

Notice of a public meeting of

Executive

- To:** Councillors Douglas (Chair), Kilbane, Kent, Lomas, Pavlovic, Ravilious, Steels-Walshaw and Webb (Vice-Chair)
- Date:** Tuesday, 7 July 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 then notice must be given to Democratic Services by **4.00 pm on Tuesday, 14 July 2026.**

*With the exception of matters that have been the subject of a previous call-in, require Full Council approval or are urgent, which are not subject to 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:*

<i>Type of Interest</i>	<i>You must</i>
<i>Disclosable Pecuniary Interests</i>	<i>Disclose the interest, not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>
<i>Other Registrable Interests (Directly Related)</i> OR <i>Non-Registrable Interests (Directly Related)</i>	<i>Disclose the interest; speak on the item <u>only if</u> the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>
<i>Other Registrable Interests (Affects)</i> OR <i>Non-Registrable Interests (Affects)</i>	<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, 3 July 2026.**

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

Webcasting of Public Meetings

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

4. Exclusion of Press and Public

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

Annex 2 to agenda item 11 on the grounds that it contains information relating to the following:

- Information relating to the financial or business affairs of any particular person (including the authority holding that information); and
- Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office-holders under, the authority.

The above information is classed as exempt under paragraphs 3 and 4 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

It is also considered that the public interest in maintaining the exemption outweighs the public interest in disclosing the information

5. Minutes (Pages 9 - 14)

To approve and sign the minutes of the Executive meeting held on 2 June 2026.

6. Forward Plan (Pages 15 - 18)

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

7. 2025/26 Finance and Performance Outturn (Pages 19 - 98)

To receive a report from the Director of Finance providing a year end analysis of the overall finance and performance position for the year.

8. Treasury Management annual report and review of Prudential Indicators for 2025/26 (Pages 99 - 122)

To receive a report from the Director of Finance providing an update on Treasury Management activity and the outturn position for the 2025/26 financial year.

9. Capital Programme Outturn 2025/26 and Revisions to the 2026/27 - 2029/30 Programme (Pages 123 - 172)

To receive a report from the Director of Finance setting out the capital programme outturn position for 2025/26, including any under/overspends and adjustments, along with an update to the future years programme.

10. Bus Priority in York City Centre: The Rougier Route (Pages 173 - 322)

To receive a report from the Director of City Development which presents the results of public consultation into bus priority in York City Centre and requests approval to deliver bus priority on George Hudson Street and Micklegate (between Micklegate / George Hudson Street and Micklegate / Skeldergate / North Street / Ouse Bridge junctions) on an experimental basis.

11. Fulford Cemetery / Bereavement Services (Pages 323 - 396)

To receive a report from the Director of Communities which invites Executive to decide whether City of York Council should accept the proposals set out in the report and take over the management of the Cemetery from Fulford Parish Council and terminate the 2006 Burial Services Agreement early or consider any other options to minimise the impact on burial ground provision and capacity in York.

12. Urgent Business

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

Contact details:

Guy Close, Democratic Services Manager

Mobile – (07922) 517103

E-mail – guy.close@york.gov.uk

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

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

Contact details are set out above.

Alternative formats

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我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

City of York Council

Committee Minutes

Meeting	Executive
Date	2 June 2026
Present	Councillors Douglas (Chair), Kilbane, Kent, Pavlovic, Ravilious, Steels-Walshaw and Webb (Vice-Chair)
In attendance	Councillor Ayre, Opposition Group Leader

1. **Apologies for Absence**

An apology for absence was submitted by Councillor Lomas.

2. **Declarations of Interest**

There were no declarations of interest.

3. **Public Participation**

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

Councillor Dave Merrett referred to a petition calling on York Hospital Trust and the Council to jointly address the problem of congestion queuing back from the hospital car park onto Wigginton Road. It was reported that there were delays and disrupted journeys for people travelling to and from the hospital. It had a negative impact on noise and pollution and it was dangerous and hazardous for pedestrians. So far 1,830 had signed the petition. There had been suggestions about how to address the issues and these were to be forwarded to the Executive Member for Transport.

4. **Minutes**

Resolved: That the minutes of the Executive meeting held on 12 May 2026 be approved and then signed by the Chair as a correct record.

5. Forward Plan

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

6. Commissioning of additional drug and alcohol support services in York

The Director of Public Health submitted a report which summarised current progress to address substance use in York, to support residents who used drugs and alcohol, minimised individual harm, and collaborated with partners to reduce the harm to society caused by alcohol and drugs.

A copy of the Human Rights Equality Assessment (HREAT) was attached as an annex to the report.

Peter Roderick, Director of Public Health, presented the report.

The Executive Member reported that drug related deaths had doubled over the last 10 years. In 2023 there were 8,275 alcohol related deaths in the UK. Substance use was deeply connected to homelessness, mental health and poverty. Investment in prevention, treatment, and recovery meant investment in stability, dignity, and opportunity. Over the last four years, additional funding had helped York expand and strengthen pathways and build a more recovery focused system. The report was clear that the process was fragile, demand was rising and to keep people safe, there was a need for further investment. The Council's ambition was to become an inclusive recovery city rooted in prevention, compassion, partnership, and an understanding that recovery was a community responsibility.

Resolved (unanimously):

That Executive

- i) Delegates 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.

- ii) Delegates 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.

7. **The Local SEND Reform Plan**

The Assistant Director of Education and Skills submitted a report which outlined the requirement to submit a Local SEND Reform Plan to the Department for Education (DfE) by 18 June 2026.

The following annexes were attached to the report:

- Annex A: Draft Local SEND Reform Plan
- Annex B: Human Rights Equality Assessment (HREAT).

The following officers presented the report:

- Maxine Squire, Assistant Director of Education and Skills
- Victoria Coyle, Head of Integrated SEND.

The Executive Member highlighted that early intervention was key. That there was a need to make improvements to the current system and spread good practice. The report set out that three years of capital and revenue investment had been allocated by government to ensure the basis of a new system

and to start embedding the changes. Investment in mainstream settings could include the development of sensory spaces to ensure a more inclusive environment. Additional support, which included the recruitment of the Experts at Hand would help ensure the development of adaptive teaching and other positive practices focussed on different types of support.

An amendment to the recommendation set out under paragraph 13 of the report was suggested and agreed as follows '... Approves the draft Local SEND Reform Plan and to delegate decisions about the use of government funding to the Corporate Director of Children and Education in consultation with the Executive Member for Children, Young People and Education 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.'

Resolved (unanimously):

That Executive

- a) Approves the draft Local SEND Reform Plan and to delegate decisions about the use of government funding to the Corporate Director of Children and Education in consultation with the Executive Member for Children, Young People and Education 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.
- b) Delegates 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.

Reason: To ensure that the government deadlines for the delivery of the plan can be met.

8. **EV Back Office Contract Replacement**

The Director of City Development submitted a report which asked Executive to approve the procurement of a new back office and maintenance contract.

A copy of the Human Rights Equality Assessment (HREAT) was attached as an annex to the report.

The following officers presented the report:

- Garry Taylor, Director of City Development
- Josh Singer, Head of Transport Projects.

