

## Notice of a public meeting of

### Executive

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

**Date:** Tuesday, 2 June 2026

**Time:** 4.30 pm

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

## AGENDA

### Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call-in any decisions made on items\* on this agenda, notice must be given to Democratic Services by **4.00 pm on Tuesday, 9 June 2026**.

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

#### 1. **Apologies for Absence**

To receive any apologies for absence.

#### 2. **Declarations of Interest**

At this point in the meeting, Members and co-opted members are asked to declare any disclosable pecuniary interest, or other

registerable interest, they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests. The disclosure must include the nature of the interest.

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

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

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

	<i>otherwise do not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>
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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.*

### **3. Public Participation**

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

**Please note that our registration deadlines are set as two working days before the meeting, in order to facilitate the management of public participation at our meetings.**

The deadline for registering at this meeting is **5.00pm on Friday, 29 May 2026.**

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

### **Webcasting of Public Meetings**

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

**4. Minutes** (Pages 7 - 14)

To approve and sign the minutes of the Executive meeting held on 12 May 2026.

**5. Forward Plan** (Pages 15 - 18)

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

**6. Commissioning of additional drug and alcohol support services in York** (Pages 19 - 56)

To receive a report from the Director of Public Health which summarises current progress to address substance use in York, to support residents who use drugs and alcohol, minimise individual harm, and to collaborate with partners to reduce the harm to society caused by alcohol and drugs.

**7. The Local SEND Reform Plan** (Pages 57 - 138)

To receive a report from the Assistant Director of Education and Skills outlining the requirement to submit a Local SEND Reform Plan to the Department for Education (DfE) by 18 June 2026.

**8. EV Back Office Contract Replacement** (Pages 139 - 170)

To receive a report from the Director of City Development which asks Executive to approve the procurement of a new back office and maintenance contract.

**9. Urgent Business**

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

**Contact details:**

Guy Close, Democratic Services Manager

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

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

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

Contact details are set out above.

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

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City of York Council

Committee Minutes

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Meeting	Executive
Date	12 May 2026
Present	Councillors Douglas (Chair), Kilbane (Vice-Chair), Kent, Lomas, Pavlovic, Ravilious, Steels-Walshaw and Webb
In attendance	Councillor Widdowson, Opposition Deputy Group Leader

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**228. Chair's Opening Remarks**

The Leader of the Council welcomed everyone in attendance to the May Executive meeting. Members and Officers were invited to introduce themselves.

**229. Apologies for Absence and Notification of Substitutes**

An apology for absence was submitted by Councillor Ayre, Opposition Group Leader.

Councillor Widdowson, Opposition Deputy Group Leader, substituted for Councillor Ayre.

**230. Declarations of Interest**

Councillor Douglas declared a pecuniary interest in relation to agenda item 6, York Christmas Market Operating Hours and Economic Impact, in her capacity as a Director of Make it York Limited. She left the meeting during the consideration of this item and did not vote.

Councillor Widdowson declared an interest in relation to agenda item 6, York Christmas Market Operating Hours and Economic Impact, in her capacity as a Board Member of Make it York Limited. On the basis that she was a non-voting attendee at Executive, she remained in the meeting and took part in the discussion.

## 231. Public Participation

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

Louise Harris-Collins spoke remotely in relation to agenda item 6, York Christmas Market Operating Hours and Economic Impact. Louise emphasised that every trading day was critical to her business. That closing on a Tuesday represented a loss of five full days of trading, effectively removing an entire week's worth of revenue. That for businesses of a similar scale and a very difficult industry, this was not a minor inconvenience. It would have a significant financial impact. It was pointed out that whilst footfall may be lower midweek, Tuesday customers were often local residents, nearby office workers, and visitors on shorter breaks. A loyal audience who chose to visit on quieter days. Removing this option would not redistribute those customers to other days.

Flick Williams spoke remotely in relation to agenda item 6, York Christmas Market Operating Hours and Economic Impact. Flick stated that disabled people were not a homogeneous mass with either the same impairments or the same level of access need. Businesses who said that disabled people needed to suck it up in response to being totally excluded for six weeks of the year should examine their own access arrangements, reasonable adjustments, and understanding of the Equality Act.

Diane Roworth spoke remotely in relation to agenda item 6, York Christmas Market Operating Hours and Economic Impact. Diane spoke as a disabled person and Chair of York Access Forum, in favour of the recommendation for a resident's rest day during this year's Christmas Market. This was because City of York Council had strategies and responsibilities to uphold that were outlined in the report. The city centre must be a place for all residents, which included older and disabled people. A resident's rest day meant that people currently excluded from the city centre for the entire period of the Christmas Market would have a choice that they do not currently have to come into York for one day a week.

Simon Long spoke in relation to agenda item 6, York Christmas Market Operating Hours and Economic Impact. Simon was the owner of Shambles Kitchen, a proud York resident and one of the longest serving traders on the Christmas market. He was

representing not just himself, but 30 permanent staff who relied on him for their income. He stated that he could not afford to lose a day's trade knowing the impact on payroll for event staff long after the market had closed. That the Christmas Market had changed a lot over the years. Closing time used to be 9.00pm at the weekend. It had been reduced to 7.00pm in 2024 and very few people were aware of this. Visitors had driven miles to spend the night at the Christmas Market in York, only to find out it was closed. There was concern how people across the country were to be pre-warned not to come to York on specific days if they wanted to visit the Christmas Market.

Amanda Cooper spoke in relation to agenda item 6, York Christmas Market Operating Hours and Economic Impact. Amanda spoke on behalf of York Disability Rights Forum. She stated that the unexpected restrictions of the 2025 Christmas markets had been damaging. And when it was expected that routes were to be fully reopened in late December, one of the routes was immediately closed again for several weeks for layout changes. In addition, blue badge bays around the city were regularly abused. It meant that access to the city centre for blue badge holders remained fragile. It was felt that those who opposed the proposal should reflect that they too may become disabled one day. That including disabled people and residents sent out a positive statement about the sort of inclusive community that we wanted York to be.

Nick Miller spoke in relation to agenda item 6, York Christmas Market Operating Hours and Economic Impact. Nick was a food store operator and was on-site every day at the Christmas Market. He reported that last year his business received a record number of applicants seeking work. To close one day a week would stop the whole production and have a massive impact on the business and the amount of people that they could afford to employ on the shop floor and behind the scenes. It was stated that closure on one of the days would make the other days possibly even busier, which could potentially put more pressure on the Christmas Market as a whole. He also highlighted the limited timeframe available to make the event worthwhile and the significant risk / reward investment that traders made each year.

Rob Collins spoke in relation to agenda item 6, York Christmas Market Operating Hours and Economic Impact. Rob was a local business owner and had a cafe on Parliament Street. He stated

that he was very supportive of the Christmas Market and so were his customers that he spoke to. Due to spiralling costs his business relied on the Christmas Market. Traders lost two weeks in November when the Christmas Market was built and sales plummeted. It was reported that sales during the Christmas Market period were good. Once the Christmas Market closed, it was a ghost town of empty chalets for a week followed by a bleak January and February. November and December income enabled businesses to stay afloat over the following few months. Losing a Tuesday in December was so much more than losing a Tuesday in January. Hospitality was on its knees. The Council's support was needed right now.

The Leader of the Council concluded this item by reporting that ten written representations had been submitted in advance of the meeting. A further seven written representations had been resubmitted from the April Executive meeting. These had all been taken into account and published on the Council's website.

**232. Minutes**

**Resolved:** That the minutes of the Executive meeting held on 14 April 2026 be approved and then signed by the Chair as a correct record.

**233. Forward Plan**

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

**234. York Christmas Market Operating Hours and Economic Impact**

Councillor Douglas left the meeting during the consideration of this item. Councillor Kilbane took the Chair. (Minute no. 230 refers)

The Director of City Development submitted a report which set out a strategic approach to events and accessibility of the city centre. It followed further discussions with North Yorkshire Police and Counter Terrorism Security Advisors since the April Executive meeting. The options and recommendations had been reviewed and refined.

The following annexes were attached to the report:

- Annex A: Human Rights Equality Assessment (HREAT)
- Annex B: Previous Legal Advice.

The following officers were in attendance for this item:

- Richard Webb, Chief Executive
- Bryn Roberts, Director of Governance and Monitoring Officer
- Garry Taylor, Director of City Development
- Ben Murphy, Head of City Development.

The Director of City Development advised that the report presented an option which proposed that each Tuesday be allocated as the rest day for the whole six-week period of the Christmas Market. Tuesday was considered the least impactful day. It did not interfere with the weekend overnight stay economy and it presented the lowest risk since the city centre was not operating at its full capacity. The approach was to be managed through a dynamic risk appraisal. It involved working with key partners reviewing local and national security threats. It was reported that economic scenarios suggested a potential drop of between 1.87% and 5.62% in terms of income spent on the Christmas Market during the six-week period. That could range between £2.6m and £7m. The final figure was unknown given that the Christmas Market had not previously operated in this way.

The Director of Governance and Monitoring Officer reported that since the April Executive meeting there had been number of vehicle as weapon attacks in the UK and across Europe. Consequently, the UK government had raised the national threat level from substantial to severe, which suggested an attack was highly likely. It was noted that Executive should be conscious of these factors when making a decision. In response to a query raised at the April Executive meeting, it was advised that the risk of a prosecution for corporate manslaughter or manslaughter by negligence was judged to be extremely low bordering on non-existent. That the Council had taken all reasonable steps and had sought professional advice as appropriate. It was advised that ultimately, in any vehicle as weapon attack, responsibility lay with the individual carrying out the attack, not the Council.

The Chief Executive reported that there had been further consideration of the issues. That it had been a difficult balance between different legislative and other council responsibilities in terms of the community, businesses and public safety. There was to be a regular assessment of the risk situation which meant that on any of the seven days if there was new information or intelligence that posed a risk to the public then a different decision may be required. There was also to be a joint group in the Place Directorate, which the Director of City Development was to attend with other key partners to keep the whole situation and planning on track. In addition, there was to be additional hostile vehicle protection in place, the details of which were set out in the report.

The Executive Member reported that the city centre brought many advantages and challenges. One of those challenges was accessibility. That access to the city centre was not optimal at times. That the design of the hostile vehicle mitigation measures that had been installed meant that protection for city centre events limited this access even further by shutting off two loops that enabled blue badge holders' closer access to central shopping and service areas. It was the job of Executive to listen carefully to all the advice, evidence, and guidance that had been provided. There was also a need to balance the views of traders, disabled people and the organisations representing them. The balancing decision was difficult and required careful consideration of all issues. Looking forward, it was important to ensure that events in the city centre were as accessible as possible for everyone.

**Resolved (unanimously):**

That Executive

- i) Approves on a trial basis for 2026, to progress a 6-day Christmas Market, with 10.30am to 7pm market operation on the operational days, and on the basis of the evidence presented, to select Tuesday as the rest day, and as part of this, on the rest day, to restrict Blue Badge access to the Goodramgate access loop only, with additional temporary Hostile Vehicle Measures to protect Church Street, Low Petergate and King's Square from vehicles;
- ii) Receives a further report early in 2027 containing detailed

analysis of the impacts and outcome of this trial;

- iii) Establishes an interface group between the Council and other necessary parties to ensure effective joint planning, risk assessment and mitigation, such group to include the Council's Chief Executive, Director of Governance, Director of City Development and other officers as appropriate in order that such group will undertake an ongoing process of dynamic risk assessment to prepare for, and assess, any serious risks which may emerge, and which could impact on the proposed arrangements for any of the days; and
- iv) That the additional costs of temporary HVM set out at i) above be met from existing budgets.

**Reason:** To allow the trialling of an approach to providing improvements for residents, visitors and disabled people in accessing the City Centre through reduced operating hours, and in a way which is deliverable operationally, considers the safety and security of the city centre area, and minimises economic impacts to the city.

**235. Urgent Business**

There were no urgent items of business to consider.

Councillor Douglas, Chair

(The meeting started at 4.30 pm and finished at 5.28 pm).

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**Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 7 July 2026**

<b>Title and Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>Finance and Performance Outturn</b></p> <p><b>Purpose of report:</b> To receive the year-end position on both finance and performance.</p>	Director of Finance	Executive Member for Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
<p><b>Capital Programme Outturn</b></p> <p><b>Purpose of report:</b> To receive the outturn position on the capital programme.</p>	Director of Finance	Executive Member for Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

<p><b>Treasury Management 2025/26 Outturn</b></p> <p><b>Purpose of report:</b> To receive an update on the Treasury Management position.</p>	<p>Director of Finance</p>	<p>Executive Member for Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion</p>
<p><b>Safer York Partnership Community Safety Strategy 2026-29</b></p> <p><b>Purpose of report:</b> The Strategy will be approved by Safer York Partnership (Statutory Community Safety Partnership) and this report will recommend the endorsement of the Strategy.</p>	<p>Director of Housing and Communities</p>	<p>Executive Member for Housing, Planning and Safer Communities</p>
<p><b>Annual Housing Report 2025/26</b></p> <p><b>Purpose of report:</b> To receive an overview of the housing landlord service over the previous 12 months and set priorities for the coming year. The report will cover the recent judgement for the Regulator of Social Housing against statutory Consumer Standards, and related plans for the coming 12 months plus approval of the local Allocations Policy.</p>	<p>Director of Housing and Communities</p>	<p>Executive Member for Housing, Planning and Safer Communities</p>
<p><b>Recycling Review Update</b></p> <p><b>Purpose of report:</b> To receive an update on future kerbside recycling collection.</p>	<p>Director of Environmental and Regulatory Service</p>	<p>Executive Member for Environment and Climate Emergency</p>

<p><b>Make It York Limited – Service Contract Renewal Options</b></p> <p><b>Purpose of report:</b> To receive an update on the service contract renewal options for Make It York Limited (Council Teckal company), as the current contract expires in September 2026. It also sets out a future service level agreement.</p>	<p>Director of City Development</p>	<p>Executive Member for Economy and Culture</p>
<p><b>Bus Priority in York City Centre: The Rougier Route</b></p> <p><b>Purpose of report:</b> To receive an update on the findings from the public consultation into bus priority proposals in York City Centre, 'The Rougier Route' and requesting a decision on how to progress the project.</p>	<p>Director of City Development</p>	<p>Executive Member for Transport</p>

**Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 9 September 2026**

<b>Title and Description</b>	<b>Author</b>	<b>Portfolio Holder</b>
<p><b>Parks Investment Fund – Update</b></p> <p><b>Purpose of report:</b> To receive an update on the progress of the Parks Investment Fund project.</p>	<p>Director of Environmental and Regulatory Service</p>	<p>Executive Member for Environment and Climate Emergency</p>



<b>Meeting:</b>	Executive
<b>Meeting date:</b>	2 June 2026
<b>Report of:</b>	Peter Roderick, Director of Public Health
<b>Portfolio of:</b>	Councillor Lucy Steels-Walshaw, Executive Member for Health, Wellbeing and Adult Social Care

## **Commissioning of additional drug and alcohol support services in York**

### **Subject of Report**

1. This report summarises current progress to address substance use in York, to support our residents who use drugs and alcohol, minimise individual harm, and to collaborate with partners to reduce the harm to society caused by alcohol and drugs.
2. Specifically, the report seeks delegation and approval to allocate additional funding through a variation to our existing contract with Change Grow Live Services Ltd (CGL) for 2026/2027 and 2027/2028, for additional Drug and Alcohol prevention, treatment and recovery support in York.
3. It also seeks delegations regarding a potential further variation (at CYC's discretion), in 2028/2029.

### **Benefits and Challenges**

4. The benefits of reducing drug and alcohol use are first and foremost to individuals whose lives are harmed by addictive substances. Drug related deaths have doubled over the last ten years, and in 2023 there were 8,275 alcohol-related deaths in the UK. There is a reciprocal relationship between socioeconomic factors, for instance homelessness, housing issues, poor mental health, and drug and alcohol dependence.

5. The societal gains in prioritising work to prevent and treat substance use, and help people maintain recovery outcomes, are huge, including the benefits of the full participation in work, family and civic life of those who would otherwise be held back by drugs and alcohol.
6. The challenges arise from the complex nature of preventing drug and alcohol use, ranging from the availability and heavy marketing of alcohol products to the way in which drug supply and demand is inextricably linked to criminal activity, much of it organised crime.
7. Locally, the chief challenge is around piecing the 'system' together around drugs and alcohol, including partners such as trading standards, hospitality, public health, voluntary sector, social care, education, the NHS, police, probation, and prison services. Some extra resource described below has enabled greater partnership work in York over the last 3 years, however as ever, this resource is stretched thinly and challenges partners to deliver all that is required.

## **Policy Basis for Decision**

8. The Council plan 2023-2027 commits to 'Support more people on their journey of recovery from addiction, including through smoking cessation services and our recovery-based drug and alcohol model'.

## **Financial Strategy Implications**

9. The financial resources committed in this paper come from the Public Health Grant for York (£10,416,727). In 2026/27, this grant was consolidated with the Drugs and Alcohol Treatment and Recovery Integrated Grant (DATRIG), however the grant conditions on the Public Health Grant require the council to ringfence the consolidated amount of drugs and alcohol spending (£3,020,259) to only be spent in this area.
10. As part of the spending plan for this resource this paper seeks approval to vary the contract currently held by the council with CGL, to add £335,400 in 2026/27 and £345,400 in 27/28 to the contract (aligning with the term of the contract which starts in Q2). This does not require any new commitment from the Public Health grant beyond that already planned.

## Recommendation and Reasons

11. Executive is asked to:

- Delegate to the Director of Public Health, in conjunction with the Director of Finance and Director of Governance and Monitoring Officer, approval to agree and enter into a contract variation for the current contract held by Change Grow Live Services Ltd to the sum of £335,400 to provide additional drug and alcohol support services in York in 2026/7 and £345,400 in 2027/8.
- Delegate to the Director of Public Health, in conjunction with the Director of Finance and Director of Governance and Monitoring Officer, the discretion and power to:
  - (a) potentially uplift the Contract Value by up to £300,000 for 2028/2029 in accordance with existing pricing review clause; and
  - (b) agree and enter into any related Deed of Variation.

For clarity, this power is to be discretionary for the delegee and, in accordance with the contract, there is no guarantee of any uplift to the provider by virtue of this delegation. The decision regarding any future contractual uplift (if any) shall be made by the delegee at a later stage considering budgets and in conjunction with support from CYC Legal Services and Procurement.

