

Telephone: [01904 555556](tel:01904555556)

Email: housing.serviceimprovements@york.gov.uk

Planning Enquiries

DM Business Support

West Offices, Station Rise, York, YO1 6GA

Telephone: [01904 551553](tel:01904551553)

Email: planning.enquiries@york.gov.uk

Annex A: Vacant Building Credit

1. Introduction

1.1. This section provides guidance on the Council's approach in applying the vacant building credit, to supplement Paragraph 5.72, Policy H10 of the Council's Local Plan.

2. Application of the vacant building credit (VBC)

2.1. The VBC was introduced by the government with the aim of stimulating the development of vacant buildings on brownfield sites. A financial credit, equivalent to the existing gross floorspace of any vacant buildings within the redline boundary of the application site brought back into any lawful use or demolished for re-development, will be deducted from the calculation of any affordable housing contributions sought from relevant development schemes where the VBC applies. This will not however apply to vacant buildings which have been abandoned.

2.2. In order to apply for the VBC seeking reduced affordable housing contribution, a VBC Statement must be submitted alongside a planning application. The following information will need to be included in the Statement:

- Evidence that any referenced building is a 'vacant building'. A building is not considered as 'vacant' if the building has been in continuous use for a period of six months during the last three years up to the date that the planning application is submitted. The whole building must be vacant to apply for the VBC.
- A viability appraisal or other evidence which demonstrates that the VBC is necessary in order for development to be brought forward (Local Plan Policy H10). VBC will not be applied for buildings that have been made vacant in order to deliver viable developments.
- Evidence that any referenced building is not an 'abandoned building' or vacated solely for the purpose of redevelopment. The obligation will be on the applicant to demonstrate this. The factors the Council will take into account include:
 - a) the physical condition of the building;
 - b) the length of time that the building had not been used;

- c) whether it had been used for any other purposes; and
- d) the owner's intentions

- Information on the existing Gross Internal Floor Area(GIFA) and the proposed GIFA. GIFA is the area of a building measured to the internal face of the perimeter walls at each floor level. The Royal Institution of Chartered Surveyors (RICS) definition of GIFA will be used for the purposes of assessing VBC.

2.3. The LPA will determine on a case by case basis whether a building is vacant or abandoned. VBC will not be applied where it is not necessary to incentivise the scheme, in line with Policy H10.

2.4. At outline planning application stage it may not be clear what the actual number of dwellings, or the size of those dwellings, may be. Therefore, it will be difficult to quantify what VBC will be applicable. Where the LPA agrees that the VBC may be applicable, the applicant will be expected to enter into a S.106 Agreement at the outline stage to enable the matter to be deferred to a later stage when the relevant details of the scheme have been finalized. If the VBC is applicable to the proposed site, the information on floor space will inform the level of affordable housing contributions.

3. Formula for calculating Vacant Building Credit

P = Proposed Gross Internal Floor Area

E = Existing Gross Internal Floor Area

A = Affordable Housing due under the policy prior to any VBC application

C = Proportion of "credit" applied under VBC, as a percentage

H = Affordable Housing due net of the VBC

$$C = E / P \times 100$$

$$H = A \times (100 - C)\%$$

3.1 Rounding: for on site provision the number of AH units will be rounded up to the nearest whole number.

3.2 Tenure: where the adjusted AH contribution is below the social rented tenure requirement level for the scheme, the adjusted AH contribution will be required entirely in the high needs rented/social rented tenure.

3.3 Where the adjusted AH contribution is greater than social rented tenure requirement for the scheme, the full requirement for this tenure will be provided with any remainder in intermediate tenure.

4. Examples of Vacant Building Credit calculation

Example 1	Housing development on a brownfield site: Affordable Housing requirement 20% 50 dwellings The Proposed Gross Internal Floor Area(GIFA): 6,000 sq m [P] The Existing Gross Internal Floor Area(GIFA): 1,500 sq m [E]	
Step 1	Calculate the affordable housing contribution based on the total number of eligible dwellings and the affordable housing percentage (20%) required by the Council's planning policy [A]	Affordable housing contribution [A] $50 \text{ units} \times 20\% = \mathbf{10 \text{ units}}$
Step 2	Calculate the credit to apply: i.e. amount of existing floorspace as a proportion of the floorspace provided by the development: $C = E / P \times 100$	$1,500 \text{ sq m} / 6,000 \text{ sq m} \times 100 = \mathbf{25\% [C]}$

Step 3	Calculate the number of affordable housing units to be provided net of VBC [H] $H = A \times (100 - C)\%$	10 units x (100% - 25%) = 10 units x 75% = 7.5 units [H] 8 social rented units to be delivered on site
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Example 2	Mixed use development on a brownfield site: Affordable Housing requirement 20% 80 Flats (5,000 sqm) and Office space (2,500 sqm) The Proposed Gross Internal Floor Area(GIFA): 7,500 sq m [P] The Existing Gross Internal Floor Area(GIFA): 2,000 sq m [E]	
Step 1	Calculate the affordable housing contribution based on the total number of eligible dwellings and the affordable housing percentage (20%) required by the Council's planning policy [A]	Affordable housing contribution [A] 80 units x 20% = 16 units
Step 2	Calculate the credit to apply: i.e. amount of existing floorspace as a proportion of the floorspace provided by the development: $C = E / P \times 100$	2,000 sq m / 7,500 sq m x100 = 26.67% [C]
Step 3	Calculate the number of affordable housing units to be provided net of VBC [H] $H = A \times (100 - C)\%$	16 units x (100% - 26.67%) = 16 units x 73.33% = 11.73 units [H] 12 social rented units to be delivered on site

Example 3: Off-site commuted sum provision	Smaller brownfield site: commuted sum affordable sum only 11 flats (850 sqm) The Proposed Gross Internal Floor Area(GIFA): 850 sq m [P] The Existing Gross Internal Floor Area(GIFA): 400 sq m [E]	
Step 1	Calculate the affordable housing contribution calculated as per policy provision as set out in Section 1 [A]	Affordable housing contribution [A] calculated as per Section 1: e.g. £230,000
Step 2	Calculate the credit to apply: i.e. amount of existing floorspace as a proportion of the floorspace provided by the development: $C = E / P \times 100$	$400 \text{ sq m} / 850 \text{ sq m} \times 100 =$ 47.06% [C]
Step 3	Calculate the commuted sum to be provided net of VBC [H] $H = A \times (100 - C)\%$	$\text{£}230,000 \text{ units} \times (100\% - 47.06\%)$ $= \text{£}230,000 \text{ units} \times 52.94\%$ $= \text{£}121,764.71 \text{ [H]}$ £121,764.71 to be paid as a commuted sum in lieu of affordable housing

Annex E: City of York Council Hot Food Takeaways and Fast-Food Outlets Planning Guidance

About this guidance

This guidance sets out how York will assess planning applications for hot food takeaways and fast-food outlets (Sui Generis) in accordance with national planning policy. It responds to clear evidence (see Annex 1) that takeaways can harm health, undermine amenity and weaken the quality and character of neighbourhoods.

This guidance is intended to help York reach aspirations in the York Health and Wellbeing Strategy, by supporting all Children and Young People to have the best possible start in life, and to achieve our ambitious healthy weight goals.

In 2026 City of York Council has adopted a [Compassionate Approach to Healthy Weight](#). This approach recognises obesity as a complex condition shaped by interactions between genetic, social and environmental factors. This guidance note is one aspect of improving the health of our environment and achieving the ambitious aims of our [Health and Wellbeing Strategy](#).

What is the guidance trying to achieve?

While takeaways can provide convenient services, their negative impacts are well documented. Evidence shows that such patterns of rising numbers of fast-food outlets are closely linked to poorer [health outcomes](#). Takeaway foods are typically high in calories, salt, sugar and fat and their ready availability encourages frequent [consumption of energy dense options](#). This contributes to higher rates of overweight, obesity and diet related diseases such as type 2 diabetes and cardiovascular conditions.

Hot food take-aways also generate noise, odour, traffic, parking pressures and litter and can contribute to anti-social behaviour and reduced perceptions of safety. These issues erode residential amenity, disrupt the daytime economy and diminish the overall quality of local centres.

These harms are not experienced equally. Children, young people and residents in more deprived communities are disproportionately exposed to unhealthy food environments and have fewer accessible alternatives. In areas of deprivation:

- Children are [twice as likely](#) to develop obesity by age five and [one in three](#) do so by the time they leave primary school.
- There are up to [five times more](#) fast-food outlets than wealthier areas, limiting access to healthier food options.

There are also economic implications. [Research shows](#) that managing the concentration and location of takeaways can deliver net economic benefits for local authorities. This is mainly due to the relatively low economic contribution of takeaways on high streets and the higher value generated when premises are occupied by a broader mix of uses.

In 2024, York already had a higher than average density of fast food outlets at [119.5 per 100,000](#) population compared with an England average of [115.9 fast food outlets per 100,000](#) and this continues to rise. In 2017 the density in York was [104.4 per 100,000 population](#), showing a sustained upward trend over time.

The cumulative effect of these issues, including poor diet, reduced neighbourhood quality, increased nuisance and widening health inequalities, provides a clear justification for intervention. This guidance therefore establishes a proportionate and evidence based framework for managing the location, scale, design and cumulative impact of hot food takeaways and fast food outlets. Its purpose is to:

- protect public health and reduce health inequalities
- safeguard residential amenity and community wellbeing
- maintain vibrant balanced and attractive centres
- ensure that hot food takeaways and fast food outlets contribute positively to their surroundings
- prevent harmful clustering and manage cumulative impacts
- address and minimise impacts on road safety and the highway network

Through targeted controls, design expectations and operational conditions this guidance supports York's ambition to create healthier, safer and more equitable neighbourhoods while recognising the legitimate role that takeaway businesses can play within a balanced local economy.

Relevant planning policy

The [National Planning Policy Framework 2024](#) gives councils responsibility to act in the best interest of their communities and on hot food takeaways and fast food outlets it states:

“Local planning authorities should refuse applications for hot food takeaways and fast food outlets:

- a) within walking distance of schools and other places where children and young people congregate, unless the location is within a designated town centre; or
- b) in locations where there is evidence that a concentration of such uses is having an adverse impact on local health, pollution or anti-social-behaviour”

This guidance note therefore provides further detail around how the City of York Council will apply these national policy requirements when considering proposals for hot food takeaways and fast food outlets.

Use Class Order

Hot food takeaways and fast-food outlets fall outside the use classes identified in the Town and Country Planning (Use Class) Order 1987 (as amended). This is known as a 'sui generis' use.

The proposed layout of the premises will provide a guide as to whether a proposal is a restaurant (falling within use class E(b) of the Use Class Order) or a hot food takeaway or fast-food outlets (and not falling within any class of the UCO). In assessing premises consideration will be given to:

- The proportion of space designated for hot food preparation and other servicing in relation to designated customer circulation space; and/or
- The number of tables and chairs to be provided for customer use;
- The hours of opening;
- The percentage of the takeaway use to the overall turnover of the business

The applicant will be expected to provide detailed floor plans to demonstrate the above and that the proposed use will be the primary business activity.

For clarity, we set out below examples of uses which are considered likely to be hot food takeaways, and those which are not. This list is not exhaustive, and applications will be considered on a case by case basis.

Examples of Hot Food Takeaways:

- Fish and chip shops
- Pizza takeaway
- Chinese or Thai takeaway
- Indian takeaway
- Burger takeaway
- Fast food drive through
- Chicken or southern fried chicken shops
- Kebab takeaway

Examples of other uses not covered by this guidance:

- Restaurants, snack bars, cafes
- Sandwich and deli shops
- Bakeries
- Coffee shops
- Public houses and wine bars
- Ice cream shops and parlours
- Night clubs
- Shisha bars

Guidance for considering planning applications

To help create healthy environments, all planning applications (new, variation of condition, extension or amendment) relating to Hot Food Takeaways and Fast-Food Outlets will be determined according to the following considerations:

1. Sites outside designated centres which are within walking distance of schools and other places where children and young people congregate

Outside York's City Centre and Acomb and Haxby District Centres (the designated centres), planning applications will normally be refused within **800 metres walking distance** of the entrance to a primary school or secondary school and other places where children and young people congregate. For the purpose of this guidance, we have only included play areas within the mapped buffers as representative of other places young people potentially congregate. The 800 metre distance has been chosen as it is widely considered to equate to a reasonable walking distance¹.

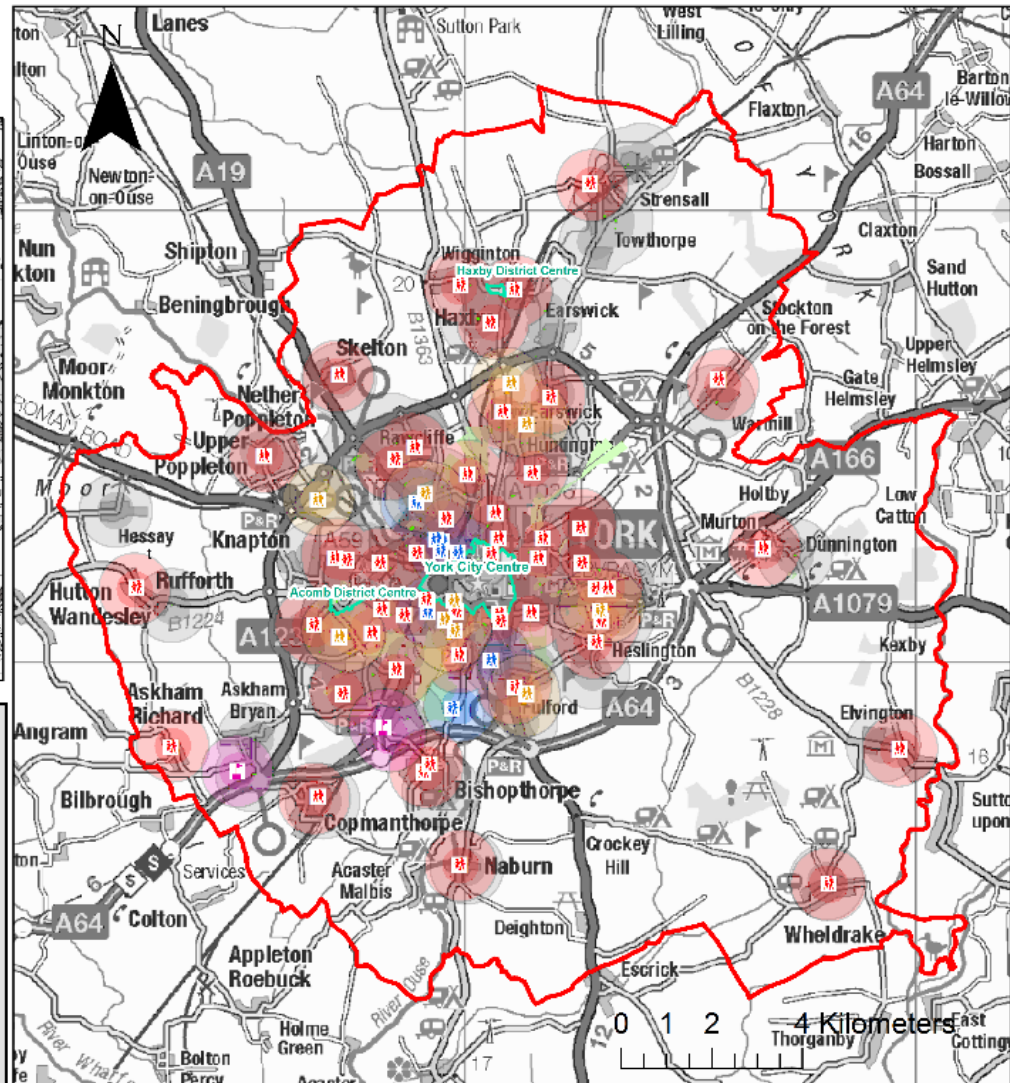
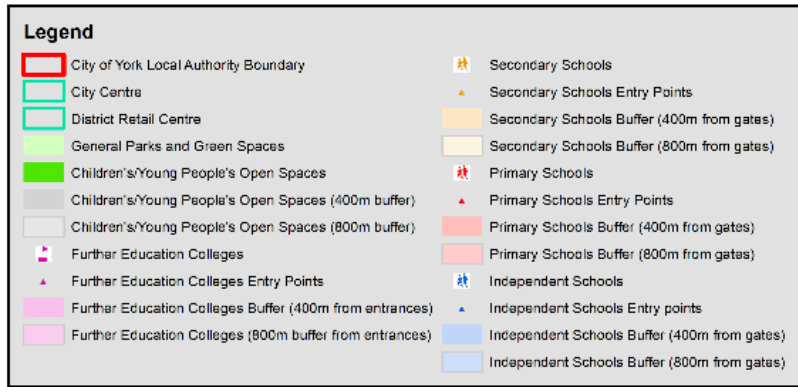
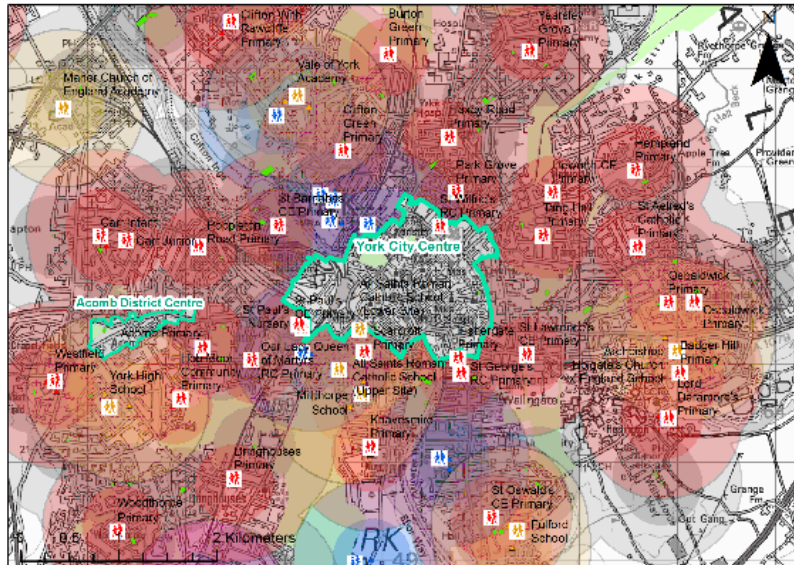
The exclusion zones are shown on the Hot Food Takeaway Exclusion Zones Map.

Where a proposal within the 800 metre exclusion zones is recommended for approval, the Local Planning Authority will consider whether a planning condition restricting hours of opening, as below, is necessary to protect children's health:

- **Primary schools:** not open to the public between 3pm and 5pm on weekdays, with no over-the-counter sales during this period.
- **Secondary schools:** not open to the public before 5pm on weekdays, with no over-the-counter sales before this time.

¹ <https://questions-statements.parliament.uk/written-questions/detail/2026-02-09/111724>

Healthy Places SPD: Hot Food Takeaways Exclusion Zones Map



Date: 24/02/2026

2. Sites in designated centres or outside the exclusion buffers.

To prevent concentrations of hot food takeaways and fast food outlets having an adverse impact on local health, pollution or anti-social-behaviour, planning applications will be determined on a case by case basis, against the following considerations:

Concentration Issues

- Does the proposal contribute to clustering of 2 or more adjacent hot food takeaways?

Health Impact

- Is the proposal likely to have an adverse impact on local health? In line with NPPF guidance “local planning authorities should refuse applications for hot food takeaways and fast food outlets in locations where there is evidence that a concentration of such uses is having an adverse impact on local health”. Therefore to determine areas where hot food takeaways are likely to impact adversely on health assessment we will draw on a range of relevant health indicators. These are likely to include: Adult obesity at GP level; excess weight in 5-year-olds at ward level; excess weight in 11-year-olds at ward level; Diabetes Prevalence (QOF) at GP level; and Coronary Heart Disease (QOF) prevalence at GP level, alongside any other metrics considered pertinent to understanding local health impacts.
- Applications for hot food takeaways and fast food outlets are encouraged to include a [Health Impact Assessment](#) which will be taken into account during the assessment of the application.

Noise and Disturbance

- Proposals will be assessed in relation to noise, disturbance, highway safety, parking, hours of operation, odours, litter, waste disposal, crime and anti-social behaviour. Applicants should submit evidence and mitigation measures addressing adverse impacts.
- In line with NPPF paragraph 187(e), proposals must demonstrate that they will not contribute to or be adversely affected by unacceptable levels of pollution or noise.
- Hot food takeaway activity often peaks late at night. Planning permission is unlikely to be granted where nearby residential amenity would be adversely affected.
- Where permission is granted, opening hours may be restricted to avoid noise and disturbance at anti-social hours. In residential areas, earlier closing times may be required, and premises may be required to close no later than 11pm.
- Hot food takeaways can cause noise issues where they share a party wall with a residential property; the impact of this will be assessed on a case by case basis. The presence of residential accommodation above or adjacent

does not automatically preclude permission where the area is primarily commercial, provided residential amenity can be protected.

- Proposals will be refused where on street parking or vehicle movements would create highway safety problems which cannot be mitigated.
- Due to the high volume of short-stay delivery vehicle movements often associated with hot food takeaways, applicants must demonstrate measures to mitigate noise and air quality impacts on neighbouring residents.
- All delivery drivers (including third-party couriers) shall switch off their engines immediately upon parking at or near the premises. Engines must remain off until the vehicle is ready to depart. Continuous engine idling by delivery drivers is considered a public nuisance and is strictly prohibited.
- The business operator is responsible for the conduct of all drivers delivering on their behalf. Applicants for new hot food takeaways that include a delivery service shall provide a statement outlining how they will enforce a 'No Idling' policy. This may include specific instructions in all driver contracts, providing an anti-idling briefing as part of a driver induction, and procedures for monitoring driver behaviour in designated waiting areas.
- Any customers parking, albeit temporarily, on property associated with the takeaway business, shall be required to switch off their engines whilst waiting to be served. Appropriate signage should be clearly displayed requesting customers to do this.

Smells, Extraction and Ventilation

- Applicants must submit full details of the design and siting of fume extraction systems.
- Extraction systems must comply with EMAQ guidance "Control of Odour and Noise from Commercial Kitchen Exhaust Systems (September 2018) from Commercial Kitchen Exhaust Systems and any relevant technical standards.
- Flues must be located and designed to minimise visual impact and prevent noise and odour nuisance to neighbouring premises, including upper-floor residential accommodation.
- A grease trap may be required to prevent drainage issues.