The Executive Member highlighted that the report set out the arrangements for contract replacement to ensure the continuation of the public EV charging network. That the contract enabled the Council to achieve a good value tariff for residents and visitors and made EV a more affordable option. It also enabled the Council to incorporate key principles such as, equality, affordability, climate and health into its tender requirements. Procuring a longer contract of five plus three years ensured long-term stability.

Resolved (unanimously):

That Executive

- a) Approves 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.
- b) Delegates 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.

Reason: To enable continued operation of the public charging network.

9. Urgent Business

There were no urgent items of business to consider.

Councillor Douglas, Chair

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

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 8 September 2026

Title and Description	Author	Portfolio Holder
<p>Capital Programme Monitor Update 1</p> <p>Purpose of report: To provide an update on the capital programme.</p>	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
<p>Quarter 1 2026-27 Finance and Performance Monitor</p> <p>Purpose of report: To provide an update on the projected financial position and the latest performance information for the period covering 1 April 2026 to 30 June 2026.</p>	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
<p>Treasury Management Quarter 1 Prudential Indicators</p> <p>Purpose of report: To provide an update on the treasury management position.</p>	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

<p>Recycling Review Update</p> <p>Purpose of report: To provide a further report on future kerbside recycling collection.</p>	<p>Director of Environmental and Regulatory Service</p>	<p>Executive Member for Environment and Climate Emergency</p>
<p>City Centre Permanent Anti-Terrorism Traffic Regulation Order (ATTRO)</p> <p>Purpose of report: To present the findings for the statutory consultation for the proposal to introduce a permanent Anti-Terrorism Traffic Regulation Order (ATTRO) for the city centre.</p>	<p>Director of City Development</p>	<p>Executive Member for Transport</p>
<p>Car Parking Charges Review</p> <p>Purpose of report: To present the findings from the independent review of car parking charges produced by Arup, covering Bishopthorpe Road, Micklegate, Heworth (East Parade) and The Groves.</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 6 October 2026

Title and Description	Author	Portfolio Holder
<p>Minerals and Waste Plan</p> <p>Purpose of report: To set out the implications of recent national changes to the plan-making system on the review of the Minerals and Waste Joint Plan (MWJP)</p>	<p>Director of City Development</p>	<p>Executive Member for Housing, Planning and Safer Communities</p>
<p>Safer York Partnership Community Safety Strategy 2026-29</p> <p>Purpose of report: To recommend the endorsement of the Safer York Partnership Community Safety Strategy 2026-29.</p>	<p>Director of Communities</p>	<p>Executive Member for Housing, Planning and Safer Communities</p>
<p>Parks Investment Fund Update</p> <p>Purpose of report: To provide an update on progress made against the Parks Investment Fund project.</p>	<p>Director of Environmental and Regulatory Service</p>	<p>Executive Member for Environment and Climate Emergency</p>
<p>Adult Social Care Strategy and Delivery Plan</p> <p>Purpose of report: To provide oversight and assurance on the progress for Adult Social Care Improvement.</p>	<p>Corporate Director of Adult Services and Integration</p>	<p>Executive Member for Health, Wellbeing and Adult Social Care</p>

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Meeting:	Executive
Meeting date:	7 July 2026
Report of:	Debbie Mitchell, Director of Finance
Portfolio of:	Councillor Katie Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

2025/26 Finance and Performance Outturn

Subject of Report

1. This report provides a year end analysis of the overall finance and performance position for the year. This is the final report covering the financial year 2025/26.
2. There have been reports to Executive throughout the year that have outlined a challenging financial position for the council. A £2.2m overspend was forecasted in the Monitor 3 report in January which was an improvement on overspend forecast at Monitor 2 of £6.2m. At Monitor 3 there was a reported projected overspend across Adult Social Services totalling £7.25m.
3. This report details that the council outturn position was a budget underspend of £1.498m. This has been an improvement of £3.662m from the position forecast at Monitor 3 report.
4. As a result of the underspend there has been no need to draw on general reserves which stand at £7.4m.
5. The outturn position shows that most areas of the council are now broadly in budget. All service areas (with the exception of Adult Social Care) saw an improvement in the financial position at the end of the year and it is particularly pleasing following significant hard work within the service that Children's and Education service has delivered a year end underspend totalling £1.356m. The key area that requires

continued council wide focus is Adult Social Care where the overspend of £8.996m is putting pressure on the council's overall position.

6. As reported in the Financial Strategy report 2026/27 (Executive 27th January 2026) the financial outlook for the council over the coming few years is extremely challenging with government grants reducing at the same rate that council tax is increasing. To navigate these challenges, it will be necessary to strictly control expenditure to ensure that future savings requirements are at a manageable level.
7. Existing cost control measures therefore remain in place, and these need to continue in order to bring spending down to an affordable level in order to safeguard the Council's financial resilience and stability. The impact that this work is having can be clearly seen in this outturn position and the Council's track record of delivering savings, along with robust financial management, provides a sound platform to continue to be able to deal with future challenges. The fully established Transformation Team is key in supporting the organisational changes needed to operate as efficiently as possible.
8. Local government continues to be in challenging times, with worsening performance in a number of sectors nationally. The majority of performance indicators chosen to support and monitor the Council Plan in York, continue to show a generally positive and stable trend against this difficult financial picture and shows the hard work from staff, partners and the city to tackle these challenges.
9. The Council Plan basket of supporting set of indicators are the high-level measurable element of our performance framework, at a Council operational and City Outcomes level, and in newly available data up to 2025-26 there has been positive performance in the below areas.
10. Key indicators around the number of children within services for **Children in Care** and **Child Protection Plans** are stable; the number of **children in temporary accommodation** and **homeless households with dependent children in temporary accommodation** have reduced, **health inequalities** in York wards/MSOAs have improved in some areas (the **gap in the % of Year 6 pupils recorded as overweight (incl. obesity)** between the highest and lowest York ward has **narrowed** in the latest data and the **gap in the % of children who reach the expected level of development at 2-2.5 years of age** between the highest and lowest York ward has also **narrowed**). Key indicators around **educational**

achievement at both Foundation stage and KS4 remain high and above national averages.

11. The % of adults that are **physically active** remains high, and **overall satisfaction of people who use services with their care and support** also remains stable and positive. For males, the **slope index of inequality in life expectancy at birth** has reduced and the **gap in years in Life Expectancy at birth for males and females** between the highest and lowest York MSOA has **narrowed**.
12. There has been a positive direction of travel over the last few years in **city centre performance measures**, with low shop vacancy rates and economic performance for **GVA (Gross Value Added)** continues to increase annually. The **workplace earnings gap has reduced** in the last year and the **% of the working age population in employment** remains high and above national and regional averages. **Newly born businesses** in York continue to thrive and **Park & Ride and local bus passenger journeys** have made a strong recovery post-covid.
13. Many of our **housing indicators** are showing a positive direction of travel, with a further increase in new **additional homes provided** and a high **% of repairs completed on the first visit**. The **% of tenants satisfied that their landlord provides a home that is well maintained** has **increased considerably** in the latest figures. The latest **Talkabout resident satisfaction measures** are positive with an **increase in resident satisfaction** with their local area as a place to live, a stable number of residents giving help to a group or club, and an **increase in the number who report an 'excellent' or 'good' experience** when they last contacted the council about a service.
14. Indicators around **air quality** are **positive**, with continued decreases in the annual mean Nitrogen Dioxide concentration recorded across three areas, and **reductions in carbon emissions** across the city and from council buildings and operations.
15. The Council Plan Progress Reports started in September 2023 which is when the Council Plan 2023-2027 was approved by Executive. The second annual report, providing an update of activity against each of the plan's seven priorities in the year from September 2024 to September 2025 was approved at the November 2025 Executive. The report is published on the Council's webpages: <https://www.york.gov.uk/CouncilPlanProgressReport2025> and sits alongside the six-monthly snapshot of progress. The report complements the Finance and Performance Monitor, providing a

narrative for the steps that the steps that the Council is taking to meet its ambitions.