**Reason:** To ensure the continuity and expansion of key services to support drug and alcohol prevention, treatment and recovery in York, in line with national targets.

## Background

12. On the 22 November 2022, Executive delegated the Director of Public Health in consultation with the Director of Governance, to tender a new contract for the provision of alcohol and drug services in York and to accept the bid for this contract which scores highest on the evaluation criteria, and to award and sign a contract.
13. This tender process was undertaken and CGL were awarded the contract on an initial contract period of 5 years + an option for the

council to extend for up to a further 5 years basis to deliver drug and alcohol services in York commencing in July 2024.

14. The government have invested significant additional resource into the drug and alcohol treatment and prevention system in England, since the publication of the national drugs strategy ('From Harm to Hope') in 2021.
15. Since the publication of the national strategy, each local authority area has been required to put in place a Combatting Drugs Partnership (locally this is referred to as York Drug and Alcohol Partnership) and appoint a Senior Responsible Owner for work around drugs and alcohol, which in York is the Director of Public Health.
16. Through this partnership, a collaborative approach has been taken to the additional resource which York has received through several iterations of government grants, namely the Supplementary Substance Misuse Treatment and Recovery Grant (SSMTRG) and Drug and Alcohol Treatment and Recovery Integrated Grant (DATRIG), as well as the Individualised Personalised Support (IPS).
17. Over the last four years, these grants have supported a broad mix of service delivery, system capacity and one-off developments, including:
  - Several posts within the York Drug and Alcohol Service (CGL) which a particular focus on criminal justice pathways
  - Strategic commissioning leadership in public health as well as a frontline post around recovery engagement to enable the establishment of the Recovery Hub at Wellington Row
  - A post within CYC Children's Social Care
  - A role within the Mental Health Access Team (TEWV)
  - Residential rehabilitation placements
  - One-off commissioned outputs (JSNA chapter, insights report, drug-related deaths analysis)
  - Joint commissioning of drug analysis with North Yorkshire
  - Support for people affected by another person's substance use
  - Harm reductions measures, for instance the roll-out of naloxone across services in York

- Employment and skills support using the IPS approach, provided by York Learning.
18. In 2026/27 the Public Health Grant for York (£10,416,727) has been consolidated with the Drugs and Alcohol Treatment and Recovery Integrated Grant (DATRIG), with the grant conditions on the Public Health Grant requiring the council to ringfence the consolidated amount of drugs and alcohol spending (£3,020,259) to only be spent in this area.
  19. Between 2026/27 and 2028/29, partners have agreed that York will build upon the good work detailed above, and continue to strengthen the drug and alcohol prevention, treatment and recovery system, working within the Public Health Grant allocation while recognising the modest increase to the grant over this period. The focus will be on using this uplift responsibly to secure long term financial sustainability, protect essential services, and drive measurable improvements in quality and outcomes.
  20. Three areas of focus have been chosen, which alongside maintaining previous investment will enable York to prioritise several key areas for further development and enhancement:
    - Recovery: expanding peer support, strengthening community-based recovery networks, and improving pathways into education, employment, and stable housing.
    - Alcohol prevention and early identification for adults and Children and Young People: increasing capacity for brief interventions, targeted outreach, and family focused support, and embedding prevention activity across schools, alternative provision and youth services, primary care, and community settings.
    - Increasing efficiency and integration across the system: streamlining pathways, reducing duplication between providers, improving data sharing, and deepening collaboration with, but not limited to; mental health, sexual health, primary care, pharmacy criminal justice, and housing services to create a more coherent and accessible treatment offer. Whilst also ensuring lived experiences voices are heard.
  21. By focusing on these priorities and aligning resources with the areas of greatest need and impact, York will continue to deliver a

safe, effective, and recovery focused system that remains resilient despite ongoing financial pressures.

22. Whilst the above are the key strategic priorities identified locally, as part of the assurance process to the Joint Combating Drugs Unit (JCDU) a Narrative Plan 2026-2028 has been agreed and was submitted by the council to the Unit in April 2026. This demonstrates the breadth of how this resource needs to be used to meet the key objectives set out in the national strategy in local work; it also demonstrates the scale of the expectation on drug and alcohol systems locally, versus a relatively modest increase in the funding available.
23. The Narrative Plan 2026-2028 sets out our approach in York to:
  - System coordination and commissioning
  - Reducing Drug and alcohol related deaths
  - How our local services engage with our regional inpatient detoxification programme (through our IPD consortium)
  - Prevention, early intervention for under-18s
  - Specialist treatment services for under-18s
  - Prevention and early intervention for adults
  - Harm reduction provision e.g. naloxone
  - Access to treatment
  - Supporting parents/carers with alcohol and/or drug problems
  - Housing support interventions
  - Individual Placement and Support (employability and skills)
  - Support for adults in recovery
  - Care pathways and interventions for people with co-occurring needs in relation to physical and mental health support, and wider wraparound care
  - Workforce development
  - People with experience of the criminal justice system
  - People with experience of co-occurring poor mental health
  - People experiencing or at risk of rough sleeping
  - Supporting women experiencing substance use issues
  - Other protected characteristics and inclusion health populations
24. Our additional resource to meet these objectives has been allocated internally in the council and well as through contracts with a variety of providers externally. The variation covered by this

paper relates only to the additional resource proposed to be given to the existing CGL contract; this will be used to:

- maintain increased capacity within the criminal justice system. This will ensure specialist workers can continue delivering criminal justice assessments and strengthening pathways into treatment. These improvements have already contributed to more individuals moving from CJ referral into structured treatment.
- support a full-time specialist addictions psychiatrist. This role provides clinical leadership, driving the development and ongoing improvement of effective clinical pathways with mental and physical health partners. The post also holds responsibility for chairing Multi-Disciplinary Team meetings to support better care decisions.
- enable the recruitment of an additional key worker to help reduce caseloads across the wider team
- support a role focused on harm reduction, with a particular emphasis on Blood Borne Viruses
- a Children and Young People's Resilience Worker (Youth Justice Service Lead) and a Children and Families Worker focused on the impact of parental substance use.

## **Consultation Analysis**

25. The York Drug and Alcohol Partnership includes a wide range of partners: Public Health, CGL, the voluntary sector, York Healthwatch, children's and adults social care, education, York and Scarborough Hospital NHS Trust, Tees Esk and Wear Valley Mental Health NHS Trust, primary care, North Yorkshire Police, HM Prison and Probation Services, York in Recovery, together with people with lived experience. The Partnership has been consulted and engaged on the use of this grant, including the agreement of priorities and the Narrative Plan submitted to the JCDU.

## Options Analysis and Evidential Basis

26. Members are asked to approve the variation in the contract the council holds with CGL. The justification for this option is that a large proportion of this funding needs to be spent within the existing drug and alcohol services, who are well placed to deliver the outcomes required in the national guidance.
27. An alternative option exists to not commit the funding to the existing provider and instead seek alternative provision which would meet the governments objectives through the public health grant. This is not recommended. As well as the additional commissioning this would entail, placing delivery timescales at risk, the additional support programmes detailed in this paper need to be integrated into the larger drug and alcohol treatment system which is provided by the current provider in order to be effective.

## Organisational Impact and Implications

### ***Financial***

The financial resources committed in this paper come from the Public Health Grant for York (£10,416,727). In 2026/27, this grant was consolidated with the Drugs and Alcohol Treatment and Recovery Integrated Grant (DATRIG), however the grant conditions on the Public Health Grant require the council to ringfence the consolidated amount of drugs and alcohol spending (£3,020,259) to only be spent in this area.

The full budget envelope for £335,400 in 2026/27 and £345,400 in 2027/28 is affordable from the drugs and alcohol ringfenced monies of the consolidated Public Health Grant and is included in the 5-year planned forecast and does not require any new commitment from the Public Health Grant beyond what is already planned.

### ***Human Resources (HR)***

Any HR implications of this paper will fall to a third-party provider of services who will follow their organisational HR policies and procedures.

### ***Legal***

Variation to contract for 2026/2027 & 2027/2028

The contract was tendered in accordance with accordance with the Public Contracts Regulations 2015 (“PCRs”). The PCRs apply to these proposed variations.

The contract was tendered including and permitting potential yearly uplifts of up to £300,000 (at the Council’s discretion and subject to budgets). As such, CYC may rely on PCR Regulation 72(1)(a) that permits modifications where they are sufficiently covered in the initial procurement documents and by appropriate review clauses in the contract.

Regarding the proposed additional value beyond the £600k option already in the contract, CYC may rely upon PCR Regulation 72(1)(f) and (5). This applies where a proposed modification value is both less than relevant threshold and 10% of the initial contract value and also does not arguably change the overall nature of the contract.

Any variation will need to be set out within a Deed of Variation, that Legal Services can assist with.

#### Potential variation to contract - 2028/2029

As above, the tender and contract contained a pricing review mechanism permitting CYC (at its discretion) to potentially add up to an additional £300k per year.

If at a later stage CYC wished to utilise its discretion to vary the contract for this period up to £300,000 could be added in accordance with PCR Regulation 72(1)(a) as above).

If at a later date CYC proposed to add any sums above the £300,000, CYC Legal Services and Procurement will need to be consulted initially and advice provided in accordance with PCR Regulation 72, the Council’s own Contract Procedure Rules (“CPRs”) and any other related law

Any approved variation would again need to be enacted by way of a Deed of Variation.

#### ***Procurement***

The York Drug and Alcohol Treatment & Recovery Service was subject to an openly advertised Open procedure procurement in October 2023. The council received a number of tender submissions which were

evaluated and a recommendation to award this contract to the bidder that finished first on the Quality/Price evaluation criteria scoring which was Change, Grow, Live, and was approved. This contract commenced from 1<sup>st</sup> July 2024 for an initial contract period of 5 years and an option to extend for up to a further 5 years and this contract can be varied subject to the appropriate legal advice and compliance with the council's Contract Procedure Rules (2025) and delegated authority approvals being obtained. There are extension options available within this contract and where the appropriate considerations of satisfactory performance of the provider are considered and establish whether the contract extension will deliver Best Value to the council. The approval for any contract extension must be given by an Officer with the appropriate level of delegated authority in writing.

### ***Health and Wellbeing***

Investment in drug and alcohol treatment services and in supporting recovery will support the health and wellbeing of some of York's most vulnerable residents and indirectly impact a large number of health outcomes, such as preventable disease, family health, and community wellbeing.

### ***Environment and Climate action***

There are no Environment and Climate action implications for this paper.

### ***Affordability***

Drugs and alcohol dependence impacts negatively on individual and family income, often in extreme ways, and the support offered by treatment services will have a positive impact on affordability issues in the city.

### ***Equalities and Human Rights***

See attached Human Rights and Equalities assessment, which has been developed in conjunction with the council's lead in this area and identifies four key actions which will be taken forward.

### ***Data Protection and Privacy***

Data protection impact assessments (DPIAs) are an essential part of our accountability obligations and is a legal requirement for any type of processing under UK data protection and privacy legislation. Failure to

carry out a DPIA when required may leave the council open to enforcement action, including monetary penalties or fines.

DPIAs helps us to assess and demonstrate how we comply with all our data protection obligations. It does not have to eradicate all risks but should help to minimise and determine whether the level of risk is acceptable in the circumstances, considering the benefits of what the council wants to achieve.

Completion of the DPIA screening questions identified that a DPIA will be required following the approved recommendations and options from this report.

### ***Communications***

There are no communications implications for this paper.

### ***Economy***

The delivery of employability support (IPS) within the wider investment in drug and alcohol services in York will contribute to economic growth through improving employment opportunity and skills in the city.

## **Risks and Mitigations**

28. There are no immediate risks to varying this contract, which would simply ensure the procurement route can be approved for resource to flow to CGL for the provision of addition Drug and Alcohol Services in York.
29. Wider risks within the drugs and alcohol system have been noted above, including the complexity of partners arrangements, the drugs market and trends in population level drug and alcohol use, and the high level of national ambition in this area together with relatively modest funding increases for the York system.

## **Wards Impacted**

30. All wards are impacted by this decision.

## Contact details

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

### Author

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<b>Report approved:</b>	Yes
<b>Date:</b>	27 April 2026

### Background papers

[From harm to hope: A 10-year drugs plan to cut crime and save lives - GOV.UK](#)

### Annexes

Annex A: Human Rights and Equity Assessment (HREA)

## 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?

<b>Directorate</b>	Public Health		
<b>Service Area</b>	Public Health		
<b>Name of proposal</b>	Commissioning of additional drug and alcohol support services in York		
<b>Lead Officer</b>	Ruth Hine		
<b>Date Assessment Started</b>	5 <sup>th</sup> May 2026		
<b>Date Assessment Completed</b>			
<b>Names of those who contributed to the assessment</b>			
<b>Name</b>	<b>Job Title</b>	<b>Organisation</b>	<b>Area of Expertise</b>
Peter Roderick	Director of Public Health	CYC	Senior Responsible Owner for Drugs & Alcohol
Ruth Hine	Public Health Specialist Practitioner (Adv)	CYC	Public Health Drugs & Alcohol
Heather Baker	Public Health Improvement Officer	CYC	Public Health Drugs & Alcohol
Laura Swiszcowski	Head of Equity, Diversity and Inclusion	CYC	Equity, Diversity, and Inclusion (EDI)

## Step 1 – Aims and intended outcomes

1.1	<b>What is the purpose of the proposal</b>
	Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.
	This links to the current York Drug and Alcohol Service (YDAS), and the request for delegation and approval to allocate additional funding through a variation to the existing contract with Change Grow Live for 2026/27 and 2027/28, for additional Drug and Alcohol prevention treatment and recovery support in York.
1.2	<b>Are there any external considerations?</b>
	Legislation / government directive / codes of practice etc.
	<ul style="list-style-type: none"><li>• Equality Act 2010, which aims to protect people from discrimination in the workplace and in wider society. The Act includes a Public Sector Equality Duty, which requires public bodies to consider how their decisions and policies affect people with protected characteristics. The public body also should have evidence to show how it has done this. It also requires that public bodies have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities.</li><li>• Human Rights Act –sets out the fundamental rights and freedoms that everyone is entitled to. In making a decision, the council must consider carefully the balance to be struck between individual rights and the wider public interest and whilst it is acknowledged that there could be interference with a Convention right, the decision must be reasonably justified as it is a proportionate means of achieving a legitimate aim.</li></ul>

- “From Harm to Hope” strategy which is a government directive plus accompanying funding
- Local authorities and clinical commissioning groups are responsible for planning and funding alcohol and drug treatment and prevention services.

**1.3 Who are the stakeholders and what are their interests?**

Consider both internal and external stakeholders.

The interests of these groups are diverse and encompass a range of factors, including proximity to D and A services (for example, transport connectivity), varying levels of awareness of the service, and potential barriers to access such as stigma.

Residents of York, particularly those accessing and wishing to access YDAS.

Staff of YDAS

Community organisations, such as York In Recovery.

Health partners, both primary and secondary care and Mental Health providers

Criminal Justice partners; North Yorkshire Police and Probation

Education partners- CYC Assistant Director, Education and Skills

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

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

The Council Plan contains four key commitments one of which is Health and states:

“The Council 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. The Council will achieve better outcomes by targeting areas of deprivation, aiming to level opportunity across the city.”

Improved access to YDAS and recovery organisations/services will support these commitments and the ambitions set out in the Joint Health and Wellbeing Strategy 2022-2032, specifically the strategy states:

5.6 Support more people on their journey of recovery from addiction, including through smoking cessation services and our recovery-based drug and alcohol model

Step 2 – Resources utilised

3.1	<b>What sources of data, evidence and consultation feedback have you used to help understand the impact of the proposal on equality rights and human rights?</b>	
	Please consider a range of sources, including consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	<b>Source of data / supporting evidence</b>	<b>Reason for using this source</b>
	National Data Treatment Monitoring System	Provides national overview of those accessing Drug and Alcohol services and benchmarks against other LA. Allows for gaps to be analysed to ensure quality provision
	Drug and Alcohol Needs Assessment (2023)	Local needs assessment looking at the current and emerging drug and alcohol needs of people living in York
	Deaths related to drug use in York 2018-2023	
	Voices of Young People: experiences of drugs and alcohol	York and north Yorkshire specific commissioned study exploring young people’s experiences with drugs and alcohol; key influences on that use; and experiences of accessing support
	York Drug and Alcohol Partnership Board	Multiagency Board responsible for meeting national targets and monitoring progression in York

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

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

Step 3.1 Table 1 – Screening the impacts or effects

Equalities Human Rights	Everyone	Age 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*	X													
Prohibition of torture*														
Prohibition of slavery and forced labour*														
Right to liberty, movement and security (including freedom of movement)***														
Right to a fair trial*	X	X						X				X	X	X
No punishment without law*														
Right to private and family life***														
Freedom of thought, conscience, and belief***														
Freedom of expression***														
Freedom of assembly***														
Right to marry***														
Right to property***														

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

David Smith 010212026

## 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)
<b>Age</b>	The broad trends suggest that opiates and alcohol use are more prevalent amongst older adults and novel substances and non-opiates e.g. Ketamine, cocaine, MDMA affect younger users. However, the overall impact of high-quality treatment and recovery work will be similar across the age bands	+	M
<b>Disability</b>	Whilst there are no direct impacts of this proposal on disabled people specifically, because these initiatives are intended to foster a culture of inclusion it is anticipated that positive effects will be felt for this group	+	L
<b>Gender reassignment</b>	Whilst there are no direct impacts of this proposal on trans people specifically, because these initiatives are intended to foster a culture of inclusion it is anticipated that positive effects will be felt for this group. Research indicates that trans people and LGBT people in general have higher levels of drug and alcohol use ( <a href="#">Understanding the Prevalence of Drug Use in the LGBTQ+ Community</a> and <a href="#">Parliamentary Evidence on Drugs Policy</a> )	+ If mitigations in place  0 If no mitigations are made	M
<b>Marriage and Civil Partnership</b>	Whilst there are no direct impacts of this proposal people related to their marital status specifically, because these initiatives are intended to foster a culture of inclusion it is anticipated that positive effects will be felt for this group	+	L
<b>Pregnancy and Maternity</b>	Whilst there are no direct impacts of this proposal on pregnant people specifically, because these initiatives are intended to foster a culture	+	L

	of inclusion it is anticipated that positive effects will be felt for this group		
<b>Race</b>	Racial inequality exists within health outcomes for those with addictions, as noted by the UK Addiction Treatment Centres: 'black communities in Britain are both the most vulnerable to addiction and have the lowest access to support services. There are various reasons for this disparity in addiction and treatment statistics in black communities, such as socioeconomic factors and the availability of addiction treatment services.' ( <a href="#">Black communities among most vulnerable to addiction, with lowest support   UKAT blog</a> )	+ If mitigations in place  0 If no mitigations are made	M
<b>Religion and Belief</b>	Whilst there are no direct impacts of this proposal on people specifically due to their religion or belief, because these initiatives are intended to foster a culture of inclusion it is anticipated that positive effects will be felt for this group	+	L
<b>Sex</b>	Whilst there are no direct impacts of this proposal on people due to their sex, because these initiatives are intended to foster a culture of inclusion it is anticipated that positive effects will be felt for this group	+	L
<b>Sexual Orientation</b>	Whilst there are no direct impacts of this proposal on people due to their sexual orientation specifically, because these initiatives are intended to foster a culture of inclusion it is anticipated that positive effects will be felt for this group. Research indicates that trans people and LGBT people in general have higher levels of drug and alcohol use ( <a href="#">Understanding the Prevalence of Drug Use in the LGBTQ+ Community</a> and <a href="#">Parliamentary Evidence on Drugs Policy</a> )	+ If mitigations in place  0 If no mitigations are made	M