Design and Community Safety

- Proposals must achieve a high standard of shopfront design that contributes positively to the street scene and maintains active frontages.
- Solid external roller shutters will generally be resisted; where security measures are required, they should be integrated and designed to maintain visual interest and natural surveillance.
- Appropriate external lighting and, where necessary, CCTV should be provided to support community safety, avoid creating dead frontages and help deter crime and anti-social behaviour.

- Design should have regard to relevant community safety guidance, including Secured by Design principles, where applicable.

Storage of Waste Products and Litter Management

- Suitably sized, sited and screened refuse stores must be provided and accessible at all times.
- Applicants must submit full details of waste storage systems.
- A litter management plan may be required, including:
 - Provision of litter bins outside the premises;
 - Regular litter patrols within the vicinity of the premises;
 - Measures to prevent litter accumulation.

Further Advice

For pre-application discussion contact planning.enquiries@york.gov.uk or visit <https://www.york.gov.uk/PlanningAdvicePreApp>

For advice on the control of:

- Noise email: neo@york.gov.uk
- Odours email: public.protection@york.gov.uk
- Food hygiene email: food.safety@york.gov.uk
- Licensing of late night refreshments email: licensing@york.gov.uk

Annex 1 – Evidence base

Health Impacts of Hot Food Takeaways

National Health

The nation is experiencing a severe challenge around excess weight. [Almost two thirds of adults are now classified as overweight](#) or obese, and rates of childhood obesity are also escalating rapidly. Around [one in four children](#) begin primary school already overweight or obese and this increases to more than [one in three by year 6](#). Obesity increases the risk of early death and raises the likelihood of serious health problems such as heart disease, stroke, some cancers, high blood pressure, type 2 diabetes and depression. Most new cases of type 2 diabetes are linked to excess weight, obesity contributes to thousands of deaths each year from heart and circulatory diseases, and it plays a role in more than one in twenty cancers in the UK. For children, obesity affects far more than physical health. It can harm emotional wellbeing, confidence and social development, and can influence long term life chances.

Obesity is one of the most complex public health challenges of our time. It is shaped by biology, environment, mental health, trauma and the social and economic inequalities people experience every day. It is also driven by wider structural factors, including a commercial food environment that makes unhealthy options cheap, easy to access and heavily promoted, [particularly to children and in more deprived areas](#).

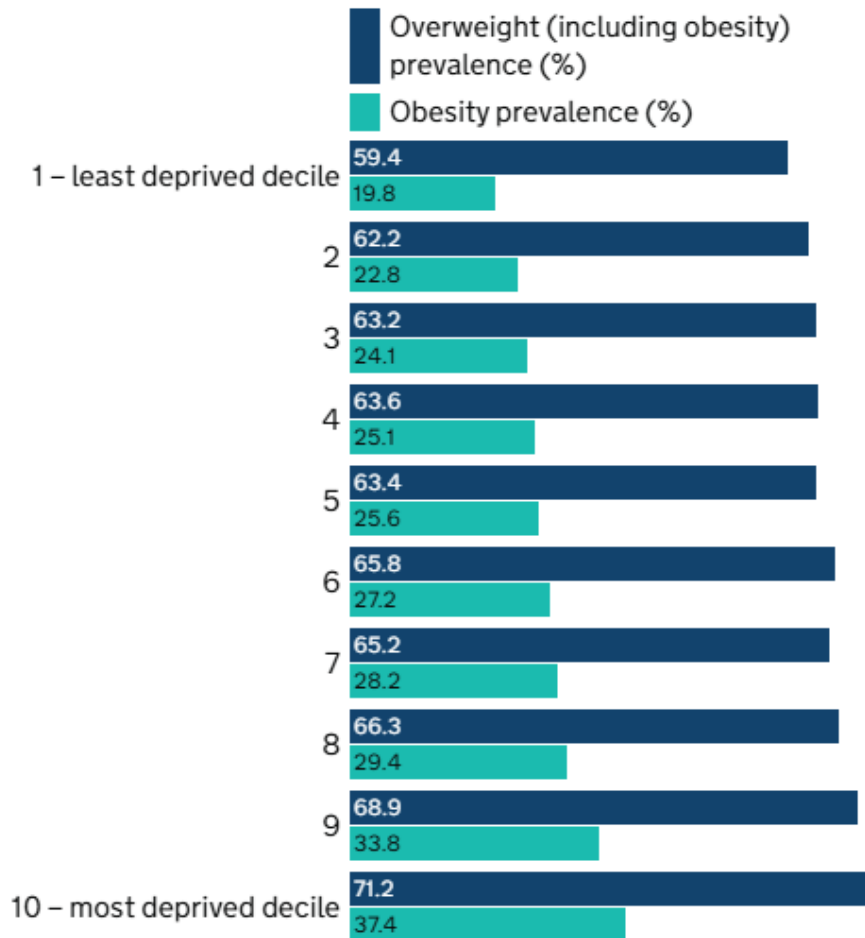
Rising obesity also places a heavy financial burden on public services. The NHS spends an estimated [£11.4 billion each year](#) treating conditions linked to obesity, and this cost is expected to grow as rates increase. When wider impacts such as reduced productivity, sickness absence, unemployment and social care needs are included, the total cost to society is estimated at more than [£74 billion a year](#). Without effective action, these pressures will continue to rise.

Inequity in healthy weight in England

In 2023–24, [64.5%](#) of adults in England were overweight or living with obesity. These patterns vary by sex, age, ethnicity and deprivation, and are closely linked to differences in local food environments, which includes the density of hot food takeaways.

Adults living in the most deprived areas have the highest prevalence of overweight ([71.2%](#)) and obesity ([37.4%](#)), and these are the same areas where hot food takeaways are most concentrated. The gap between local authorities with the highest and lowest prevalence of excess weight is 34.6 percentage points, reflecting stark differences in environmental exposure to unhealthy food options.

Figure 1: prevalence of overweight and obesity in adults (aged 18 years and over) by lower layer super output area (LSOA) deprivation decile



Source: [Office for Health Improvement and Disparities \(OHID\)](#), based on [Sport England Active Lives Adult Survey data](#).

When looking at different ethnic groups, the prevalence of overweight (including obesity) and obesity in adults is highest among those who identified as Black (73.4% and 33.1% respectively) or White British (65.7% and 27.8% respectively).

Inequity in access to healthy food

Access to healthy, affordable food is unevenly distributed. People experiencing poverty are significantly more likely to consume diets high in sugar, fat and salt, and low in fruit, vegetables and wholegrains². This pattern is not simply the result of individual preference. It reflects the food environments people are exposed to and the structural constraints that shape everyday choices³. For example, ultra processed and foods that are high in fat, salt and sugar are often cheaper than buying fresh, more nutritious produce. Healthier foods are twice as expensive per calorie as less healthy foods, with the gap widening by 21% between 2022 and 2024⁴. Additionally lower-income

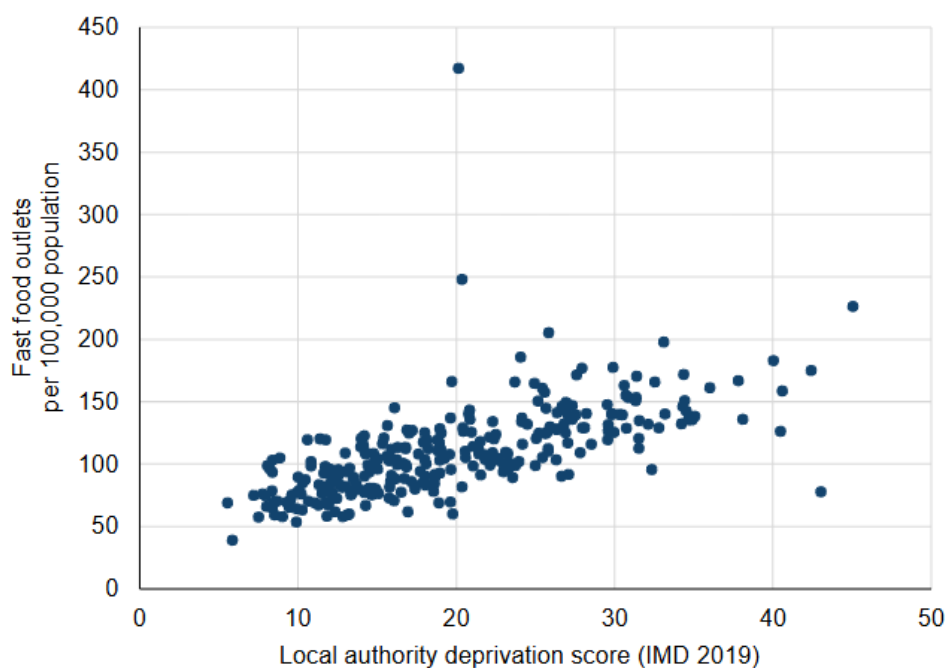
² [From purse to plate: implications of the cost of living crisis on health](#) – Food Foundation, [Diet related health inequalities](#) – Uk Parliament research Briefing 2022

³ [The Food Foundation Broken Plate Report 2025](#)

⁴ [The Food Foundation Broken Plate Report 2025](#)

communities typically face higher concentrations of fast-food outlets, fewer affordable healthy options, limited access to fresh produce and greater marketing of energy-dense, nutrient-poor foods. As a result, people with the least financial flexibility are routinely steered towards cheaper, more accessible and more heavily promoted foods that undermine long-term health. National mapping (Figure 2) shows a clear association between deprivation and the concentration of fast-food outlets.

Figure 2: association between fast food outlets per 100,000 population and deprivation by lower tier local authority (City of London excluded from chart)



This is reflected as inequalities are seen in fruit and vegetable consumption. Only [20%](#) of adults in the most deprived areas eat five portions a day, compared with [38.6%](#) in the least deprived areas.

Evidence to reduce Hot Food Takeaways and Fast Food Outlets around Schools

[UK evidence](#) shows that hot food takeaways and fast food outlets located close to schools contribute to unhealthy eating patterns and rising obesity rates. [Modelling by the University of Cambridge](#) indicates that introducing exclusion zones, such as preventing new takeaways within 400 metres of a school, could reduce obesity prevalence by 1.5 to 2.3 percentage points by 2040 and lower the incidence of BMI related diseases, with the greatest impact seen in type 2 diabetes.

Evidence also shows that small reductions in daily calorie intake can have a meaningful impact on population health. [A decrease of just 50 calories a day could lift an estimated 340,000 children and 2 million adults out of obesity.](#) Policies that shape the food environment are proven to help achieve these reductions. National measures such as the Soft Drinks Industry Levy, which led to a 46 percent fall in the sugar content of drinks within its scope, and Transport for London's restrictions on junk food advertising, which were associated with a 7 percent drop in household purchases of foods high in

fat, salt and sugar, demonstrate how environmental controls can shift behaviour at scale. Restricting the location and concentration of hot food takeaways operates on the same principle by reducing routine exposure to calorie dense food options, particularly for children, and supporting healthier default choices in the places people move through every day.

Public Opinion on Hot food Takeaways and Fast food Outlets

Public attitudes also support stronger controls. A 2024 [YouGov poll](#) of 2,273 UK adults found that more than half, 52 percent, support a ban on new hot food takeaways opening near a school or playground.

Local insight reinforces this position. In a Humber and North Yorkshire ICB survey of 200 York residents, 79% expressed support for limiting fast-food outlets close to schools. When the survey was expanded to 1,200 participants across the wider Humber and North Yorkshire region, 74% of respondents supported the same approach.

This demonstrates consistent public support for tighter controls.

Health in York

Key Information

- 60.1% of York’s adult population is overweight or obese
- There are increasing numbers of people, including children who are overweight or living with obesity.
 - In 2024/25 23% of children in York were overweight or obese in reception year and 35% in Year 6 (NCMP data)
- York has a higher density of fast food outlets than the England average. In 2024 there [were 119.5 fast food outlets per 100,000 population in York](#). This compares to an [England average of 115.9](#).

Evidence shows that the local food environment plays a significant role in shaping dietary behaviours and long term health outcomes. In York, the density and accessibility of hot food takeaways, combined with high levels of excess weight among adults and children, provide a clear rationale for strengthened planning controls.

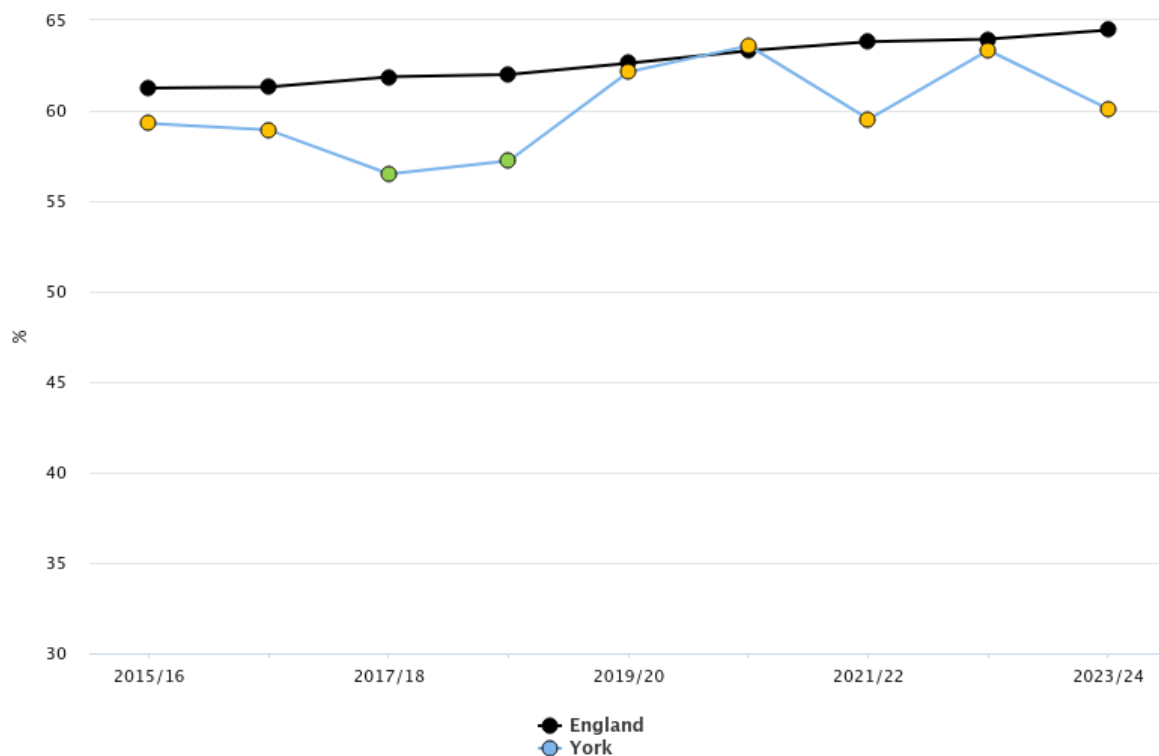
Density of fast food outlets in York

York has a higher density of fast food outlets than the England average, indicating a more prominent presence of hot food takeaway provision within the local food environment. In 2024, York had 119.5 fast food outlets per 100,000 population compared with an England average of 115.9 per 100,000. These are generally concentrated in the more urban parts of York but can be easily accessed by all residents through mobile phone apps and online ordering. A higher concentration of fast food outlets is recognised as a contributing factor to unhealthy dietary patterns, particularly in areas where children and young people regularly travel, learn and socialise. This pattern suggests that York’s food environment is contributing additional pressure on population health compared with national norms.

Adults overweight (including obesity)

Despite being marginally below the national average, the prevalence of overweight and obesity for adults in York remains unacceptably high and continues to rise. As shown in Figure 3 below, in 2023/34 60.1% of adults in York are overweight or obese, compared to an England average of 64.5%. For obesity specifically, 25% of adults in York were classified as obese in 2023/24, compared with 26.5% nationally.

Figure 3 – Overweight (including obesity) prevalence in adults, (using self-reported height and weight (18+years for York)



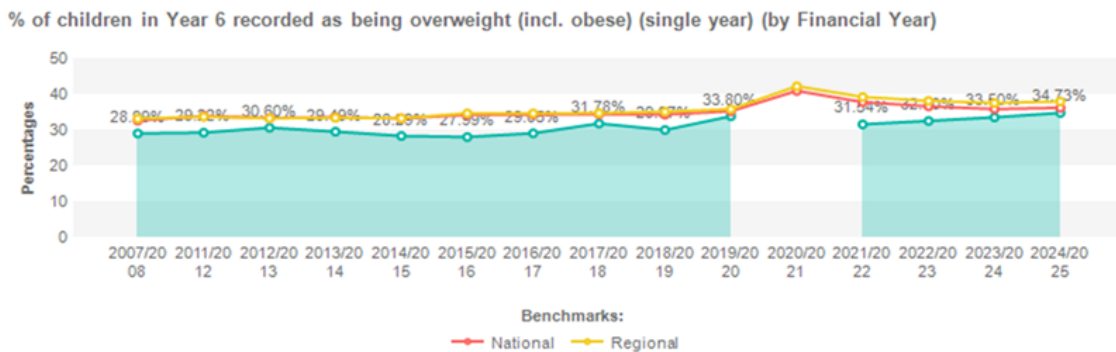
Source: [OHID, based on Sport England data](#) (As this dataset is updated regularly, please refer to the link for the latest information)

Children's healthy weight

The National Child Measurement Programme (NCMP) is a nationally mandated initiative that measures the height and weight of children in Reception and Year 6 across all state-funded primary schools in England. It provides one of the most comprehensive and reliable datasets on childhood weight status, thanks to its national coverage, standardised measurement methods, and large annual sample size.

According to the National Child Measurement Programme (NCMP), in 2024/25, 23% of children in Reception in York were classified as overweight or obese, increasing to 35% of children in Year 6. The overall trend for both reception and year 6 rates of overweight including obesity is that the York values have consistently increased over time. For example the last 3 years Year 6 rate has increased from 31.54% in 2021-22 to 34.73% in 2024/25, see Figure 4 below. The upward trend mirrors national trends.

Figure 4 – % of children in Year 6 recorded as being overweight (including obese) (single year)



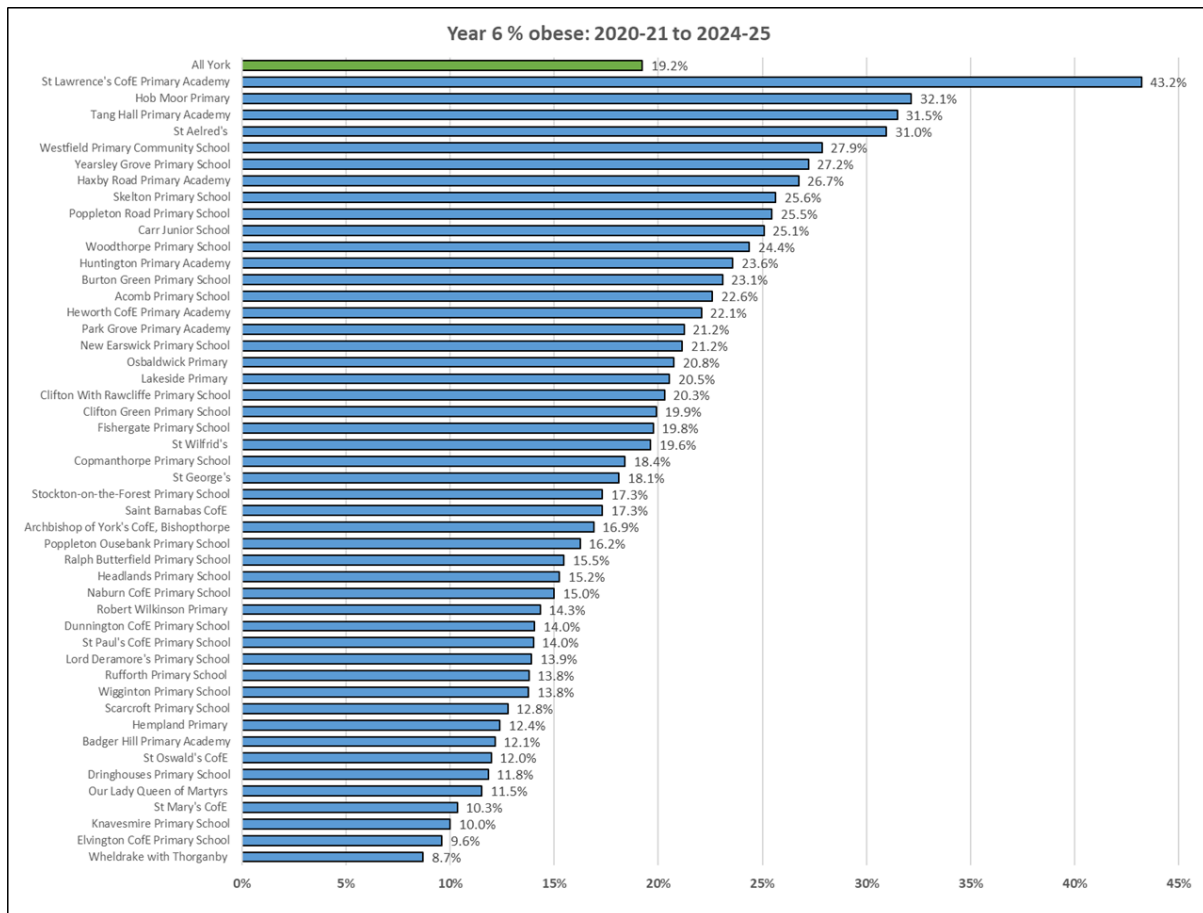
There are wide inequalities in this data too. For children in Year 6 overweight (including obesity) there is a gap of 18.58% between the highest (Westfield) and lowest (Micklegate) ward values. This data is available annually and as such for updated data requests please contact - enquiries.publichealth@york.gov.uk.

Additionally, when comparing schools in York, there are clear differences in weight status. These inequalities mirror existing inequalities with schools in the more deprived areas of York typically experiencing the highest levels of children living with obesity. The summary below presents five-year aggregated data for the period 2020–21 to 2024–25.

- Reception – % overweight (including obese):
 - Ranges from 13.3% at Rufforth Primary to 40.4% at Saint Barnabas, with a York average of 22.7%.
- Reception – % obese:
 - Ranges from 0% at Naburn CofE Primary School to 20.9% at St Lawrence’s CofE Primary Academy, with a York average of 9.0%.
- Year 6 – % overweight (including obese):
 - Ranges from 15.0% at Naburn CofE Primary School to 63.0% at St Lawrence’s CofE Primary Academy, with a York average of 33.2%.
- Year 6 – % obese:
 - Ranges from 8.7% at Wheldrake with Thorganby to 43.2% at St Lawrence’s CofE Primary Academy, with a York average of 19.2%.