Benefits and Challenges

16. This report is to note the outturn position for 2025/26. There are continuing challenges to deliver on approved savings agreed in previous years as well as future Transformation savings and efficiencies. The benefit of a balanced budget is that resources can be diverted into delivering Council priorities.

Policy Basis for Decision

17. This report is to note the outturn position for 2025/26. The ongoing financial resilience and stability of the council is essential in ensuring Council priorities can continue to be achieved.

Financial Strategy Implications

18. The report sets out that year-end financial position shows an underspend. This is a steady improvement on the position reported through the year. There remain overspends within Adult Social Care and some savings that are proving difficult to fully recognise in the short term. There continues a need therefore to focus on reducing expenditure and maximising income to safeguard financial resilience and stability.
19. It will be necessary therefore to continue with the successful cost control measures that have been in place over the last two years as we seek to deliver the savings outlined above.

Recommendation and Reasons

20. Executive is asked to:
 - a) Note the finance and performance information within the report and agree that the underspend of £1.498m will be added to council general reserves

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

b) Accept funding from the York and North Yorkshire Combined Authority delegating authority to the Director of Children's Services to progress the below in consultation with the Deputy Leader inc. Children, Young People and Education:

- i) £1,448,630 Adult Skills Fund
- ii) £603,665 Connect to Work

c) Accept funding from the York and North Yorkshire Combined Authority delegating authority to the Director of City Development to progress the below in consultation with the Executive Member for Transport:

- i) £1,120,000 Active Travel Fund

d) Accept funding from the York and North Yorkshire Combined Authority delegating authority to the Director of City Development to progress the below in consultation with the Executive Member for Economy and Culture:

- i) £84,900 Vibrant and Sustainable High Streets
- ii) £206,000 for three years Local Growth Funding

Reason: To secure funding to progress programmes of work related to each funding stream to enable activity that will support a more prosperous, affordable, accessible and equal city.

e) Approve the York Learning Accountability Statement at the annex to this report ahead of publication.

Reason: To enable the council to receive funding in order to deliver courses through York Learning service.

Background

Financial Summary and Mitigation Strategy

21. The draft outturn position shows an underspend of £1.498m across service areas for the year compared to a comparable overspend of £2.164m at Monitor 3. The year end position has improved by £3.662m compared to Monitor 3.

22. As has been reported throughout the year the council continues to face spending pressures primarily around Adult Social Care. The year end overspend of £9m is concerning and it has taken significant work across other service areas in order to bring year end to a small surplus. This shows that the cost control measures in operation across the year has been successful. However, it is worth noting that some of the underspends have been one off such as windfall business rates income from the Leeds City Region pool (£2.3m) and reduced Treasury Management costs resulting from a lower than planned level of borrowing (£3.4m).
23. Members will be aware that whilst financial position of local government is a national challenge. Pressures are being seen across both Adult and Children's Social Care across the country and are not something that is unique to York. The impact of the Fair Funding review on York's funding over the coming years has placed York in a worse position compared to most other authorities. The number of authorities experiencing Exceptional Financial Support remains significant and most councils have increased council tax at the maximum level allowable which indicates that councils are under pressure to balance their budgets. It is essential therefore that we continue the work started last year to reduce our expenditure down to a sustainable level both within the current financial year and over the medium term.
24. The delivery of savings plans and identifications continues to be a clear priority for all officers. Corporate Directors and Directors will keep Executive Members informed of progress on a regular basis.

Financial Analysis

25. The Council's net budget for 2025/26 is £156.9m. The draft outturn on a Directorate basis is shown in the table 1 below.

Service area	Net budget* £'000	2025/26 Q3 Forecast Variation £'000	2025/26 Outturn Variation £'000	Change £'000
Children & Education	39,612	-502	-1,356	-854
Adult Social Care	58,533	7,246	8,996	+1,750
Env. Transport and Planning	23,855	-2,016	-2,864	-848
Housing and Communities	12,089	739	404	-335

Corporate & Central Services	22,332	-2,803	-6,178	-3,375
Sub Total	156,421	2,664	-998	-3,662
Contingency	500	-500	-500	0
Total including contingency	156,921	2,164	-1,498	-3,662

*Budgets include Support Service Charges totalling £21.7m with the offset being within Corporate and Central Services

26. The year end position shows that there has been an underspend across service budgets of £1.498m. This is an overall improvement of £3.662m compared to Monitor 3. This demonstrates that the council's cost control measures are working.

Reserves and Contingency

27. The February 2026 budget report to Full Council stated that the minimum level for the General Fund reserve should be £7.4m. At the beginning of 2025/26 the reserve stood at £7.4m.
28. In addition to the general reserve of £7.4m there are a range of other earmarked reserves where funds are held for a specific purpose. These reserves are subject to an annual review and will also be reviewed going forward on a quarterly basis. Where appropriate to do so they will be released to support the in-year position. Whilst this is a prudent approach that will ensure the financial resilience of the Council it is not a substitute for resolving the underlying overspends but instead allows time to develop future savings proposals in a planned way.
29. The report recommends that given the financial pressures facing the council in light of continued pressures across Adult Social Care, the result of fair funding review and wider economic factors it is prudent to add £1.498m to general reserves which will increase them to £8.898m.

Loans

30. Further to a scrutiny review, it was agreed that these quarterly monitoring reports would include a review of any outstanding loans over £100k. There is one loan in this category for £1m made to Yorwaste, a company part owned by the Council in June 2012. Interest is charged on the loan at 4% plus base rate therefore interest of between 8.5% and 7.75% was charged during the year. All repayments are up to date.

Funding Approvals

31. City of York Council has secured over £30m of funding from the York and North Yorkshire Combined Authority (YNYCA).
32. In line with the council's Constitution and Scheme of Delegations, expenditure in excess of £500k is a Key Decision which requires a decision from the full Executive and will contain a delegation to the relevant Director(s) to expend the funding specified. Below that Key Decision limit, Directors have delegated authority to approve spend against these funds of up to £500k, subject to any full Executive or Individual Executive Member decision. Once authorised via an appropriate Decision, an Officer Decision Notice, detailing the purpose and the funding stream, will be completed. All approvals that are subject to either Planning considerations or resident consultation will require Executive oversight at an appropriate decision session. All officer decisions are in consultation with the relevant Executive Member.
33. Project delivery governance is in line with the council's code of governance, with projects reporting to the relevant internal governance boards and project highlight reports published on the Open Data Platform.
34. The council has been awarded the following grants over the last quarter.