**Other social – economic groups**

<b>Carer</b>	Whilst there are no direct impacts of this proposal on people due to their caring status specifically, because these initiatives are intended to foster a culture of inclusion it is anticipated that positive effects will be felt for this group	+	L
<b>Care Leavers</b>	Whilst there are no direct impacts of this proposal on people due to their care leaving status specifically, because these initiatives are intended to foster a culture of inclusion it is anticipated that positive effects will be felt for this group. Research shows that care leavers are more likely to have mental health problems, to become homeless, and use drugs and alcohol: ( <a href="#">One Problem among Many: Drug Use among Care Leavers in Transition to Independent Living</a> and <a href="#">The Mental Health and Wellbeing Needs of Care Leavers</a> )	+	M
<b>Low-income groups</b>	Substance Use Disorders are a major cause of financial breakdown and poverty. This proposal is anticipated to positively affect people from lower income groups the most	+	M
<b>Veterans and armed Forces</b>	Veterans and serving members of the Armed Forces have much higher rates of substance use disorders. It is anticipated that positive effects will be felt for this group.	+	M
<b>Other</b>			
<b>Human Rights (list any rights impacted)</b>			
<b>Right to a Fair Trial</b>	York Drug & Alcohol Service works with the criminal justice system where individuals in contact may be sentenced to a community treatment sentencing requirement (CSTR). Conditional access is linked to compliance	+	M
<b>Right to Housing</b>	As Substance Use Disorders are a major cause of financial breakdown and poverty which may include housing instability. If	0	L

	support in treatment and recovery is not integrated, this may impact adversely on treatment outcomes.		
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### Step 4 – Gaps in data and knowledge

<b>4.1</b>	<b>What are the main gaps in information and understanding of the impact of your proposal?</b>		
	<p>When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities.</p> <p>Please indicate actions you will take to resolve this gap.</p> <p>As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.</p>		
	<b>Gaps in data or knowledge</b>	<b>Action to deal with this</b>	<b>Date resolved</b>
	Data on protected groups take up of the service	Include within the commissioning contract a requirement to collect data through an anonymous “equal opportunities form.” This will enable disaggregated data to be shared with CYC and support identified areas for improvement.	


David Smith 01/02/22

## Step 5 - Maximising positive impacts

5.1	<b>What has been done to optimise opportunities to advance equality / human rights or foster good relations?</b>
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HREAT (this document).

The Service Specification and Contract consider all of the positive impacts.

## Step 6 – Recommendations and conclusions of the assessment

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

Option Selected	Conclusion / justifications
No major change to the proposal	The HREAT demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and we have taken all opportunities to advance equality / human rights and foster good relations, subject to continuing monitor and review.

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

7.1	<b>What action, by whom, will be undertaken as a result of the impact assessment.</b>			
	List below the actions or mitigations that have been identified and who will be responsible to carrying them out. Add as many lines as you need.			
	<b>Impact / Issue</b>	<b>Actions to be taken</b>	<b>Person Responsible</b>	<b>Timescale</b>
	Equitable access for vulnerable groups eg ethnicity, gender, disability, age	See above in step 3. Share HREA with contractor and work with them to develop mitigations	Commissioner and Service Director	Ongoing through contract monitoring
	Data gaps –reported via contract monitoring	Include within the commissioning contract a requirement to collect data through an anonymous “equal opportunities form.” This will enable disaggregated data to be shared with CYC and support identified areas for improvement.	Commissioner and Service Director	Ongoing through contract monitoring
	Workforce development	Deliver mandatory training for all staff on equality, diversity, trauma-informed care. Set workforce diversity targets and monitor regularly	Commissioner and Service Director	Ongoing through contract monitoring
Provision of a service informed by equalities considerations	Ask the provider to give assurance on a number of items raised by this HREA tool:	Commissioner and Service Director	Within 3 months, due Sep 2026	

		<ul style="list-style-type: none"> <li>• What does the contract or the contractor do to publicise to the protected groups identified above as medium or higher impact?</li> <li>• What could they do? E.g. promoting to LGBT local groups and networks, increasing take up of the service and advancing equality of access to the service</li> <li>• What does the contractor do to ensure staff are sensitive to the needs of protected groups. E.g. listed above, LGBT community are more likely to have mental health problems and drug and alcohol use</li> </ul>		
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Step 8 - Monitor, review and improve

<b>8.1</b>	<b>How will the impact of your proposal be monitored and improved upon going forward?</b>
	Consider how will you identify the impact of activities on protected characteristics, other marginalised groups and human rights going forward? How will any learning and enhancements be capitalised on and embedded?
	As part of the contract monitoring, regular quality assurance will enable the team to review this HREA at least every 3 years, or if there are any changes to the contract.

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

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

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

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

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



<b>Meeting:</b>	Executive
<b>Meeting date:</b>	2 June 2026
<b>Report of:</b>	Maxine Squire, Assistant Director, Education and Skills
<b>Portfolio of:</b>	Councillor Bob Webb, Executive Member for Children and Education

## The Local SEND Reform Plan

### Subject of Report

1. This report provides Executive with information about the requirement to submit a Local SEND Reform Plan to the Department for Education (DfE) by 18 June 2026. This report asks Executive to approve the draft plan and to delegate the decisions about the use of resources to support the delivery of the plan to the Executive Member for Children and Education in consultation with the Corporate Director, Children and Education. The plan included as Annex A of this report is a copy of the draft plan which has been shared with the Department for Education's SEND Adviser for comment. Following receipt of the feedback in late May/early June the plan will be finalised and sent to the DfE for approval by the Secretary of State.
2. The timeline on the development and submission of the plan has been very tight. The plan requires Executive sign off as the council is receiving £2.3 million in SEND Capital and £1.3 million of revenue funding to implement Experts at Hand from central government in the financial year 2026-27. The allocation of this funding supports the delivery of the first year of the Local SEND Reform Plan and in order to ensure that timely allocation of the funding takes place this paper asks that Executive delegate decisions to the Executive Member for Children and Education in consultation with the Corporate Director, Children and Education.

## Benefits and Challenges

3. Following the publication of the Schools White Paper and the SEND Reform consultation in February 2026 all local authorities in England are required to produce a Local SEND Reform Plan and submit this to the Department for Education by 18 June 2026. The benefits of the proposed reforms are the recognition that the current SEND system is not working and that there is a need to improve the lived experience of children, young people and families. Central to the delivery of the 10-year reform plan is the focus on an inclusive mainstream education system, specialist support for those that need it and efficient and effective local delivery.
4. Local Authorities received a copy of the commissioning pack providing the detailed information about the requirements for the SEND Reform plan from the Department for Education on 9 March 2026. The development of the plan has required the local authority to convene local partners to complete a maturity assessment to self-assess readiness to deliver the proposed SEND reforms and to take the lead in writing the plan. This has been a complex and challenging process to manage within a constrained timeframe.
5. The Department for Education recognise that this has created difficulties in aligning sign off processes within local democratic calendars, however the published timeline is being adhered to. Local areas have been asked to submit draft plans by mid-May with final plans being signed off by the council's Executive and the Chief Executive of the Integrated Care Board (ICB) before 18 June. Plans will then be assessed. If plans are not approved the first-round local authorities will be asked to resubmit their plans in Spring 2027. Ensuring that York's plan is approved in the first round is extremely important to ensure that there is no delay in delivering the change programme which supports the ambitions previously articulated through the city's Inclusion and Belonging Strategy.

## Policy Basis for Decision

6. The policy basis for the 2026 SEND reforms is primarily established in the government's Schools White Paper, *Every Child Achieving and Thriving*, and the subsequent consultation document, *SEND*

*Reform: Putting Children and Young People First*, both published in February 2026.

7. The SEND reforms align directly with the council's vision, *One City for All (2023–2027)*. The council has reflected these national reforms into its own local Inclusion and Belonging Strategy (2025–2030) to ensure they meet the city's specific goals. The national priority for mainstream inclusion directly supports York's commitment to creating equal opportunities. As a designated Human Rights City, York's strategy uses the Social Model of Disability to remove environmental barriers in schools rather than focusing on a child's "deficits".
8. By investing in local Inclusion Bases and specialist training for mainstream teachers, the council intends to reduce the reliance on expensive out-of-area placements. Expanding "Targeted Plus" support within the city's schools reduces the need for long-distance travel to specialist schools outside the city. This aligns with the city's goal of cutting carbon emissions and reducing school-related traffic.
9. The Experts at Hand Model aligns with York's "Health in All Policies" approach by bringing therapists and psychologists directly into communities, ensuring the right support is available at the right time.

## **Financial Strategy Implications**

10. Central government is investing £4 billion in overhauling the SEND system in England. This includes the allocation of High Needs capital to create more suitable places in specialist and mainstream settings, £1.6 billion inclusive mainstream fund for early years settings, schools and colleges and £1.8 billion to deliver the Experts at Hand programme which will provide access to specialists (including Educational Psychologists, Speech and Language Therapists and Occupational Therapists) without requiring an education, health and care plan.
11. York has received £2.3 million of High Needs capital for the financial year 2026-27 and £1.3 million to deliver Experts at Hand in 2026-27. Further funding will be allocated in the financial years 2027-28 and 2028-29. The 2026-27 funding is designed to support the delivery of Year 1 of the Local SEND Reform Plan.

12. Post Safety-Valve this funding is crucial to the local area to support the implementation of the reforms. Successful implementation of the SEND reforms is important to the council's financial strategy as future deficits would create pressures for the council's general fund.

## Recommendation and Reasons

13. Executive is asked to approve the draft Local SEND Reform Plan and to delegate decisions about the use of government funding to support the delivery of the plan. This is to ensure that the use of funding in the financial year 2026-27 can be allocated efficiently and effectively to support the delivery of Year 1 of the plan. Use of this funding must be reported quarterly to the Department for Education.
14. Executive is also asked to delegate to the Corporate Director, Children and Education (in consultation with the Executive Member, Children and Education and Monitoring Officer) the power to negotiate, approve and enter into any related agreement(s) with the Department of Education for such funding.
15. **Reason:** The reason for this recommendation is to ensure that the government deadlines for the delivery of the plan can be met.

## Background

16. The schools' white paper and SEND reforms consultation documents were published on 23 February 2026. Both documents set out the government's vision to support every child to achieve and thrive. The scale of the proposed reforms is significant and alongside the implementation of the Best Start in Life Plan and the Families First reforms represent the most significant period of change for children's services and education in over a decade.
17. The white paper sets an ambitious vision for a school system where standards and inclusion work together to enable every child to achieve and thrive. The full implementation of the reforms will involve the implementation of a 10-year plan for change which is designed to deliver higher standards with children leaving school achieving grade 5 or higher across their GCSEs and a plan to halve the disadvantage gap.

18. The SEND reforms emphasise the importance of early identification and intervention to reduce the need for education, health and care plans. Central to this will be the introduction of a statutory independent support plan (ISP) for children who need additional support. The levels of support will be described as targeted, targeted plus and specialist. Only those children identified as needing specialist support will require an education, health and care plan (EHCP) and their needs will be set out in one of the new nationally defined Specialist Provision Packages.
19. Implementing the proposed reforms is complex as local areas are working within the existing SEND legislation alongside implementing the programme of reform. The government has made clear that during the period of implementing the reforms there is likely to be a continuing rise in the number of education, health and care plans up to 2030. This will continue to place financial pressures on local authorities during this period of change. Government has recognised this and has agreed to right off 90% of the historic High Needs deficits that local authorities have accumulated at the end of the financial year 2025-26. However, there is an expectation that local government will produce local SEND Reform plans which are financially prudent to manage the on-going pressures and there is no guarantee that government will continue to make the same commitment to remove deficits that are acquired in future years. The financial modelling underpinning the local SEND reform plan will therefore be an important area of focus for York to ensure that we have our plan approved for autumn 2026 as funding being released in the autumn is dependent on the plan being approved.
20. In developing Local SEND Reform Plans local authorities have been required to complete a maturity assessment with local partners to benchmark the areas state of readiness to implement the reforms. This maturity assessment together with the data annex which support the SEND Reform Plan will be assessed by the Department for Education in June. Local authorities will receive feedback on their plans in the autumn and will know whether their plan has been approved or will need to be resubmitted in Spring 2027.
21. In developing York's SEND Reform Plan the focus has been on building the capacity to efficiently and effectively deliver the following aspects of the reforms in Year 1:

- Using £2.3 million of high needs capital to support inclusive mainstream schools working alongside high quality specialist provision.
- Expanding access to multi-agency support in mainstream by creating a new £1.3 million Experts at Hand service of speech and language therapists, Educational Psychologists and other professionals to provide early support to children.
- Encouraging collaboration between schools and other partners through full implementation of the neighbourhood cluster model.
- From September 2026, a national training programme will be available for all staff across early years, schools and post 16 to develop skills in building inclusive learning environments and early identification of needs so children receive timely support.

## Consultation Analysis

22. Due to the constrained timeline, the plan has used the results of previous extensive stakeholder consultation which was used to develop the Inclusion and Belonging Strategy.

23. York Schools and Academies Board and School Forum have been briefed about the development of the plan and feedback has been sought from both bodies. There has been a stakeholder engagement event on 30 April which brought together representatives from across education, health and care, parent carer forum York and representatives from the community and voluntary sector. Feedback from this event has been used to support the Year 1 plan.

## Options Analysis and Evidential Basis

24. **Option 1:** Executive do not approve the draft Local SEND Reform Plan. This would mean that the local authority would miss the deadline for submission to the Department for Education resulting in reputational and financial risk for the council.

25. **Option 2 (recommended):** Executive approves the draft plan and receive regular updates on the outcome of the assessment and delivery of the plan in 2026-27. This would allow the local authority to meet the deadline for submission of the plan and the SEND capital funding and funding for Experts at Hand can be allocated in 2026-27 to support the infrastructure to support an inclusive mainstream education system.

## Organisational Impact and Implications

### 26. Financial:

The additional capacity referred to in the plan, including the Experts at Hand service of speech and language therapists, Educational Psychologists and other professionals to provide early support to children, will be funded from the £1.304m allocated to York from the DfE's £429m Experts at Hand & Local Authority SEND Transformation Fund in 2026/27.

Future years funding for individual local authorities has not yet been confirmed. However, the DfE have indicated that the national fund is expected to increase to total £750m in 2027/28 and £850m in 2028/29.

The DfE's intention is that the Local SEND Reform Plan helps support the future delivery of a balanced Dedicated Schools Grant (DSG). In 2025/26 there was an in-year DSG deficit of £1.2m. As a surplus balance of £0.6m was brought forward from 2024/25, this leaves a year end DSG deficit of £0.6m to carry forward into 2026/27.

However, the 2025/26 in-year deficit of £1.2m is net of the final DfE Safety Valve contribution of £2m, meaning an underlying in-year deficit of £3.2m. Future years' projections currently show the cumulative deficit rising to c£5m by the end of 2027/28, so the development of an effective local plan will be crucial in trying to manage this position.

### Human Resources (HR):

No HR implications.

### Legal:

If any resulting funding were proposed to be used to procure services, goods or works the Procurement Act 2023 (or other related legislation) may apply, as well as the Council's Contract Procedure Rules ("CPRs"). CYC Legal Services and Procurement should be consulted internally for analysis, support and advice.

Similarly, in the event any resulting funding were proposed to be used for grants or other related funding arrangements CYC Legal Services should be consulted (in conjunction CYC Procurement and Finance) for analysis, support and advice. Depending on the nature of any proposed

arrangements this could include review based upon the CPRs, Subsidy Control Act 2022 and/ or any other related legislation.

**Procurement:**

As detailed under legal section.

**Health and Wellbeing:**

The increasing number of children with a special education need or disability (including those both with and without any formal diagnosis) poses challenges to the health of our younger residents in York. Children with SEND often experience higher levels of health need, and challenges to participating in education and society which have long lasting effects, as well as posing challenges to health and education systems relating to increased demand for services. However, evidence shows that support, inclusion and specific therapeutic intervention, offered at the earliest appropriate point in order to ensure prevention, can make a real difference in lives, and so the positive health and wellbeing impacts of the work described in this report and plan are potentially large.

**Environment and Climate:**

The plan supports inclusive mainstream provision and the development of specialist places to ensure children's needs can be met close to home reducing use of out of area provision and promoting sustainability in home to school transport.

**Affordability:**

The plan focuses on supporting children in their local schools and pooling resources to achieve sustainable interventions.

**Equalities and Human Rights:**

Annex B refers.

**Data Protection and Privacy:**

Not required.

**Communications:**

The communication of the local SEND Reform plan is supported by the council's communication team.

**Economy:**

None identified.

**Risks and Mitigations**

**Risk:** Delays in delivery due to lack of delegated decision-making authority

**Mitigation:** Seeks approval for delegated authority to the Corporate Director, Children and Education (in consultation with the Executive Member, Children and Education and Monitoring Officer) the power to negotiate, approve and enter into any related agreement(s) with the Department of Education for such funding.

**Wards Impacted**

All wards.

**Contact details**

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

**Author**

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<b>Report approved:</b>	Yes
<b>Date:</b>	5 May 2026

**Co-author**

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<b>Report approved:</b>	Yes
<b>Date:</b>	5 May 2026

**Background papers**

None identified.