Figure 5 illustrates the variation in Year 6 obesity prevalence across schools. Similar graphs can be produced for other metrics within NCMP data on request.

Figure 5: Year 6% obese (aggregated 5 year data 2020-21 to 2025-25).



Source: NCMP data. This data is available annually and as such for updated data requests please contact - enquiries.publichealth@york.gov.uk.

York's approach to Healthy Weight

This guidance forms one component of York's wider whole systems approach to supporting a healthy weight. Obesity is influenced by a complex interplay of social, economic, environmental and behavioural factors, and hot food takeaways represent only one aspect of that broader system. Alongside planning policy, the Council works across transport, education, public health, leisure, community food partnerships and local businesses to help shape healthier food environments and promote active, healthy living.

In 2026 City of York Council has adopted a [Compassionate Approach to Healthy Weight](#). This approach recognises obesity as a complex condition shaped by interactions between genetic, social and environmental factors, including changes in transport, urban form, road safety, access to green space, working patterns and food production. Obesity is a chronic, relapsing medical condition, and local systems need to respond accordingly. It also acknowledges the close relationship between obesity and mental health, and the importance of compassion in how services and policies are designed.

This approach is informed by the 2025 [More Than Weight report](#), published jointly by the Humber and North Yorkshire and West Yorkshire ICBs, which highlights the lived experiences of people with obesity in our region. Participants described obesity not

only as a cause but also as a consequence of trauma, bereavement, poverty, neurodivergence and emotional distress. Their insights reinforce the need for supportive, non-stigmatising environments and policies that address the wider determinants of health.

Annex F

Masterplanning and Garden Village Planning Guidance

Introduction

The aim of this Planning Guidance Note is to add further detail to our expectations for masterplanning sites which is required by the strategic policies in the City of York Local Plan.

The guidance is intended to signpost to best practice. It has been developed in conjunction with officers across the Council and should be read alongside other local and national planning policy.

Garden Villages

Three sites are identified within the Local Plan for new ‘garden village’ development with the intention that they deliver exemplar new sustainable communities. In total these sites will deliver 5,532 new homes for York, over a third of the total new homes to be delivered by the Plan.

Policies SS9 (Site ST7: Land East of Metcalfe Lane), SS12 (Site ST14: Land West of Wigginton Road) and SS13 (Site ST15: Land West of Elvington Lane) provide detail on the specific requirements for the sites and establish the use of garden village principles when planning for them.

The original garden villages, places like Saltaire near Bradford and New Earswick in York, were self-contained communities with good quality housing, access to greenspace, and provision of community activities and facilities. While there is no formal definition of a garden village, these qualities are still relevant and should form part of the planning of any good residential development.

The Town and Country Planning Association (TCPA) have identified the following principles¹ as key to designing successful garden villages:

- **Holistically planned** - a masterplan for the site should be developed which is comprehensive enough to guide investment but flexible enough to respond to changes over the lifetime of the development. Policies across the entire Local Plan are relevant but of particular importance are policies SS9: Land East of Metcalfe Lane, SS12: Land West of Wigginton Road, and SS13: Land

¹ https://www.tcpa.org.uk/wp-content/uploads/2021/11/TCPA_Guide_-_Understanding_Garden_Villages_Jan_2018.pdf

West of Elvington Lane, also D1: Placemaking, D2: Landscape and setting and GI6: New open space provision;

- **Small in scale** – the scale of the three new garden village settlements in York has been determined as part of the Local Plan process and responds to the evidence base that underpins the Plan. Settlements are of a scale appropriate to the character and setting of the historic city. They should reflect the requirements of policy D1: Placemaking by taking account of York’s special qualities, making a positive design contribution to the city, and ensuring that the development is appropriate for its neighbouring context. The Heritage Topic Paper pulls together evidence relating to York’s historic environment and how it can be used to develop an understanding of the city’s special qualities and characteristics, including its strong urban form, compactness, and landscape and setting.
<https://www.york.gov.uk/downloads/file/1044/heritage-topic-paper>
- **Planned for healthy living** – new communities should be planned to encourage active forms of transport and high quality urban and natural environments. The Local Plan (policy HW7) requires Health Impact Assessments for all strategic sites and further guidance on these can be found at <https://www.york.gov.uk/planning-policy/health-impact-assessment-guidance>;
- **Provision for a vibrant social life** – Social and cultural vibrancy should be a key characteristic of garden villages. Policies SS9, SS12 and SS13 all require the provision of community facilities, and policy D3: Cultural provision supports the delivery of new cultural facilities and cultural engagement. Further information on our ambitions for cultural provision in the city can be found in our Culture Strategy [link to: <https://www.makeityork.com/culture/york-culture-strategy/>];
- **Designed with high-quality materials and attention to detail** – New garden villages should be designed to be sensitive to local character whilst creating places which are distinctive and recognisable. A palette of local recognisable materials, designs and landscaping should be utilised and the requirements of policies D1: Placemaking and D2: Landscape and Setting should be fully integrated in the scheme, and the Heritage Topic Paper referenced where it relates to the significance of York’s architectural character
<https://www.york.gov.uk/downloads/file/1044/heritage-topic-paper>
- **Designed to provide affordable homes close to employment** – Garden villages should provide a mix of housing suitable for all members of the community. This is reinforced in policy H3: Housing Mix Policy. H10: Affordable Housing outlines the levels of affordable housing provision required on the sites, and further information is provided within this SPD. While it is not anticipated that the sites will include significant employment provision, as sites

are sustainably located in proximity to existing employment opportunities, a proportion of homes could be designed for flexible working;

- **Provision of services for day-to-day needs within walking distance of homes** – New local centres should be planned to be centrally located and provide appropriate facilities for the community. Good access for pedestrians and cyclists should always be incorporated. Policy R1: Retail hierarchy and Sequential Approach notes that an impact assessment is not required for strategic sites where the new retail provision is designed solely to serve the day to day shopping needs of site residents, while policy T1: Sustainable access requires safe and appropriate links to local services, including existing services, via walking and sustainable means of travel;
- **Land ownership and long-term stewardship** - Early consideration of how long term stewardship of the assets provided on the development will be managed on behalf of the community in perpetuity.

Masterplanning

In the introduction to the Strategic Housing sites policies, the Plan notes that each site has its own policy which covers relevant planning principles and details issues that must be addressed as part of the development of the site including access, ecology, and green infrastructure. These matters should generally be covered through a masterplan.

Masterplanning provides an opportunity to embed high quality design into new developments which meet the needs of the city and results in well designed, high quality, sustainable and well-connected environments. By outlining principles and requirements for development, a masterplan guides development and helps ensure sites are delivered in a comprehensive and well-planned manner.

The masterplan should set out how key considerations including site-specific requirements will be integrated into the overall design and delivery of the development.

When is a Masterplan required?

As set out in the Strategic Sites section of the Local Plan (Para 3.45), we expect all our strategic sites to be covered through an approved masterplan. The only instances where masterplanning would not be required are where the planning application relates to minor changes to an approved scheme. We recognise that other sites may come forward with a masterplanned approach and this guidance would still be relevant in such instances.

Where a site allocation is brought forward in a piecemeal way then the initial developer should use best endeavours to agree a masterplan for the entirety of the

site with the other landowners/ developers. We would expect that where the applicant has a two thirds control of a site allocation then they will provide a more detailed masterplan of the entire site; where they have control of a lesser proportion of a site then a concept plan would be expected for the entire site, with more detail provided on the land within their control.

Masterplanning is a staged and iterative process commencing at project inception and progressing through visioning, concept and framework plans, with increasing levels of detail incorporated at each stage. We encourage early engagement from developers to identify potential constraints and to determine the appropriate scope and extent of masterplanning required. The Masterplanning process you undertake should be proportionate and reflect the scale and complexity of your site.

Typically, we would expect masterplanning to follow the following stages:

- Visioning for project inception
- Concept masterplan to support pre-application submission
- Detailed masterplan with outline planning application
- Detailed design for reserved matters submission

What is a good Masterplan?

A successful Masterplan will set out how to create and sustain an excellent place to live, work and play, and will determine the overall quality of the place and its inherent sustainability as a development. It should demonstrate a good level of understanding of the site and its wider surroundings; provide a holistic vision for the development of the site; properly plan for key infrastructure (including green infrastructure) in a coordinated way across ownerships; and it should have been through a stakeholder engagement process.

What should a Masterplan include?

While a number of considerations should be incorporated into masterplanning new communities, as a minimum we consider that a masterplan should:

- Set out the vision and objectives for the site;
- Establish the extent and distribution of land uses and infrastructure;
- Identify suitable transport linkages and movement hierarchy;
- Establish core design concepts for the sites, which will be based on the principles set out within each individual site policy i.e. green infrastructure, drainage and SUDS, location and development type, sustainability, and phasing and delivery of the site.

Based on the minimum requirements, and the individual requirements of each strategic site, it is expected that a masterplan would include the following:

Vision and Objectives

- Align with the agreed vision, principles, and objectives of the garden village principles outlined above.
- Demonstrate how the masterplan delivers distinctive character and sense of place.
- Plan for Green Infrastructure to be integral to the design and quality of the development.

Land Use and infrastructure requirements

- Provide a clear spatial framework showing land uses and densities.
- Include a mix of uses (housing, employment, community facilities) supported by evidence.
- Define fixed elements vs flexible areas for future adaptability.
- Identify critical infrastructure requirements (transport, utilities, schools, health facilities).
- Ensure digital connectivity and future-proofed utilities.

Transport linkages and movement hierarchy

- Set out phasing and delivery strategy for infrastructure and development.
- Plan for modal shift targets: prioritise walking, cycling, and public transport.
- Translate intended movement hierarchy on plan into instinctively understood street/route design types that also support greened streets, placemaking and natural wayfinding.

Core design concepts:

Sustainability and Resilience

- Embed sustainability objectives:
 - Energy efficiency and low-carbon design
 - Water management and flood resilience
 - Biodiversity and green infrastructure
- Provide green spaces and public realm that are inclusive and adaptable.
- Situate open space away from roads so it is safer for children – importance of open space to health and environment.
- Street trees.
- Enable local food growing, play areas, and social spaces.
- Ensure the development is fully integrated in the surrounding areas in terms of transport and highways linkages to existing services and facilities.

Community and Health

- Design for healthier lifestyles and active travel including accessibility for all, and inclusive environment considerations.
- Facilitate community interaction and social cohesion.

- Reference NHS Healthy New Town principles and guidance for children and young people.

Delivery and Stewardship

- Demonstrate viability and deliverability of proposals.
- Include long-term stewardship arrangements for community assets.
- Commit to design review processes and use of design codes.

Design Quality Tools

- Apply recognised frameworks for designing neighbourhoods and homes, high quality infrastructure and locally developed design guides and design codes.
- Incorporate local distinctiveness and heritage considerations.
- Engage with Quality Review Panels for independent design advice.

More ideas & recommendations

- We recommend that you use the [Homes England Masterplan checklist](#) to test your masterplan.
- Providing evidence of previous iterations of your masterplan can help to show how decisions have been made.
- Early engagement both with local communities, other stakeholders and the Local Planning Authority can help in development of an effective masterplan.
- We recommend that you review the available guidance for masterplanning and design as a starting point when masterplanning strategic sites. The following websites provide useful information:



Homes England guidance for masterplanning and design in relation to garden communities
<https://www.gov.uk/guidance/garden-communities/masterplanning>



tcpa

TCPA guidance on masterplanning
<https://www.tcpa.org.uk/resources/guide-3-design-and-masterplanning/>

Annex G: Self and Custom Build Housing Planning Guidance



City of York Council has a strong ambition to promote and deliver self and custom build housing within the district, as well as a duty to deliver self and custom build plots through the Self-Build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016). Policy H4: Custom and Self Build Housing of the [Local Plan](#), requires that all Strategic Sites identified in our Local Plan should provide at least 5% of dwelling plots for sale to custom house builders or individual self-builders.

Self-build and custom-built homes could be a route for some to get on to the property ladder and for others to build their 'dream home'. Every year, around 11,000 people build their own house. Whilst self and custom housebuilding are still relatively unusual in the UK, this method of building houses is considered the norm in countries such as Austria and the Netherlands.

The Council recognises the benefits self and custom build housing has to offer York residents over mainstream developer models of delivery. These may include:

- Opportunity to create a home that perfectly suits your lifestyle;
- Increased housing choice;
- Enhanced diversity of supply;
- Effective way of increasing the mix of housing types and tenures;

- Custom-builders are more likely to be more innovative, build sustainable homes with high energy efficiency and to use green technology;
- Improved build quality;
- Custom-builders are more likely to use local suppliers and trades people supporting the local economy and creating a strong sense of community;
- Lower development costs;

This guidance provides detail around how City of York Council would expect to see any self and custom built plots brought forward under policy H4.

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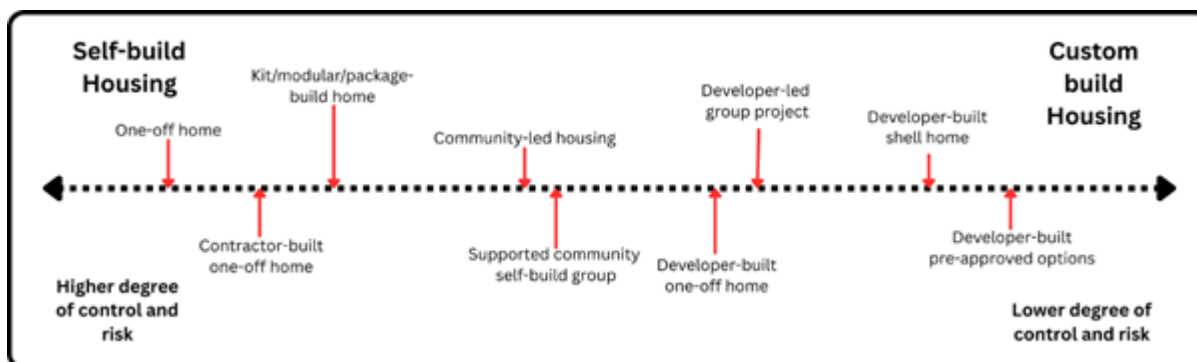
What is Custom and Self-build Housing?

Custom and self-build housing, as distinct from other forms of housing, offers a greater degree of design freedom which can help meet occupants’ needs and desires, and can lead to higher quality homes with improved energy efficiency standards. Custom and self-build housing can therefore deliver greater choice in the housing market and diversify housing supply, which can help speed up housing delivery.

Custom and self-build housing share the same legal definition, as set out in [section 1 of the 2015 Act](#), which can be broadly defined as housing whose initial occupants have a primary input into its final design and layout. Notwithstanding the single legal

definition, the differences between custom and self-build housing can be best understood as a spectrum of design and delivery control.

The 2015 Act makes clear that homes built wholly or mainly to plans or specifications decided or offered by someone other than the initial occupant are not custom or self-build homes. In other words, the initial occupant must have the primary input into the final design and layout of the home. The 2015 Act also requires custom and self-build homes to be occupied as a sole or main residence.



The following are all types of self-build and custom housing:

Self-build

A one-off home: The owner manages the design and construction process and undertakes a proportion of the building work too;

Contractor-built one-off home: The owner manages the design process and selects a contractor to build the home;

Kit/modular/package-build home: The owner selects the kit home which is erected by the kit home manufacturer;

Custom Build

Community-led housing: Schemes involve groups of local people in housing need building homes for themselves with external support and managing the process collectively. Individual self-build is not widely regarded as community-led housing. There are now a number of iterations of CLH;

Supported community self-build group: Project is often organised by a social landlord, a local authority, a community land trust or a charity and this approach tends to suit people on low incomes who like the idea of someone coordinating the group on their behalf.

Developer-built one-off home: Undertaken by a developer/enabler, the design is commissioned by the plot owner. The plot owner is integral to the design of the

home. The developer/enabler takes care of the whole process start to finish, on behalf of the plot owner;

Developer-led group project: A developer organises a group and builds the homes;

Developer-built shell home: Undertaken by a developer/enabler, the external envelope of the home is built speculatively before being sold at first fix stage with all internal walls yet to be installed. The plot owner has control over the internal layout within the confines of window, services and staircase locations.

Developer-built pre-approved options: Undertaken by a developer/enabler, the plot owner chooses from a set of pre-approved options for layouts. The plot owner has limited choice and the developer/enabler takes care of the whole process start to finish;

Please be aware that the council has a preferred self-build and custom build hierarchy for the types of plots delivered on strategic sites. This preferred hierarchy has come from feedback from those on the council's self-build register.

1. Individual serviced self-build plots
2. Serviced self-plots with a packaged design and build approach
3. Community led self-commissioned homes
4. Custom build through a specialist custom and self-build enabling firm
5. Large scale house builder custom build homes

Making a planning application for Self-Build Housing

Plots brought forward as part of a strategic site, or similar sized site, should be sold with outline planning permission and be in line with the serviced plot definition within this document. Due to this the council expects all strategic site planning applications to be hybrid applications with the self-build element to remain as outline until the plots are sold. Following this, purchasers of the plots will need to submit reserved matters applications on a site-by-site basis.

Planning application forms for Full and Outline planning permission include a question on the number of residential units and the type of units that are being proposed (i.e. market, social, affordable, starter homes, and self and custom build, and so on).

Applications for self and custom build can also be identified in the proposal description or Planning Statement. In accordance with our local planning [validation requirements](#), applications involving any self and custom build housing and those that trigger policy H4 (5% of total dwellings requirement) should submit a Self-build and Custom Housing Statement.

Plot design expectations

Serviced Plots

The Housing and Planning Act 2016 amended the Self-build and Custom Housebuilding Act 2015 to define a serviced plot of land as:

“a plot of land that

- a. Has access to a public highway and has connections for electricity, water and wastewater, or
- b. Can be provided with those things in specified circumstances or within a specified period;”



Image: Section from Lowfield Green Illustrative Masterplan showing the location of the 6 self-build plots (image credit – [BDP](#))

Custom and self-build housing must therefore be serviced for electricity, water, and wastewater and have access to a public highway. If a private road is proposed to connect plots to a public highway it will be expected that the private road be secured through the planning permission. It will also be expected that custom and self-build housing be serviced for telecommunications, with fibre optic broadband to the plot boundary. Early engagement with infrastructure providers is recommended to ensure the timely delivery of infrastructure and other development.

Given that custom and self-build housing on serviced plots can take longer to build out than developer housing, it is important that early consideration is given to the approach and likely timescales for finishing the construction of access roads to the serviced plots and whether access roads will be private roads or adopted by City of

York Council as the Highway Authority. Early phasing of custom and self-build housing on developer led sites is recommended. This will help ensure that custom and self-build housing is completed before the site wide developer has moved off the site. Consequently, the site wide developer will be on site to complete the access roads as required. The objective is to complete access roads as early as possible, although not so early that the completed street will carry a significant volume of heavy construction traffic.

Custom and self-build housing can be marketed before being serviced; however, the minimum 12-month marketing period referenced in policy H4 will only commence when the agreed marketing strategy has been initiated, the plot has been serviced, has defined boundaries, and is available for immediate purchase.

Plot Sizes

It is good practice for plot providers to seek to provide a mix of serviced plot sizes to meet the range of demand and affordability. The council is publishing regularly updated data indicating demand from those on the self-build register at <https://data.yorkopendata.org/dataset/self-build-register> .

This may include plots suitable for bungalows for people with limited mobility, smaller plots which provide opportunities for households seeking lower cost market housing, and larger plots suitable for semi-detached properties to cater for extended families wishing to build together. Plot providers may also choose to consult with the local community and consider the immediate demand. The use of design codes (discussed elsewhere in this document) can ensure the development works as a cohesive whole.

The range of plots provided should be informed by market research including statistics from the council's Self-build Register.

Design Quality

Self and custom build housing provides a unique opportunity to create an exciting and vibrant development with a large array of different houses designs and types. The council expects that all outline applications including self-build plots will come forward with a design code that details what can be and, more importantly, what cannot be built on the plot. This applies to individual single plot sites, plots being brought forward as a part of a 5% obligation on a strategic site, and everything in between and should be applicable for all plots on the development site.

The design code will cover overarching parameters across all the plots on a single development and enables developers to ensure that the homes designed and built on the plots respond successfully to the local context and deliver at least the same level of sustainability as the rest of the main development. The council expects design codes to be as free as possible and to only restrict what needs to be restricted. As self-builders will still need to secure a reserved matters planning permission for their home, the detailed style and materials can be left to the LPA to secure.

Example parameters that could be agreed at outline planning stage and explained through the design code:

- Plot form including plot size, width, depth.
- Build form with details of massing, height, number of storeys.
- Building orientation - Orientation to the sun, location on plot, overlooking, active frontages.
- Materials – Either a palette of materials or detailing a free choice.
- Density - site coverage including buildings and hardstanding.
- Developable footprint including build zone and location of building on plot.
- Building type - Detached, semi-detached or terrace.
- Building line – Where should the property be located on the frontage?
- Views and vista's
- Parking standards - Especially if this differs from the LPA's parking standards policy.
- Waste collection details including what bins are required and where they are to be kept and collected from.
- Townscape features.
- Soft landscaping requirements - Percentage or curtilage to be soft landscaped, boundary treatments.
- Sustainability U-values, water consumption figures, energy consumption.

Achieving high quality design that responds to climate change is a very important consideration that is embedded in the design and construction of new housing. It is essential that all new housing is built to extremely high sustainability standards as per policy CC2 in the Local Plan.

The council would encourage all new build housing to aim for 'net zero carbon' in use as set out in our [Housing Delivery Programme Design Manual](#).

Plot Delivery

Plots will need to be accessible to heavy vehicles required for construction. Where necessary, developers will need to engage with the Highway Authority to explore if alternative or temporary access arrangements can be made to the Self Build element of a scheme in order to promote early delivery of plots and tackle any site safety issues.

Where necessary the Council and/ or Highway Authority may require the serviced plot provider (the applicant who secures outline planning permission) to enter into a Section 278 agreement to ensure the provision of safe roads, access routes and junctions. This will ensure roads can be brought up to a suitable standard as development is completed. On smaller scale projects this may more simply be dealt with via planning conditions.

On large sites the Council will expect the early delivery of parcels of self-build plots. The Council will work with developers to understand any challenges to the early phasing and release of the Self Build element of developments. Where clear

justification is provided to demonstrate why parcels of serviced self-build plots may not be delivered early in the build programme, the Council will expect custom and self-build plots to be released when not more than 50% of the total dwellings are commenced. However, the Council accepts this will vary from site to site and is subject to access options and size of the overall development.