Connect to Work

35. The Combined Authority has commissioned York Learning, as City of York's internal adult learning arm to deliver the Connect to Work employability programme to eligible York residents. This is a 5 year full costs recovery programme within an agreed funding envelope from Department of Work and Pensions. The total value of the programme over 5 years is £600k. The Corporate Director of Children's Services has delegated responsibility to deliver the programme in consultation with the Deputy Leader and Executive Member for Children's Services.

Adult Skills Fund

36. The Combined Authority have awarded £1,448,630 to City of York Council in respect of Adult Skills Fund and Free Courses for Jobs. The Corporate Director of Children's Services has delegated responsibility

to deliver the programme in consultation with the Deputy Leader and Executive Member for Children's Services.

Vibrant and Sustainable High Streets

37. The Combined Authority have awarded £89,400 for the York Riverside Lighting Improvement Project. The project involves installing permanent, sustainable lighting to creatively illuminate Ouse Bridge and to improve the vibrancy and accessibility of York's Riverside Quarter. The Director of Environmental and Regulatory Services has delegated responsibility to deliver the programme in consultation with the Executive Member for Transport.

Active Travel Fund

38. The Active Travel Fund is a £4m fund that aims to provide easier access to affordable and sustainable journeys. £1.12m has been awarded to CYC to fund active travel improvements to school and work journeys, Bootham Stray and Knavesmire Active Travel Route.

Local Growth Fund

39. The government set out a Local Growth Fund settlement for Combined Authorities to underpin the delivery of the region's Local Growth Plan in November 2025. Within this, a second strand of funding has been proposed to be provided directly to local authorities to sustain locality-based business support functions, recognising the strategic role they play alongside combined authorities. As a result, £206k per annum for the next three years has been allocated to CYC to support the Economic Growth team.

York Learning Accountability Statement

40. All providers in receipt of £1m or more of funding for post-16 provision have a statutory responsibility to produce and publish an annual accountability statement that reflects the needs of the local environment as determined by the Local Skills Improvement Plan (LSIP) in particular but should also detail how funding is most effectively used in a local context.
41. The accountability statement is a public facing document. Published on the York Learning Website allows the service to demonstrate how:

- we aim to align the service with the key aspirations of the Local Skills Plan and reflections of the council plan.
- we aim to support residents to live healthier and more economical impactful lives.
- we can support our local businesses to develop a pipeline of talent and to upskill and reskill their existing workforce in line with the aims of the LSIP.
- we are shaping our curriculum to also meet the aims, needs and aspirations of the York and North Yorkshire Combined Authority (YNYCA) economic framework, skills strategy and plans for Adult Skills Fund (ASF) (previously known as Adult Education Budget AEB).

42. Executive is asked to approve the accountability statement included at Annex 2.

Finance - Directorate Analysis

Children and Education

43. The directorate outturn position is an underspend totalling £1,356k. This is an improvement of £854k reported at Monitor 3. The table below summarises the position by service area.

	2025/26 Budget £'000	Outturn Variance £'000	Outturn Variance %
Children's Safeguarding	27,717	+102	+0.4
Education & Skills	15,666	-652	-4.2
School Funding & Assets	-5,952	-371	-6.2
Director and Central Budgets	2,181	-435	-20.0
Total Children and Education	39,612	-1,356	-3.4

* The above includes Support Services charges totalling £6,204k

44. The year end variance is an underspend of £1,356k compared to budget and represents a significant and continuing improvement in the financial position of the directorate. The projected unmitigated overspend peaked at £8.7m during 2022/23, reducing to £4.6m in 2023/24. This reflects the considerable progress that has been made within the directorate to manage spend in a number of key areas, particularly; agency staffing, high cost placements and home to school transport.

Children's Safeguarding £+102k

45. The number of Children Looked After (CLA) in York been reducing over the past few years. There were 262 CLA at the end of March 2023, however this has reduced to 230 by the end of the financial year.
46. Spend on Placements was £216k over budget but this needs to be compared to an overspend of £1.5m in 2024/25. This has been managed by a combination of growth being allocated to the service as well as proactively managing some high-cost placements.
47. There are currently 9 young people in residential, semi-independent or "Together We Can" placements (there were 17 placements as the end of March 2024/25). Of these placements 5 will become 18 during 2026/27. There are currently 41 Independent Fostering Agreement (IFA) placements, there were 41 at the end of 2024/25 (plus 20 that ended during the year). Due to changes in placement classifications 6 placements have moved to the Disabled Children's Service area from this area.
48. The Safeguarding Interventions and Assessment Teams delivered an underspend of -£30k in the year. Staffing & other budgets within Children's Social Work Services has overspent by £58k. This is primarily due to additional legal fees.
49. There was an underspend of -£127k in the MASH & Targeted Intervention teams. This has arisen from the time taken to fill vacancies in the area.
50. The Disabled Children's Services is reporting an overspend by £534k mainly due to overspends on direct payments/Early Help (£393k).
51. Innovation and Children's Champion has underspent by -£459k. This is due to the ability to fund some expenditure from the Early Help grant from the growth allocation received in 2025/26.

Education and Skills £-652k

52. The Home to School Transport budget, which has been in an overspend position for a number of years, has a year-end overspend of £167k an increase of £60k from Monitor 3. The main reason is the ongoing number of pupils requiring taxi transport during the academic year.

53. The Inclusive Education team has overspent by £230k, this is due to the year-end transfer to early years, outside of the services control.
54. Staff resourcing issues and turnover in the SEND Statutory Services Team, and the need to resource work to progress the Safety Valve targets have continued and resulted in the need to appoint a number of agency staff and also increase supporting resources. However, the outturn position shows an underspend of £42k, with agency staffing costs of £82k offset by savings in staffing budgets due to vacancies of £98k, and an underspend on other non-staffing budgets of £26k.
55. The Educational Psychologists Service overspent by £11k, due to the need to commission external agency support to clear a backlog of assessments, however this was offset by reduced staffing costs due to vacancies with the team.
56. Effectiveness and Achievement (£6k underspent) and the Skills Team (£57k underspent) were both affected by vacancies throughout the year and staff not yet at the top of grade.
57. There was an underspend of £87k within the Virtual School and Inclusion service as a result of vacancies, one-off savings in non-staffing expenditure and additional grant funding supporting already committed expenditure.
58. York Learning successfully increased income from £5.6m to £6.8m in 2025/26 which resulted in the service underspending by £214k for the year. Some of this increase was due to service undertaking work for the Trailblazers project.

School Funding and Assets £-371k

59. The Dedicated Schools Grant (DSG) is ahead of the target position set out in the Safety Valve recovery plan agreed with the DfE. The local authority is now in the third year of this four year agreement and has exceeded the financial targets for the first two years.
60. The brought forward balance on the DSG at 1 April 2025 was a surplus of £592k (deficit of £291k in 24/25). The outturn position for 2025/26 was an in-year deficit of £1,256k. However, included in this figure is an amount of £2,000k of Safety Valve funding, so without this the in-year position would have been a deficit of £3,256k. The result is a final position at the 31 March 2026 of a deficit of £664k.