**Annexes**

Annex A: Draft Local SEND Reform Plan

Annex B: Equalities Impact Assessment (EIA).



Department  
for Education





## Annex A: Local SEND Reform Plan

Developing a Local SEND Reform Plan is an important first step for local areas to set out how they will lay the foundation for reform, and design an approach tailored to their local context. A shared plan which focuses on co-designing the local approach as system partners and with children, young people and families will help foster collective responsibility for delivering the reforms.

It is critical that all system partners, including health, education and childcare settings, work together to design and deliver the Local SEND Reform Plan, under the local authority's leadership. It is also crucial that representative family carers e.g. the local Parent Carer Forum, are involved in the development of the plan.

The expectation is that this plan is discussed, agreed, and signed off at your relevant SEND Governance Board. As a minimum, the plan must be formally signed off by the Local Authority Chief Executive (CEO), the Integrated Care Board (ICB) Chief Executive, the Local Authority Director of Children's Service (DCS), the Integrated Care Board NHS Place Director, and the Local Authority Chief Financial Officer (CFO/Section 151 Officer). We encourage other colleagues and partners who have contributed to also review and sign-off the plan, particularly early years, school, college and trust leaders.

**Name of Local Authority: City of York Council**

**Name of Integrated Care Board: NHS Humber and North Yorkshire ICB**

**Local SEND Reform Plan SRO: Maxine Squire**

## Signatories

<b>Role</b>	<b>Name</b>	<b>Signature</b>	<b>Email contact</b>	<b>Date</b>
City of York Council CEO				
ICB Chief Executive				
Senior Responsible Officer (SRO) for the Local SEND Reform Plan				
SEND & AP Board				
Local Authority Director of Children's Services (DCS).				
ICB NHS Place Director				
Local Authority Chief Financial				



Officer (CFO/Section 151 Officer)				
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## Executive Summary

A brief summary of your local system 'change story' – your local context, where you are now, where you want to get to in the next 3 years, how you know you are succeeding and how you will know you have achieved your vision for the next 3 years. Please include a brief qualitative summary. This summary should also include your assessment of current and forecast performance against the headline metrics.

Please structure your 'change story' using the following aims:

- *Build a 0-25 system where children and young people receive support to achieve and thrive through (a) more inclusive settings and (b) stronger local partnerships*
- *Improve capacity and capability of the mainstream and specialist workforce to identify and meet need*
- *Improve confidence of children, families, and stakeholders in reform and readiness of the system*
- *Stabilise finances and improve value for money*

York is well placed to deliver its SEND Local Area Reform Plan and to develop an integrated coherent 0–25 system in which children and young people are supported to achieve and thrive within inclusive local settings, enabled by strong and effective partnership working across York. The reforms have been welcomed and support from our partnership co-production event was evident. York's strength lies in being a small city with ambition, creativity and a shared determination to improve outcomes for children and families. This ambition is demonstrated by the way we have approached the Families First Reforms and our approach to the delivery of the Best Start in Life Plan which is building the infrastructure to transform the lived experience of children and families in York. This creates real potential for system-wide alignment and rapid improvement. We operate within significant financial constraints, being one of the lowest funded local authorities and school's system in the country. This places sustained pressure on our SEND system and schools and has required a relentless focus on prioritisation, collaboration and making best use of available resources.

City of York Council is a small unitary authority within the York and North Yorkshire Combined Authority, and our Integrated Care Board operates across six places. This wider system context adds complexity but also provides an opportunity to strengthen alignment across education, health and care and to develop more consistent, place-based approaches to support.

We are already on a positive improvement journey. Following a Written Statement of Action in 2019, we successfully came out of formal monitoring in 2022. We are now preparing for the next phase of inspection, building on our Outstanding ILACS judgement achieved in March 2025.

We recognise that too many children and young people are currently not attending secondary school regularly, and that the lived experience of families is not yet always positive. While there are examples of strong practice across the city, the experience of support can still feel variable and fragmented for families and for our children and young people.

York's 0–25 system is currently operating in a context of rising demand for SEND identification, increasing referrals for neurodevelopmental assessment, and sustained pressure on specialist provision and high needs funding. Over recent years, demand for Education, Health and Care Plans (EHCPs), specialist placements, and early intervention support has grown at a faster rate than system capacity. This has contributed to pressure on inclusion in mainstream settings and increased reliance on specialist and independent provision.

We will build from our position of strength. We have evidence of impact of practice in Early Years, EHCP timeliness is strong, there is an established and effective system of mainstream outreach (our Learning Support Hub) to adapt to Experts at Hand (EaH), and York benefits from an in-house Educational Psychology service. Relationships between settings and wider partners are constructive and provide a strong foundation for further development.

Over the next three years, we will build on these strengths to establish a clear and consistently understood model of inclusion across the 0–25 system. In order to deliver the SEND Reforms we need to ensure that our ambitions focus on the Early Years through our Best Start in Life approach. This will build the strong foundations to deliver improvements in the lived experience of children and families through early identification and intervention. Importantly we recognise that to get this right, we must go back to the building blocks for change. In York, reflected in our self-assessment, this means focussing on reviewing the key workstreams and ensuring that they are

well attended by the right people, by allocating the funding to enable settings and families to be leaders within the change, and convening events that support our settings and the wider partnership, to really understand the universal offer of inclusion, to layer in the experts at hand model and the Inclusion bases. It will mean working with our teaching schools, our universities to support workforce reform and it will mean reaching out to partners who may not have been as engaged in our system to ensure it is 0-25 in scope. We will spend the time building this together in year one.

We will know we are making progress through our quantitative and qualitative measures in this plan and because of the work we will have implemented, there will be more children in mainstream settings, engaging in learning.

Most importantly when children and young people increasingly feel a strong sense of belonging in their local schools, reflected in improved attendance, participation and pupil voice. We will also see growing family confidence, stabilisation in EHCP request rates, and an increasing proportion of children and young people supported successfully within mainstream settings. Alongside this, we will see a stronger culture of celebrating inclusive practice across York.


## Section 1 – Vision and Goals

### 1. What the local area partnership is trying to achieve?

Please set out your goals for your local system. These should be clear, aligned to the vision set out in the Schools White Paper, small in number and measurable. These goals should include clear reference to:

- Outcomes for children
- Confidence of parents, carers and young people in the system
- Management of finances to secure value for money

The Local Area is committed to delivering the principles articulated in the White Paper, so that every child and young person receives high quality support from birth, enabling them to thrive at home and within their local early years settings, schools and colleges. Building



on our Best Start in Life, three key pillars, our response to the SEND reforms commits to build a system where families can connect, feel supported, and that they truly belong. It will be shaped by the voices of parents, carers, practitioners and community partners. To do this we will build a highly skilled, confident workforce across education, health and care that can identify needs early and respond with timely, professional support in partnership with families. Through quality-first teaching, an appropriately challenging, rich and diverse curriculum and welcoming environments where everyone belongs, children and young people will be supported to achieve their potential. This includes building employability skills which support clear pathways to employment post 16.

Through our Local Area Reform Plan, we will build on what works in our place, to adapt and expand the Learning Support Hub model, creating a clear, well understood and flexible pathway to a robust and responsive Experts at Hand offer. This approach will adapt to changing demands and unite education and health professionals alongside experts by experience. Together, they will develop evidence-informed support and interventions with measurable impact and value, preventing escalation of need and enabling children to remain successfully within their local settings.

The Experts at Hand will be the foundation of our system development building on successful models in our area e.g. Early Talk for York and Let's Make Sense Together. This will drive a stronger and more sustainable approach to mainstream inclusion and ensure that families have greater confidence in the support available in their local settings and schools. The offer will build tiers of support and develop provision within mainstream settings through inclusion support bases and helping to ensure that children with SEND can thrive in their local school.

Our maturity assessment has further highlighted the need for our plan to strengthen co-production with families and children and young people, to build on the effective partnership working, to enable the universal offer of inclusion in settings. This will also move to a neighbourhood model of four targeted clusters where professionals will wrap around schools and identify emerging needs early and have greater shared accountability for outcomes. This is a system shift for settings in York. This will form our building blocks in the first year of reform.

Our goals to improve outcomes for our children are that:

- Our Children and Young person's voice, telling us that they have a strong sense of belonging in their local school and that they are achieving, happy and feeling safe
- There is an inclusive mainstream offer in York across all phases, and an Experts at Hand offer that is embedded and shaped by the voices of parents and carers. This will reduce requests for alternative provision and risks of persistent absence.
- We have a financially stable SEND system that invests has achieved the right balance between mainstream inclusion and specialist provision.

This will deliver the following desired outcomes:

- The number of children accessing alternative provision will have plateaued by 2029
- Attendance for children with education, health and care plans will be better than national by 2029
- Requests for EHC needs assessments will have plateaued by 2029
- Tribunals caused by disputes about placements will have reduced by 2029
- More children are travelling independently to school/college by 2030 through the work of the York Independent Travel Training service (YILTS)

This will also be evidenced by a self-assessment that we will be within the maturing section for Co-production, Leadership and governance and in Effective Partnership working. (Feedback from service users).

## Section 2 – Strategy

## 2. Where the local area partnership expects to be in the next 3 years

A description of what your local system would look like in the next 3 years in line with the national vision set out in the Schools White Paper and set within the context of where you are starting from as a local system.

In particular, as commissioning system partners, you should reflect on and agree what your fully fledged **Experts At Hand Offer** model should be and how this will be deployed via mainstream settings and providers (including those not based in your area – e.g. further education colleges attended by your young people) to build their capacity as well as identify and meet the needs of children and young people earlier and without the need for a statutory assessment for Education, Health and Care.

To help you fully consider the scope and scale of change required, you may find it useful to structure your response using these 4 building blocks of an inclusive system, reflecting on what is working well in your system, what you are most worried about, what needs to change, and how the enablers will help you achieve your 3 year vision.

When summarising where your local area partnership currently is, please include an assessment of where you are in reference to the core minimum requirements above and how you bridge the gap, making reference to and attaching additional documents that provide underlying evidence for your summary.

**Strengthening inclusion across education settings** – organising places and provision to meet as many needs as possible, as close to home as possible, with all settings and providers moving towards a shared understanding and consistent practices around inclusion.

**Access to specialist support and local placements** – improving collaboration between settings and deploying expertise from a range of specialist and expert sources, to support schools and settings to meet the needs of children and young people earlier and locally.

**System leadership, local partnership collaboration and co-production** – putting in place the enabling conditions across a local area that ensures planning and provision reflects the local area & is joined up, including strategic co-production with parent carers and children and young people.

**Encouraging inclusive culture & behaviours** – using funding and shared accountability towards a system that works for children and families while achieving value for money.



Local blueprint for the next 3 years	Where we are	Where we will be in the next 3 years
<p><b>Building blocks</b>  <i>Strengthening inclusion across education settings</i>  <i>Access to specialist support and local placements</i>  <i>System leadership, local partnership collaboration and co-production</i>  <i>Encouraging inclusive culture and behaviours</i></p> <p><b>Enablers</b>  <i>E.g.</i>  <i>Capital – investment strategy across EY, mainstream, FE</i>  <i>Workforce</i>  <i>Data/digital systems</i></p>	<p><i>(a short summary of where you are now including a reflection on what is working well, what needs to change and the status of the enablers that underpin your system)</i></p> <p>Through our self-assessment we recognise the importance of getting the right building blocks in place for year one. This means, taking the time to ensure that everyone understands the full reforms, that the York Neighbourhoods are aligning between settings, Families First and Best Start in Life and Health neighbourhood working. This means fully working to the spirit of team around the school/neighbourhood clusters, including working within Early Help and voluntary sector/wider statutory partners to form resilient practice that meets familial and child need outside of SEND system. It includes a clear model of how SEND is included in our Family Hub model in York.</p> <p>It means that we will need to refocus on Early Years, through engagement with settings, the offer of the EaH in the first phase and in building parental confidence</p> <p>To support families improved experience we will improve on the good communication that is in place, we will need to improve so that families know where to go for help and settings need to be able to engage with reform work without being overwhelmed. This workstream will be one of the key building blocks of year one.</p> <p>It also includes taking the time through partnerships to work to strengthen the multi-agency offer, through agreeing our shared approach to inclusion, developing a really co-produced Experts at Hand model, with the right people shaping and driving this, convening support for consistent Inclusion Strategies in settings and supporting the development of quality inclusion bases. Experts at Hand will develop from our strong model of mainstream outreach in the Learning Support Hub. Changing this model will need to go through adaptation phases before it can be scaled up.</p>	<p><i>(a short summary of the vision for your local system in the next 3 years including the system enablers, reflecting how your Experts at Hand Offer model will underpin this vision, helping you scale and enhance what is working well and change what is not working so well)</i></p> <p><b>By 2028</b> our upskilled workforce will ensure that York’s inclusion and belonging culture is embedded, there will be more children in mainstream settings, and requests for independent special schools will have reduced. Families’ confidence will increase, and EHC needs assessment requests will be plateauing, and tribunals will reduce</p> <p>The clear monitoring process through the governance boards will progress trajectories for delivery of the reform plan.</p> <p>The model for effective communication and partnership works well in York, underpinned consistently with pupil voice and our families lived experience. Families know what they need from the Local offer and their family hubs and SEND CENTRAL offer. Settings can easily engage and be included and informed. Everyone is clear on their role in communication, and we are celebrating good practice more systematically</p> <p>Settings will be aligned to the neighbourhood model having access to clear information about predicable need for their areas with partnership teams in place that provide tailored support. There will be clear, transparent funding models in place that settings will lead to support groups of children in their neighbourhoods.</p> <p><b>By 2029</b> there will be consistent implementation of Universal, Targeted and Targeted Plus with clear processes in place to support families through disagreement resolution. There will be a clear and easy to access jointly owned EAHO adapted from our Learning Support Hub, which is an ongoing and embedded element of the SEND system across York. The local authority and Integrated Care Board will work together to provide:</p> <ul style="list-style-type: none"> <li>• a skilled team of professionals and experts by experience working collaboratively, from a range of specialisms in education &amp; health, such as educational psychology, speech and language therapy, specialist teachers and occupational therapy, as well as through outreach from specialist settings and ERPs.</li> <li>• more efficient and effective local delivery of multidisciplinary professional support services commissioned at group level to address needs to deliver joined-up, place-based provision across early years settings, schools and post-16 providers.</li> <li>• defined route for mainstream education settings to access specialist support through a strong universal offer and fluid layers of support which can be accessed from day one.</li> <li>• better joint working across ICB, LA, and local system partners including education settings, Best Start Family Hubs, Parent Carer Forums (PCFs), health providers and children and young people.</li> </ul>

	<p>The governance to drive forward this work is established through the independently chaired SEND and AP Board; we will add in another layer of a steering group to support the oversight of this work. The additional funding will help support transformation roles, finance and business intelligence support (data and finance was assessed as emerging through assessment tool) and to add capacity to our PCF and pupil voice team.</p> <p>There is a recognition that currently the pressures around the rising numbers of EHC plans affect the ability to build capacity in the transformation work from specialist teams, including EPs. Our first phase of work is to plan the changes out carefully in a way that will have impact.</p> <p>We have some existing workstreams that are well placed to deliver the reforms with some expansion to their membership. There are additional workstreams that we will set up to support the building blocks to change.</p> <p>We are aware that we need to develop our understanding of needs much more and to build in transparency and consistency with funding. We will also have to work hard to ensure that we can deliver on digital approaches and therefore our funding will align with developing these areas in the first year.</p>	<p>Evidence that the work through the EAHO has focused on.</p> <ul style="list-style-type: none"> <li>• working with all settings to plan and deliver the right physical spaces in mainstream nurseries, schools and colleges.</li> <li>• Using evidence-based approaches, ensuring the workforce is confident and competent to understand and effectively support the needs of children and young people in their setting.</li> <li>• Putting structures in place to build relationships and co-production with the parent/carer community.</li> <li>• Strengthening the baseline level of capacity of settings and staff to meet commonly occurring SEND needs and Mental health, building resilience and reducing the risk of longer-term dependency on statutory services</li> <li>• Monitoring and reviewing practice regularly to ensure current approaches are evidence-based and the most appropriate for meeting local needs.</li> <li>• Collaboratively recommissioning alternative provision to align with the 3-tier model and best practice identified through Alternative Provision Specialist Taskforces (APST) models.</li> <li>• As the EaH develops we will have a sustainable knowledge base and tools for professionals to have that work and that supports the future model of delivery</li> </ul>
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Success measures	Baseline	Target Metrics
<p><b>Drawing on metrics from the accompanying data template E.g.</b>            Improve attendance of pupils in all maintained schools (mainstream and special) with SEN.            Reduce reliance on independent special school places.            Mainstream settings with increased access to Education            Psychologists/SaLT/OT            Reduced NEET rates for SEND YP at age 16</p>	<p>(outline the baseline for your success measures reflecting where you are now – these should be drawn from the metrics in the data template)</p> <p>Add in data template baseline</p>	<p>(outline the target metrics that will demonstrate you have achieved the vision summarized above – these should be drawn from the metrics in the data template)</p> <p>Add in data from predictions with change</p>

\*\*\*INSERT DOCUMENT UPLOAD LINK\*\*\*

### 3. What is the local area partnership’s strategy for delivering on the above?

A brief summary of your local system’s theory of change or reform strategy. Reflect on the output of your **Local Partnership Maturity Assessment Tool**, particularly your *Local System ‘change story.’*

We want to move towards a financially sustainable, inclusive 0–25 system in York where children and young people with SEND are supported to achieve and thrive within their local communities, leading to improved outcomes in education, health, wellbeing and participation. This change process must include a focus on Early Years in upskilling our workforce and increasing parental confidence from the beginning. To fully implement the SEND reforms the change programme must have a strong focus on the 0-5s.

This vision will be continuing to be underpinned by our Children and Young People’s Plan, the Inclusion and Belonging Strategy, and the Autism and ADHD Strategy, Best Start in Life Plan and our Families First implementation. Strategic oversight and accountability will sit with the independently chaired SEND and AP Board, ensuring system-wide alignment, delivery and impact. The SEND Local

Area Reform Plan will replace the current SEND and AP Partnership Action Plan, providing a more integrated and ambitious framework for change and pulling together Families First and Best Start in Life workstreams. We will introduce a SEND Local Area Reform Plan steering group in addition to new workstreams to build on existing structure. Schools Forum will also have oversight of key progress metrics.