It is not expected that the master developers on all the strategic sites will directly deliver the self and custom build obligations themselves. As a specialist form of housing delivery the council encourages developers to seek out self and custom build partner developers often referred to as enablers. While the council cannot and will not recommend any particular enabler it is suggested that the National Custom and Self-Build Association (NaCSBA) or The Right to Build Taskforce are engaged to obtain a list of enablers who have and do work in the area. Different enablers have different delivery models and it is recommended that early engagement with the LPA is undertaken to understand which models would be supported on any particular site.

Phasing

Custom and self-build housing must be delivered in individual plot phases to ensure that:

- a. Custom and self-build housing is delivered in a timely manner,
- b. Self-build plots can benefit from CIL exemption,
- c. Custom and self-build plots do not unnecessarily hold back later development phases, and
- d. Custom and self-build plots are not required to deliver any part of the site wide infrastructure.

Where custom and self-build housing is to be delivered as part of a larger development, the Council will expect either the early delivery of custom and self-build plots or for the plots to be delivered incrementally in line with the phasing. However, where clear justification is provided to demonstrate why parcels of custom and self-build plots may not be delivered early in the build programme, the Council will expect all custom and self-build plots to be marketed in accordance with the agreed marketing strategy and available for immediate purchase when not more than 50% of the total dwellings are occupied. This will be dealt with via a section 106 agreement.

Delivery of a custom and self-build plot means providing access, servicing to the plot boundary, making the plot available for immediate purchase, and marketed in compliance with any marketing requirements. It is also important that each custom and self-build plot, or the plots taken together, has access to a construction compound/s and material storage area/s.

Early attention in the design process must be given to how the phasing best enables access and servicing of custom and self-build plots. Such plots should be designed in a way which avoids conflicts with construction arrangements with the main developer(s) and ensure suitable access, site safety and security. Furthermore, care needs to be taken in how different build out rates of custom and self-build plots might interact with the main development site and amenity of new residents.

If self-build plots are not identified on the phasing plan as individual phases that can be delivered independently of other elements of the development, any commencement of the development could result in the loss of potential CIL exemption on self-build plots other than those for which CIL exemption has been already granted. In this situation the CIL burden will be required to be taken on by the developer.

Custom and self-build housing can take longer to deliver than housing delivered by mainstream housebuilders for many reasons even where there are requirements for the plots to be built out in a specific timescale. Therefore, consideration needs to be given at the design stage to ensure that future phases of a development are not compromised or held up by waiting for self-build homes to be completed.

For sites obligated to deliver more than 8 plots, consideration will need to be given to delivering clusters of plots to avoid flooding the market with self-build plots and resulting in plots remaining unsold after the minimum 12-month marketing period.

Site wide infrastructure requirements such as transport infrastructure, sustainable drainage systems, and Biodiversity Net Gain must be delivered by the site wide developer and must not trigger the commencement of development on custom and self-build plots. The phasing plan must therefore ensure that site wide infrastructure is not part of any custom and self-build housing phase.

Monitoring progress on Self and Custom Build

The council maintains a database of all planning applications submitted to the Council that involve residential developments. Applications that involve self and custom build plot provision or are single home applications are monitored. The council is required to submit the number of permissions granted each year to the Ministry of Housing, Communities and Local Government.

With the introduction of the Community Infrastructure Levy, the part 1 and part 2 exemption forms will also be used to actively monitor the number of self-build and custom build dwellings being delivered.

Information on our Self-Build Register

The Housing and Planning Act 2016 introduced a 'Right to Build' which requires that all 'relevant authorities' in England have a legal duty to keep a register of individuals and associations of individuals who are seeking to acquire serviced plots of land in the authority's area. The requirement is to maintain a Self-Build Register and have regard to it when carrying out planning, land disposal and regeneration functions derives from the Self-Build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016). The register monitors interest and quantifies the

volume of plots for which suitable planning permission should be granted and runs in base periods of 12 calendar months (commencing 31st October – 30th October).

The legislation imposes a duty upon the Council to grant sufficient 'development permissions' to meet the demand for self-build and custom housebuilding in their area on a rolling three-year basis. The demand is that which is evidenced on the register (i.e. the number of entries). The register is open to all who have an interest in self and custom build within the City of York.

In accordance with this requirement, the Council established a [Self-Build Register](#) in April 2016. The Self-build Register is used to measure the demand for self-build in the district, collect information on the types, sizes and locations of the plots sought, and to contact prospective self-builders when plots become available.

Currently the Council does not apply a local connection test to those wishing to be on the register, however, the council does reserve the right to do so in the future depending on the level of demand generated from residents and those living outside of the boundaries of the city of York. This would require applicants to confirm their local connection by providing documentation (each member of an association will be required to meet the local connection criteria).

The Council's Self-build Register shows a strong demand for self and custom build plots in York, and due to this there is a need to deliver plots efficiently to ensure the demand is met.

The Council is required to monitor all applications for new dwellings to identify whether they count as self or custom build dwellings to ensure that the Council are meeting the necessary demand on their register.

CIL Exemptions

City of York Council introduced a [Community Infrastructure Levy](#) in February 2026. Under the [CIL Regulations 2010](#) (as amended 2014) there is an exemption for people building or commissioning their own home, providing it is occupied as their sole or main residence (see Regulations 54A –54D) and the correct process is followed. Further information on CIL exemption for self build dwellings can be found at <https://www.york.gov.uk/planning-building/community-infrastructure-levy-2> .

It is also important to note that for developers reverting Self Build plots back to speculative or regular open market plots (possible after 12 months) under policy H4, the CIL exemption will no longer apply, and the dwellings will be liable for the appropriate CIL.

Annex H: Houses in Multiple Occupation Planning Guidance – updating the ‘Houses in Multiple Occupation’ draft Supplementary Planning Document (2012, amended 2014)

This Planning Guidance Note provides background and detail to the methodology used in Local Plan policy H8¹ and guidance on residential amenity criteria used to assess planning applications for HMOs.

Information around the Council’s approach to HMO licensing is available online at <https://www.york.gov.uk/private-landlords-tenants/apply-hmo-licence>

Background

Houses in Multiple Occupation, or HMOs as they are commonly referred, represent a significant and growing proportion of the mix of housing in York. They make an important contribution to York’s housing offer, providing flexible and affordable accommodation for students and young professionals alongside lower income households. HMOs are regarded as a valuable asset to the city’s housing offer, but there is concern about the wider impacts that concentrations of HMOs are having on neighbourhoods and increasing rental costs. This debate has mainly been driven by the increasing number of student households in the city and focuses on the detrimental impact large concentrations of HMOs can have on neighbourhoods, such as the loss of family and starter housing. We also recognise that unbalanced communities can result in problems retaining a range of services for the wider community.

What is an HMO?

On 6 April 2010, amendments were made to the Use Classes Order and the General Permitted Development Order to introduce a new class of type C development – C4 ‘Houses in Multiple Occupation’. These are commonly referred to as ‘small HMOs’ and consist of houses containing between three and six unrelated occupants who share basic amenities. ‘Sui Generis’ HMOs, where there are 6 or more unrelated people, are still considered as HMOs, but these are now commonly referred to as ‘large HMOs’ which, in broad terms, consist of more than six occupants.

A house or flat is a house in multiple occupation (HMO) if:

¹ <https://www.york.gov.uk/adoptedLocalPlan>

- occupants share basic amenities (toilet, bathroom and/or kitchen)
- it is occupied by at least three people (adults and children)
- they form at least two households
- it is their only or main residence (includes full-time students and use as a refuge from domestic violence)
- the house is used as a home only (this means a residential house or flat and not a commercial unit)
- rent is payable (includes when accommodation provided instead of wages)

If one or two people live together (whether related or not) this is NOT an HMO. The threshold for creating an HMO is three or more people. Children are counted as equal to adults when determining whether a property is an HMO.

A household is defined as:

- (i) a single person; or
- (ii) several members of the same family

The same family means:

- A married couple or equivalent co-habiting arrangement
- A relative (parent, grandparent, child, grandchild, sibling, uncle, aunt, niece, nephew or cousin)
- Relationship of half-blood is treated as whole blood
- Stepchildren and foster children are treated as own children,

Examples:

1. You rent a flat with your friend – this is TWO people in TWO households = NOT HMO
2. You rent a house with your partner and your partner's brother – this is THREE people in ONE household = NOT HMO
3. You rent a house with your partner and a friend – this is THREE people in TWO households = HMO

The Housing Act 2004² gives a detailed definition of what constitutes an HMO. Under the Housing Act 2004 a landlord needs an HMO licence for their property, to ensure legal safety and standards are met in properties rather than controlling numbers, if the property meets the National Mandatory Licensing Scheme or the Additional Licensing Scheme criteria. More information of HMO licensing can be found at <https://www.york.gov.uk/private-landlords-tenants/house-multiple-occupation-hmo-licences>

Please be aware that HMO Licensing is separate and independent of any planning requirements, and failure to comply with HMO licensing requirements is offence which could result in legal action or financial penalties.

² <https://www.legislation.gov.uk/ukpga/2004/34/part/7/crossheading/meaning-of-house-in-multiple-occupation>

Scope

An Article 4 Direction (<https://www.york.gov.uk/Article4Direction>) came into force in York on 20 April 2012 to remove permitted development rights, requiring a planning application to be submitted to change a property into an HMO within the area covered by the Direction³.

This guidance applies to all planning applications for development consisting of a change of use of a building from a use falling within the Use Class 'C3' (a family dwelling house or flat for example) to Use Class 'C4' (small HMO) or sui generis (large HMO) within the main urban area (the Article 4 area)⁴. It also applies to changes to sui generis HMOs, and flexible permissions from Use Class C3 to C3/Sui Generis large HMOs, outside the Article 4 area.

Neither the policy nor guidance apply to PBSA student accommodation. Existing HMOs will not be subject to the Article 4 unless a new planning application is made.

Policy Approach

Policy H8 of the adopted City of York Local Plan 2017-2033 (February 2025) seeks to control the number of HMOs to ensure that communities do not become imbalanced. The policy approach is guided by the Local Plan Vision to build strong communities. A key element of the Local Plan is its role in meeting the needs of specific groups, including students, and supporting development which helps to balance York's housing market.

Policy H8 utilises a threshold-based approach and identifies a 'tipping point' when issues arising from concentrations of HMOs become harder to manage and a community or locality can be said to tip from balanced to unbalanced.

Within the Article 4 area, in assessing change of use planning applications (from Use Class C3 to Use Class C4 and Sui Generis), development will only be permitted where:

- it is in a **neighbourhood area** where less than 20% of properties are HMOs;
- less than 10% of properties within 100m of **street length** either side of the application property are HMOs;
- the accommodation provided is of a high standard which does not detrimentally impact on **residential amenity**.

³ <https://www.york.gov.uk/private-landlords-tenants/article-4-direction-relation-houses-multiple-occupation-hmo>

⁴ <https://www.york.gov.uk/downloads/file/2635/article-4-direction-boundary-plan>

The Council maintains a database which pulls together information from as many different types of shared accommodation as possible, including properties entirely occupied by full time students (excluding university managed/owned Halls of Residence on or off-campus); those recorded on the Council's Licensed HMO database; those benefitting from C4/Sui Generis HMO planning permission; or, those known to the Council to be HMOs. The HMO database is updated on a regular basis to provide reliable data for better decision making.

The full HMO database used for planning purposes is not made public due to sensitivities around data protection. Extracts are provided to Development Management case officers and Councillors to aid decision making.

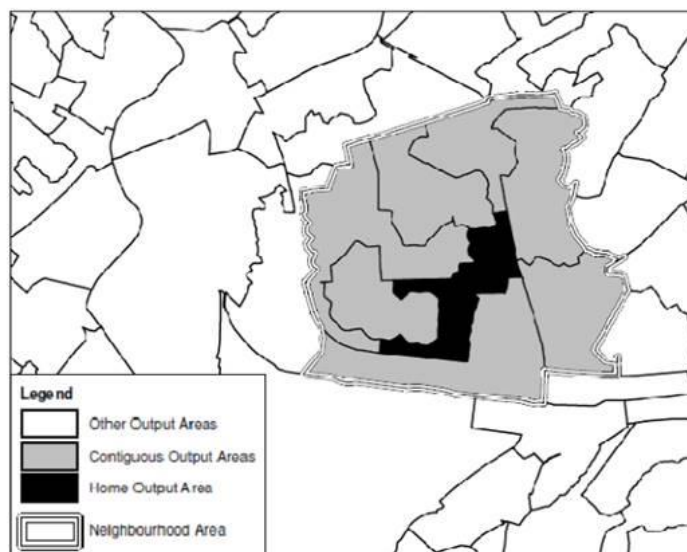
For members of the public wishing to find out more information about HMOs in their neighbourhood, details of properties licenced under the Housing Act 2004 are available to view at <https://hmolicensing.york.gov.uk/online-application/york-hmo-public-register-public-register/> or <https://www.york.gov.uk/private-landlords-tenants/list-hmo-licensed-properties>.

Approach to assessing concentrations of HMOs

Neighbourhood Level

As highlighted in the evidence base underpinning the Article 4 Direction, some issues arising from concentrations of HMOs can be a neighbourhood matter, going beyond the immediate area of individual HMOs. This includes a decreasing demand for local schools and changes in type of retail provision, such as local shops meeting day to day needs becoming take-aways. We have developed a consistent and robust approach to help assess how HMO density would be affected by new HMO development.

Figure 2: Neighbourhood Area



A cluster of contiguous output areas will be used to identify a neighbourhood. The number of contiguous output areas varies depending upon local circumstances but typically comprise between 5 and 7 output areas, capturing 625 to 875 households. An example of a cluster of output areas is shown at Figure 2. The 'home output area' is where the planning application is located. To ensure a consistent and robust approach, all adjoining output areas to the output area where the planning application is located will be used to form the neighbourhood area in all cases.

Street Level

An assessment of concentrations of HMOs at street level will allow the Council to manage the clustering of HMOs along streets, to avoid the situation where whole streets or large sections of streets change use to HMOs; the effects of which are most keenly felt out of term time when properties are empty.

A street by street approach will address the impacts large concentrations of HMOs can have on increased levels of crime and the fear of crime, changes in the nature of street activity, street character and natural surveillance by neighbours and the community outside of term times, standards of property maintenance and repair, increased parking pressures, littering and accumulation of rubbish, noise between dwellings at all times and especially music at night. It is important to note that it is not suggested that these impacts can be attributed to the occupants of HMOs, such as students, who can often be the victims of crime for example or suffer from a poor-quality environment.

It is considered that a length of 100 metres of street frontage can reasonably be considered to constitute a property's more immediate neighbours and is therefore the distance threshold used for assessing concentrations of HMOs at street level. This is measured along the adjacent street frontage on either side, crossing any bisecting roads and also continuing around street corners and is illustrated at Figure 3.

Figure 3: Street Level



Legend

- 100m starting point
- 100 metres
- ← 100 metres
- Properties not included
- Properties within 100m on application street on opposite side of the road
- Properties within 100m on same side of the road
- Properties within 100m that turn the corner from application street
- Application Property

Residential amenity

In assessing planning applications for HMOs the Council will seek to ensure that the change of use will not be detrimental to the overall residential amenity of the area. In considering the impact on residential amenity the following matters will be considered:

- **Is the dwelling large enough to accommodate an increased number of residents?**

When considering planning applications for new HMOs, poorly designed internal spaces will not be acceptable. This includes ensuring that rooms benefit from reasonable standards of amenity including windows with an acceptable outlook and that the floorspace is configured such that it provides a usable space with access to bedrooms from circulation areas.

[Room sizes required for HMO Licensing](#) will be taken into account when assessing bedroom floorspace.

- **How much space is available for potential additional cars to park?**

The external areas of the site are just as important in the assessment of a proposal for HMO occupation, but which are often overlooked when considering occupancy numbers. External areas often cause design and layout issues as they are generally not capable of accommodating a high number of occupiers living independently of each other and therefore careful consideration of creating appropriate workable external environments is required when considering the number of occupants.

When assessing development proposals for HMO's it is essential not only to secure the provision of car parking spaces of an appropriate size but also a car parking layout that allows for maintenance, loading/unloading, etc. to be undertaken within the site, and for cars to be able to manoeuvre in and out of spaces independently of each other, thereby helping to ensure that the spaces are suitable and realistic for use in an HMO context, and that on-street parking is avoided as much as possible.

The lifestyle and work patterns of the occupants of an HMO often differ to those of a family. Occupants of HMOs often operate separately and use independent modes of transport such as cars or cycles. The provision of sufficient parking for both cycles and cars is therefore important and a dwelling operating as an HMO should ordinarily provide a minimum of 1no. car parking space per 2no. bedrooms off-street and within the site boundary.

When designing external space a 1m wide access to the rear or front door should be maintained for pedestrian and cycle access and for manoeuvring wheelie bins.

- **Can appropriate provision be made for secure cycle parking?**

Department for Transport guidance in LTN 1/20, requires 1 cycle storage space per bedroom. Cycle storage is generally required to be covered and securely contained, which often takes the form of a cycle shed. This would be secured by condition but should be indicatively shown on the plans.

- **Is the condition of the property of a high standard that contributes positively to the character of the area and will the condition of the property be maintained following the change of use to HMO?**

Where an application for planning permission is approved then this will include a planning condition to secure a management plan covering property and garden maintenance, refuse disposal, and noise complaints.

- **Can the increase in number of residents be shown not to have an adverse impact on noise levels and the level of amenity neighbouring residents can reasonably expect to enjoy?**

This is assessed by the thresholds in policy H8 as a concentration of HMOs is likely to lead to impacts on neighbouring amenity through noise and disturbance through cumulative effects of number of HMOs

- **Is there sufficient space for storage of waste/recycling containers in a suitable enclosure area within the curtilage of the property?**

Bin storage should be sufficient for the appropriate number of waste bins and be secure, within the site boundary, and in a location hidden or not visually intrusive in the surrounding street scene. There should be space to manoeuvre in and out of the bin store. Further information is available at <https://www.york.gov.uk/HMOWaste>.

- **Will the proposal result in the loss of a front garden to hard standing for parking and refuse areas which would detract from the existing street scene?**

When providing car parking areas, care should be taken to retain as much of the garden boundary and existing vegetation as possible. Barren hard surfaced gardens which serve only as car parking areas erode the character of the street, detract from the security of the site and can increase flood risk through high levels of surface water run-off and are unlikely to be acceptable.

Regard should also be given to the storage of bins and recycling boxes. Bin storage to the front of the property is unlikely to be acceptable because of its impact on the character of the street. Provision should be made for bin storage within a sensitively designed external area preferably to the side or rear of the property.



Meeting:	Decision Session – Combined Executive Member Decision Session
Meeting date:	7 July 2026
Report of:	Director of Housing and Communities
Portfolio of:	Cllr Lomas - Executive Member for Finance, Performance, Major Projects, Human Rights Equality, and Inclusion Cllr Pavlovic - Executive Member for Housing, Planning and Safer Communities

Decision Report: Gypsy and Traveller Action Plan – Annual Update

Subject of Report

1. On 9 May 2024, Executive approved an initial Gypsy and Traveller Action Plan with a commitment to bringing an annual update to an Executive Member Decision Session.
2. This report provides an update on some of the work which has taken place over the past 12 months and includes an updated version of the action plan which will run for the next 12-month period for Executive Member approval.

Benefits and Challenges

3. The action plan at **Annex A** presents a continuing approach to supporting Gypsy and Traveller communities in York and seeks to build on the extensive cross Council work which has taken place over the past 12 months. The action plan sets out several actions for the coming year which aim to further improve the outcomes of these communities.

Policy Basis for Decision

4. The Council Plan 2023-2027, 'One City for All', contains four core commitments to enable it to deliver the vision for the next four years. The first of these is 'Equalities and Human Rights - Equality of Opportunity.' The commitment states: 'We will create opportunities for all, providing equal opportunity and balancing the human rights of everyone to ensure residents and visitors alike can benefit from the city and its strengths. We will stand up to hate and work hard to champion our communities.'
5. Committing to implementing the Gypsy and Traveller Action Plan across the Council, rather than having a standalone strategy, has ensured that officers and Members are considering the challenges these communities may face when implementing policies or designing services, which contributes to meeting this core commitment.
6. A second of the core commitments is Health and Wellbeing. This states 'We will improve health and wellbeing and reduce health inequalities, taking a Health in All Policies approach, with good education, jobs, travel, housing, better access to health and social care services and environmental sustainability.'
7. As Gypsy and Traveller communities are groups which face some of the most considerable health inequalities, the public health workstream of the Action Plan is fundamental to addressing this.
8. The City of York Local Plan was adopted in February 2025. Policy H5 'Gypsy and Travellers' requires that masterplans must be produced for Council owned sites where any expansion is considered. This must be submitted and approved with all necessary works carried out prior to occupation. At the Osbaldwick site in particular, there is a requirement for the identification of *"measures to improve the access arrangements to the site to ensure it is brought up to an acceptable standard, with the carriageway properly surfaced, and pavements and street-lighting provided"*.

Financial Strategy Implications

9. The action plan has been delivered within existing resources in 2025/26.
10. Additional funding has been approved via the Council's Capital Programme for £5.25m over 3 years for improvements to the existing sites and to provide additional accommodation¹.
11. Executive approval was received in March 2026 to implement the Gypsy and Traveller improvement capital projects. In 2026/27, it is expected that the improvements to Outgang Lane (access road to the Osbaldwick site) will be delivered, and the retrofit of the utility buildings at the 3 sites will be started. [Agenda for Executive on Tuesday, 3 March 2026, 4.30 pm](#) (Item 210)
12. In terms of spend to date, CCTV was installed at Clifton for around £7.4k. The first significant spend will be the Outgang Lane improvements design and works. This is expected to cost approximately £220k. There is also a landscaping belt at the Osbaldwick site that is expected to be delivered within this financial year. The estimated cost is £47k.
13. After this, the retrofit programme will be delivered / spent over 2026/27 and 2027/28, with an estimated cost of £1.5m. The Clifton expansion project will also be progressed within this period and likely into 2029.
14. For information, the estimated cost plan and timescales are indicated in Annex A of the Gypsy and Traveller Executive report from March 2026.

Recommendation and Reasons

15. The Executive Members are asked to:
 - a) Note the work undertaken since the report to Executive on 3 June 2025.
 - b) Approve the action plan for the next 12 months.