61. 2025/26 was the final year of Safety Valve funding and the council received £2m funding this year. Going forward into future years the DSG will be under significant financial pressure.
62. In addition, due to the significant pressures on mainstream school budgets, it is becoming increasingly difficult for High Needs pupils to be supported in these settings. This situation is particularly difficult in York due to the low level of school funding which has a significant impact on these schools ability to adequately meet the needs of High Needs pupils.
63. One option that has been taken to assist the DSG (with significant High Needs pressures) has been the agreement transfer up to 0.5% of the Schools Block to the High Needs Block. In York the LA has secured the agreement of the Schools Forum for such a transfer in the financial year 2026/27.
64. General Fund budgets within School Funding and Assets underspent by -£371k for 2025/26, due to lower than budgeted interest charges £-78k, PFI contract costs -£57k and additional grant income of -£236k.

Director of C&E and Central Budgets -£435k

65. Education and Skills restructure was implemented from late 2025 so the full year's growth allocation is not required for 2025/26, this resulted in a one off underspend of £257k. A remaining amount of General Fund growth (£109k) to fund expenditure transfers from the DSG will not be required in 2025/26, although will be utilised in 2026/27.
66. The departmental redundancy budget provision underspent by £61k and other central budgets underspent by £42k.

Adult Social Care

67. The outturn position for Adult Social Care is an overspend of £8,996k and the table below summarises the reported position by service area. The position worsened by £1,750k since that reported at Monitor 3.

	2025/26 Budget £'000	Outturn Variance £'000	Outturn Variance %
Direct Payments	5,929	+1,218	20.5

Home and Day Support	3,203	+500	15.6
Supported Living	18,544	+2,890	15.6
Residential care	20,354	+2,387	11.7
Nursing care	6,040	+1,100	18.2
Short term placements	606	+565	93.2
Staffing (mostly social work staff)	8,156	+767	9.4
Contracts and Commissioning	1,821	-2	-0.1
In House Services	5,653	-530	-9.4
Be Independent & Equipment	1,177	+27	2.3
Other	-18,285	+20	0.1
Recharges	5,335	+54	1.0
Total Adult Social Care	58,533	+8,996	15.4

*The above includes Support Service charges totalling £5,349k

68. The table below highlights the main movements between Q3 and outturn.

	Outturn Vs Q3 Monitor £k	Reasons for Difference
Residential – Older People	+1,469	Package numbers have increased by 19 since Q3 monitor as well as the average weekly cost. Rates for new starters are higher than those ending. The number of packages funded by Health has also decreased.
Discharge Fund	+477	Increased volume of spot purchases to cover discharges from hospitals.
Transformation Investment	+434	In response to the CQC assessment, significant investment has been made to address the assessment outcomes and to provide dedicated resources to transformation and improvement projects within ASC.
Direct Payment - Audits	-462	Mitigation project to accelerate the audits of Direct Payment packages to ensure appropriate balances in the accounts of Direct Payment recipients.

69. ASC received total growth of £10m in 2025/26. £8m of this growth was allocated to fund inflationary and demographic pressures and £2m growth was set aside to address further care provider pressures from the changes to Employers' National Insurance contributions.

70. ASC has received £10.3m growth in the budget for 2026/27. Of this, £2.25m has been allocated to recruit resources to implement transformation and improvement projects, as well as responding to the

CQC assessment completed during the year. A further £4m to cover inflation pressures with £4m remaining to fund underlying pressures.

71. As the ASC outturn for 2025/26 is a reported £9m overspend, significant savings and mitigation plans are required throughout 2026/27 to bring the budget position back inline.

Savings and Mitigations

72. Budget Council approved £1,140k of savings for Adult Social Care with a further £358k of savings expected from ongoing business efficiencies. During the year ASC revisited these expectations based on in-year budget challenges and identified a list of mitigations totalling £1,312k expected to impact 2025/26 outturn.
73. The table below summarises the savings achieved by the yearend impacting the 2025/26 outturn and the full year effect on 2026/27 budget:

ASC ref	Project	Savings 25/26 (£k)	Actual Savings 25/26 (£k)	Full Year Effect 26/27 (£k)
	Total	1,312	1,597	2,023
ASC01	Community Support Assistant – Remove any duplication of care for individuals receiving in house and external support. Refocus service to provide short term intensive support to maximise independence.	tbc	17	62
ASC02	22 The Avenue – Maximise use of spare rooms and remodel service to maximise independence reducing length of stay in this setting.	33	0	163
ASC03	Reduce usage of Older People’s residential care. Several individuals have been identified as potentially moving from external care into spare capacity at the recently refurbished Glen Lodge.	35	47.8	218
ASC04	Section 117 funding. Approx 100 people are classified as receiving S117 aftercare for which Health are currently not contributing to what is ordinarily a joint package of care.	974	480	713

ASC05	Transport – Transformation and commissioners are reviewing transport journeys. No saving will be achieved in 2526 but likely to yield savings in 2627 and will be incorporated into the 2627 budget savings	0	0	0
ASC06	Reducing responder rota in Be Independent to make the rota as efficient as possible	11	0	33
ASC07	Investment in resource to undertake outstanding Direct Payment Audits and financial assessments to recover any unused funds	142	552	0
ASC08	Planned Review Team to undertake outstanding reviews. Recent investment in the team should improve volume of completed reviews.	35	465	412
ASC09	Learning Disability Service model. Several desktop reviews undertaken by Impower suggested some existing out of area placements can be brought back to York.	82	35	408
ASC10	Review of Personal Support Service staffing. Paper being developed appraising options for rationalising staffing rotas and minimising use of Agency staff	tbc	0	14

74. Some of the mitigation project overachieved the forecasted savings, however some did not yield any savings within the year. The service are continually reviewing opportunities to improve efficiencies and effectiveness of the service and have identified further mitigations to prioritise throughout 2026/27 to drive financial savings.

External Care

75. The Council purchases care from external providers who support individuals to meet their assessed needs. There are a variety of purchasing arrangements such as block contracts (purchasing a set number of beds/hours at a set rate), spot arrangements where prices are negotiated on an individual basis and frameworks where providers specify a rate and the Council will approach those providers but are not contractually bound to use.
76. The Council can also be a lead commissioner for a package of care where Health contributes an element towards the health needs of an

individual and current practice is for the Council to pay the provider and recover funding from Health.

77. The following sections describe the variations in costs, care package numbers and income to the 2025/26 budget. Some cost variations appear large due to having small numbers of individuals within those budgets where the needs of those entering and leaving care can vary significantly thus altering average costs.
78. The variations to budget do not quote the budgeted gross weekly costs due to confidentiality between The Council and the provider in our contracted price. The service is moving towards framework prices which will be published on our website when implemented.
79. The External Care budgets for Residential Care, Nursing and Home and Day Support were reset based on open care packages as at February 2025. Supported Living and Direct Payment budgets at that time had more commitments than budget available to rebase. These were the areas identified where work could be done to bring commitments back to a sustainable level.