Our maturity assessment shows that York is building from a developing but strengthening foundation of co-production, supported by increasingly strong leadership, governance and accountability arrangements. The building blocks to this will be through the year one work with settings and coming together in neighbourhoods, clear transparent funding pathways and an effective SEND communication plan. We are realistic and transparent about the areas we need to strengthen, particularly the consistency of inclusive practice across mainstream settings, the further development of a skilled and confident workforce, and the need for more integrated and intelligent use of data across the partnership.

Across the system, we recognise several key areas of pressure and need:

- Rising demand for SEND identification and Education, Health and Care Plans (EHCPs)
- Increasing neurodevelopmental assessments and growing complexity of need
- Severe absence and disengagement in secondary education
- Variable family experience and confidence in the system
- Increased reliance on independent and out-of-area provision
- Financial pressures within the high needs block
- Inconsistent inclusive practice across mainstream settings

In response, our ambition over the next three years is to create a more coherent, preventative and inclusive system. By the end of this period, York will have:

- A clear, consistently applied model of inclusion across all settings
- Strong neighbourhood-based partnerships enabling earlier identification and support with collective accountability for resources
- Mainstream settings that are confident and equipped to meet a wider range of needs
- Specialist support deployed earlier and more strategically, rather than at the point of crisis
- A joined-up, system-wide data approach that enables proactive intervention and shared understanding
- Families who have confidence in the system, understand pathways, and can navigate support effectively

We will know we are making progress through measurable and experiential change across the system including qualitative and quantitative data metrics. This will include increased meaningful inclusion within mainstream settings, improved attendance and a reduction in severe absence, stronger family confidence and lived experience, reduced use of out-of-area and independent specialist provision, and stabilisation of high needs expenditure in line with available funding.

Overall, this represents a shift from a fragmented and reactive system towards a more joined-up, preventative and inclusive model where children and young people are supported earlier, closer to home, and with greater consistency of experience and outcomes.

**4. Please upload a completed copy of the Local Partnership Maturity Assessment Tool.**

\*\*\*INSERT DOCUMENT UPLOAD LINK\*\*\*

**5. What is the local area partnership roadmap for the next 3 years?**

Reflecting on the broad timescales and expectation for deliverables set out in the Schools White Paper, key documents and core minimum requirements set out in this document, please provide a high-level roadmap for the next 3 years. Please highlight key milestones and a trajectory to the target metrics identified above, including leading indicators.

In the 2026-27 column, in particular, please reference how you plan to meet the core minimum requirements in your narrative, including details and evidence in supporting documents.

You can insert or upload supporting documents including graphics/visuals that illustrate your data trajectory.

Local roadmap for the next 3 years	2026/27	2027/28	2028/29
<p><b>Building blocks</b>  <i>Strengthening inclusion across education settings</i>  <i>Access to specialist support and local placements</i>  <i>System leadership, local partnership collaboration and co-production</i>  <i>Encouraging inclusive culture and behaviours</i></p> <p><b>Enablers</b>  <i>E.g.</i>  <i>Capital – investment strategy across EY, mainstream, FE</i>  <i>Workforce</i>  <i>Data/digital systems</i></p>	<ul style="list-style-type: none"> <li>• A simple but effective communication plan for settings and the partnership on all aspects of reform plan will be in place</li> <li>• The SEND youth group will have inputted into the EaH model</li> <li>• A stakeholder analysis will be complete with a focus on Early Years, Post 16 engagement</li> <li>• Recruitment to voice, role, PCF, SEND Transformation manager, Finance and Business Intelligence capacity, Seconded Education roles and key health ICB role to be released to lead work and be part of real co-production work to support.</li> <li>• Recruitment to EPs, SpLT, OT and Specialist Teaching Team posts</li> <li>• Engagement and delivery events held on making sense of the reforms, how it all fits together, Neighbourhoods, Universal mainstream Inclusion, Experts at Hand, Inclusion Bases and Inclusion Strategies. Underpinned by the Change Programme learning and evidence-based intervention. What Works in SEND models, consistently.</li> <li>• Universities engaged through the RAISE York evidence network to scope research work on impact of EaH and improving parental confidence in Early Years</li> <li>• Workstreams to in place; Strengthening Inclusion and EaH, neighbourhood working model Effective Partnerships and communication and Data and Resources and expand Sufficiency workstream.</li> <li>• The reform principles are used to inform the strategic plan for school-based nurseries and school aged childcare</li> <li>• Audit completed of all Inclusion Bases from early years to post 16.</li> <li>• Clear commissioning arrangements in place from the Council to the ICB to deliver on EaH</li> <li>• EAHO working group established to set out defined route for Early years, mainstreams settings to access specialist support for whole school approaches and support for groups of children. All stake holders included.</li> <li>• Learning Support Hub review completed to support the move to whole school training and groups of CYP as we build the EAHO  Mini EAHO in each mainstream secondary school comprising of a mix from EPS, STT incl SWS, Virtual school, Inclusion team, Outreach from special/ERP/PRU, WiMT, PCF and therapies team, to support development of an Inclusion Base</li> </ul>	<ul style="list-style-type: none"> <li>• Updated Communication plan reviewed from first year any changes implemented</li> <li>• Local offer updated to include the universal offer of mainstream across 0-25, the training offer and EaH offer</li> <li>• Youth Voice group work to include workstream on Inclusion Bases (what works)</li> <li>• Monitoring of Year one milestones complete.</li> <li>• Clear guidance in place across York on the pathways in universal, targeted, targeted plus and specialist.</li> <li>• Settings Inclusion Strategies are in place with reflecting key principles for York.</li> <li>• EAHO is in place for all EY providers, primary and secondary schools in York comprising of a mix from Health partners, EPS, specialist teachers and school wellbeing service, Virtual school, Inclusion team, Outreach from special, mental health support teams, PCF and experts by experience</li> <li>• Review and quality assurance of Inclusion Bases in secondary complete, work on Inclusion Bases at primary alongside the broader co-produced EAHO which delivers well evidenced, early intervention approaches to meet commonly occurring and growing areas of need.</li> <li>• York Schools and Academies Board have agreed Year 2 of work reforms.</li> <li>• Settings have co-produced the shared pooled funding model across neighbourhoods</li> <li>• Review of all EAHO teams to move to neighbourhood clusters.</li> <li>• APST phase 1 in place alongside EAHO</li> <li>• Updated, co-produced Sufficiency Strategy for York outlines plan for investment in more specialist bases.</li> </ul>	<ul style="list-style-type: none"> <li>• Review of year 3 communication plans completed and changes actioned</li> <li>• Review of impact of EAHO undertaken</li> <li>• Expansion of EaH to include blended offer of APST and EAHO (including EP, STT incl SWS, Virtual school, Inclusion team, outreach from specialist settings, Youth Justice, Youth workers, SLEAT, SaLT, CAMHS (incl WiMT), Families First) delivered through neighbourhood model, across all ages and stages.</li> <li>• EAHO teams shift to move to co-location</li> <li>• Review of shared systems of data for EaH</li> <li>• Settings to agree the model in place for dispute resolution.</li> <li>• Settings to agree the arrangements in place for digital ISPs.</li> <li>• Review of Joint Commissioning Strategy</li> <li>• Post-16 colleges in York agree plan for Inclusion bases implementation</li> </ul>

	<p>in each secondary school which reflects local demographic need and a trial of universal offer which draws on approaches set out in the National Inclusion Standards. Post 16 self-assessment/audit of need to build on the existing offer complete. AP strategy complete, with clarity on three-tier system including APST exploration and planning this will sit within the universal offer, targeted, targeted plus specialist and Experts at Hand</p> <ul style="list-style-type: none"> <li>• Review of learning from Change Programme on Alternative Provision Specialist Taskforce to build into year 3 of model of experts at hand complete.</li> <li>• Lead in work - including implementation of quality good practice to the Specialist Inclusion Base Opening of ERP at Jo Ro (Sept 2027) complete.</li> <li>• First phase of 6<sup>th</sup> form ERP planning for CYP not engaging in mainstream curriculum complete</li> <li>• 'Moving on' offer from special school planned and ready to open.</li> <li>• Independent travel training increases</li> <li>• Implementation of strategic plan for allocation of 2026-27 SEND Capital</li> </ul>	<ul style="list-style-type: none"> <li>• Feedback on progress to the Joint Commissioning strategy part of the update in communication plan, impact on lived experience.</li> <li>• Settings have a plan in place for disagreement resolution processes co-produced with families</li> <li>• Settings to agree a process for digital ISPs.</li> </ul>	
<p><b>Success measures</b></p> <p><i>Drawing on metrics from the accompanying data template</i> E.g. Improve attendance of pupils in all maintained schools (mainstream and special) with SEN Reduce spend on ISS places Increase # children and young people supported by Education Psychologists/SALT/OT in maintained provision Improve overall effectiveness of provision NEET data</p> <p><i>Leading indicators</i></p>	<ul style="list-style-type: none"> <li>• New relationships developed across ICBs, LAs, and local system partners including education settings, Best Start Family Hubs, PCFs, health providers and children and young people with agreed vision and plan to achieve this.</li> <li>• Clear start to the reduction of new dependence on costly, individualised provision at secondary phase and reduction in requests for specialist provision in reception.</li> <li>• improved capability within secondary mainstream settings - empowered education staff who can identify and meet a wider range of needs and enable more children and young people to thrive in inclusive environments.</li> <li>• Improved Severe Absence data in all schools (mainstream and special) with SEN.</li> <li>• Reduced appeals to Section I at primary / secondary transition points</li> </ul> <p style="text-align: center;">Add in data metrics above</p>	<ul style="list-style-type: none"> <li>• Settings are all signed up to the universal offer of inclusion. There are still some inconsistencies in approach</li> <li>• children and young people access the help they need (how to measure)</li> <li>• escalation in the reduction of new dependence on costly, individualised provision across all ages and stages</li> <li>• more effective joint commissioning between LAs and ICBs, including strategic planning and co-production with children, young people and families and local partners.</li> <li>• Evidence of localized planning</li> <li>• Recruitment of new speech and language therapists advanced practitioners.</li> <li>• 30% of Secondary Schools have Inclusion Bases</li> </ul> <p>Add in data metrics above</p>	<ul style="list-style-type: none"> <li>• Full alignment to Families First, Family hubs, SEND CENTRAL and neighbourhood work is implemented and articulated in York.</li> <li>• Simple and clearly explained referral routes and timeframes, with help navigating referrals.</li> <li>• Increased confidence and trust in families that mainstream settings and professionals will meet the needs of their children and young people.</li> <li>• children and young people access the help they need (how to measure)</li> <li>• reduced pressure on home to school transport - fewer children and young people with SEND need to travel a long way from home to attend a school or setting.</li> <li>• reduced dependence on costly, individualised provision</li> </ul>

			<ul style="list-style-type: none"> <li>• better joint working across ICB, LA, and local system partners including education settings, Best Start Family Hubs, Parent Carer Forums (PCFs), health providers and children and young people.</li> <li>• more effective joint commissioning between LA and ICB, including strategic planning and co-production with children, young people and families and local partners.</li> <li>• improved capability within mainstream settings - empowered education staff who can identify and meet a wider range of needs and enable more children and young people to thrive in inclusive environments.</li> <li>• Improved attendance and engagement of pupils in all schools (mainstream and special) with SEN</li> <li>• Improved attainment and achievement</li> <li>• Reduced suspension and maintained low permanent exclusion rates.</li> <li>• Reduced tribunal rates</li> <li>• Fewer requests for independent settings and specialist settings</li> <li>• Reduced NEET rates for SEND YP at age 16.</li> <li>• Seamless transitions between all phases</li> <li>• 30% of primary schools have Inclusion bases.</li> <li>• 50% of Secondary schools have Inclusion bases.</li> </ul>
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\*\*\*INSERT DOCUMENT UPLOAD LINK\*\*\*



## 6. What will the local area partnership deliver in the first year?

Please outline the key workstreams, milestones and trajectory your local area partnership will deliver and achieve in 2026-27 as well as how you plan to spend the investment allocation that will help fund this year's delivery. Please share key milestones and anticipated dates, success measures, cost breakdown and category. These should incorporate the core minimum requirements, be mapped to the building blocks above and should reflect a more detailed trajectory to the narrative, milestones and target metrics outlined in the 2026-27 column above.

### To be completed

<u>2026-27 Local delivery plan</u>		<u>Q2</u>		<u>Q3</u>		<u>Q4</u>	
<i>Workstream outline – mapped to building block</i>	<i>Responsible lead per workstream – accountable for the delivery of the workstream and the identified outcome.</i>	<i>Milestones per workstream What key milestones will enable you achieve your targeted trajectory</i>	<i>Target trajectory per workstream Where do you expect your data to be?</i>	<i>Milestones per workstream What key milestones will enable you achieve your targeted trajectory</i>	<i>Target trajectory per workstream Where do you expect your data to be?</i>	<i>Milestones per workstream What key milestones will enable you achieve your targeted trajectory</i>	<i>Target trajectory per workstream Where do you expect your data to be?</i>
<p><b>Outcome</b> - what you want to achieve with this workstream</p> <p><b>Success measures</b> – how you measure progress drawing on metrics from the accompanying data template</p>							
<p><b>Building block - Workstream 1</b></p> <p><i>Outcome - Strengthening Inclusion across Education settings Includes Inclusion culture and belonging Universal Offer of inclusion, Experts at Hand</i></p> <p><i>Success measure Attendance data Suspension and Exclusion data Admissions Data EHCP consult outcomes</i></p>	<p><i>Head of Inclusive Education</i></p>	<p>Recruit school membership to lead work over next three years.</p> <p>Agree TOR for workstream and plan for roll out of universal offer of inclusion in settings and national standards.</p>	<p>Attendance levels at both primary and secondary reduce towards 4.7%</p> <p>Primary PA levels reduce towards 8.4%</p> <p>Secondary PA levels reduce towards 12.7%</p>	<p>Year of Attendance launch in 2026/27 shows progress to closing gap on pre pandemic Attendance levels</p> <p>All identified key partners participating in working group.</p>	<p>Attendance levels at both primary and secondary reduce towards 4.7%</p> <p>Primary PA levels reduce towards 8.4%</p> <p>Secondary PA levels reduce towards 12.7%</p>	<p>EAOH has reviewed plan for the development of Inclusion Base in each secondary school.</p>	<p>NEET date better than national</p> <p>Benchmarking from audit on best practice</p>

<p><a href="#">Fair Access partnership data</a>  <a href="#">Pupil voice</a>  <a href="#">Family Voice</a>  <a href="#">School Leader Voice</a>  <a href="#">Neet data</a></p>		<p>Plan events in Autumn on Universal inclusion, Inclusion Strategies and Inclusion bases.</p> <p>Rapid review of what works in SEND learning from Change Programme</p> <p>Current LSH model of outreach review to adapt to work with groups of children.</p> <p>Set up EaH work stream with multi-agency attendance.</p> <p>Deliver Educational Psychology services through neighbourhood clusters in preparation for EaHO.</p> <p>Recruit 4 Assistant Educational Psychologists.</p> <p>Set up commissioning agreement with ICB for additional SPLT and OT provision</p>	<p>Permanent Exclusions remain low (below 30 for secondary and 5 for primary)</p> <p>Suspensions to drop towards national levels at primary and secondary phase</p> <p>Review of admissions shows that commitments on FSM met by Admission authorities</p> <p>All 4 neighbourhood clusters have an allocated assistant EP as part of the EP offer.</p>	<p>All schools have Inclusion Strategies</p> <p>APST working group agreed TOR.</p> <p>EaHO working group has co-produced broadening of EAHO and update to sufficiency plan including identifying workforce change required across CYC and ICB to meet need of SEND reform plans (e.g. therapy teams, EPS and specialist teachers)</p> <p>Co-produce EaHO with EY and post-16 settings.</p>		<p>Agreed plan for commissioning outreach from high-quality specialist providers and recruitment plan for any EAHO skills gaps.</p> <p>Coproduced plan to meet local needs across the FE sector</p>	
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		<p>overseen by all age commissioning teams.</p> <p>Agree plan for Mini EAHO in each mainstream secondary school comprising of a mix from EPS, STT incl SWS, Virtual school, Inclusion team, Outreach from special/ERP/PR U, WiMT, PCF and therapies team.</p> <p>Full holistic audit/ review completed of the expertise we have in their areas to meet the needs of children and young people across our settings through the EAHO.</p> <p>Sutton Trust awarded to secondary schools</p> <p>Year of Attendance Strategy launched. AP Strategy out for consultation</p>						
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		<p>Reducing suspension working party reviews findings</p> <p>Settings to complete audit for inclusion bases</p>					
<p><b>Building block - Workstream 2</b></p> <p><i>Outcome – Sufficiency, Ensure planned growth address demand equitably Access to specialist support and local placements</i></p> <p><i>Success measure - CYP with SEND are able to access the right specialist support and placements locally, at the right time, with reduced waiting times, improved outcomes, and greater family confidence, while maintaining financial sustainability. Embedded EAHO offer, which deploys expertise, working alongside improved collaboration between settings ensuring CYP's needs are met earlier and locally Improved parent/carer confidence in local provision</i></p>	<p><i>Specialist Teaching Team and SEND Sufficiency Manager</i></p>	<p>Expanded Sufficiency Workstream in place with multi agency representation including parents early years and Post 16 (MAT and Maintained school reps &amp; Transport) to jointly plan development and identify sites. Review of TOR of group in line with core minimum standards in reform plan guidance</p>	<p>Improved multi-agency working indicators (education, health, care)</p>	<p>Co-produced plan for Sixth Form Specialist Base Sufficiency workstream 2 aligned with Workstream 4 (Data) and Workstream 3 Neighbourhoods with plan completed for how the new data plan can improve sufficiency planning accuracy. Childcare sufficiency work through BSIL is part of sufficiency workstream Audit of secondary school inclusion bases Arrangements in place to include support from our special schools in EAHO with clear, published pathways for</p>	<p>Reduced EOTAS request for post 16 provision and out of area placement for Y11 transitions and reducing late stage/high cost placements Cost avoidance through local provision development Increased specialist workforce capacity</p>	<p>Opening of Phase 1 of ERP/Specialist Base at Jo Ro (Sept 2027) 'Moving on' offer from secondary special school planned and ready to open increasing capacity and flexibility on mainsite Sufficiency plan updated with new data to identify any emerging gaps in provision and linked to childcare sufficiency plan Impact assessment of travel arrangements has been carried out for all agreed capital, inclusion base or agreed increase in special school.</p>	<p>Local confidence that City is improving placement planning and forecasting accuracy to have local capacity of specialist placements (in resourced provision and special schools) to reduce reliance on independent / non-maintained placements Evidence of planned provision matching needs profiles Reduction in disputes/tribunal cases relating to placements Evidence of enough childcare places to meet demand for children with SEND across EY, wraparound care and holiday provision.</p>