¹ See item 109 - [Agenda for Executive on Thursday, 14 March 2024, 5.30 pm](#)

Reasons: To set out clear and measurable actions for the coming year which aim to improve the outcomes of Gypsy and Traveller communities.

Background

16. Gypsy and Traveller communities remain some of the most marginalised and disadvantaged ethnic minority groups nationally. These communities face significant inequalities across a range of indicators, including access to suitable accommodation, healthcare, education, employment, financial services, and policing, justice, and probation.
17. In 2021, a Gypsy and Traveller Working Group was established in partnership with York Travellers Trust. The group seeks to address the inequalities that the Gypsy and Traveller community in York faces. The vision is to work towards ensuring that Gypsy and Traveller communities experience an inclusivity, fairness and understanding in York.
18. As a result of the work of this group, in May 2024 Executive approved a 12-month action plan to coordinate and monitor work happening across the Council in relation to Gypsy and Traveller communities. It was agreed this would be reviewed annually.

Housing

19. There were four identified priority actions identified in last year's report associated with the provision of housing.

Complete the stock condition and energy efficiency surveys.

20. The reasoning for this action was to ensure that the Council holds stock condition information in order to inform good investment decisions. This early survey work has been completed across all three Council-owned sites and includes energy efficiency information; a more comprehensive survey is being planned. The majority of the identified investment need is in relation to improving damp conditions, energy efficiency and thermal comfort. The comprehensive survey and retrofit programme is anticipated to be implemented during 2026/27 and 2027/28.

Providing Grants

21. Grant funding has been provided to York Travellers Trust to enable the hosting of three family fun dates at the three Travellers' sites to encourage engagement in energy retrofit, and to undertake a workshop providing energy retrofit advice to the housed Traveller community.
22. The events were well attended by residents and provided opportunity to discuss costs associated with heating existing buildings and opportunities for making improvements (e.g. blankets for hot water systems and LED lighting).

Accommodation Officer

23. The works above have been led by a new Gypsy and Traveller Accommodation Officer who has been employed on a permanent basis to lead the delivery of improvements to existing sites and pitches and the provision of additional accommodation. The postholder has formed positive relationships with the residents and partners initially.

Future Site Investment

24. In March 2026, Executive approval was received on a proposed cost plan for the Gypsy and Traveller accommodation improvement and expansion programme and more detailed proposals based on previous utility building condition surveys, feedback from residents, and the adopted Local Plan.
25. The bid to the Carbon Negative Challenge Fund was successful and authorisation was also sought from Executive to enter into a grant agreement with the York and North Yorkshire Combined Mayoral Authority (YNYCMA) to receive a £625k grant.
26. The Executive gave approval to proceed with the delivery of the Outgang Lane improvements and Osbaldwick site landscaping belt, the retrofit programme including receiving the grant, and the Clifton site expansion with 6 new pitches.
27. The provision of further additional pitches in the city required to meet the identified need (as set out in Local Plan) will be subject to a 'call for sites' exercise before location(s) can be confirmed.

28. Plans have been drawn up for improvements to Outgang Lane and consultation with residents and business owners started on 1 May 2026.
29. The Outgang Lane improvement proposals include repair to the road, such as replacement of gullies where needed and localised repairs to the surface; new street lighting, new footpaths, and parking restrictions (double yellow lines and restricted parking spaces). Residents have been consulted in person about the proposals and will be supported to submit their views. Businesses are also being consulted. The consultation started on 1 May and will close on 22 May 2026. So far, the feedback has been positive. The parking restrictions are also subject to a Traffic Regulation Order (TRO), which forms part of the consultation. Works are expected to take place before the winter.
30. In addition to the actions above, the Housing team will work with YTT in supporting the development of planning guidance to set the standards for new Gypsy and Traveller accommodation in the city. Alongside this, work will be taking place to identify locations for the provision of additional pitches to meet the identified need. This work will inform updated planning policy and allocations through the new Local Plan and planning policy process commencing from summer 2026. Supplementary Planning Documents are no longer going to be produced, as these are abolished from the end of June 2026. Instead, the City Development team intends to produce non-statutory planning guidance where necessary to add clarity to the Local Plan policies. This was agreed at Executive in April 2026. CYC may also look to produce a 'Supplementary Plan' (a mini local plan) for Gypsy and Traveller communities, but this is not yet confirmed.
31. Through the analysis of Key Performance Indicators and feedback from residents, it is clear that the nature of the repairs service performance for residents on Gypsy and Traveller sites and those within Council homes is different. An action for 2025/26 was to improve repair performance on Gypsy and Traveller sites so that it matches the speed of service received by those tenants in Council homes. A draft consultation document has been developed to gather resident views on how they would like repairs to be undertaken on site, which will be shared with YTT. This consultation is due to start soon.

Education

32. There were three identified priority actions identified in last year's report associated with Education.

Provision

33. This action was around work to support development of education provision at YTT for English and Maths for Gypsy and Traveller children and young people who are home educated.
34. CYC provided consultation to YTT through the commissioning of an Independent Education Consultant. He supported YTT staff in developing this Education offer. This continues to be an area YTT are seeking funding. The Independent Education Consultant connected YTT with Bilbrough Country Classrooms to act as an exam centre in the first year for young people who had studied at the provision at YTT. The exam service is now being provided by York Learning.

Partnership

35. This related to funded supported work was provided between CYC Education team and YTT to support interactions with schools. Educational insight and support to YTT around the interaction with schools and settings was provided.

Research

36. Information was provided to the YTT-funded research project led by York St John University around the experience of Gypsy and Traveller children and young people in York schools.
37. Education Officers continue to work to respond to 2024 report [York Travellers Trust - Gypsy and Traveller Experiences of Education in York](#). This had a formal launch at Falsgrave Street, with attendance from several schools and trusts.
38. The Education Leadership group across York have identified one of their six workstreams this year to be around responding to the areas of challenge in this report.
39. The group met regularly and was co-chaired by the Head of Inclusive Education and the CEO of The Education Alliance, who also works with the national organisation Traveller Movement. The

national report of this movement has also been considered by the group [Fought not Taught: \(Nov 2024\) | The Traveller Movement](#) which resonates closely with the York report.

40. The group was made up of CEOs and secondary/primary headteachers from across the city, alongside representatives from YTT and from the CYC Social Care team.
41. The group has shared experiences around working with Gypsy and Traveller families in York and rooted this back to the report. They have identified three areas to work through:

Cultural Awareness, Visibility and Celebration of Community.

identifying key performance indicators to measure improved experiences across Exclusions, Attendance and Elective Home Education.

42. The group identified the need for a citywide conference that took place in Spring 2026. This included presentations from the National Traveller Movement, YTT, families and young people, and school settings. It covered the three areas above and concluded with citywide next steps. York Schools and Academies Board pushed for strong school attendance, with 39 settings represented, and wider partners also attended, including from the DfE and higher education settings.
43. Feedback from the conference was strong and the main highlights were:

Strengths.

Delegates overall felt that the conference:

- Influenced their understanding of Gypsy and Traveller history, culture and experiences in education
- Increased confidence in identifying and challenging stereotypes relating to Gypsy Traveller pupils
- Enabled better recognition of the barriers Gypsy and Traveller families might face when engaging in school
- Greater confidence in supporting colleagues develop greater cultural awareness in their settings

- Increased awareness of the importance to work with families to support consistent tracking of Gypsy and Traveller pupil data.

Delegates feel able to make changes by:

- Upskilling their teams
- Opening up dialogue with families more and build trust and safety
- Being more understanding of culture, context and history
- Raise awareness and visibility
- Celebrate Gypsy and Traveller culture within other celebrations
- Explore the data for this pupil group and monitor separately.

Opportunities for future training:

- Providing practical ideas for embedding Gypsy and Traveller culture into the curriculum or wider school life
- Training for the whole school from someone with lived experience - it was very powerful to witness on the conference.
- To develop a shared and consistent approach to the use of the T * code across all York schools would be useful.

*The T code helps Gypsy and Traveller families to take their children out of school when travelling for work

Challenges to address:

- Tracking outcomes for pupils when there are multiple barriers
- The understanding and use of T code in registers
- Gaining parental consent to identify Gypsy and Traveller groups on data systems to enable accurate tracking – families present various reasons

44. The conference has catalysed interest in a similar conference around successful practice with children and young people from asylum-seeking and refugee families.

45. Alongside the conference working party, relevant Education Officers at CYC continue to work closely with YTT around support for Elective Home Education families..
46. YTT and relevant CYC officers link closely for individual cases as needed if exclusion and attendance issues are present.

Health

47. There were three identified priority actions identified in last year's report associated with Public Health outcomes.
 - Strengthen our partnership approach to health protection
 - Build culturally sensitive approaches to improving the health of people in the Gypsy and Traveller community
 - Influence Health partners around access to care
48. CYC Public Health, YTT and ICB colleagues continue to work together to address the actions from the report. Increasing uptake of childhood vaccinations is addressed through the Healthy Child Service's outreach and engagement model (see below).
49. The Healthy Child Service's outreach and engagement model, funded by CYC Public Health and developed alongside YTT, is helping to strengthen community links and improve access to preventative health support.
50. Considerable progress has been made on improving the coding of Inclusion Health groups by GP practices, with coding of Gypsy, Roma or Traveller ethnicity representing the greatest increase (+204%), through collaboration with YTT. This will have led to patients being offered additional GP practice support which includes screening and vaccination.
51. University of York's focus groups regarding improvement of early cancer diagnosis and screening for Gypsy and Traveller patients have helped build relationships with the Humber and North Yorkshire Cancer Alliance.
52. The Healthy Child Service (HCS) is four months into a "warm up" phase aimed at building relationships with York's Gypsy and Traveller community. This has primarily involved a Healthy Child Nurse and a Specialist Health Visitor spending time at YTT

connecting with both staff and community members, while maintaining a reflective log to identify unmet health needs and barriers to healthcare access. A short community survey has been developed to shape next steps, and drop-in clinics have launched at YTT and the Osbaldwick Hub to offer health and developmental support for children.

53. In parallel, the team has been visiting the three Council-run sites in the city alongside York Council site supervisors, engaging with families not connected to YTT and gathering insights through personal conversations. Future plans include running focus groups to inform service development, expanding the project to cover the 5–19 age group from June 2026, and building collaborative relationships with GP practices that serve a significant number of Gypsy and Traveller families.
54. An action was to work with York Travellers Trust to ensure health settings in York have resources and information that can be easily accessed by Gypsy and Traveller communities. These may include resources written in simple English, photographs representative of the communities, or resources delivered in different formats, such as audio and information sessions. Topics would include accessing the most relevant health services for a specific condition, information around diseases and conditions commonly experienced by the communities, and immunisation and vaccination. The ICB restructure has contributed to limited progress in relation to this action.
55. A further action was to build a greater awareness amongst health care professionals of the challenges an increased reliance on technology can pose to the communities for appointment-making, test results, and other communication. Also advise that more traditional forms of communication should still be offered.
56. The Health Trainer team have continued to attend Osbaldwick, James Street and Clifton sites offering stop smoking support and general health and wellbeing support. In addition, two site staff have provided stop smoking support in between visits from the Health Trainer team. As of March 2026, 25 individual clients have been supported to stop smoking with 13 clients (52%) quitting. Harm reductions have been seen in many others. Through partnership work with a community dentist, there was a successful registration with a dentist and treatment was received.

57. A 'Healthy Relationships' project was commissioned by Public Health's Domestic Abuse team and started late 2025. The contract is continuing as planned. YTT are in the process of developing some healthy relationships conversation starter flashcards. These are designed to initiate and build on conversations around healthy friendships and intimate relationships. YTT recently held workshops with Gypsy and Traveller young people to pilot these resources which went well. YTT are continuing to work on these for the final quarter of the contract.

Community Safety

58. There were three identified priority actions identified in last year's report associated with Community Safety.

Roadside Stopping/Unauthorised encampments.

59. Work is ongoing to develop a Negotiated Stopping type approach to unauthorised Gypsy/Traveller encampments/roadside stopping. A draft protocol/procedure has been written and is awaiting identification of suitable sites designated for this purpose.
60. Unauthorised encampments are currently managed by the Council's Neighbourhood Enforcement Team using s77 and s78 of the Criminal Justice & Public Order Act 1994. Currently, Direction to Leave Notices are served (giving a default period of stay of 48 hours from the serving of the Notice). Direction to Leave Court Orders are applied for should the Notices be breached.
61. Negotiated Stopping type approaches intends to introduce a more respectful and less confrontational approach, recognising the Gypsy and Traveller nomadic way of life.
62. As part of this work the Council is currently seeking one or two parcels of land, to which Gypsy and Traveller groups could be directed. Portable toilet and waste facilities would be provided on sites.
63. In addition, YTT is working with Sanctuary Stopping, a national Gypsy and Traveller led organisation, working with churches to participate in Negotiated Stopping through the use of church-owned land, to identify if any such land would be available in York.

64. Under the Negotiated Stopping type approach, the Council and the Gypsy or Traveller party will negotiate a length of stay (up to a maximum period of 2 weeks) and agree the number of caravans and vehicles permitted on site, with a signed agreement by both parties.

Multi-Agency work on static sites

65. Work is ongoing to improve relationships and increase trust between Gypsy and Traveller communities and enforcement agencies such as the Council's Neighbourhood Enforcement Team, Housing Team and North Yorkshire Police.
66. On production of the accessible version of the Licence Agreement (now transitioning to a tenancy agreement working with the Housing team in the 2026/27 plan - see Annex A), Neighbourhood Enforcement Officers plan to work on sites to highlight resident responsibilities within the agreement that fall within their remit, including waste management, animals and scrap metal dealing.

Hate Crime

67. The York Hate Crime Partnership group will continue to work with YTT to identify and address any specific needs in relation to the Gypsy and Traveller community.
68. A new national Violence Against Women and Girls (VAWG) strategy has recently been published. CYC will be working with colleagues in the Combined Authority and CYC Public Health team to ensure that work to address Violence Against Women and Girls and domestic abuse is coordinated through the establishment of a local multi-agency Violence Against Women and Girls/domestic abuse Task Group and will ensure that YTT are included within this group once established.

Communities and Equalities

69. There were three identified priority actions identified in last year's report associated with community work and equalities and human rights outcomes.

Anti-racism.

70. As part of the Equity, Diversity and Inclusion Strategy 2025-2028, the Council committed to delivering Anti-Racism training that has a specific focus on racism toward Gypsy and Traveller communities. York Travellers Trust will be consulted on the training specification. The Head of EDI will continue to update the Gypsy and Traveller Working Group on plans to embed Anti Racist Practice across the Council.

Human Rights

71. City of York Council has worked alongside the Centre for Applied Human Rights (CAHR) at the University of York to develop an improved version of the current Equalities Impact Assessment (EIA), which will be known as a Human Rights and Equality Assessment (HREA) Tool. This has been rolled out across CYC to be completed whenever an EIA would previously have been used and will be supported by 36 volunteer Equality and Human Rights Champions, trained by CAHR and Head of EDI.
72. Head of EDI delivered training to 36 Human Rights & Equity Champions across the Council on the Human Rights and Equality Assessment (HREA) tool. This training included the YTT report: Gypsy and Traveller Experiences of Education in York and The Traveller Movement report: Fought Not Taught.
73. The Chief Executive of York Travellers Trust has attended and will be invited to be a permanent member of the City's Human Rights and Equalities Board which is a key partnership on which civil society can reflect the lived experience of their residents directly to decision makers in the City.

Mapping

74. There was an action in the previous plan to work with York Travellers Trust to begin a mapping exercise to better understand Gypsy, Roma and Traveller communities in York. CYC and Health have a particular lack of data on Roma communities which has been the focus this year.
75. The Cultural and Integration Partnership Manager has led on this work with the following achievements, and will collaborate with YTT on all future activity:

- Plan and delivered outreach sessions aimed at raising awareness, fostering engagement, and building capacity, which included a farm trip with 100 attendees, a stall at Holocaust Memorial Day event that attracted around 70 participants, and a photographic exhibition in West offices. In total over 300 individuals were engaged.
- Organised and delivered Roma-focused cultural awareness sessions and talks for more than 100 attendees at the West Offices, which included CYC staff, public health professionals, and education staff (headteachers). These sessions were designed to cater to various levels of understanding, allowing for meaningful discussions.
- Connected with identified schools that have a higher population of Roma students, discussions about possible awareness sessions are ongoing.
- Provided direct support for three cases involving Roma individuals, ensuring professionals received the necessary assistance.
- Established communication via a newsletter about Roma initiatives, integrating quizzes and other engagement tools into daily sessions to enhance awareness.
- Engaged with the Ethnic Minority and Traveller Achievement Service (EMTAS) elsewhere, connecting with approximately 50 professionals and creating a mailing list for future needs while sharing resources and best practices.
- Collaborated with the Ukrainian consulate and the Romanian embassy to ensure the involvement of Roma individuals in the future. Also engaged with the European Council and the Roma Mediator program.
- Signposted Roma individuals to York CVS for assistance in becoming a Community Interest Company (CIC).
- Worked closely with Roma residents to gain a deeper understanding of their current needs. Identified stakeholders within the community, along with key dates and relationships that are significant to this demographic.

- Created opportunities for the Roma community to voice their opinions and ensure representation via partnership with local university.

76. At the 'Our City' integration festival in July 2025 there was a Romani language taster session and Roma performers.

Consultation Analysis

77. Relevant Executive Members, along with senior officers, have met regularly with York Travellers Trust via the working group to develop and deliver this action plan. This report was shared with Corporate Scrutiny members on 22 June 2026 who raised a number of questions and comments but no new recommendations were suggested for Executive Member consideration, excepting they noted the helpful detail in the report and that all councillors should be briefed on the content for their awareness. This will be either built into the Scrutiny briefing process or councillor development programme.

Options Analysis and Evidential Basis

78. The two options Executive Members could consider in respect of this report are below:
- a) to accept the recommendations at paragraph 15 (preferred option); or
 - b) to choose not to implement the recommendation.

Organisational Impact and Implications

Financial

79. The action plan can be delivered within existing resources. A CYC Capital Resource Allocation Model (CRAM) bid for £5.25m has been approved to cover the investment required at the current sites and provide additional accommodation. Monitoring of this budget will be through the capital monitoring reports and asset management board.

80. Executive approval was received in March 2026 to implement the Gypsy and Traveller improvement capital projects. In 2026/27, it is expected that the improvements to Outgang Lane (access road to the Osbaldwick site) will be delivered, and the comprehensive survey/retrofit of the utility buildings at the 3 sites will be started. [Agenda for Executive on Tuesday, 3 March 2026, 4.30 pm](#) (Item 210)

Human Resources (HR)

81. The Head of Equity, Diversity, and Inclusion has been in post since March 2025. The role includes work to support Gypsy and Traveller communities. This has allowed for a renewed focus on training, inclusive practice and language, which will positively impact staff as well as residents. Other actions detailed in the action plan will be delivered by existing teams. YTT currently give their time at no cost to CYC

Legal

82. Article 7.2.1 of the City of York Council Constitution requires that all decisions taken on behalf of the Council are made with respect for human rights and equality of opportunity, and this includes those from Gypsy and Traveller, and Roma communities.

Procurement

83. There are no direct procurement impacts contained in this report. However, protected characteristics can be focused upon when considering social value in procurement and the new Human Rights and Equality Assessment Tool will be used prior to starting a procurement exercise.

Health and Wellbeing

84. The United Kingdom is a signatory to the International Covenant on Economic, Social and Cultural Rights. This means the United Kingdom is bound, in international law, to protect the right to health. A Council Plan core commitment is Health and Wellbeing. This means reducing health inequalities, taking a Health in All Policies approach, with good education, jobs, travel, housing, better access to health and social care services and environmental sustainability.

Environment and Climate action

85. Completion of the stock condition survey has identified potential energy efficiency improvements to the communal service blocks and pitches. The improvement works is funded through the Carbon Negative Challenge Fund and will lead to reduced energy usage, lower bills and improved thermal comfort. Advice is also being provided to residents to support these outcomes.
86. Improvements to existing sites and planned future provision, should consider the potential impacts of climate change and ensure that new infrastructure is resilient and climate ready; considering the potential for increased instances of flooding and overheating.
87. The actions support the objectives of the York Climate Change Strategy.

Affordability

88. Article 25 of the Universal Declaration of Human Rights states 'Everyone has the right to a standard of living adequate for the health and well-being of themselves and of their family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control'.
89. Implementing this action plan will allow Council to ensure that this core commitment within the Council Plan is met for Gypsy and Traveller communities, so that everyone who lives in York benefits from the success of the city. This also ensures targets support to those who need it most and supports Gypsy and Traveller communities to build on their own strengths and draw on those of the people around them.

Equalities and Human Rights

90. The Council recognises, and needs to take into account its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct;

advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).

91. The Race Relations Act (1976, amended 2000) and the Equalities Act (2010) legally recognise Gypsy and Traveller communities as ethnic groups and thus protected from discrimination. The attached action plan seeks to address the significant inequalities that Gypsy and Traveller communities in York face. However, this is not a standalone strategy.
92. The intention is that Gypsy and Traveller communities will be considered in every policy, strategy and service change and Human Rights and Equality Assessment (HREA) will take place where appropriate.

Data Protection and Privacy

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

Communications

94. Delivery of the Gypsy and Traveller action plan, and different aspects within it, requires sensitive communications handling. Key improvements form part of a wider narrative around community and neighbourhood work, which is an integral part of our ongoing communications delivery. As a key community in the city, it is critical Gypsy and Traveller communities are engaged in the steps being taken and feel supported throughout. The communications service will draw on relevant support and contacts across the Council to ensure any communications reach the right audiences, including correcting inaccurate information if required.

Economy

95. There are no direct economic impacts contained in this report. However, Article 23 of the Universal Declaration of Human Rights states ‘Everyone has the right to work, to free choice of employment, to just and favourable conditions of work and to protection against unemployment.’ By working both internally and externally to reduce inequalities for these communities, City of York Council may increase opportunities for those who wish to access employment or volunteering.

Risks and Mitigations

96. Should the actions in this report and action plan not be delivered, the Council would risk not fulfilling its responsibilities under the Equality Act 2010.
97. A failure to move forward with clear actions to improve outcomes for Gypsy and Traveller communities would significantly impact the Council’s ability to deliver on its key commitment to Human Rights and Equalities and allow barriers currently impacting these communities to continue unchallenged.

Wards Impacted

All.