Direct Payments (£1,218k overspend)

80. Direct Payments (DP) overspend is driven by increased weekly average cost of DP for care and transport. Detailed reviews of DP care packages have been completed throughout the year to ensure individuals are receiving the right level of DP in line with their support plan and to uplift rates where due.
81. Despite a reduction in care package numbers of 21 compared to budget for Learning Disability (LD) DPs, the average cost has increased by £193 per week for care and £23 per week for transport
82. Physical & Sensory Impairment (P&SI) DPs and Older People (OP) DPs package numbers have increased slightly to budget with rates increasing £145 per week for the cost of care.
83. Direct Payments were identified as an area of opportunity for mitigations and a project was led by Income Services to complete DP audits and financial assessments to recover any unused funds. This saw DP reclaims increase by £552k.
84. The Direct Payment working group continues to meet regularly to address issues and explore further opportunities in this area. Much

work has been done to ensure that all recipients are paying their employees and providers the agreed rates.

Home and Day Support (£500k overspend)

85. Older People (OP) Community Support hours have increased by 667 hours per week with average rates in line with budget (£1,224k) which has been offset with 21 additional contributions to care and the average contribution increasing by £27.70 per week to budget (£963k).
86. LD Community Support is £511k underspent to budget this relates to one care package included in budget that has now been confirmed as fully funded by ICB and has therefore been removed from outturn.

Supported Living (£2,890k overspend)

87. Supported Living (SL) overspend comes from LD placements where, despite package numbers decreasing by 18, the weekly cost has increased compared to budget by £561 per week.
88. Where Supported Living schemes/ settings are not at full capacity, payments are made by CYC to providers for VOIDS. The VOIDS were overspent by £425k to budget. This is a priority area of ASC with a project in place to ensure all schemes are utilised to their full capacity, thus removing the need for a voids budget.
89. Supported Living was an area ASC were unable to rebase the budget. A business case is underway to investigate the longer-term needs within this area which may include building new provision and how to make the most effective use of SL schemes for individuals to live independently.

Residential Care (£2,387k overspend)

90. Residential Care outturn is £2,387k overspent, of which the majority relates to Older People (OP) Residential Care. This increase is driven by an additional 20% of people receiving care than in budget and at a higher average rate per week to budget (£5,128k). This is offset with additional income from contributions to care (£2,105k) with 47 more individuals contributing to their care compared to budget.
91. Residential Care for 18-64 year olds with Learning Disabilities has seen an increase in the number of care packages and average weekly cost impacting outturn by £998k versus budget; however, income from

health contributions increased to support care for individuals with health needs by £308k.

92. For 2026/27, projects have been identified to understand the increasing residential package numbers and to investigate if alternative forms of care would be more appropriate to keep individuals in their own homes and communities.

Nursing Care (£1,100k overspend)

93. The outturn overspend for Nursing care placements is due to increases in OP and PSI in both the package numbers and weekly rate compared to budget.
94. PSI Nursing average weekly cost has increased 24% to budget; however this is offset by increased Section 117 contributions received from health (£48k).
95. OP Nursing placements have increased by 8 placements to budget with the cost of care increasing by 15% on average (£1,766k). Contributions to care by individuals have increased in this area as financial assessments are completed with an additional 20 people making contributions than budgeted (£936k).

Short Term Placements (£565k overspend)

96. The overspend for Short Term Placements is driven by OP Residential emergency and respite placements and OP Nursing emergency placements. The demand for emergency short term placements had significantly increased throughout the year.

In House Services and Staffing

97. The Council employs a variety of staff to advise and assess residents' and individuals social care needs. We also directly provide care and support to individuals and have teams which provide home care both in the community overnight and in our Independent Living Schemes, as well as running day support activities for those with a learning difficulty and those experiencing poor mental health. We also operate short stay residential care for the same groups.

Social Work Staffing (£767k overspend)

98. Staffing overspend is driven by investment in the Planned Review Team to recruit additional staff to the project and expediate progress (£170k). Further investment (£434k) has been made to resource ASC transformation and improvement programmes to advance operational processes and address CQC assessment outcomes.
99. Several staffing teams are over established to budget including Deprivation of Liberty Safeguarding (DoLS) team, Social Work Mental Health and in Heads of Service (£333k).

In House Services (£-530k underspend)

100. The underspend to budget is due to vacant hours in Personal Support Services team.

Other and Recharges (£74k underspend)

101. There is a small overspend recoded against this budget area.

Environment, Transport and Planning

102. The directorate outturn position is an underspend totalling £2,864k for the year which is an improvement of £848k compared to Monitor 3.
103. The table below summarises the year end variances by service area.

	Budget	Outturn	%
	£'000	Variance £'000	
Transport	8,037	-789	-9.8
Fleet	165	44	26.7
Highways	6,639	28	0.4
Parking Services	-9,279	-893	-9.6
Waste	10,873	-1,520	-14.0
Public Realm	4,284	-67	-1.6
Emergency Planning	173	57	32.9
Planning Services	1,425	436	30.6
Public Protection	1,538	-148	-9.6
Management	0	-12	n/a
TOTAL	23,855	-2,864	-12.0

*Note the budget includes Support Services charges totalling £5,684k

104. The Directorate has delivered a larger underspend than forecast primarily due to improved income delivered across Waste and Parking Services.
105. Within Transport there is an underspend of £789k across the service. There are underspends due to additional income levels of Temporary Traffic Regulation Orders, Streetworks permits and contributions from bus service contributions. These are offset from overspends on staffing the Foot streets (hostile vehicle mitigation measures), +£110k and racecourse traffic management (+£40k).
106. Revenue from ANPR has resulted in an underspend of £40k, as the camera equipment came back into operation during the year.
107. As previously reported, car parking tariffs were increased in April 2025 with the intention of incentivising more journeys by sustainable modes of travel. These were subsequently modified in some locations from July 2025.
108. Car park income from on-street and off-street car parks for the year was £11.0m which was a surplus income against the budget of £887k. This has meant total income was 20% higher than 2024/25. Additional resource of £100k was allocated to undertake reviews of the impact of the charges on businesses and economic activity. In 2026/27 additional income of £1.08m has been factored into the budget which also reflects the inflationary fee increases.
109. The net income from all parking sources which totalled £10.2m is utilised to support the council's highways and transport expenditure. This information is detailed in Annex 3.
110. There is an underspend of £1,520k across waste disposal and collection; a £723k improvement since monitor 3. This is in part due to an increase in the receipt of the new grant for Extended Producer Responsibility which was £385k higher than forecast.
111. As forecast, income from selling spare capacity at Allerton Waste Recovery Plant was higher than budgeted levels, as overall council waste tonnages remain relatively static (£375k). There was also additional income from non-performance deductions £124k and prior year adjustments (£108k). Income levels were ahead of budget in

areas including Garden Waste (£110k) recycling rebates (£231k), HWRC commercial waste fees (£32k) and general commercial waste service (£139k). The cost of introducing the booking system at Hazel Court Recycling Centre has been met from these underspends (+£20k).