				accessing specialist support			Post 16 have completed audit for Inclusion Base
<p><b>Building block - Workstream 3</b></p> <p><i>Outcome – Effective partnership and communication</i></p> <p><i>Includes</i>  <i>Inclusion and Belonging culture (link to WS1)</i>  <i>Includes partnership governance and oversight of disagreement resolutions mediations and digital processes (link WS4)</i>  <i>Outcome alignment including BSIL, FF and Post 16</i>  <i>Joint ways of working including neighbourhoods and pooled funding (links W1,2&amp;4)</i>  <i>Communication strategies</i>  <i>Data transformation (Wf4)</i>  <i>Joint workforce development (Wf1)</i>  <i>Success measure</i></p>	Head of SEND	<p>TOR agreed for Workstream 3</p> <p>Stakeholder analysis complete</p> <p>Steering group for LARP in place</p> <p>Induct the SEND Transformation manager.</p> <p>Publish the Joint Commissioning Strategy</p>	<p>Workstreams in place across the system</p> <p>WS1 Inclusion and Education in settings  WS2 Sufficiency  WS3 Partnership and Communication  WS4 targeted monitoring of data and resources</p>	<p>Hold x 2 events on Inclusion Strategies and Inclusion bases ( link WS1&amp;2)</p> <p>Hold event on how it all comes together York’s neighbourhood approach</p> <p>Agree the first phase of the SEND training offer underpinned by a review of what works in SEND and learning from Change Programme ( link to WS1)</p> <p>Additional Finance post in place</p> <p>Co-production event on Communication plan build on existing structures that work</p> <p>YSAB actions in place</p>	<p>Settings are clear on Inclusion Strategies how this aligns to training offer and bases</p> <p>The impact of the neighbourhood model in York across the system is understood and mapped to building blocks in plan</p> <p>System supported to monitor on finances</p> <p>Partners agree a workable comms plan</p> <p>YSAB supporting neighbourhood model</p> <p>Partnership confidence grows in system</p> <p>System responsibilities around communication are clear</p>	<p>Agree model for settings to move to neighbourhood</p> <p>Explore the pooled funding approaches across neighbourhoods</p> <p>Review comms plan</p> <p>Agree first phase of disagreement process for settings</p>	<p>Settings all in neighbourhoods</p> <p>Families input in all groups evident through lived experience shaping services</p> <p>Settings and partners have transparency in the funding system</p> <p>Pooled funding system in place (pilot link to WS4)</p> <p>Settings confidence in disagreement resolution processes increased</p> <p>New relationships in place across the partnership with Early years, Post 16 and ICB</p> <p>Post 16 partners are clear on responsibilities and plans for inclusion and inclusion bases</p>

<p><b>Building block - Workstream 4</b></p> <p><i>Outcome – Judicious and targeted monitoring of data and resources includes data sharing across partnership (linked to WS3)</i>  <i>Finance monitoring to Schools Forum and DFE</i>  <i>Performance dashboards</i>  <i>Pooled funding for settings</i>  <i>Transparency in funding systems</i>  <i>Risk management</i>  <i>Quality assurance</i></p>	<p><i>Principal Accountant, Children's Services</i></p>	<p>Agree TOR of group</p> <p>Develop and implement data sharing agreement to support the delivery of the neighbourhood scorecards.</p> <p>Invest in additional support from Business Intelligence to develop neighbourhood dashboards</p> <p>Develop a finance reporting dashboard to track High Needs Spend and support quarterly monitoring to Council's executive, SEND and AP Board and School Forum.</p>	<p>Completeness in data across all SEND data sets</p> <p>Financial data to be in real-time allowing quick decision making and better visibility of the actual spend, commitments, and forecast outturn</p>	<p>Develop and implement the framework for use of pooled resources to address identified priorities at neighbourhood level</p> <p>Accurate forecasting models projecting High Needs expenditure allowing robust budget monitoring</p>	<p>An equitable framework for the use of pooled resources is being used and understood by schools/settings</p> <p>Accurate forecasting will inform corrective actions to address variances quickly</p>	<p>A commissioning framework for placements has been developed and implemented</p> <p>Joint commissioning is fully informed by data sharing to address</p>	
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<p><b>Projected Investment Spend per quarter</b></p> <p><i>Please specify funding source for each category</i></p> <p><i>Example categories:</i>  Programme oversight/additional leadership capacity.  Workforce  Recruitment  Workforce training and development  Data/Digital</p> <p><b>Total Spend</b></p> <p><b>£1.3 million</b></p>	<p>10% of whole grant  £130,400k for Transformation  SEND transformation post £60k  15k to PCF  15k for voice  40k Finance</p> <p>10% of whole grant  £130,400k for EaH  10k contribution ICB Advanced  Speech and Language Practitioner  across 6 places  EaH Navigator role for settings£35k  Business support 35k  £10k comms and training, design  events facilitations and translation  Business Intelligence – 40k</p> <p>£1 million for delivery of EaH</p> <p>OTs x2 SPLT x2 260K  EPs x 4 Assistant EPs, and 2 day a  week senior £250k  X 4 specialist teaching staff  £240k  Specialist setting outreach 40k  Secondment of setting staff x 2  senior staff 2 days a week  £100k  30k Research work with York  universities and Research schools  120k Leadership capacity in EOH  and Strengthening Inclusion</p>		
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\*\*\*INSERT DOCUMENT UPLOAD LINK\*\*\*

## 7. How will the local area partnership deliver the first-year plan?

Please set out how you will ensure the required capacity and capability is in place from organisational corporate functions to support implementation of the plan. This could include reference to how you plan to build or bring in project delivery capability to manage delivery against the plan, support prioritisation, and effective use of resources; and how you plan to build the capacity and capability in data and analytics to support effective tracking against the measures in the plan and reporting that informs decision making.

250 words

A focus early on clear communication of reforms to the SEND Partnership and the right events will support everyone's role and responsibility in our reform work in York. We will identify funding for settings and PCF to help us enable some of the workstreams. We will ensure that the new workstreams are set up with clear Terms of Reference and membership to take forward the work, in inclusion in mainstream, Experts at Hand, Effective partnership and communication and data and resources. We have advertised for a SEND Transformation Manager who will manage our change programme and the delivery of the Local Area Reform Plan. YSAB has agreed to oversee the move to neighbourhoods. The funding allocated will be used to increase support to Finance team, Business Intelligence, Parent Carer Forum, Youth Voice as well as including shared funding to an advanced speech and language therapy post. A steering group will be in place under the SEND and AP Board to drive forward the workplan and Schools' Forum oversight

## 8. Other funding **Local Authorities**.

Block Transfers: If you have made a block transfer (Schools Block to High Needs Block) for 26-27, please set out how your plans for this funding align with the activities outlined above.


For 2026-27 City of York Council has agreed a 0.5% transfer from the Schools Block to the High Needs Block following detailed consultation with all state funded schools and extensive discussion at Schools Forum during 2025. The approx. £0.691M transfer is made following the DfE's guidance on block transfers.

The High Needs budget continues to experience significant pressure due to rising numbers of pupils with SEND, increasing levels of complexity and sustained growth in demand for support. The combined impact of the ending of the Safety Valve agreement and the freezing of the High Needs allocation at 2025-26 levels creates a challenging financial position for 2026-27. Despite these cost pressures the transfer is not being used to offset any accumulated High Needs deficit and is instead planned to fund the levels of High Needs by strengthening mainstream inclusion and supporting schools to maintain pupils in their local settings.

This reflects the shared commitment at City of York to provide early, effective support and to reduce reliance on costly specialist placements leading to a more sustainable High Needs budget.

Capital: We have announced at least £3 billion in high needs capital between 2026-27 and 2029-30 to support children and young people (CYP) with SEND, or those requiring alternative provision (AP). This funding is intended to support place delivery across the full 0-25 age range, including early years and post-16. We expect funding to support the following outcomes:

- a. Inclusion at the core of high needs sufficiency strategy, resulting in more children and young people with SEND accessing suitable places in mainstream settings, across all phases of education
- b. Every child or young person who needs a place in an inclusion base can access one
- c. Fewer children and young people with SEND needing to travel a long way to access a suitable placement
- d. Improved suitability of the mainstream estate to support children and young people with SEND, with adaptations to improve inclusivity and accessibility of the physical environment



We also welcome innovative uses of high needs capital to drive inclusion, for example, investment in assistive technology for use in mainstream settings.

Please outline your strategy for how this funding will meet the outcomes above, with reference to the core minimum requirements and other workstreams in this reform plan where appropriate. We would like to see detail around your plans to increase capacity for inclusion bases (formerly known as SEN units, resourced provision and pupil support units – SU/RP/PSUs), such as schools, colleges or early years providers identified, engagement with relevant settings and trusts, and target cohort of needs.

If your plans include increases to places in special schools or specialist post-16 institutions, please include a clear rationale, showing the need that is being met, and why it cannot be met through other types of provision, such as inclusion bases.

If you are receiving additional capital funding to replace one or more planned special or AP free schools, please set out how this funding will meet need in your area, and plans for engaging relevant trusts in your sufficiency planning.

For the financial years 2025/26 and 2026/27 York has received just over £4 million of additional High Needs capital. *The use of SEND Capital in York is evidence-led and is being used to deliver the priorities in the city's Inclusion and Belonging Strategy, through the local SEND Reform Plan. Our SEND Capital Strategy is designed to deliver on the priority to provide the right support at the right time.* Capital investment will focus on creating learning environments that promote inclusive practices and strengthen the confidence, skills, and capacity of mainstream schools. This also includes ensuring high-quality, sustainable, and diverse SEND provision, with sufficient specialist places available where necessary.

Priorities for York for SEND Capital investment over the next three years are projects that:

- Improve access and inclusion and reduce severe absence in secondary schools
- Capital investment in assistive technologies to support both accessible mainstream provision and reintegration for children and young people who have experienced periods of absence.
- Developing inclusion bases on mainstream primary school sites which support children who are unable to successfully transition to secondary school due to their sensory or social, emotional, mental health needs.
- Ensuring sufficient specialist places in mainstream settings.

Our approach builds on the knowledge of what works well in adapting mainstream environments to meet predictable needs in mainstream. Over the last 4 years we have successfully opened additional enhanced resource provision places in both primary and secondary and continued to enhance sufficiency in our three specialist settings. This has been achieved through the strong partnership between the local authority and schools and academies. We have several good examples of adaptations to internal and outdoor spaces that have been made across the city's schools which are supporting children and young people to be able to access mainstream provision. This includes the development of inclusion bases and sensory regulation areas. The development of more inclusive mainstream provision will improve parental confidence and will ensure that there is greater consistency across schools in being able to demonstrate inclusive practice. The schemes being supported in this first phase of capital allocations are designed to build the capacity to meet predictable areas of need in mainstream and builds on the successful models that have been developed particularly in primary schools. We are also using capital to ensure sufficiency in our in-city specialist provision to ensure that those children requiring a specialist place can access provision close to home. This is to address existing sufficiency issues based on the over-subscription of our special schools. We are realistic that for some low incidence but complex need there will remain a need to commission out of area places, but we are determined to keep the numbers of these places low as we use capital to support in-city provision.

**9. System partner and stakeholder engagement, and co-production.**

Please outline how the local area partnership plans to engage system partners and stakeholders to develop and implement the plan – include planned engagement with schools and early years settings, alternative providers, FE and post-16 providers (including those your young people attend that are not within your local area), Parents and Carers and children and young people with SEND, with reference to the core minimum requirements. Consider changing roles and responsibilities in the context of the Schools White Paper and how you work collaboratively to manage the transition. Please indicate where additional support is required to engage partners or stakeholders - senior officials at the Department for Education will be available to contribute to summer term events with education leaders and parent carer forum leaders.

York has a well-established and effective approach to co-production across its SEND work, and the process of bringing partners together to develop the Local Area Reform Plan within a tight timeframe has been positive and productive.

We have strengthened our understanding of the regional voice group work, which has provided clear and consistent feedback from children and young people about the changes they want to see. In addition, our SEND Youth Group will play an active role in the reform programme, helping to shape opportunities for meaningful involvement and ensuring that young people's voices are embedded throughout delivery, not just consultation.

The maturity assessment has been co-produced from the outset, developed in phases as a collective exercise with City of York Council, the Integrated Care Board, the Parent Carer Forum, primary and secondary SENCO forums, and the York Schools and Academies Board CEO group. This has ensured shared ownership of the findings and a common understanding of both strengths and areas for development across the system.

An externally facilitated event on 30th April brought partners together to ensure alignment on the change journey, reflect on York's progress, and to agree the next steps. The session focused on strengthening genuine co-production, improving communication, and developing a more skilled and confident workforce. Our Department for Education adviser is supporting this work, helping to ensure clarity, pace and alignment with national expectations. Importantly, the wider SEND and AP partnership has come together to respond to the formal consultation process, and council's Executive group and the SEND and AP Board will provide strategic oversight and accountability for the Reform Plan.

School Forum has contributed to the discussions and helped shaped the building blocks around year 1 work and our family session reiterated the need for clear communication and transparency around the reform work, the need for more training for staff in schools and remembering to build on what works already.

Alongside this, we are running a series of engagement sessions with families across York to build a shared understanding of the reforms and to ensure feedback directly informs the next stages of development. This is helping to strengthen transparency, trust and shared ownership of the change programme.

Looking ahead, we plan to complete a stakeholder engagement exercise to provide further information about who else we must engage further with and we want to spend more time with our Early Years sector and Post 16 sector. We will establish a Steering Group under the SEND and AP Board, bringing together a wide range of partners and stakeholders to hold delivery of the Reform Plan to account. From this governance structure, we will develop a set of focused delivery workstreams aligned to the key pillars of the plan, alongside existing SEND workstreams. These will include:

- Inclusion in Education and settings
- Sufficiency
- Partnership and communication
- Targeted monitoring of data and resources

The actions in our first year will strengthen system coherence, deepen co-production, and ensure that delivery is both accountable and focused on improving outcomes for children, young people and families in York.

## 10. Risks and Mitigations

What are the key risks that could affect the successful implementation of your Local SEND Reform Plan, and what mitigation strategies are in place to manage these risks? Please include a maximum of 5 risks with impact and likelihood RAG for each risk. See Annex C for suggested risk matrix.

Risk	Impact	Likelihood	RAG	Mitigation	
Insufficient capacity in local area to fully deliver the Experts at Hand offer	Critical	Likely		The Learning Support Hub and Early Talk for York provide existing models that can be used to build the EAH model. As a partnership universal digital support is available through the 'Let's make sense together' resource. The local authority has a fully staff EP team. The University of York and York St John provide the capability to draw on research expertise and	

				also to develop a partnership to access the pipeline of speech and language students	
Mainstream capacity to improve the confidence of children and families does not improve leading to a continued increase in requests for EHC plans	Critical	Likely		<p>York currently has above national percentage of children and young people with EHC plans in mainstream. SEND capital is being used to remove barriers to inclusion in mainstream and to ensure sufficient specialist provision to support reform implementation. The development of the neighbourhood cluster model is being used to support mainstream to identify and support predictable need. Work with setting, schools and colleges to ensure that provider Inclusion Strategies are aligned with the aims of the local SEND Reform plan. The Inclusive Attendance project is being scaled up, this focuses on the whole school culture of belonging.</p> <p>York's Experts at Hand model will focus on improving confidence in mainstream through a focus on primary/secondary transition.</p>	
Reform of the ICB impacts on partners capacity to engage with the implementation of the local	Critical	Likely		Local governance mechanisms are in place to hold partners to account for delivery of the SEND Reform plan. The plan has been co-produced with partners which ensures joint	

SEND Reform plan				ownership of the plan and a realistic and deliverable plan for delivery of the reforms. There is already strong local commitment to joint delivery models e.g. the development of SEND Central and the Best Start in Life plan.		
The local authority has an area SEND inspection during the period when the plan needs to be finalised and submitted	Critical	Likely		Advice from the DfE SEND adviser on the draft plan will help to mitigate the amount of work that needs to take place to finalise the plan. However, the SEND inspection will have to take priority but it will remain challenging to deliver the plan if the inspection timeline coincides with the finalising of the plan.		

## 11. Dependencies

Please detail the key areas of the local area partnership’s proposed SEND future state and roadmap that may be impacted by wider reforms nationally and locally and outline how you will manage these. We expect these will include but not be limited to:

- NHS reforms
- Local Government Re-organisation
- Reforms to Children’s Social Care

- Best Start in Life, including Family Hubs
- Best Start in Life Strategy
- Curriculum and Assessment Review

The implementation of the local Best Start in Life Strategy is a central pillar to the successful implementation of the SEND reforms as the system change needed will come from the experiences of those children currently 0-5 and their families. Early identification and intervention in the early years is crucial to supporting children to successfully access the mainstream school offer. Building on the award-winning Early Talk for York, the local area has an evidence-based approach to identification of speech, language and communication needs. The innovative integrated partnership approach that Early Talk for York exemplifies also demonstrates the innovative use of Experts at Hand to build workforce skills and capacity in early years settings and schools. In York, as a small unitary authority, mapping the synergies between the different areas of national reform, Best Start in Life, Families First and the SEND Reforms is crucial for the successful implementation of a reformed children's system. Our size whilst creating some unique challenges also creates opportunities for whole system working due to the advantages of services working in a discrete and compact geographical area. Relationships across education, health and care partners are strong and co-production is central to the partnership plans that are being developed to support the children's system reforms. The development of SEND Central, York's SEND family hub, is an example of the way that multi-agency working is making a difference to service delivery and to the experience of children and families. This hub and spoke model is being adopted as the blueprint for the family hubs in York. This will see SEND Central being joined by a Centre for Excellence for childhood development.

As one of the lowest funded local authorities in England, York faces continuing challenges which are replicated across education and health partners. The implementation of the SEND Reforms would be severely impacted by the speed of legislative reform and for the next three years the current legislation will apply whilst at the same time trying to fully deliver the SEND reforms. This could have a significant impact if parents and carers lack confidence in the proposed reforms, leading to a

continued growth in requests for statutory assessment. Another key risk is workforce skills and capacity. Nationally there are already shortages in Experts at Hand, and this could be significant in building confidence in mainstream practice.