Contact details

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

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Report approved:	Yes
Date:	26/6/2026

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Background papers

'Gypsy and Traveller Action Plan', Executive, 9 May 2024, [Agenda for Executive on Thursday, 9 May 2024, 5.30 pm](#) (item 128)

'The York Gypsy, Roma, and Traveller Strategy 2013- 2018'
<https://www.york.gov.uk/downloads/file/2601/gypsy-roma-and-traveller-strategy-2013-18>

'Delivering Additional Gypsy and Traveller Accommodation and improving existing Facilities,' Executive, 14 March 2024, [Executive, 14 March 2024](#) (item 8).

'Corporate Scrutiny: Gypsy and Traveller Action Plan', Corporate Scrutiny Committee, 22 June 2026
<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=1117&MIId=15741> (item 6).

Annexes

Annex A – Gypsy and Traveller Action Plan 2026/27

Abbreviations

CAHR - Centre for Applied Human Rights
 CCTV - Closed-Circuit Television
 CRAM - Capital Resource Allocation Model
 CYC – City of York Council
 DfE – Department for Education
 DPIA - Data Protection Impact Assessment
 EIA – Equalities Impact Assessment

EMTAS - Ethnic Minority and Traveller Achievement Service
GP - General Practitioner
HR – Human Resources
HREA – Human Rights and Equality Assessment
HCS - Healthy Child Service
ICB - Integrated Care Board
IERUK - Inclusive Equal Rights UK
KPI - Key Performance Indicator
TRO - Traffic Regulation Order
VAWG – Violence Against Women and Girls
YNYCMA - York and North Yorkshire Combined Mayoral Authority
YSAB – York Schools and Academies Board
YTT – York Travellers Trust

Gypsy and Traveller Working Group

Action Plan May 2026 – May 2027

Updated: June 2026

Housing

Action	Information	Update	Timescale	Owner
Tenancy agreements in place for all site residents	Switch from being licensees to tenants	Agreed	Complete May 2027	Assistant Director of Housing
Ensure Housing/Pitch Allocation Policy is culturally appropriate	Review of policy that is culturally sensitive and appropriate to Gypsy and Traveller communities	The Allocation Policy is schedule for review by November 2026	Complete November 2026	Assistant Director of Housing
Review with YTT on ownership/management models	Working with YTT to share information with Gypsy and Traveller communities about ownership models and what it means for them		April 2027	Assistant Director of Housing

Management of sites	Gypsy and Travellers to have more of a voice with the council and complaints heard through a transparent and easy to access process		April 2027	Assistant Director of Housing
Improve cross department communication, review of services provided	Share information and work happening across all council departments and with the YTT through a partner newsletter (link to CYC action below on CYC information)	Regular updates with Education, Health, Community Safety teams	Complete May 2027	Assistant Director of Housing. Head of Communities, Head of EDI
Develop clear communications around all council activities planned for sites	Approach YTT first and develop clear and honest communications, from site management and others – e.g. Retrofit and major repairs needs explanation, surveys need planning and engagement. Links to above action. E.g. once a month newsletter to share with clients	All services	September 2026	Assistant Director of Housing, Head of Communities, Head of EDI

Communities & Equalities

Action	Information	Update	Timescale	Owner
Embedding Gypsy and Traveller into Anti racist practice	Consult YTT and Roma communities on the plans for implementing Anti Racist practice at CYC	Hold consultation workshops with members across Gypsy and Traveller and Roma communities on current plans and ensure Gypsy and Traveller and Roma racism is addressed Informed by UEA research project on GRT	Complete March 2027	Head of EDI
Human Rights	EDI Team collaborate with YTT to develop additional tool for HREA on barriers faced by Gypsy and Traveller communities	The HREA (impact assessment) needs further detail on what barriers are faced by Gypsy and Traveller	Complete December 2026	Head of EDI

		communities and potential interventions (particularly for Planning, Housing, Health)		
Post mapping	Set up a Roma group for consultation, Schools training, CYC cultural awareness staff training on Roma and Gypsy and Traveller	In line with above: <ul style="list-style-type: none"> • Establish a Roma consultation group (including Roma CIC) • Training for schools • CYC staff training – relevant to service area, by the community 	Complete March 2027	Cultural Integration and Partnerships Manager
Newsletter approach – all staff news	CYC teams send YTT updates and vice versa (send to EDI inbox)	Ensure intranet is up to date	May 2026	Head of EDI
Gypsy and Traveller 2027 event	Support from EDI Team	YTT are planning a Gypsy and	Complete June 2027	Head of EDI

		Traveller 2027 event in Museum Gardens (TBC). CYC to support with communications, event facilitation, etc		
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Education

Action	Information	Update	Timescale	Owner
Tracking progression of all Gypsy and Traveller pupils	Inclusive Education Team to collate data on Gypsy and Traveller pupils in schools and home education to track education outcomes	Conference in March 2026 addressed this topic	Complete March 2027	Head of Education Inclusion
Roma mapping	Deliver Roma awareness sessions with schools	With support from Integration and Partnerships manager	Complete January 2027	Head of Education Inclusion
Roma education conference	Similar to Gypsy and Traveller education conference		Complete June 2027	Head of Education Inclusion

Further Action for discussion: Post 16 options which disproportionately affect the community.

Health

Action	Information	Update	Timescale	Owner
Cancer pathway research study	Lack of engagement from healthcare professionals	CYC to engage healthcare professionals Development of the final toolkit in the Cancer Research study	Completed the engagement Sept 2027 for final toolkit	Health Inclusion
Healthy relationships	Engaging young people on healthy relationships – training/sessions for schools to use, but also engage those not in school	This links to VAWG activity within the Safe York Partnership and the York Domestic Abuse Local Partnership Board. YTT to be invited to future meetings	Complete July 2026	
Deep dive on Gypsy and Traveller health	Gypsy and Traveller Working Group deep dive on Gypsy and Traveller health	Uni of York and YTT research on mental health and Cancer Research study – presentation of the results and facilitated discussions on next steps for CYC	Complete Dec 2026 Mental health research published in July 2026 Cancer findings by dec 2026	Health Inclusion

Healthy Child Service	Survey targeted at Gypsy and Traveller residents	Using the results of the survey, develop and implement targeted interventions for Gypsy and Traveller community	Complete March 2027	HCS
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Community Safety

Action	Info	Update	Timescale	Owner
Negotiated stopping policy in 6 months and look for Temporary sites	Agree policy and hold workshops for staff	Collaborated with YTT on draft version	April 2027	Head of Community Safety
Hate Crime – YTT to input to the Communications Plan	Communication and Engagement Plan is part of the Hate Crime Partnership action plan – YTT to support on development of the plan, as a third party reporting option. Cross reference York and North Yorkshire HC and Community Cohesion Plan	Reporting has moved to online, capacity issues for third party reporting	12 months (ongoing)	YTT Head of Community Safety

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Combined Executive Member Decision
Children's Services

7 July 2026

Report of the *Director of Children's Services and Education*

Preparation for Adulthood Strategy 2026–2029

1. Summary

Preparation for Adulthood is about supporting young people with SEND to move into adult life with the skills, opportunities and support they need to live fulfilling and independent lives. It is not a single service or transition point. It is a shared commitment across education, health and social care to help young people prepare for employment, independence, health, relationships, housing and community life.

The strategy sets out a three-year approach for the city and establishes a clearer and more joined-up framework for preparation for adulthood in York. It brings together work that currently sits across several plans, pathways and services into one shared direction.

The strategy has been developed following a citywide Preparation for Adulthood Rapid Review, learning from the Disabled Children's Service Peer Review, and feedback from young people, families and practitioners. It aligns closely with York's Inclusion and Belonging Strategy, the Autism and ADHD Strategy, and wider ambitions for children and young people.

Our vision is that:

Every young person is prepared, empowered and supported to move safely towards adulthood.

The strategy aims to ensure that young people experience earlier planning, clearer pathways and more joined-up support, leading to improved outcomes in education, employment, independence, health and community participation.

2. Background

Preparation for Adulthood is a statutory expectation within SEND arrangements and should support young people to prepare for adult life through four key areas: employment, independent living, community inclusion and good health.

York already has many strengths to build on. The city has committed practitioners, strong partnership relationships and developing services including SEND Central and the emerging PfA Zone. Significant work has already taken place across education, health and social care to support transitions and adulthood outcomes.

However, the rapid review found that this activity is not always experienced as one joined-up approach. Families told us that planning can start too late, pathways can be difficult to understand, and transitions do not always feel coordinated. Practitioners also highlighted variation in planning, pathways and oversight.

The Disabled Children's Service Peer Review similarly recognised the positive direction of travel but highlighted the importance of strengthening transitions, preparation for adulthood and partnership arrangements.

The strategy responds to these findings and sets out six priority areas:

- Vision, strategy and co-production
- Clear pathways into adulthood
- Improved transitions and practice
- SEND Central and the PfA Zone
- Workforce and integrated delivery
- Governance, quality assurance and learning

The strategy also reflects York's wider ambitions around inclusion, neurodiversity, skills, employment, housing and community participation.

A Year 1 implementation plan accompanies the strategy and establishes the foundations required to deliver the longer-term three-year programme.

3. Consultation

The strategy has been developed through review activity, partnership engagement and existing co-production arrangements.

This has included:

- Preparation for Adulthood rapid review activity
- Parent Carer Forum engagement
- Young people and family feedback
- Inclusion and Belonging engagement activity
- Practitioner workshops and partnership discussions
- Disabled Children's Service review activity
- Preparation for Adulthood strategic planning activity

Feedback has been consistent.

Young people want greater choice, meaningful opportunities and support that focuses on their future aspirations.

Families want earlier planning, clearer information, smoother transitions and better joined-up support.

Professionals highlighted the need for clearer pathways, stronger oversight and improved transition planning.

This feedback directly informed the strategy and Year 1 delivery plan.

4. Options

Members are asked to consider the following options:

Option 1 – Approve the Preparation for Adulthood Strategy (Recommended)

This option approves the citywide strategy and supports implementation of the Year 1 programme.

Option 2 – Do not approve the strategy

This option would maintain existing arrangements and current service developments without an overarching strategic framework.

5. Analysis

Option 1 provides York with a shared citywide approach to preparation for adulthood and responds directly to findings from the rapid review and peer review activity.

The strategy creates a clearer framework for young people, families and practitioners. It strengthens transition arrangements, improves pathways into adulthood and creates stronger links between services and outcomes. The strategy also supports wider ambitions around employment, independence, neurodiversity and community inclusion. It establishes SEND Central and the PfA Zone as a visible centre for integrated support and creates stronger governance and oversight.

The strategy is expected to improve experiences for young people and families by ensuring planning starts earlier and support feels more joined up.

Option 2 would maintain current activity; however, it would not address review findings regarding variation in planning, transitions and pathway clarity. It would also risk continued fragmentation across services.

6. Council Plan

The Preparation for Adulthood Strategy supports the ambitions set out within York's Council Plan "One City for All 2023–2027". The strategy contributes directly to several Council Plan priorities.

Health and Wellbeing – A health generating city for children and adults

The strategy supports young people to move safely into adulthood through earlier planning, stronger transitions and improved coordination across education, health and social care. It aims to reduce uncertainty for families, improve continuity of support and strengthen pathways for young people with complex needs, including autistic young people and those with ADHD. This contributes to improving wellbeing, reducing inequalities and supporting young people to live healthier and more fulfilling lives.

Education and Skills – High quality skills and learning for all

Preparation for Adulthood places education, skills and employment at the centre of planning. The strategy strengthens pathways into further

education, supported internships, employment and training, helping young people develop the skills, confidence and experience needed for adult life and improved life chances. This aligns closely with the Council Plan ambition to create pathways into learning and skills that lead to good quality jobs.

Economy and Good Employment – A fair, thriving economy for all

The strategy aims to increase opportunities for employment, volunteering and participation, recognising that employment is a key outcome of adulthood and independence. The strategy supports stronger employer engagement, supported employment pathways and community inclusion so that more young people with SEND can participate in the local economy and access meaningful opportunities.

Housing – Increasing the supply of good quality affordable housing

The strategy includes development of clearer pathways into independent living, supported living and housing advice. It recognises the importance of housing and stability in supporting health, wellbeing and adulthood outcomes and aims to help young people remain in York where this is right for them.

How the Council Operates

The strategy reflects the Council Plan commitment to partnership working, listening to communities and co-production. Young people, families and partners have informed the strategy and will continue to shape delivery through ongoing engagement, Parent Carer Forum involvement and the “You Said, We Did” approach.

Overall, the strategy contributes to the wider Council Plan ambition that everyone in York should have the opportunity to live healthy, fulfilling lives and access the support and opportunities needed to thrive.

7. Implications

a. Financial (Contact – Director of Finance)

Delivery of the strategy will primarily be achieved through existing services, partnerships and transformation activity.

Some elements of delivery may require future investment or reconfiguration, particularly around SEND Central environmental improvements.

Opportunities to maximise existing funding streams and transformation resources will continue to be explored.

b. Human Resources (HR) (Contact – Chief Officer HR and Support Services)

The strategy includes workforce developments linked to the PfA Zone and integrated delivery model. Workforce implications will be managed through existing governance and workforce planning arrangements.

c. Equalities (Contact – Equalities Officer)

The strategy is expected to have positive equality impacts.

It seeks to improve outcomes for young people with SEND, including neurodivergent young people and those with complex needs, by strengthening access, inclusion and opportunities.

The Preparation for Adulthood Strategy has been informed by ongoing co-production and engagement, including the rapid review, Parent Carer Forum, and feedback from young people and partners. This has shaped the strategy's focus on earlier planning, clearer pathways and more joined-up services. The Human Rights and Equalities Assessment (HREA) draws this evidence together and, although completed at a later stage, reflects this continuous engagement rather than a standalone exercise. It demonstrates that the strategy supports positive outcomes for young people with SEND and is aligned with equalities and human rights duties.

d. Legal (head of legal)

The strategy aims to support the delivery of statutory responsibilities and good practice provided for in particular in the following:

- Children and Families Act 2014
- SEND Code of Practice (2015), in particular Chapter 8, which sets out the expectations in relation to 'Preparing for adulthood from the earliest years'.
- The Autism Act (2009) in particular chapter 4, which covers transfer to adulthood
- Care Act 2014
- Equality Act 2010

- DfE document “Preparation for adulthood arrangements in local areas: a thematic review, Published 16 December 2024”

The strategy does not introduce new legal requirements but strengthens the Council’s ability to meet existing duties through earlier planning, improved coordination and clearer pathways.

In particular, improved coordination between ages 16–18 will support lawful transition from children’s to adult legal frameworks, including where Court of Protection authorisation is required. This will help ensure any restrictions on liberty are necessary and proportionate, supporting compliance with Article 5 Human Rights obligations.

e. Crime and Disorder (Contact - Senior Partnerships Support Officer, Community Planning & Partnerships)

There are no direct crime and disorder implications.

f. Information Technology (IT) (Contact – Head of IT)

The strategy includes ambitions to improve data visibility and reporting arrangements, including future developments around system integration and transition tracking.

The system integration work required for the Strategy to track transitions and share data across services will be built into wider IT transformation across CYC.

g. Property (Contact – Property)

The strategy includes development of the PfA Zone within SEND Central and associated environmental improvements.

h. Other

There are no additional implications identified at this stage

8. Risk Management

There are no significant unmanaged risks identified at this stage.

The only risks relate to workforce capacity, pathway sufficiency, pace of implementation and partnership delivery.

Risks will be managed through existing governance arrangements, phased implementation and annual delivery planning. The Year 1 implementation plan establishes the foundations required to support delivery and reduce implementation risk.

9.Recommendations

Members are asked to-

Approve the Preparation for Adulthood Strategy 2026–2031.

Reason: To establish a shared citywide framework for preparation for adulthood and improve outcomes for young people with SEND.

Contact Details

Author:
Title

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DSCO
Children’s Services
Karoline.silcock@york.gov.uk

**Report
Approved**

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*Insert
Date*

Wards Affected: *List wards or tick box to indicate all*

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For further information please contact the author of the report

Background Papers:

- Preparation for Adulthood Rapid Review (2025)
- Inclusion and Belonging Strategy 2025–2030
- Disabled Children’s Service Peer Review

Annexes

Annex A – Preparation for Adulthood Strategy 2026–2031

Annex B – Preparation for Adulthood Year 1 Plan on a Page

Annex C – Equalities Impact Assessment

Abbreviations

PfA – Preparation for Adulthood

SEND – Special Educational Needs and Disabilities

EHCP – Education, Health and Care Plan

DCS – Disabled Children’s Service

CSC – Children’s Social Care

ASC – Adult Social Care

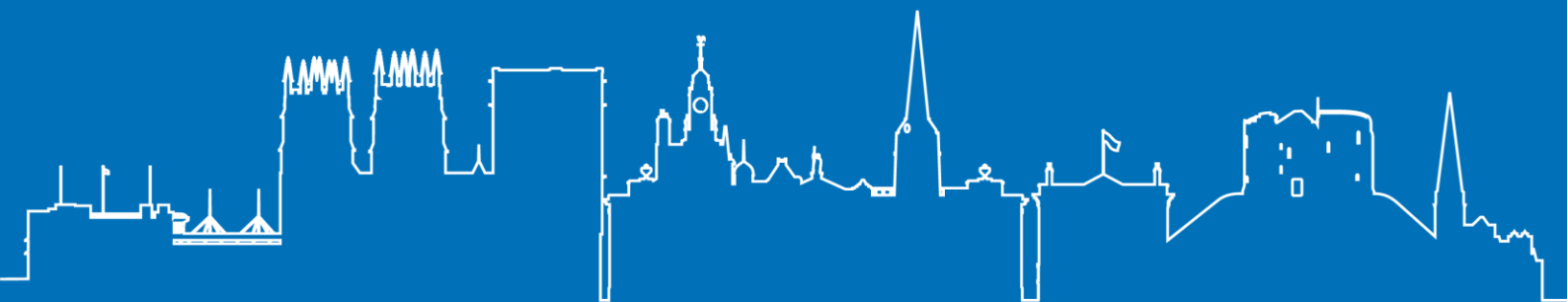
PCF – Parent Carer Forum

SLEAT – Specialist Learning and Employment Adviser Team

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City of York SEND Partnership Preparation for Adulthood Strategy 2026-2029

Delivering the three-year plan for integrated, inclusive and ambitious Preparation for Adulthood in York.



Foreword

Preparation for Adulthood is about supporting young people with SEND to move into adult life with the skills, opportunities and support they need to achieve independence, employment, good health and community inclusion.

This strategy sets out York's three-year approach to strengthening that support. It recognises that, while there are strong foundations in place, planning for adulthood is not always consistent, can begin too late, and can feel fragmented for families and professionals. This is important for all young people with SEND, and those who may experience additional challenges such as sensory needs, anxiety, executive functioning difficulties and transitions that feel unpredictable or overwhelming. Without the right support, this can lead to increased risk of disengagement, poor mental health and reduced access to opportunities in adulthood.

In developing this plan, we have carefully considered:

- the findings of the Preparation for Adulthood rapid review
- the priorities set out in York's Inclusion and Belonging Strategy
- the priorities from York Autism and ADHD Strategy
- the priorities leading York and North Yorkshire Combined Authority Skills Strategy
- current performance, practice and transition arrangements across education, health and social care
- feedback from young people, families and practitioners
- Ambitions of York SEND and Local Area Reform Plan

These sources highlight both the strengths within the current system and the areas where improvement is needed. In particular, the need for earlier and more consistent planning, clearer pathways into adulthood, and more joined-up working across services.

This strategy brings these elements together into a single, coherent direction. It sets out how we will strengthen preparation for adulthood through improved

pathway planning, a more integrated delivery model, and clearer roles and responsibilities across the partnership.

Over the next three years, this will mean:

- earlier and more proactive planning for adulthood
- clearer and more accessible pathways into education, employment, independence and adult services
- improved coordination between education, health and social care
- a more consistent experience for young people and families

Our ambition is that every young person in York is supported to lead as fulfilling and independent an adult life as possible, through support that is timely, joined up and focused on their individual strengths and aspirations. This includes recognising and responding to the needs of all young people with SEND, whose experiences of education, transitions and adulthood can be different and require more tailored support; and supports young people to develop the skills, confidence and experience needed for employment, recognising that access to meaningful work is a key part of independence and adulthood.

How we developed the plan

Our plan

First, York's Inclusion and Belonging SEND and Alternative Provision Strategy (2025–2030) sets the overall partnership ambition. It focuses on earlier support, the right help in the right place, and preparing young people for independence and adulthood. It also provides the wider context for preparation for adulthood in York, including co-production, the role of SEND Central, access to the Local Offer, post-16 pathways, employment opportunities and partnership working.

This Strategy recognises the need for cohesion and strong communication of the vision for PFA between the plans and documents that inform transition for York's Young People with SEND. It represents a stronger shared vision, improved pathway planning, strengthened transitions for young people with

complex needs, and moves towards a more integrated way of working. It also clarifies leadership and governance, seeks better use of data, more consistent training, and a stronger role for SEND Central.

The three-year delivery plan translates these priorities into a phased programme of work. The 2026 plan focuses on building the foundations, including developing the strategy, strengthening protocols, introducing workforce changes, establishing the PfA presence within SEND Central, and improving reporting and oversight. The longer-term plan sets out how this will be embedded over time, with a focus on improving employment and housing pathways, strengthening health transitions, reducing delays, and developing SEND Central as a central hub for PfA support.

This work has also been informed by feedback from children, young people, families and practitioners. There is a consistent message that planning for adulthood needs to be clearer, start earlier and feel more joined up. Families want easier access to information and support, better communication between services, stronger post-16 opportunities, and confidence that planning reflects the young person's aspirations rather than organisational boundaries. This is particularly important for autistic young people and those with ADHD, who may need more tailored and flexible support to access opportunities and manage transitions.

The strategy is informed by the York and North Yorkshire Skills Strategy, which highlights the importance of developing skills for employment, strengthening pathways into work, and ensuring that all young people, including those with SEND, can access opportunities to participate in the local economy.

Vision, strategy and co-production

A lot of work to support preparation for adulthood is already happening in York. However, it sits across different services and plans, and does not always feel like one clear, joined-up approach. For families and professionals, this can make it hard to understand what PfA is, what to expect, and how everything fits together.

Over the next three years, we will bring this together into one clear strategy. This means setting out a shared vision, being clear about what support should look like at different stages, and what outcomes we want for young people.

The strategy will not replace existing plans or services, but will connect them so that they work as one system.

This will cover all areas of adult life, including education and employment, independent living, health and wellbeing, relationships, community inclusion, and having choice and control.