112. Across Waste Collection operational costs were £141k above budget, as expected, as container stock and vehicle costs were ahead of profile. However, this pressure was offset by underspends on operational materials (£-70k), such as Personal and Protective Equipment (PPE).
113. Across Public Realm there was a net underspend of £67k. Although internal highways charges and maintenance budgets overspent, there was a saving from the creation of the neighbourhood caretakers service in year and additional charges to both the HRA and for external works more than offset these pressures.
114. Within Highways, although an underspend had previously been forecast the outturn position was a small overspend of £28k. The underspend on street lighting electricity was £418k, as electricity prices had reduced for unmetered supply to a lower level than assumed in the budget, although this was offset in part by the costs of a contract to remove flags across the city.
115. Drainage overspent by £88k on gully cleaning and basic maintenance overspent by £365k due to the cost of subcontractors and the increased demand to fill potholes during the Winter. Winter gritting underspent by £120k due to the milder conditions but conversely flooding emergencies overspent by £24k.
116. As previously reported, within Planning Services there has been a shortage of staff across Building Control during the year which has resulted in a minimal chargeable service being in operation. As a result, the shortfall in income was £384k. A recovery plan is underway to ensure a stable service is in place for next year. The forecast shortfall of income on general planning applications has improved during the year and by outturn a shortfall of £130k has occurred. This was further improved by staffing vacancies. Taking the overall overspend across Development Management and Building Control to £436k (£525k monitor 3).
117. The Emergency Planning budget suffered from a pressure on staffing, as cover was required during the year (£57k). Public Protection

reported an underspend of £94k largely from staffing underspends and the receipt of additional grant monies in year. Licensing services also underspent due to various fee income streams being ahead of budget (-£54k).

Housing and Community Services

118. The directorate outturn position is an overspend of £404k which is an improvement of £335k on the forecast at Monitor 3. The table below summarises the latest forecasts by service area.

	2025/26 Budget £'000	Draft Outturn Variance £'000	Draft Outturn Variance %
Housing Services	3,613	-77	-2.1
Healthy & Sustainable Homes	867	+1	0.1
Communities	7,490	+312	4.2
Customer Services	119	+168	141.2
TOTAL	12,089	+404	3.3

*Note the budget includes Support Services charges totalling £4,472k

119. There was a small underspend across Housing services general fund of £77k which was an improvement for the forecast position at Monitor 3 (£+52k).
120. There have been significant additional repair costs at the Gypsy and Traveller sites with repairs costing £140k more than budget. Actions are being taken through the Gypsy and Traveller site improvement capital scheme (£750k allocated) which will address the repairs backlog with long term solutions including energy efficiency improvements.
121. There has been additional funding provided by government to reduce and prevent homelessness and rough sleeping. This grant money has funded council housing services to provide accommodation and housing services to prevent rough sleeping. Some of the additional grant has been used to fund the introduction of a Housing First policy and is ring-fenced for schemes to avoid rough sleeping. An underspend has occurred due to vacancies in the Housing Options team (£73k) and underspends on the Housing related support budgets (£72k). There was also an underspend against the council's resettlement properties whilst staffing structures were being finalised.

122. As previously reported the main pressure in Communities relates to a £600k library saving that has been agreed in the budget. The council is reviewing options for what service reductions can be made which reduce the overall cost to the council. The options and timescale for delivery will be reported to Members during the year.
123. There was a saving delivered across Leisure services as the energy risk share payment was lower than budget as energy prices reduced from the peak prices experienced in 2023/24.
124. Within the Customer services area there has been an overspend of £168k. There was an overspend of £298k across Bereavement Services of which £216k related to an income shortfall. There is increased competition across the sector which is contributing to the position. The team are working to increase income through add on services to the basic funeral cost, but a shortfall is expected to continue in 2026/27. The Crematorium does continue to deliver £1.4m of surplus to CYC and with current investment this should still be an attractive option for York residents.
125. The Council has extended the operator contract for its leisure and stadium facilities with GLL (Greenwich Leisure Limited) for a further 5 years, taking the end of the contract to 2034. The mechanism to extension the contract was approved as part of the original decision from full Council in 2017. This also delivers the savings as approved in 2025-26.

Housing Revenue Account

126. The Housing Revenue Account budget for 2025/26 was set as a net surplus of £2,023k prior to debt repayment at February 2025. There were carry forwards of £2,074k agreed as part of the outturn report meaning the revised budget stands at £51k deficit prior to £9,500k debt repayment and £9,551k deficit including the debt repayment. The outturn position is shown below

Activity area	2025/26 Budget £'000	Outturn Variance £'000	Outturn Variance %
Repairs & Maintenance	10,504	+721	6.9
General Management	7,800	-368	-4.7
Special Services	4,026	-200	-5.0
Other Expenditure	21,089	-2,007	-9.5
Dwelling rents	-39,056	+512	-1.3

Non-Dwelling Rents	-548	-12	2.2
Charges for Services	-2,444	-35	1.4
Other Income	-1,320	-302	-22.9
Total	51	-1,691	n/a
Debt Repayment	9,500	0	0
Total HRA Position	9,551	-1,691	-17.7%
Revenue Contribution to capital schemes slippage		+1,105	
Revised Position	9,551	-586	-6.1%

127. There was an overall underspend across the Housing Revenue Account totalling £1.7m although this was primarily due to slippage totalling £1.1m of capital expenditure funded by revenue contributions. Excluding that expenditure which is carried forward there was an overall underspend of £586k.
128. There has been an overspend on repairs and maintenance costs of £721k. External painting and repair has overspent by £193k as catching up from previous 2 years of underperformance. Electrical testing works costs this year have reached £630k (£361k over budget) which reflects the actual compliance activity required. The cost of empty home repairs this year were £2.1m, £120k above budget. Much of this overspend is represented by work undertaken by contractors and measures are being taken to reduce the level of external spend for 2026/27 however inflation in the building sector is higher than other areas meaning this level of spend could continue.
129. Across General Management there were a number of savings arising from vacancies across the asset management teams and the housing operations teams.
130. Across Special Services (which relate to the communal running costs and maintenance contracts for specific shared amenities (like lifts, shared boilers, caretaking, and stair lighting) the underspend is primarily due to lower than budgeted energy costs as prices were lower than budget however this is reflected in reduced service charges across income.
131. There was slippage of £1.1m within the capital programmes of schemes that are funded from revenue contributions notably Energy Efficiency and Housing Environmental Improvement Programme. There were also underspends totalling £334k on interest as slippage in the capital programme meant that assumed borrowing was lower than planned.

132. Across income there was a shortfall of £512k across general rent. Void levels were higher than budgeted across the year. Some of this was planned as capital schemes at Bell Farm and Glen Lodge were completed but general voids were also higher than budgeted as capital schemes took longer to complete. There was additional income from interest income (£268k) as interest rates remained higher than budget and HRA balances remained high.
133. The levels of working balance has allowed for the initial repayments £121.5m debt that the HRA incurred as part of self-financing in 2012. The first repayment of £1.9m was paid in March 2024 and a second payment on £8.4m was repaid in March 2025 and a further payment of £9.5m was repaid in March 2026. This repayment has been funded from general HRA reserves.
134. The HRA working balance position as at 31st March 2025 was £25.8m and following the outturn position this position has reduced to £18.0m

Corporate and Central Services

135. The forecast outturn position for the remaining areas of the Council is a net underspend of £149k and the table below summarises the latest forecasts by service area.