## Section 3 – Monitoring and Evaluation


### 12. How will the local area partnership know delivery is on track?

Please set out how you will monitor and track progress referencing:

- **Monitoring tools and processes** - the specific tools, systems, and data you will use to track delivery milestones and measure the impact on outcomes.

*Some Local Area Partnerships hold data in a central SEND operational dashboard. This is used by teams on a weekly basis to identify trends in demand or inform conversations with local school or setting leaders.*

*In some Local Area Partnerships, a view of the Key Performance Indicators (KPIs) is reviewed monthly by a SEND Board to take decisions on prioritisation, resourcing and delivery of services informed by regular data.*



Please set out how you will use data to track demand (e.g., EHCP applications for assessment), Service delivery (e.g., Speech and Language Specialists deployment; places created), Service quality (e.g., parental satisfaction) and outputs (e.g., pupil attendance; pupil exclusions)

- **Feedback and adaptation mechanisms** - what feedback loops and stakeholder input you will use to review progress and adjust your approach.

The local SEND and AP Partnership Board currently has a data dashboard which provides information about key performance indicators and trends. This is supported by City of York Council's Business Intelligence team through the corporate KPI machine database. The board currently receives a data report each time it meets and includes a wide range of data drawn from the SEND case management system, health providers, the Synergy education database and the social care MOSIAC case management system. York has also implemented Study Bugs which provides access to daily pupil level attendance data from all schools and academies, and we are now extending this to tracking attendance at AP settings. The dashboard is being refreshed through a workstream focused on the delivery of the SEND Reform Plan. This includes new neighbourhood dashboards to support the school neighbourhood clusters, building on the inclusion scorecards which are used by the city's fair access panel.

New indicators will be added including:

- Delivery of capital projects and number of places created, including Inclusion bases
- Admissions data to evidence the shift to mainstream
- Experts at Hand data – workforce numbers, deployment and impact data – this will build on the evaluation reports produced by the Learning Support Hub. We intend to develop a quality assurance framework to support the SEND and AP partnership's board's scrutiny of the implementation of the Experts at Hand offer in York.
- Attendance and exclusions data – with regular reports being shared from the Attendance Improvement Board.
- SEND Hub key performance indicators including footfall and service quality indicators including parent and young people voice and satisfaction surveys
- Maturity assessment reviews that can demonstrate how we move from emerging and developing to maturing as a system

The local authority has an established programme of quarterly reporting to the Council's Executive and Corporate Management Team which has been in place throughout the period of the Safety Valve agreement. This will continue to be used to ensure leadership oversight of the delivery of the Local SEND Reform Plan and central to this will be the use of the revised data dashboard to ensure that

the trajectories outlined in the one year and three years plans are on track and that clear mitigations are being implemented to address any variances.

### 13. Reporting to DfE

Using the attached data template, the local area partnership is required to provide quarterly data returns to DfE against selected key metrics. DfE will, in turn, provide quarterly data reports with visualised analysis and benchmarking that will support your local delivery, monitoring and evaluation. This will include data the department holds on **Attendance, Exclusions, and Unauthorised absence**.

Please use the attached data template to upload your initial data return to DfE.

\*\*\*INSERT DOCUMENT UPLOAD LINK\*\*\*

## Section 4 – Governance

### 14. How will the local area partnership ensure delivery of plans remain on track?

Please outline the governance structures in place to oversee delivery. Clearly set out who is responsible for overseeing reform delivery, what each governance group or individual is accountable for, and how these arrangements ensure progress is monitored and decisions are made transparently. Please identify where the named SRO for the Local SEND Reform Plan sits within the governance structure and ensure your response incorporates the core minimum requirements.

To complete

<b>Governance Mechanism</b> <i>This may be a governance group, or an individual (e.g. SRO).</i>	<b>Purpose/ Responsibilities</b> <i>What is the function of this governance mechanism? What are they accountable for overseeing? What information is reported to this governance mechanism?</i>	<b>Membership</b> <i>Who does this governance mechanism comprise of? [should include health and PCF representation] What stakeholders are represented at this governance mechanism? Please indicate who chairs this. (Include n/a if an individual).</i>	<b>Cadence</b> <i>How regularly does this governance mechanism meet?</i>	<b>Decision Rights</b> <i>What decisions can this governance mechanism make?</i>	<b>Escalation Route</b> <i>Where can this governance mechanism escalate issues or decision to?</i>
<p>The SEND and AP Board</p>	<p>The board holds the SEND transformation work to account through the SEND action plan ( to be SEND Local Area Reform action plan and through the risk register</p> <p>The York LARP Steering group will report here</p> <p>A clear set of KPIs is discussed across the</p>	<p>Chaired independently. Includes full EHC partnership 0-25, Health Social Care, Families, young people and settings</p>	<p>Every 6 weeks</p>	<p>The Board is support and challenge approves strategies, and makes decisions on approval of the Local Area reform plan and holds partners to account through data measures</p>	<p>Independent Chair offers a clear route of escalation through to DCS and Lead ICB if required</p>

	partnership at each board				
York Local Area Reform Plan (LARP)	This is new group. This will focus on holding all the Work streams to account ensuring the alignment of all the workstreams and will report to the SEND and AP Board it is responsible for the monitoring of the detail of the LARP	Chaired by independent role agreed by partnership TBC  Attendance by different members to the Board including PCF, young people, settings and health and Care, and voluntary settings	Every month	The group will be decision making on implementation of the LARP	SEND and AP Board and independent chair of board
Workstreams:					
WS1 Inclusion in settings and Education with sub group EaH	Responsible for Strengthening Inclusion across Education settings Includes Inclusion culture and belonging Universal Offer of inclusion, Experts at Hand	Chaired by Head of Inclusive Education  Include seconded setting roles, membership across EHC partnership different from the above	Every month	This group will lead on the Inclusion and Belonging culture and work including Universal offer in	To the York LARP steering group

		steering and board membership		mainstream schools  Experts at Hand offer	
WS2 Sufficiency planning	Ensure planned growth address demand equitably Access to specialist support and local placements	Chaired by the Specialist Teaching Team and SEND Sufficiency Manager	Every month	This group will lead on delivery of sufficiency strategy, alignment of EaH to the universal offer and Inclusion bases	To York LARP steering group
WS3 Effective Communication and partnerships Including Neighbourhood working	Inclusion and Belonging culture (link to WS1) Includes partnership governance and oversight of disagreement resolutions mediations and digital processes (link WS4)	Chaired by the Head of SEND  Includes, EY and Post 16, SENCo and heads, PCF, Health and	Every month	This group is decision making and will lead on partnership and governance, including ensuring that	York LARP steering group

	<p>Outcome alignment including BSIL, FF and Post 16</p> <p>Joint ways of working including neighbourhoods and pooled funding (links W1,2&amp;4)</p> <p>Communication strategies</p> <p>Data transformation (Wf4)</p> <p>Joint workforce development (Wf1)</p> <p>Success measure</p>	<p>voluntary sector and Social care</p>		<p>York system understands alignments of reforms, neighbour hood working and agree an effective communication plan, linked to all the WS1,2 &amp;4</p>	
<p>WS4 Targeted monitoring of data and resources</p>	<p>targeted monitoring of data and resources includes data sharing across partnership (linked to WS3)</p> <p>Finance monitoring to Schools Forum and DFE</p> <p>Performance dashboards</p> <p>Pooled funding for settings</p> <p>Transparency in funding systems</p> <p>Risk management</p> <p>Quality assurance</p>	<p>Aaron Thiara (Finance lead) sub group lan Cunningham BI</p> <p>Includes Settings representatives 0-25</p> <p>Health, PCF,</p>	<p>Every month</p>	<p>This group is decision making will lead on the development of the finance monitoring work, including developing a transparent system of pooled funding and</p>	<p>York LARP Steering group</p>

				transparent funding system for HNB allocations  Data will form a sub group of this workstream	
PFA strategy delivery group Group	This is an existing group that is responsible for delivering on PFA vision and Strategy and 5 year action plan	Head of Disabled Children's Service & DSCO  Post 16, SEN teams, PCF, Social Care, Adults, Health	Every month	This group is decision making and approves the action plan under the strategy it will be linked to WS1	Reports to the SEND and AP Board
Best Start in Life Delivery Groups	This group sets out the delivery of BSIL in York  Sub groups sit within this Neighbourhood group links with WS1 & WS3	Local Evidence lead, EPs, SEN, Families, Social Care, Health, Early Years, Voluntary sector	Every month	Sub-groups are decision making	Raise York steering group & SEND and AP Board

	<p>Leading on neighbourhood model of integrated EY support with family hubs and Increased proportion of children achieving a GLD (to 79% by 2027/28 and beyond to meet our local ambition)</p> <ul style="list-style-type: none"> <li>- Increased GLD for children eligible for FSM (to 58.1%)</li> <li>-Improve and Reduce inequalities in early childhood and maternity outcomes</li> <li>- A sustainable, integrated early years system closer to home that delivers better outcomes for all children</li> </ul>				
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Families First Delivery group	<p>This group is delivering on Families First agenda through</p> <p>Family Help (right help, right time</p> <p>Multi-Agency Child Protection Team</p> <p>Family Group Decision Making</p>	<p>Chaired Director of Safeguarding, Children's Services</p> <p>Wide range of sub groups with</p> <p>Education reps, wider social care, SEN teams, Health, Police, Youth Justice,</p>	Every Month	Decision making group	

If you have a diagram to show the relationship between these governance mechanisms, please upload this here.

\*\*\*INSERT DOCUMENT UPLOAD LINK\*\*\*

## Section 5 – Central Government Support

15. How can we help you?

Please outline any practical support you need from central government to implement your plan effectively.

This may include:

- Access to specialist expertise or advisory support
- Help with workforce development or recruitment challenges
- Tools or templates to support data collection, reporting, or evaluation
- Facilitation of peer learning or regional collaboration
- Support with system-level coordination across education, health, and care
- Guidance on navigating regulatory or policy barriers

In order to implement our plan effectively central government support would be helpful in ensuring that there is a requirement for all partners to work together at place and that the various elements of reform are brought together at system – level through the articulation of a clear narrative which brings together the Best Start in Life, Families First and SEND Reforms in a single national vision for reform.

Facilitation of regional collaboration, particularly to deliver sufficient specialist places would also be a helpful area of central government support. This could build a regional commissioning unit which would standardise placement decisions and manage place planning. It would also help to ensure best value is achieved through a consistent pricing structure for commissioning low incidence, high need specialist provision.

As mentioned earlier navigating the current legislation whilst implementing the reform plan is also an area where central government support and guidance would be very helpful. The planned revision of the Code of Practice would be helpful practical support – particularly to ensure that the mainstream presumption is supported by the clarity provided by the planned National Inclusion Standards as early as possible in the implementation timeline.



## Annex B - Supporting Documents

Document	Link
<b>The Schools White Paper</b>	<a href="#">Every Child Achieving and Thriving</a>
<b>SEND Consultation Document</b>	<a href="#">SEND reform: putting children and young people first.</a>
<b>LA and Schools Budget 2026-27</b>	<a href="#">Schools Operational Guide 2026-27</a>
<b>Local Partnership Maturity Assessment Guidance and Tool</b>	Included in commission pack
<b>Local SEND Reform Plan – Data template</b>	Included in commission pack
<b>Local SEND Reform Plan Quality Assessment Framework</b>	Included in commission pack
<b>Local Inclusion Partnership Grant 2026-27</b>	To be published Spring 2026
<b>Experts at Hand Guidance</b>	To be published Spring 2026
<b>High Needs Capital Allocations 2026-27</b>	To be published Spring 2026
<b>Guidance on Inclusion bases</b>	To be published Spring 2026

## Annex C – Risk Matrix

IMPACT DESCRIPTION	IMPACT LEVEL	PROBABILITY/LIKELIHOOD				
		< 10%	>10% - <30%	>30% - <60%	>60% - <90%	>90%
		Very Unlikely	Unlikely	Possible	Likely	Very Likely
Cannot deliver Reform Plan; Failure of mission critical activity.	<b>Crisis</b>					
Significant impact to objectives; Significant and sustained disruption to activity.	<b>Critical</b>					
Delivery targets are compromised; Project delay / budget overrun.	<b>Moderate</b>					
Limited impact on delivery targets; Deviations from project resource, timescale or targets.	<b>Marginal</b>					
Minimal impact on delivery targets; Minimal impacts to project / programme efficiency.	<b>Negligible</b>					

## 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?

<b>Directorate</b>	Children and Education		
<b>Service Area</b>	SEND Services		
<b>Name of proposal</b>	Local SEND Reform Plan		
<b>Lead Officer</b>	Maxine Squire		
<b>Date Assessment Started</b>	4 <sup>th</sup> May 2026		
<b>Date Assessment Completed</b>	17 <sup>th</sup> May 2026		
<b>Names of those who contributed to the assessment</b>			
<b>Name</b>	<b>Job Title</b>	<b>Organisation</b>	<b>Area of Expertise</b>
Victoria Coyle	Head of Integrated SEND	City of York Council	SEND legislation and the SEND Reforms
Dan Bodey	Head of Inclusive Education	City of York Council	Inclusion in mainstream
Geraldine Jackson	Principal Educational Psychologist	City of York Council	Special educational needs and
Lynne Johns	Specialist Teaching Team Manager	City of York Council	Pedagogy to support children and young people with SEND
Parent Carer Forum York	Strategic parent and carer voice group	Parent Carer Forum York	Representing the views of parents and carers

## Step 1 – Aims and intended outcomes

1.1	<b>What is the purpose of the proposal</b>
	Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.
	Every local area in England is required to write a local SEND reform plan explaining how the area will implement central governments proposed SEND reforms between 2026 and 2029.
1.2	<b>Are there any external considerations?</b>
	Legislation / government directive / codes of practice etc.
	The government published the proposed SEND reforms in February 2026 and have required every English local authority to write a local SEND reform plan which needs to be sent to the Department for Education by 19 <sup>th</sup> June 2026.

<b>1.3</b>	<b>Who are the stakeholders and what are their interests?</b>
	Consider both internal and external stakeholders.
	Education providers, 0-25 (settings, schools and colleges), parents and carers, children and young people, health providers and the ICB, adults and children’s social care, voluntary and community sector.

<b>1.4</b>	<b>What results / outcomes do we want to achieve and for whom?</b>
	Explain what outcomes you want to achieve for stakeholders, staff and the wider community. Demonstrate how the proposal links to the Council Plan (2023- 2027) and other corporate strategies and plans. Highlight how the proposal meets the objectives of Equalities, Affordability, Climate and Health.
	The policy basis for the 2026 SEND reforms is primarily established in the government's Schools White Paper, <i>Every Child Achieving and Thriving</i> , and the subsequent consultation document, <i>SEND Reform: Putting Children and Young People First</i> , both published in February 2026.
	The SEND reforms align directly with the council’s vision, <i>One City for All (2023–2027)</i> . The council has reflected these national reforms into its own local Inclusion and Belonging Strategy (2025–2030) to ensure they meet the city's specific goals. The national priority for mainstream inclusion directly supports York's commitment to creating equal opportunities. As a designated Human Rights City, York’s strategy uses the Social Model of Disability to remove environmental barriers in schools rather than focusing on a child’s "deficits".
	By investing in local Inclusion Bases and specialist training for mainstream teachers, the council intends to reduce the reliance on expensive out-of-area placements. Expanding "Targeted Plus" support within the city’s schools

reduces the need for long-distance travel to specialist schools outside the city. This aligns with the city's goal of cutting carbon emissions and reducing school-related traffic.

The Experts at Hand Model aligns with York's "Health in All Policies" approach by bringing therapists and psychologists directly into communities, ensuring the right support is available at the right time

## Step 2 – Resources utilised

3.1	<b>What sources of data, evidence and consultation feedback have you used to help understand the impact of the proposal on equality rights and human rights?</b>	
	Please consider a range of sources, including consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	<b>Source of data / supporting evidence</b>	<b>Reason for using this source</b>
	Feedback from surveys used to develop the Inclusion and Belonging Strategy	The DfE have encouraged local areas to use previous data gathered to support co-production given the tight timescales on the delivery of the local SEND Reform Plan.
	Feedback from Parent Carer Forum Listening events	Provides evidence of lived experience to inform the development of the plan.
	The local area maturity assessment	This provides a baseline self-assessment for the local partnership and has been completed by representatives from education, health and care and the parent carer forum.
	Feedback from the partnership planning event held on 30 <sup>th</sup> April	This gathered feedback from schools, early years settings, post 16 providers, CVS, parent carer forum, health and social care representatives.

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

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

Step 3.1 Table 1 – Screening the impacts or effects

Equalities Human Rights	Everyone	Age 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)***														
Right to a fair trial*														
No punishment without law*														
Right to private and family life***														
Freedom of thought, conscience, and belief***														
Freedom of expression***														
Freedom of assembly***														
Right to marry***														
Right to property***														

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

David Smith 0140212021

## 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			
Disability	The plan is designed to implement the national SEND Reforms being consulted on by central government. The focus on improved inclusion in mainstream and high-quality specialist provision is designed to have a positive impact on the lived experience of children and young people with special educational needs and/or disabilities. The reforms are designed to address current problems in the delivery of an equitable model of support for children and young people with SEND to ensure that they receive the right support at the right time so that there outcomes improve.	+	H
Gender reassignment			
Marriage and Civil Partnership			
Pregnancy and Maternity			
Race			
Religion and Belief			

<b>Sex</b>			
<b>Sexual Orientation</b>			

<b>Other social – economic groups</b>			
<b>Carer</b>			
<b>Care Leavers</b>			
<b>Low income groups</b>			
<b>Veterans and armed Forces</b>			
<b>Other</b>			
<b>Human Rights (list any rights impacted)</b>			

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## Step 4 – Gaps in data and knowledge

<b>4.1</b>	<b>What are the main gaps in information and understanding of the impact of your proposal?</b>		
	<p>When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities.</p> <p>Please indicate actions you will take to resolve this gap.</p> <p>As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.</p>		
	<b>Gaps in data or knowledge</b>	<b>Action to deal with this</b>	<b>Date resolved</b>
	<p>Gaps in modelling of future demand for statutory assessment before full implementation of the reforms. This is a 10 year programme of national change and making data predictions across that period is difficult.</p>	<p>We have used existing trends and modelled the impact of these over the next 3-5 years and considered assumptions about the impact of the implementation of the reforms</p>	<p>May 2026</p>


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## Step 5 - Maximising positive impacts

5.1

**What has been done to optimise opportunities to advance equality / human rights or foster good relations?**

We have engaged with a wide range of partners and stakeholders to support the development of the draft plan. The draft plan has been shared with both the Department for Education SEND adviser for feedback to inform the final plan and with the Integrated Care Board.