Co-production is a key part of this. We want young people and families to help shape the strategy, not just be consulted on it. This includes influencing how information is shared, how services are designed, and what good preparation for adulthood should look like in York. This includes ensuring that young people and families are supported to share their experiences, including where needs may be less visible, and that these are reflected in how services are designed.

In the first year, we will focus on agreeing and publishing the strategy, working with partners and families, and clearly showing how feedback has shaped the plan. After this, the focus will be on making sure the strategy is understood and used in practice, and that it continues to shape how services are developed and improved.

By 2029, preparation for adulthood should feel clear and joined up. Families will be able to understand what support is available and when, and young people will have a stronger voice in shaping the support they receive and the pathways they follow.

Yorks Vision of support across Stages of development

Early Years (0–5)	Primary Age (5–11)	Secondary Age (11–18)	Young Adulthood (19–25)
Early identification and support; building communication, early learning and foundational skills.	Broad and balanced curriculum; social skills, emotional wellbeing and early independence.	Careers awareness and aspiration building; developing independence, decision making and self-advocacy.	Tailored support for higher independence; employment, supported internships and community opportunities.

The second priority is about turning our ambition into clear and practical pathways for young people. While support already exists, it is not always organised in a way that is easy to understand or follow. We need to bring this together into a clear set of pathways that families and professionals can navigate.

A key part of this is ensuring that pathways are clearly linked to skills and employment outcomes. This means moving beyond a focus on services and ensuring that young people are supported to develop the skills, experience and confidence needed for adult life, including work.

This means improving the information available through the Local Offer, strengthening SEND Central as a key access point, and making sure young people get the right support at the right time. It also includes increasing post-16 options, continuing to develop supported internships, maintaining our careers advice, and continuing to reduce the number of young people who are not actively in education, employment or training.

Pathways will young people may need more flexible approaches, including adjusted learning environments, tailored careers advice and additional support to access employment and training opportunities. This will include recognising the specific barriers young people can face in employment and independent living, and ensuring reasonable adjustments. Supported pathways and employer awareness are part of delivery.

Over the next three years, we will focus on three main areas.

First, employment and participation. We will ensure clear routes into further education, training, apprenticeships, supported internships, volunteering and paid work. This will include stronger links with colleges, training providers, the Specialist Learning and Employment Adviser Team, and local employers. This will include a greater focus on real work experience, supported internships and employer engagement, so that young people are better prepared for employment and have access to meaningful opportunities.

Second, independence and housing. We will develop clearer pathways to help young people live as independently as possible. This includes access to supported living, housing advice, life skills and opportunities to take part in their community, so that young people can remain in York where this is right for them.

Third, health transitions. We will improve how young people move from children's to adult health services. This will include better coordination between services, more consistent use of tools like health passports, and joint planning for those with more complex needs.

In the first year, we will set up the groups and plans needed to take this forward. From Year 2 onwards, the focus will shift to delivering these changes, including working more closely with employers, developing housing options, and improving how services work together.

By 2029, pathways into adulthood should be clearer and more consistent. Young people will have better access to education, employment and independent living, and employment will be a realistic and expected outcome for young people with SEND in York.

Strengthening transitions for young people with complex needs

This strategy is about improving how transitions are planned and managed by starting earlier and making preparation for adulthood part of everyday work. Planning should not only happen when a young person is about to move to adult services, but should be built into assessments, plans and regular discussions from an earlier stage.

This is particularly important for young people with more complex needs. If planning starts too late or is not well coordinated, these young people are at greater risk of experiencing gaps in support, delays in accessing adult services, or moves that are not right for them. This can lead to increased stress for families, breakdown in placements, or poorer outcomes in adulthood.

For neurodivergent young people, who are more likely to experience transitions as disruptive or anxiety-inducing. Planning will take account of sensory needs, communication differences, and the need for predictability and continuity.

We will make transitions more consistent by improving how they are tracked and overseen. In 2026, we will review current cases to understand where we are now, particularly for those with the most complex needs. After that, we will regularly review progress and use this to improve practice. We will also provide clearer guidance and training so that staff understand their role, and families find the process easier to follow.

We will also improve access to education, employment and training, especially for young people with more complex needs who are at risk of missing out. This means identifying needs earlier, strengthening links to education and careers support, and offering more flexible options that reflect individual needs.

Transitions into employment and post-16 pathways are a key risk point. We will strengthen support at this stage to ensure that young people do not disengage, particularly those who need more tailored or supported routes into work or further learning.

By 2029, transitions should feel well planned and predictable. Young people with complex needs will have clearer, more reliable pathways into adult services, education, employment and community support, with fewer delays and less uncertainty for them and their families

Moving towards a more integrated approach

The fourth priority is to move from separate services working alongside each other to a more joined-up PfA model. York does not need a major restructure, but it does need services to work more closely together, with clearer

leadership, better coordination and a clear place for families and professionals to go for support. SEND Central will be the main place where this happens.

SEND Central is already described as a welcoming space where children, young people and families can access advice, support and information. This strategy builds on that by creating a dedicated PfA Zone within SEND Central. This will bring together staff from education, health and social care in one place.

The aim is not just to share a building, but to improve how services work together. This includes better planning for young people, easier access for families, more joint clinics and drop-in sessions, and a space where strategy and day-to-day support come together.

To make this work, SEND Central needs the right facilities and resources. This includes suitable clinic space, accessible facilities such as a changing place, sensory provision, and a clear development plan. These are essential to making the PfA Zone a credible and effective hub.

The PfA Zone will support a more joined-up response for neurodivergent young people, including improved access to advice, clearer pathways following diagnosis, and better coordination between education, health and social care.

Over the next three years, SEND Central will become the main hub for PfA support in York. Families will be able to access advice, information and coordinated support in one place, and services will work more closely together to improve planning, respond more quickly, and provide clearer accountability.

How we will deliver

This three-year plan will be delivered by building on the wider approach set out in York's Inclusion and Belonging Strategy, and the actions in the delivery plan.

In practice, this means that preparation for adulthood will not be delivered as a separate piece of work. Instead, it will be part of how services already work together across education, health and social care.

Delivery will be both strategic and practical. We will have a clear overall direction, but also specific actions, named leads, and clear ways of tracking progress so we can see what is improving.

Delivery principles linked to Inclusion and Belonging

The Inclusion and Belonging Strategy sets out the foundations that make good preparation for adulthood possible. This includes early support, joined-up working, clear information for families, and a focus on inclusion and independence.

The table below shows how these wider priorities link directly to this strategy and support the delivery of preparation for adulthood in York.

Inclusion and Belonging theme	What it means for PfA	How this strategy responds
Voice and visibility of children, young people and families	PfA must be co-produced, easy to understand and visible through the Local Offer and SEND Central.	Co-production events, accessible strategy, family-facing protocol and guidance, Local Offer updates, “you said – we did” feedback loop.
Needs identified and met as early as possible	PfA should begin early and be embedded in planning long before transfer points.	Earlier pathway planning, training for practitioners, stronger EHCP focus on adulthood, curriculum-based preparation and improved oversight.
The right support in the right place at the right time	Young people need timely access to the right pathways, sufficiency and flexible support.	Improved post-16 map, employment and housing pathways, SEND Central drop-ins, targeted NEET prevention, stronger joint commissioning and sufficiency planning.

Inclusion and Belonging theme	What it means for PfA	How this strategy responds
Effective preparation for independence and adulthood	The city must support stable journeys into adult life across education, health, care and community inclusion.	Integrated PfA strategy, transition improvements, health and care coordination, supported internships, careers advice, data sharing and a PfA Zone in SEND Central.

Delivery model and structure

The PfA Zone will bring staff together from education, health and social care so they can work more closely as one team. This will be based around SEND Central, with a mix of permanent staff and partners working together in the same place.

In practice, this means there will be clear leadership, dedicated staff to support transitions, and a range of professionals working together to support young people and families.

This model helps connect strategy with day-to-day planning. It ensures that the aims set out in this strategy are reflected in individual plans, assessments and support. By working more closely together, professionals can plan earlier, share information more effectively, and make joint decisions that better meet young people's needs.

The aim is to make services feel more joined up, so that planning for adulthood, day-to-day support, and access to services are better connected and easier to navigate.

PfA Zone Team

The PfA Zone staffing model brings together staff from education, health and social care to work as one team. It is based in SEND Central and is designed to make support more joined up for young people and families.

The PfA Zone will also strengthen links between services and education and training providers, creating more opportunities for joint working with colleges, training providers and employers, and supporting clearer pathways into employment.

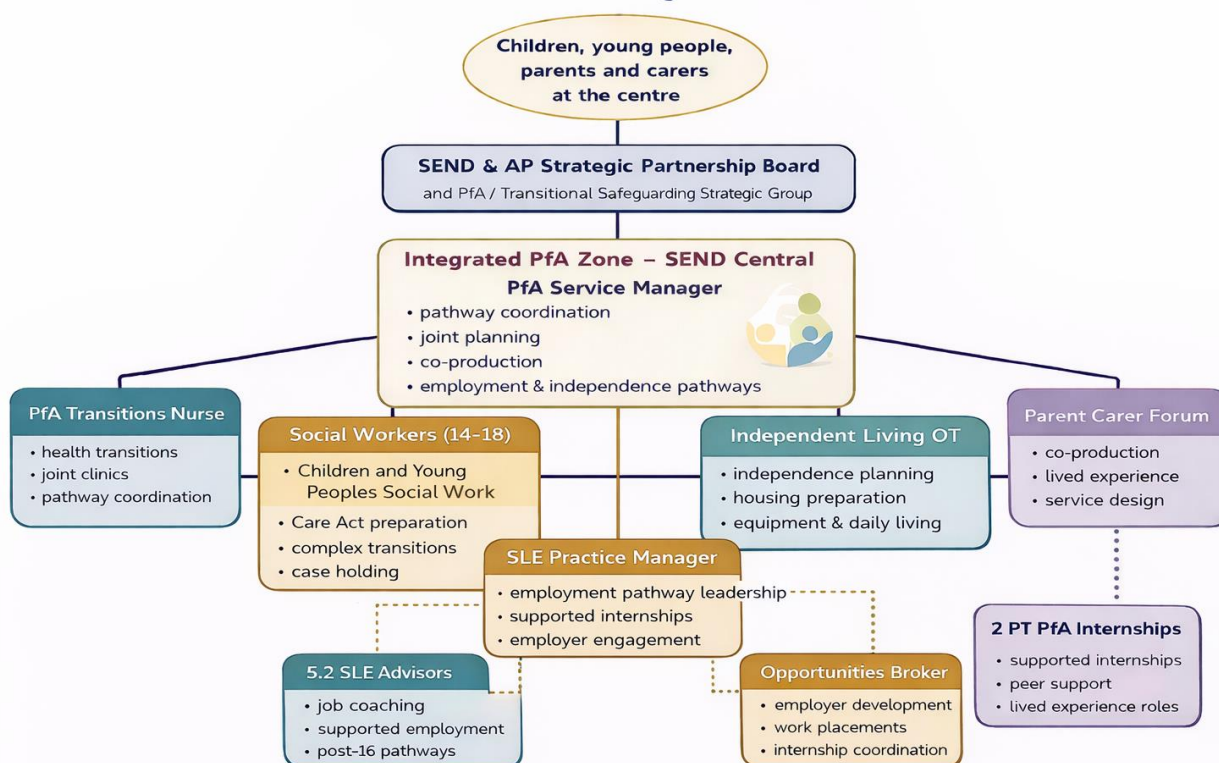
The Integrated PfA Service Manager leads this work and oversees how services come together. The team includes roles that support key parts of preparation for adulthood, including health transitions, social care planning, independent living and employment.

The Supported Employment and Learning team focuses on helping young people into work, with advisors and an opportunities broker working with employers to create more opportunities, including supported internships.

The Parent Carer Forum works alongside the team to make sure that families and young people are involved in shaping services. Internships linked to this also help ensure that lived experience is part of how support is designed and delivered.

Overall, this model helps professionals work more closely together, improves planning for adulthood, and makes it easier for young people and families to access the right support at the right time.

PfA Zone Staffing Structure



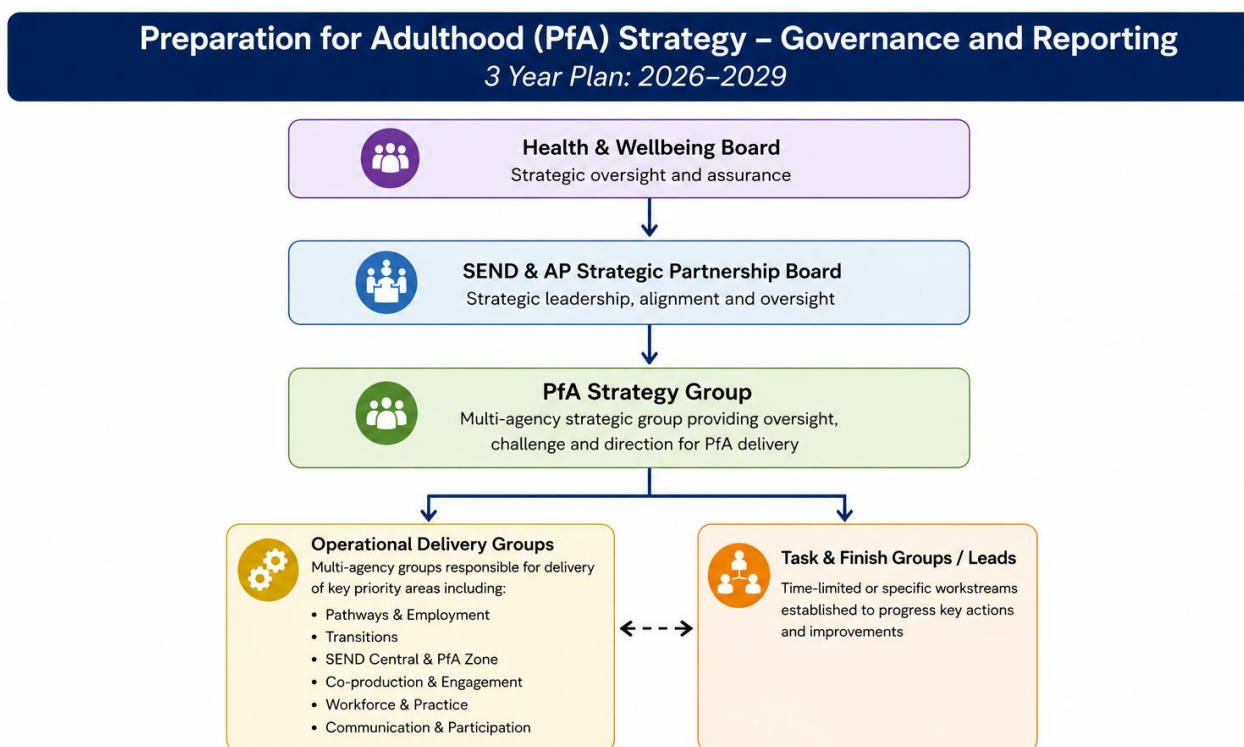
Governance, accountability and performance

Preparation for Adulthood will be overseen through existing partnership boards, including the SEND and Alternative Provision Strategic Partnership Board and the PfA Strategy group.

We are not creating new structures, but we will strengthen how these groups oversee the work. This means having a clearer focus on PfA, regular updates on progress, and a shared understanding of what needs to improve.

In practice, this will include regular reporting on progress, tracking key milestones, and taking a closer look at important areas such as transitions and pathway development. The strategy will also be reviewed and updated each year.

The aim is to make sure that work is clearly understood across the system, that progress is visible, and that partners work together to improve the real experiences of young people and families.



Workforce, practice and culture

A strong Preparation for Adulthood system depends on staff having the right skills, knowledge and support. Staff are committed, but need clearer guidance, more training and greater confidence in how to support young people preparing for adulthood.

We will improve this by providing regular training and clear guidance for staff across education, health and social care. This will include a shared training programme, briefings for different teams, and a simpler version of the PfA guidance that is easy for both staff and families to understand.

Training will include a stronger focus on neurodiversity, including autism and ADHD, to improve understanding of sensory needs, communication differences, executive functioning and the impact of masking. This will support staff to make appropriate adjustments and plan more effectively with young people and families.

There will be focus on improving staff understanding of employment pathways, local opportunities and how to support young people to develop skills for work, including those who may need more supported or flexible approaches.

Alongside this, we will focus on how PfA is used in everyday practice. This means making sure preparation for adulthood is discussed in planning meetings, included in assessments and plans, and regularly reviewed in supervision. We will also share good practice across services and strengthen expectations that planning for adulthood should start early and shape decisions, not just happen at the point of transition.

This will be supported through our existing audit and learning cycle. We will build PfA into case audits, supervision and quality assurance activity, using this to understand where practice is strong and where it needs to improve. Learning from audits, peer review and day-to-day practice will be shared across teams, creating a continuous feedback loop that strengthens practice over time and ensures that improvements are embedded.

Data, forecasting and system intelligence

Inclusion and Belonging highlights the need to strengthen how data is used to support planning and decision-making.

We will improve this by strengthening data sharing and developing a more consistent approach to performance reporting. In the short term, this will include clearer monthly reporting on transitions, timeliness and key risks, alongside improved tracking of young people moving into adulthood. We will also take forward work to improve how systems connect, including Mosaic integration, to support better visibility across services.

Over time, this will develop into a more joined-up and accessible data set, including the ambition for a live dashboard that provides a clear picture of demand, progress and outcomes across the system. This will include

improving our understanding of outcomes for neurodivergent young people, including those with autism and ADHD, so that we can better identify gaps, track progress and target support where it is most needed.

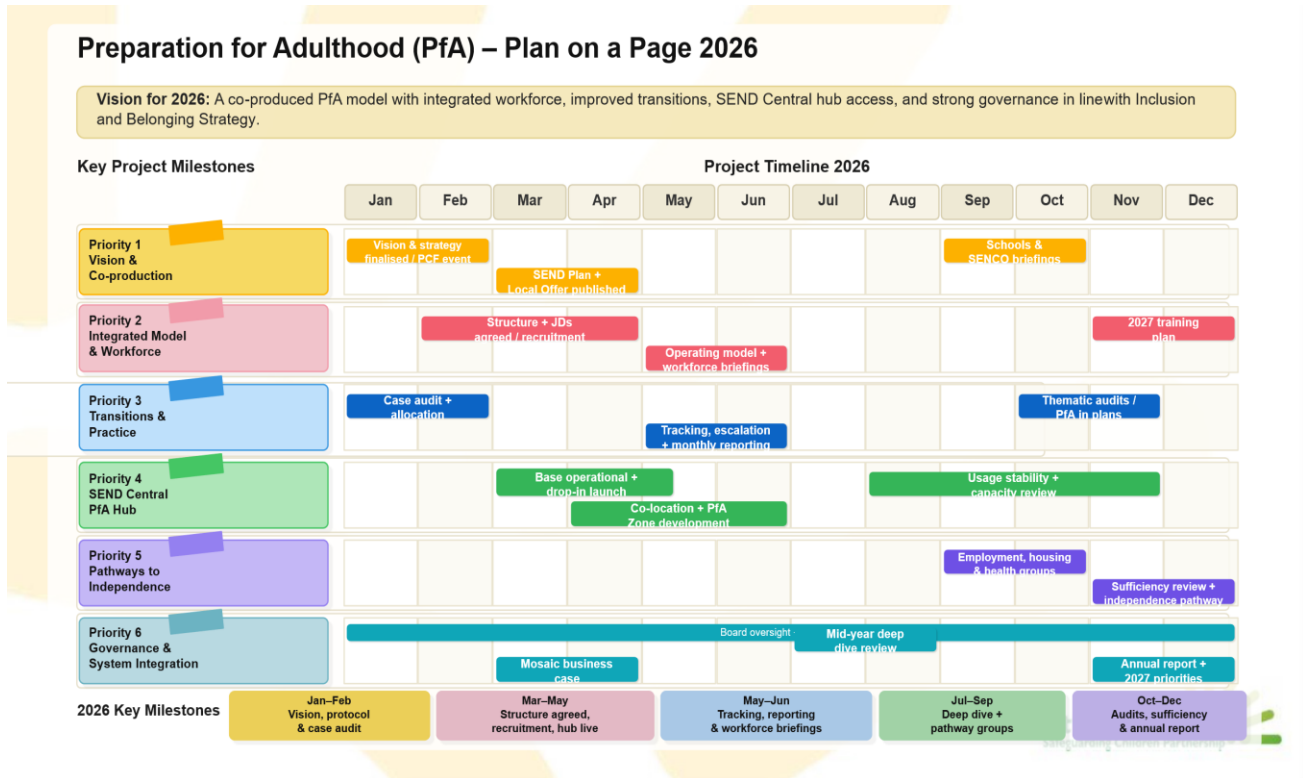
We aim to link in data tracking of post-16 destinations, including education, employment and training, so that we can better understand outcomes and identify where young people are not progressing as expected.

This will support a shift from reactive to proactive planning. Better data will enable earlier identification of need, more effective sufficiency planning, improved forecasting of health and care needs, and stronger performance management. It will also provide a clearer understanding of where young people are progressing well and where there are gaps in provision.

For young people and families, this should result in more timely, better coordinated support, with fewer delays and clearer pathways into adulthood.

Year 1 Implementation – Plan on a page

The Year 1 plan on a page sets out the key actions needed to get the strategy started. It focuses on building the foundations and shows the main milestones across the six priority areas.



Phased delivery over three years

York needs to establish strong foundations in Year 1 before moving into deeper system embedding, pathway development and long-term sustainability with a plan over 3 years.

Theme	2026	2027	2028
Strategy and co-production	Vision, strategy and protocol finalised	Strategy embedded across services Annual review	Strategy increasingly informs commissioning and culture PfA is core business across York
Transitions	Case audit, reporting and escalation embedded	Timely Care Act planning and improved oversight Removed backlog maintained	Integrated, quality-assured pathways
Employment, independence and health pathways	Working groups and baseline plans established Employer network and housing pathway agreed; joint clinics live	Internships grow; supported living plan delivered; health passports standardise	Pathways mature and local provision strengthens

SEND Central PfA Zone	Base launched and co-location starts All partners increasingly present	Footfall and use increase Model expands and is refined	Centre of excellence for integrated PfA
Data and governance	Monthly reporting, RAG and business case activity	Dashboard development and stronger oversight	Outcomes data increasingly informs planning

What success will look like

Success will be measured by the real experiences of young people and families, not just changes to services.