## Step 6 – Recommendations and conclusions of the assessment

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

Option Selected	Conclusion / justifications
No major change to the proposal	All local authorities are required to draft and submit a local SEND Reform Plan to the Department for Education by 18 <sup>th</sup> June. To meet this deadline we have submitted the draft plan for initial feedback from the DfE on 19 <sup>th</sup> May. Following receipt of this feedback the plan will be finalised for final submission by 18 <sup>th</sup> June.

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

7.1	<b>What action, by whom, will be undertaken as a result of the impact assessment.</b>			
	List below the actions or mitigations that have been identified and who will be responsible to carrying them out. Add as many lines as you need.			
	Impact / Issue	Actions to be taken	Person Responsible	Timescale
	Due to time constraints the Executive is seeing the draft plan	The finalised plan will be shared with the Executive Member, Children and Education before final submission before 18 <sup>th</sup> June.	Maxine Squire	11 <sup>th</sup> June 2026

## Step 8 - Monitor, review and improve

8.1	<b>How will the impact of your proposal be monitored and improved upon going forward?</b>
	Consider how will you identify the impact of activities on protected characteristics, other marginalised groups and human rights going forward? How will any learning and enhancements be capitalised on and embedded?
	<p>The delivery of the plan requires quarterly monitoring reports to be submitted to the Department for Education. The City of York SEND and AP Partnership Board will be the governance group for the delivery of the plan. The council's corporate management team and Executive will receive quarterly monitoring reports.</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
<b>Right to life</b>	<p>Nobody, including the Government, can take someone's life away. Public authorities must take appropriate measures to safeguard life including by protecting people whose life might be in danger.</p> <p>Public authorities should also consider the right to life when making decisions that might endanger or affect life expectancy.</p> <p>When public officials may be involved in an instance when someone died, public authorities must investigate.</p>	<ul style="list-style-type: none"> <li>• Benefits and money</li> <li>• Births, deaths and marriages</li> <li>• Children and families</li> <li>• Environment and animals</li> <li>• Health and social care</li> <li>• Housing</li> <li>• Planning and building</li> <li>• Waste and recycling</li> </ul>
<b>Right to liberty and security</b>	<p>It focuses on protecting individuals' freedom from unreasonable detention, as opposed to protecting personal safety. However, there is case law from other jurisdictions where this right also covers personal safety in conditions other than detention.</p>	<ul style="list-style-type: none"> <li>• Right to liberty and security</li> </ul>

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

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

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

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



<b>Meeting:</b>	Executive
<b>Meeting date:</b>	2 June 2026
<b>Report of:</b>	Garry Taylor, Director of City Development
<b>Portfolio of:</b>	Councillor Kate Ravilious, Executive Member for Transport

## EV Back Office Contract Replacement

### Subject of Report

1. The current back-office provider for York's public EV charging network has advised that they are unable to renew the contract at the end of the initial 5-year term as is permissible under the conditions of the contract.
2. CYC Procurement officers have indicated that a replacement provider could be appointed to provide services until the previously proposed contract renewal end date of November 2029 under the previous Full Executive decision.
3. Given careful consideration of the options, it would be beneficial to secure a new contract with a longer duration to reduce customer disruption and support residents and businesses to have confidence in transitioning to EV vehicles. Securing a new contract requires a new Full Executive decision and is the reason for this report being brought forward.
4. Back-office and maintenance services are essential to the ongoing operation of York's public charging network.
5. This report does not seek decisions on individual capital EV charging projects. These projects will be brought for decision individually at an appropriate time in the future.

## Benefits and Challenges

6. The procurement of a 5+3 year contract will confer the following benefits:

- Enable the continued operation of York's public EV charging network.
- Less disruption for customers
- Competitively priced EV charging for customers.

The CYC tariff is set annually to take account of changes to the Council's electrical supply contracts which are fixed for 12-month periods. The tariff setting process includes a review of all costs including network/back-office fees, maintenance fees, and transaction fees to ensure that tariffs cover all day to day running costs of the Network.

The current approach to tariff setting is to have a simple tariff structure that represents good value for users. As a result there are no additional connection fees, no hidden fees, and no time of use tariffs, with separate tariffs established for standard charging and Rapid/Ultra Rapid charging. This is easy to understand for users and simplifies management of the Network for the Council.

The Network benefits from embedded solar PV and onsite battery energy storage systems at HyperHub sites which reduces demand on the grid and enables grid services to be delivered directly benefiting grid stability.

- Reduces requirement for council to undertake further procurement exercises
- Contract length is in line with market expectations
- Provides a delivery route for a number of future EV projects.

## Policy Basis for Decision

7. Continued operation of York's Public EV Charging Network is supported by:

- York Local Transport Strategy 2024-2040, Implementation Plan for the period 2024 to end 2026: Package 5: Safeguarding our Environment
- Air Quality Action Plan 4

- City of York Council EV Charging Strategy
- Climate Change Strategy (supporting transition to EV vehicles)

## Financial Strategy Implications

8. Day to day operation of the charging Network is cost neutral to the Council. This is achieved by setting charging tariffs at a level to cover day to day running costs of the network. This is only possible with a back-office provider which will allow tariffs to be set on this basis and to facilitate the receipt of payments from our customers.
9. This contract could also be used for the supply and installation of EV charging equipment to support a range of projects with a potential total value around £5million over the 8-year contract duration.

## Recommendation and Reasons

10. **Recommendation:** Approve the procurement of a new contract for a period of 5+3 years, to provide back-office services, maintenance and servicing of CYC owned charging infrastructure and supply and installation of new EV charging equipment.
11. Delegate authority to the Director of City Development (in consultation with the Executive Member for Transport and the Head of Procurement) to take such steps as are necessary to procure, award and enter into the resulting contract.
12. **Reason:** To enable continued operation of the public charging network.

## Background

13. The existing Charge Point Operator (CPO) providing back-office and maintenance services for CYC's public charging network was contracted following an executive decision to appoint an EV supplier on 06/10/2020.
14. The contract was awarded for a period of 5 years, with the option to extend by 2+2 further years.

15. The incumbent supplier gave notice that they were unable to meet their contractual obligations regarding tariff setting and, due to internal changes within the organisation, they would not be continuing to install or operate standard speed chargers from 2026. As such, they were unable to extend the contract for the remaining 4 years.
16. The Council now need to appoint an alternative provider for all EV charger installations to provide maintenance and back-office operations for the public network.
17. Soft Market testing has been carried out and Oxford City Council's EV DPS has been selected as a suitable framework from which to procure these services.
18. The tender to be offered via the Oxford EV DPS framework will include requirements for potential suppliers to support CYC in delivery of the EACH (Equality, Affordability, Climate, Health) principles of the council plan as well as demonstrating social value elements for their own organisation which align with CYC's preferred initiatives.
19. An indicative timetable for the procurement process to be undertaken is as follows:

Tender Released through Oxford DPS	W/C 08/06/26
Tender open for response	8 Weeks
Evaluation and Decision announcement	Approx 2 Weeks
Formalise Award/Seal Contract	Approx 2 Weeks
Contract Start Up	TBC with winning supplier
20. This decision request does not seek approval for the expansion of the existing public charging network at this time. Future investment in the wider roll out of additional charging infrastructure will be sought under individual decisions at the appropriate level as individual projects progress.

## Consultation Analysis

21. No consultation has been undertaken. This decision seeks approval to replace the services of an existing supplier with a “like for like” solution.

## Options Analysis and Evidential Basis

22. **Option 1:**  
Approve the procurement of a new back office and maintenance contract to replace the existing, defaulted contract, offering an extended term totalling 8 years from commencement of the contract.
23. **Reasons:**  
CYC can continue to operate the public charging network for the next 8 years.
24. Migration of chargers to a new back-office system will take time to complete, including changes to hardware, a settling in period and the need to build a good working relationship with the appointed Charge Point Operator (CPO.) Procuring a longer contract at this point will avoid repeating this exercise again in 2029, causing further network change and disruption.
25. Standardising equipment and installation practices through a single contract makes the EV network more resilient/easier to maintain and provides a higher degree of cost certainty for all aspects of the EV network and for forthcoming projects requiring EV charging installations.
26. Changes to the charging app, prices, processes etc are never popular with service users. A longer contract procured at this time will offer a more stable experience for our customers, improving their experience of using our services.
27. **Option 2:**  
Do not approve the procurement of a new back office and maintenance contract to replace the existing defaulted contract.
28. **Impact:**  
Under current arrangements, with our supplier unable to renew the existing contract, CYC have limited ability to ensure or guarantee continued operation of the service, both in the short and long term.

## Organisational Impact and Implications

29.

- ***Financial,***  
Progressing the recommended option will have no direct financial implications to the Council. The contract model operates on a cost neutral basis. If this option is not progressed there is a risk that York's EV charging network fails to operate, and will also put new installations at risk, which are required to support the operations of the Council as well as the public.
- ***Human Resources (HR),***  
No implications raised by the relevant officer
- ***Legal,***  
Legal Services will provide related support, including reviewing and producing contracts as necessary.
- ***Procurement,***  
Any proposed works or services will need to be commissioned via a compliant procurement route under the Council's Contract Procedure Rules and where applicable, the Procurement Act 2023, or any other applicable procurement regulation (PCR2015). All tenders will need to be conducted in an open, fair, and transparent way to capture the key principles of procurement. Further advice regarding the procurement routes, strategies and markets must be sought from the Commercial Procurement team.
- ***Health and Wellbeing,***  
Public health supports option 1 in the report and have no further comments.
- ***Environment and Climate action,***  
The continued operation of York's public EV charging network aligns with the ambitions of the Climate Change Strategy, with objective 3.3 requiring motorised personal vehicles to switch to electric. An affordable and accessible public network is essential in facilitating the transition to low carbon forms of transport.

The publicly available EV charging network is also utilised by a range of CYC services for the operation of fleet vehicles when away from the Hazel Court Eco Depot site. Any revision to the methodology allowing CYC fleet vehicles to access the network must be confirmed and communicated to CYC fleet management officers so that there is no break in provision of this service.

- ***Affordability,***

There are no implications to consider, as this is a replacement contract to ensure continuity of service provision.

- ***Equalities and Human Rights,***

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

- A HREAT (Human Rights and Equity Analysis Tool) has been carried out and is annexed to this report at Annex A
- The recommendation of the assessment is there be no major change to the proposal.

- ***Data Protection and Privacy,***

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

- **Communications,**  
Any change to the user experience or ways of operating the system will need to be highlighted through public communications, albeit this will likely only reach those within the city. A longer-term contract would avoid the need for repeated public communications, with the potential of this becoming a negative issue played out within local media.
- **Economy,**  
No implications raised by the relevant officer.

## Risks and Mitigations

30. **Option 1 Risk:** The principal risk to appointing a new service provider is reputational, either through under performance of the incoming supplier, or through their associations.
31. **Mitigation:** Due diligence and screening has been undertaken for all suppliers registered with the Oxford EV DPS.
32. **Option 2 Risk:** If the public charging network was no longer operational, there would be fewer public charging sites available to the public and the average cost of charging would increase.
33. **Mitigation:** Continue to operate the Council's public charging network by appointing a new back-office provider.

## Wards Impacted

34. *All Wards*

## Contact details

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

### Author

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<b>Report approved:</b>	Yes
<b>Date:</b>	20/05/2026

## **Background papers**

- Public Electric Vehicle Charging Strategy. Available to download at <https://www.york.gov.uk/sustainable-transport/public-electric-vehicle-charging-strategy>

## **Annexes**

- Annex A: HREAT – EV contract Replacement

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## City of York Council and Centre for Applied Human Rights

### Human Rights and Equity Analysis Tool (HREAT)

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

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

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

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

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

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

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

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

## Who is submitting the proposal?

<b>Directorate</b>	Place		
<b>Service Area</b>	Transport		
<b>Name of proposal</b>	EV Back Office Contract Replacement		
<b>Lead Officer</b>	Stuart Andrews		
<b>Date Assessment Started</b>	2 <sup>nd</sup> April 2026		
<b>Date Assessment Completed</b>	Ongoing		
<b>Names of those who contributed to the assessment</b>			
<b>Name</b>	<b>Job Title</b>	<b>Organisation</b>	<b>Area of Expertise</b>
Stuart Andrews	Project Manager	CYC	EV Charging
Andrew Leadbetter	EV Strategy Lead	CYC	EV Charging

## Step 1 – Aims and intended outcomes

1.1	<b>What is the purpose of the proposal</b>
	Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.
	<i>Award contract(s) for maintenance and back-office services for existing public charging infrastructure, and installation of new charging equipment.</i>
1.2	<b>Are there any external considerations?</b>
	Legislation / government directive / codes of practice etc.
	<ul style="list-style-type: none"><li>• PAS1899:2022 – Design guidance and best practise for designers, procurers and installers. Provides essential specifications on how to provide accessible public charge points for electric vehicles.</li><li>• British Standard 8300:2009 DESIGN OF BUILDINGS AND THEIR APPROACHES TO MEET THE NEEDS OF DISABLED PEOPLE</li><li>• The Equality Act 2010</li><li>• IET Code of Practice for Electric Vehicle Charging 2020 - 4th Edition</li><li>• BS7671 IET Wiring Regulations</li><li>• The Electric Vehicle Supply Equipment (EVSE) Code of Practice (EVSCP)</li><li>• OCPP – Open Charge Point Protocol: Ensures interoperability</li><li>• Council’s Procurement process</li></ul>



1.3	<b>Who are the stakeholders and what are their interests?</b>
	<p>Consider both internal and external stakeholders.</p> <ul style="list-style-type: none"><li>• <b>EV Drivers</b> – Customer</li><li>• <b>City of York Council</b> – Public Network Operator. Fleet Operator. Carbon reduction targets. LTP. EV Strategy. Council Plan</li><li>• <b>OZEV</b> – Policy objectives &amp; funding for EV projects</li><li>• <b>N&amp;NYCA</b> – Policy objectives &amp; funding for EV projects</li><li>• <b>Motability</b> – Accessible charging for disabled drivers</li><li>• <b>Designability</b> - Accessible charging for disabled drivers</li><li>• <b>Oxford City Council</b> – Established the “Electric Vehicle Dynamic Purchasing System” which has been selected for tender process</li></ul>

1.4	<b>What results / outcomes do we want to achieve and for whom?</b>
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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.

- Convenient and reliable public EV charging network for all EV user groups.
- Allow CYC to manage the charging tariff in line with EV charging Strategy.
- Accessible charging facilities for disabled drivers using PAS1899 compliant equipment

**Contributes to**

- York Local Transport Strategy 2024-2040, Implementation Plan for the period 2024 to end 2026: Package 5: Safeguarding our Environment
- Air Quality Action Plan 4
- City of York Council EV Charging Strategy
- Carbon Reduction Plan

## Step 2 – Resources utilised

<b>3.1</b>	<b>What sources of data, evidence and consultation feedback have you used to help understand the impact of the proposal on equality rights and human rights?</b>	
	Please consider a range of sources, including consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	<b>Source of data / supporting evidence</b>	<b>Reason for using this source</b>
	PAS1899 Accessible charging for disabled users	Best practice guidance for charging facilities.
	Separate EIA assessment will be undertaken for each project which utilises the contract.	Contract will be used for a variety of projects, which have unique deliverables and objectives.

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

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

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

Equalities Human Rights	Everyone	Age inc financial, digital exclusion impacts	Disability inc financial, digital exclusion impacts	Gender	Gender reassignment inc Trans, Non-binary, Intersex	Marriage & civil partnership	Pregnancy and maternity	Race	Religion and belief	Sexual orientation	Carers inc financial, digital exclusion impacts	Low-income groups: financial, digital exclusion impacts	Veteran, armed forces community	Other – Those with experience of Care
Right to life*														
Prohibition of torture*														
Prohibition of slavery and forced labour*														
Right to liberty, movement and security (including freedom of movement)***	X													
Right to a fair trial*														
No punishment without law*														
Right to private and family life***														
Freedom of thought, conscience, and belief***														
Freedom of expression***														
Freedom of assembly***														
Right to marry***														
Right to property***														
Right to education***														
Right to free elections***														
Right to housing***														

## 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**

<b>Characteristic or Human Right affected</b>	<b>Positive or Negative impact</b>	<b>Impact Description</b>	<b>Evaluation or Justification</b>
EIA assessment will be carried out for each project using the contract separately.			

## Step 4 – Gaps in data and knowledge

<b>4.1</b>	<b>What are the main gaps in information and understanding of the impact of your proposal?</b>		
	<p>When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities.</p> <p>Please indicate actions you will take to resolve this gap.</p> <p>As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.</p>		
	<b>Gaps in data or knowledge</b>	<b>Action to deal with this</b>	<b>Date resolved</b>
	EIA assessment will be carried out for each project using the contract separately.		

## Step 5 - Maximising positive impacts

### 5.1 What has been done to optimise opportunities to advance equality / human rights or foster good relations?

The Oxford Electric Vehicle Dynamic Purchasing System has been selected for the procurement of the new contract. EV DPS is designed to facilitate the procurement of compliant, high-quality, and accessible EV infrastructure, which includes adhering to PAS 1899:2022 standards.

## Step 6 – Recommendations and conclusions of the assessment

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

	Option Selected	Conclusion / justifications
	No major change to the proposal	Further EIA assessment will be undertaken for each project which utilises the new contract.

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

7.1	<b>What action, by whom, will be undertaken as a result of the impact assessment.</b>			
	List below the actions or mitigations that have been identified and who will be responsible to carrying them out. Add as many lines as you need.			
	<b>Impact / Issue</b>	<b>Actions to be taken</b>	<b>Person Responsible</b>	<b>Timescale</b>
	Not identified	Further EIA assessment will be undertaken for each project which utilises the new contract.	Project Manager	As per project timeline

## Step 8 - Monitor, review and improve

<b>8.1</b>	<b>How will the impact of your proposal be monitored and improved upon going forward?</b>
	Consider how will you identify the impact of activities on protected characteristics, other marginalised groups and human rights going forward? How will any learning and enhancements be capitalised on and embedded?
	Further EIA assessment will be undertaken for each project which utilises the new contract.

## Appendix A

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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