By the end of this strategy, we expect to see:

- Young people feel prepared for adulthood, with clear plans and confidence about their future
- Families experience smoother transitions, with less uncertainty and better communication
- Planning starts earlier and is more consistent across education, health and social care
- More young people move into education, employment, training, supported internships or independent living
- More young people move into employment, supported internships, apprenticeships or meaningful training opportunities
- Young people develop the skills, confidence and experience needed for adulthood, including employment

- Young people with more complex needs have clearer, more reliable pathways into adult services
- Services work more closely together, with support that feels joined up and easier to access
- SEND Central is a trusted place where families can go for advice, support and coordinated help
- Autistic young people and those with ADHD experience smoother transitions, better support and improved access to education, employment and independent living opportunities

Overall, preparation for adulthood will feel clearer, more consistent and more focused on what matters to young people and their futures. Young people will be better prepared for adulthood, with the skills and opportunities to move into employment and independence.

Source base

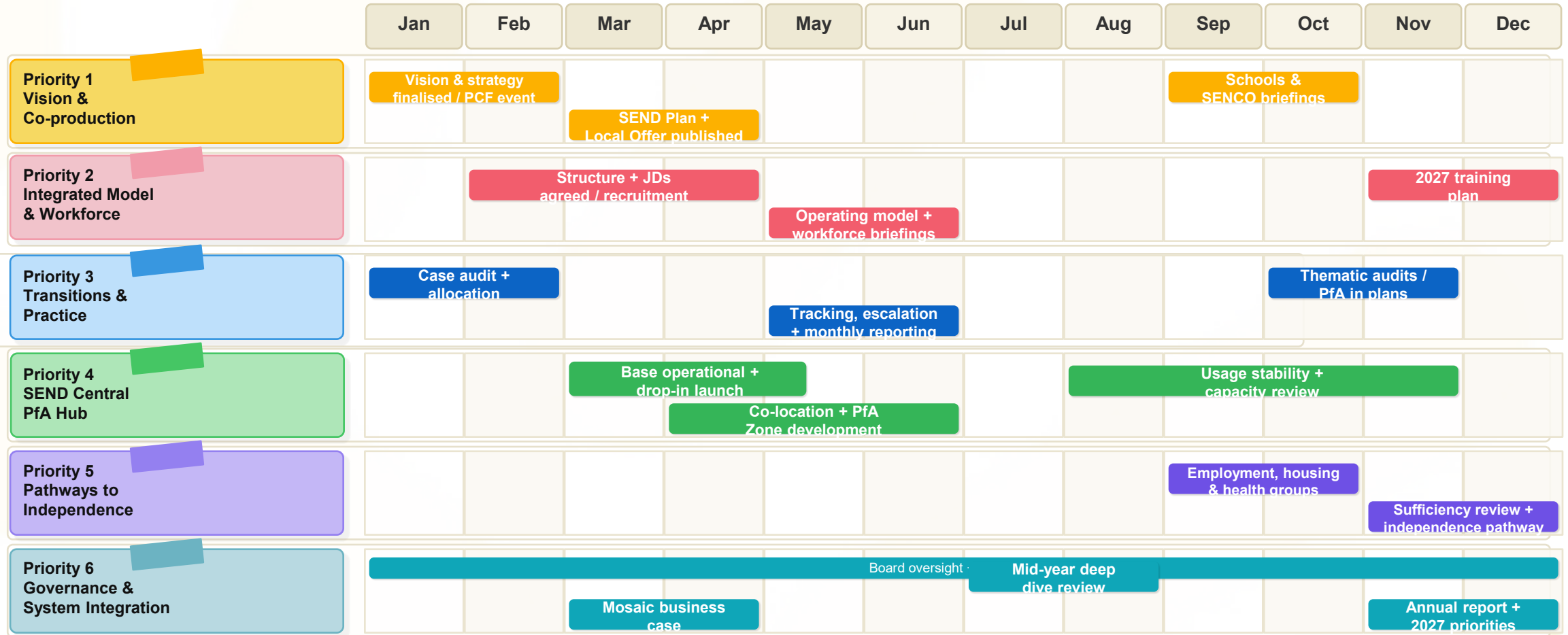
This strategy has been drafted using York's Inclusion and Belonging SEND and Alternative Provision Strategy 2025–2030, the PfA rapid review completed in November 2025, York and North Yorkshire Skills Strategy 2024, Autism and ADHD Strategy for York 2025-30, and the PfA full three-year delivery plan and roadmap. It is intended to act as the strategic narrative that connects those documents and supports delivery through one coherent citywide PfA framework.

Preparation for Adulthood (PfA) – Plan on a Page 2026

Vision for 2026: A co-produced PfA model with integrated workforce, improved transitions, SEND Central hub access, and strong governance in line with Inclusion and Belonging Strategy.

Key Project Milestones

Project Timeline 2026



2026 Key Milestones



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City of York Council and Centre for Applied Human Rights

Human Rights and Equality Assessment Tool (HREA)

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

City of York Council (CYC) combines this approach with York's commitment as a Human Rights City to produce a Human Rights and Equality Assessment tool (HREA).

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

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

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

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

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

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

Who is submitting the proposal?

Directorate	Children's Services		
Service Area	Disabled Children's Service		
Name of proposal	Preparation for Adulthood Strategy		
Lead Officer	Danielle Johnson		
Date Assessment Started	May 2026		
Date Assessment Completed	May 2026		
Names of those who contributed to the assessment			
Name	Job Title	Organisation	Area of Expertise
Karoline Silcock	Head of DCS	CYC	Children's Disability and SEND, PFA
Victoria Coyle	Head of SEND	CYC	SEND and Education
Charlotte Goss	Interim Head of LD	CYC	Adult Disability, PFA

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal
	<p>Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.</p> <p>The Preparation for Adulthood (PfA) Strategy sets out a shared citywide approach to improving outcomes for children and young people with Special Educational Needs and Disabilities (SEND) as they move towards adulthood.</p> <p>The strategy aims to ensure that young people are supported earlier and more consistently to prepare for adult life, rather than support beginning only at transition points. It brings together education, social care, health, employment, housing and community services around a shared vision.</p> <p>The strategy focuses on helping young people:</p> <ul style="list-style-type: none">• Have good health and wellbeing• Develop independence and life skills• Access education, employment and training opportunities• Build relationships, belonging and community connections• Plan successfully for adulthood and transitions <p>The strategy proposes stronger partnership working, co-production with young people and families, improved pathways and the development of a visible Preparation for Adulthood offer through SEND Central.</p>
1.2	Are there any external considerations?
	Legislation / government directive / codes of practice etc.

The strategy is informed by:

- Children and Families Act 2014
- SEND Code of Practice 2015
- Care Act 2014 (transition assessments and adult social care duties)
- Equality Act 2010
- Human Rights Act 1998
- Working Together to Safeguard Children
- NHS Long Term Plan and SEND reforms
- Preparation for Adulthood national framework
- York Inclusion and Belonging Strategy (2025–2030)
- Autism and ADHD Strategy (2025-2030)
- York and North Yorkshire combined authority skills strategy
- Families FIRST reforms
- Local SEND and AP Improvement priorities
- Ofsted / CQC SEND inspection framework and outcomes focus

The strategy responds to national expectations regarding earlier preparation, integrated working and improved outcomes for young people with SEND

1.3 Who are the stakeholders and what are their interests?

Consider both internal and external stakeholders.

Young people with SEND – Better outcomes, increased independence, belonging, participation and clearer pathways into adulthood.

Parent Carer Forum (PCF) – Co-production, influence over service development, improved communication and accessible support.

Families and carers – Earlier planning, clearer transition pathways and improved support during transition to adulthood.

Children’s Social Care – Improved transition planning, earlier intervention and better Preparation for Adulthood outcomes.

Adult Social Care – Earlier identification of need, improved planning and stronger transition arrangements.

SEND services, schools and colleges – Joined-up pathways, improved educational outcomes and shared responsibility for Preparation for Adulthood.

Integrated Care Board (ICB) and health partners – Improved health transitions, integrated working and coordinated support planning.

Supported Employment Locality Employment Advisors (SLEA) / employment services – Increased education, employment and training (EET) opportunities and pathways into work.

Housing partners – Development of independent living pathways and improved housing planning.

Voluntary and community sector organisations – Increased inclusion, participation and community opportunities.

Employers and businesses – Greater inclusive employment opportunities and stronger links to young people with SEND.

Children and Young People (CYP) Voice groups – Participation, lived experience and influence over service design and delivery.

1.4	<p>What results / outcomes do we want to achieve and for whom?</p> <p>Explain what outcomes you want to achieve for stakeholders, staff and the wider community. Demonstrate how the proposal links to the Council Plan (2023- 2027) and other corporate strategies and plans. Highlight how the proposal meets the objectives of Equalities, Affordability, Climate and Health.</p>
	<p>The strategy aims to improve outcomes for young people with SEND by creating a more joined-up approach to Preparation for Adulthood across York.</p> <p>Expected outcomes include:</p> <ul style="list-style-type: none"> • Earlier and more consistent transition planning • Improved participation in education, employment and training • Better independent living skills and housing pathways • Improved health transitions • Increased belonging, participation and community inclusion • Stronger co-production with families and young people • Reduced inequalities and variation in access to support <p>The strategy supports the Council Plan by contributing to:</p> <ul style="list-style-type: none"> • Equalities – reducing barriers for disabled young people • Affordability – supporting earlier planning and preventing crisis responses • Health – improving wellbeing and transitions • Communities – improving inclusion and belonging • Prevention – reducing escalation and improving independence

Step 2 – Resources utilised

3.1	What sources of data, evidence and consultation feedback have you used to help understand the impact of the proposal on equality rights and human rights?	
	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 this source
	PfA Rapid Review (Nov 2025)	Identified gaps and priorities
	Parent Carer Forum feedback	Co-production and lived experience
	Young person engagement Direct voice	Young person engagement Direct voice
	Transition data / EHCP audits	Understand needs
	Inclusion & Belonging Strategy	Strategic alignment
	Local Offer feedback	User experience
Disabled Children’s Service Peer Review (Oct 2025)	Service development	

Step 3 – Screening the impacts or effects.

3.1	Equality-related obligations derive from the Equality Act of 2010 and the Human Rights Act of 1998.
	<p>Once you have engaged with stakeholders you will need to identify how this proposal impacts on their human rights and equalities.</p> <p>Although table one looks complex, its purpose is to facilitate an initial screening of equalities and human rights impacts of your proposal.</p> <p>Many human rights and equalities will not be affected by the decision you are seeking Executive or Council approval for and so can be left blank. The aim here is to identify pressure points regarding human rights and equalities that require attention.</p> <p>Please see the Appendix for details of the protected characteristics and human rights to consider</p> <p>The rights listed below in the first column are the relevant ones from the Human Rights Act, and the York Human Rights City Network Indicator Report (non-discrimination, education, health and social care, housing, a decent standard of living). The human rights in the Indicator Report were selected by residents of York as their priority rights. In the first row the protected characteristics under the Equality Act are listed, to which 'Everyone' has been added to capture impacts that affect everyone without distinction.</p>

Step 3.1 Table 1 – Screening the impacts or effects

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

Right to education***	X	X	X	X	X	X	X	X	X	X	X	X	X	x
Right to free elections***														
Right to housing***	x	X	X	X	X	X	X	X	X	X	X	X	X	X

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Step 3.2 Table 2 – Assessing the impact of your proposal

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

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

Rights clashes and restrictions

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

Use the following guidance to inform your responses:

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

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

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

Table 2

Protected Characteristics or Human Rights	Key findings / impacts	Positive (+) Negative (-) (Neutral (0)	High (H) Medium (M) Low (L)
Age	The strategy aims to improve earlier transition planning and outcomes for adolescents and young adults	+	M
Disability	This is the primary beneficiary group; with aim to improve access, participation and outcomes	+	H
Gender reassignment	Improved health transitions and guidance for young people following gender pathways	+	M
Marriage and Civil Partnership	The strategy supports relationships, independence and family planning	0	L
Pregnancy and Maternity	The strategy supports relationships, independence and family planning	0	L
Race	The Preparation for Adulthood Strategy aims to improve access, participation and outcomes for all young people with SEND regardless of race, ethnicity or cultural background	+	L
Religion and Belief	The strategy does not directly impact religion or belief.	0	L
Sex	The strategy is intended to benefit all young people equally irrespective of gender	0	L
Sexual Orientation	The strategy is inclusive of all young people and aims to promote belonging, participation and positive relationships	0	L

Other social – economic groups			
Carer	The strategy aims to support better planning and support for families during transition	+	M
Care Leavers	The strategy will support improved transitions for care experienced young people and better pathways into education and employment	+	M
Low income groups	Improved access and earlier support may improve inequalities for low income groups	+	L
Veterans and armed Forces	The strategy will continue to promote inclusive access regardless of background or family circumstances	0	L
Other			
Human Rights (list any rights impacted)			
Right to education	There is a strong focus on EET pathways and participation	+	H
Right to housing	The strategy develops independent living pathways	+	M
Freedom of expression	Is informed by Co-production and CYP voice	+	M

Step 4 – Gaps in data and knowledge

4.1	What are the main gaps in information and understanding of the impact of your proposal?		
<p>When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities.</p> <p>Please indicate actions you will take to resolve this gap.</p> <p>As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.</p>			
Gaps in data or knowledge	Action to deal with this	Date resolved	
Housing pathway data	Data to be shared as planned within 3 year plan (Oct 2026)		

Step 5 - Maximising positive impacts

5.1	What has been done to optimise opportunities to advance equality / human rights or foster good relations?
	<p>Positive impacts have been strengthened throughout development of the strategy through extensive co-production with young people, families and the Parent Carer Forum, ensuring lived experience and participation remain central to the approach. The strategy adopts a citywide partnership model, bringing together education, health, social care and wider partners around a shared vision for Preparation for Adulthood.</p> <p>The strategy is underpinned by York's Inclusion and Belonging principles and places a strong emphasis on earlier intervention, prevention and improving outcomes before young people reach transition points. Development of the SEND Central Preparation for Adulthood offer will provide greater visibility and coordination of support, alongside improved integration across education, health and social care services.</p> <p>The strategy also promotes broader outcomes linked to adulthood including employment, independent living, housing, community participation and belonging. Overall, it aims to reduce inequalities by ensuring disabled young people have the same opportunities, aspirations and life chances as their peers as they move towards adulthood</p>

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

Option Selected	Conclusion / justifications
No major change to the proposal	<p>The HREA demonstrates the proposal is strongly aligned to equality and human rights principles.</p> <p>The strategy is expected to have significant positive impacts for disabled young people, carers and families through improved inclusion, participation and outcomes.</p> <p>The proposal should proceed with ongoing review.</p>

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.			
	List below the actions or mitigations that have been identified and who will be responsible to carrying them out. Add as many lines as you need.			
	Impact / Issue	Actions to be taken	Person Responsible	Timescale
	CYP Voice	Continue co-production and voice work	PFA Lead (Aaron Batley)	Ongoing
	Housing	Develop clear housing pathways	Housing and PFA lead	Within 3 year plan (Oct 2026)
	Employment	Expand EET Pathways	SLEA team manager 9Phil Taylor)	2026/27

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, other marginalised groups and human rights going forward? How will any learning and enhancements be capitalised on and embedded?
	<p>Impact will be monitored through:</p> <ul style="list-style-type: none">• SEND and AP Partnership Board governance• PfA Strategic Group oversight• Co-production feedback• Audit and quality assurance activity• Transition timeliness reporting• EET and independence outcome measures• Local Offer feedback• Annual review of the strategy and implementation plan <p>Monitoring will include consideration of equality impacts and lived experiences for young people and families.</p>

Appendix A

Equality, Diversity & Inclusion (EDI): Protected characteristics

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

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

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

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

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

Human rights differ from equalities in two main ways:

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

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

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

Absolute rights: Cannot be breached in any circumstances e.g. right to life and to protection from torture and inhuman or degrading treatment.

Limited rights: can only be restricted in specific situations e.g. a person can be deprived of their liberty if they are convicted of an offence and imprisoned.

Qualified rights: human rights can be restricted if it is in the interests of the wider community or to protect other people's rights e.g. freedom of movement and assembly were restricted during the Covid-19 pandemic in the interests of public health.

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

Right	Description	Focus Area
Right to life	<p>Nobody, including the Government, can take someone's life away. Public authorities must take appropriate measures to safeguard life including by protecting people whose life might be in danger.</p> <p>Public authorities should also consider the right to life when making decisions that might endanger or affect life expectancy.</p> <p>When public officials may be involved in an instance when someone died, public authorities must investigate.</p>	<ul style="list-style-type: none"> • Benefits and money • Births, deaths and marriages • Children and families • Environment and animals • Health and social care • Housing • Planning and building • Waste and recycling
Right to liberty and security	<p>It focuses on protecting individuals' freedom from unreasonable detention, as opposed to protecting personal safety. However, there is case law from other jurisdictions where this right also covers personal safety in conditions other than detention.</p>	<ul style="list-style-type: none"> • Right to liberty and security

Freedom from torture and inhuman or degrading treatment	<p>Torture consists in causing very serious and cruel physical or mental pain or suffering.</p> <p>Inhuman treatment or punishment is treatment which causes intense physical or mental suffering. Degrading treatment means treatment that is extremely humiliating and undignified.</p> <p>Inhuman or degrading treatment could include:</p> <p>serious physical assault; very severe detention conditions or restraints; serious physical or psychological abuse in a health or care setting.</p>	<ul style="list-style-type: none"> • Children and families • Health and social care
Right to marry and start a family	<p>Right of men and women of marriageable age to marry and to start a family.</p>	<ul style="list-style-type: none"> • Births, deaths and marriages
Prohibition of slavery and forced labour	<p>Slavery is when someone owns someone else like a piece of property.</p> <p>Servitude is when someone provides services to a person for no reward and is unable to stop due to coercion.</p> <p>Forced or compulsory labour is when someone is forced to do work to which they have not agreed to, under the threat of punishment.</p>	<ul style="list-style-type: none"> • Children and families • Jobs, training and volunteering • People and communities
Right to a fair trial	<p>This right is triggered when someone is charged with a criminal offence and have to go to court, or</p> <p>a public authority is making a decision that has an impact on someone's civil rights or obligations.</p>	<ul style="list-style-type: none"> • Environment and animals • Health and social care • People and communities • Streets, roads and pavements
No punishment without law	<p>No one can be charged with a criminal offence for an action that was not a crime when it was committed.</p> <p>Public authorities must explain clearly what counts as a criminal offence so that people know when they are breaking the law.</p>	<ul style="list-style-type: none"> • Environment and animals • People and communities • Streets, roads and pavements

Right to property	<p>No public authority, without very good reason can take away one's property, which may include things like land, houses, objects, shares, licences, leases, patents, money, pensions and certain types of welfare benefits. This right applies to companies as well as individuals.</p>	<ul style="list-style-type: none"> • Benefits and money • Business • Council tax • Environment and animals • Housing • Planning and building • Travel and transport • Streets, roads & pavements • Waste and recycling
Right to private and family life, home and correspondence	<p>This includes one's right to determine their sexual orientation, lifestyle, and the way one looks and dresses. It also includes the right to control who sees and touches one's body. It further covers one's right to develop their personal identity and to forge friendships and other relationships, the right to participate in essential economic, social, cultural and leisure activities. In some circumstances, public authorities may need to facilitate the enjoyment of one's right to a private life, including their ability to participate in society.</p> <p>It also means that personal information about anyone (including official records, photographs, letters, diaries and medical records) should be kept securely and not shared without their permission, except in certain circumstances.</p>	<ul style="list-style-type: none"> • Benefits and money • Births, deaths and marriages • Children and families • Health and social care • Jobs, training and volunteering • Parking and permits • Planning and building • Schools and education • Sports and leisure
Right to free elections	<p>Public authorities must support the right to free expression by holding free elections at reasonable intervals. These elections must enable anyone to vote in secret.</p>	<ul style="list-style-type: none"> • Births, deaths and marriages • People and communities

Freedom of thought, conscience and belief	<p>This may include the right to change religion or beliefs, the right to put one's thoughts and beliefs into action, for example by exercising the right to wear religious clothing, the right to talk about one's own beliefs or take part in religious worship. Public authorities cannot stop anyone from practising their religion, without very good reason.</p> <p>This right protects a wide range of non-religious beliefs including atheism, agnosticism, veganism and pacifism.</p> <p>This includes the right to express views aloud (for example through public protest and demonstrations) or through published articles, books or leaflets, television or radio broadcasting, works of art, the internet and social media. It further protects the right to receive information from other people by, for example, being part of an audience or reading a magazine.</p>	<ul style="list-style-type: none"> • Business • Schools and education
Freedom of expression	<p>This includes the right to express views aloud (for example through public protest and demonstrations) or through published articles, books or leaflets, television or radio broadcasting, works of art, the internet and social media. It further protects the right to receive information from other people by, for example, being part of an audience or reading a magazine.</p>	<ul style="list-style-type: none"> • Business • Environment and animals • People and communities • Schools and education • Sports and leisure
Freedom of assembly and association	<p>This encompasses the right to form and be part of a trade union, a political party or any another association or voluntary group. Nobody has the right to force anyone to join a protest, trade union, political party or another association.</p>	<ul style="list-style-type: none"> • Environment and animals • Jobs, training and volunteering • People and communities • Travel and transport • Streets, roads and pavements

Right to education	<p>This right protects one’s right to an effective education within the UK's existing educational institutions. It relates to primary, secondary, and higher education. Parents have a right to ensure that their religious and philosophical beliefs are respected during their children’s education.</p>	<ul style="list-style-type: none"> • Children and families • Environment and animals • Jobs, training and volunteering • People and communities • Schools and education • Sports and leisure
Right to housing	<p>Adequate housing must provide more than four walls and a roof. For housing to be adequate, it must, at a minimum, meet the following criteria:</p> <p>Security of tenure, that is legal protection against forced evictions, harassment and other threats; availability of services, materials, facilities and infrastructure; affordability, which means that housing is not adequate if its cost threatens or compromises the occupants’ enjoyment of other human rights; Habitability, which relates to physical safety or adequate space, as well as protection against the cold, damp, heat, rain, wind, other threats to health and structural hazards; accessibility, in that it must accommodate the specific needs of disadvantaged and marginalised groups; location, which means that it must not be cut off from employment opportunities, health-care services, schools, childcare centres and other social facilities, or it must not be located in polluted or dangerous areas; cultural adequacy, which means that it must respect and take into account the expression of cultural identity.</p>	<ul style="list-style-type: none"> • Benefits and money • Housing • People and communities • Planning and building • Waste and recycling