	2025/26 Budget £'000	Outturn Variance £'000	Outturn Variance %
Director of Finance	7,155	-1,199	-16.8
CO HR & Support Services	12,248	+127	+1.0
Director of Governance	4,624	+43	+0.1
City Development	1,497	+530	+35.4
Public Health	1,074	-102	-9.5
Other Corporate & Treasury Mgt	20,142	-5,577	-27.7
Support Services Net Income	-24,408	0	0.0
Total	22,332	-6,178	-27.7

*The above includes £2,700k of Support Service Charges and £24,408k of support service income

136. Within the corporate services directorates have generally delivered an improved position at outturn for the year.
137. Within Finance there was a year end underspend of £544k across housing benefits. Work in the team has reduced the cost to the council

of housing individuals in temporary accommodation. The homelessness grant also allowed the cost to taxpayers to be minimised.

138. Within Property there has been additional income across the commercial portfolio totalling £252k. There was one off back dated income relating to the Barbican as well as improved income across other properties in the portfolio.
139. The council has been successful in further letting out office space within West Offices and income from tenants was £197k above budget.
140. There was a small overspend across Governance primarily due to one off costs updating the Legal Services casework system.
141. There was an overspend in HR and Support Services totalling £127k which is predominately due to additional postage costs in Business Support (£+88k), additional occupational health charges across the council and staff support budgets.
142. In City Development the saving identified to increase advertising revenue was not achieved in 2025/26 as there is a need to replace the bus shelters in order to fit new digital screens as well as gain planning permission where relevant. This process is ongoing. Revenue from the new agreement is expected to start later in 2026/27. The position since Monitor 3 has improved further due to staffing underspends, funding allocated from the MCA and other unused budgets (£-137k).
143. Public Health (PH) reported a year end underspend of £444k within services funded from the Public Health Grant, representing an increase of £40k compared to the Q3 projected underspend of £403k. This amount has been transferred to the earmarked Public Health reserve, resulting in a remaining reserve balance of £634k.
144. The main underspends have come from staffing underspends across senior roles within the team (£-206k) and vacancies across the Health Child Service (£-153k). There were also underspends across substance misuse (£-33k) and Health Trainer service (£-54k).
145. Across the General Fund elements of Public Health there were savings from Local Area Coordinators (£-88k) as there were vacancies across the service as well as utilising external funding to support the posts. There was also a small underspend across sport and leisure team (£-18k). The total underspend was £106k,

146. The Treasury Management budget underspent by £3,424k (£1,500k at Monitor 3). The underspend on borrowing costs is largely due to lower spending on the capital programme than was budgeted for. The original budget was based on needing an additional £78m of loans to cover the projected capital spend; in the event we only took out £20m of new loans (excluding replacement finance). There is also a policy of delaying borrowing for as long as possible which meant that loans were taken out later in the year than was originally assumed, reducing interest costs in year. The treasury budget will be required in the medium term as borrowing takes place through that capital programme.
147. There was also a lower than budgeted payment made to HRA which recognises credit balances within the HRA. This is primarily due to HRA debt repayments that have been occurring since 2023/24.
148. Within corporate budgets there was a one receipt of £2.28m from the Leeds City Region Business Rates pool covering the period 2021/22 to 2024/25. This represents the councils share of the surplus on the Business Rates pool over the period. The delay in receiving the funding was due to Leeds City council awaiting audited accounts from all the constituent authorities. Some of the authorities had been held up by the severe local authority audit backlog which has been addressed through statutory backstop process.

Performance – Service Delivery

149. This performance report is based upon the city outcome and council delivery indicators included in the Performance Framework for the Council Plan (2023-2027) which was launched in September 2023. Wider or historic strategic and operational performance information is published quarterly on the Council's open data platform; www.yorkopendata.org.
150. The Executive for the Council Plan (2023-2027) agreed a core set of indicators to help monitor the Council priorities and these provide the structure for performance updates in this report. Some indicators are not measured on a quarterly basis and the DoT (Direction of Travel) is calculated on the latest three results whether they are annual or quarterly.

151. A summary of the city outcome and council delivery indicators by council plan theme are shown in the paragraphs below, and the latest data for all of the core indicator set can be seen in Annex 1.

Performance - Health and Wellbeing: A health generating city

152. **Income Deprivation Affecting Children Index (IDACI)** – This score (between 0 and 1) measures the proportion of all children (aged 0 to 15) living in income-deprived families in LSOAs. In 2025, York's score of 0.24 means that 24% of children (aged 0 to 25) live in income-deprived families, which has increased from 2019 when it was 10% of children. Across Upper Tier Local Authorities (UTLA), nationally (out of 153 UTLAs), York is the 16th lowest score and regionally (out of 15 UTLAs), York's is the lowest score.
153. **Number of children in temporary accommodation** – The number of households with dependent children living in temporary accommodation rose steadily from 26 at the start of 2024-25 to 35 by Q2 2025-26. At Q3 2025-26 (latest data) this number has reduced to 29 households with the number of children also subsequently reducing from 76 in Q2 to 50 at Q3.
154. The total number of households in temporary accommodation has remained consistent throughout 2025-26 demonstrating there is now a smaller proportion of households with dependent children in this accommodation. This has reduced from 55% of households in Q2 to 46% in Q3 and is below the latest national rate of 64%. The majority of these children in York are in stable family setups, do not show evidence of achieving worse outcomes, and York continues to report no households with children housed in Bed and Breakfast accommodation at quarter end. Q4 2025-26 data will be available in August 2026.
155. **%pt gap between disadvantaged pupils and their peers achieving 9-4 in English and Maths at KS4** – Data shows that the gap at age 16 has remained the same in York (31%) but has widened Nationally (29%) in summer 2025, compared to the previous year, meaning the gap for York is now closer to the National average.
156. **% of reception year children recorded as being overweight (incl. obese)** – The participation rates for the National Child Measurement Programmes (NCMP) in York for 2024-25 were 97.2% for reception aged children and 95% for Year 6 pupils. Data for 2025-26 will be available in November 2026.

- The 2024-25 NCMP found that 23.2% of reception aged children in York were overweight (including obese), compared with 23.5% in England and 25.9% in the Yorkshire and Humber region. York has the lowest rate of overweight (including obese) for reception aged children in the Yorkshire and Humber region. The rate in York has increased compared with 2023-24 (from 22.8% to 23.2%).
- Of Year 6 children in York, 34.7% were overweight (including obese) in 2024-25 compared with 36.2% in England and 37.9% in the Yorkshire and Humber region. York has the second lowest rate of overweight (including obese) for Year 6 children in the Yorkshire and Humber region. The rate in York has increased compared with 2023-24 (from 33.5% to 34.7%).

157. **Slope index of inequality in life expectancy at birth** – Average Life Expectancy for men in York (80.1 years) is above the England average (79.7 years). For women (84.0 years) it is also above the England average (83.5 years).

- Healthy Life Expectancy for men in York (60.8 years) is below the England average (60.9 years). For women (61.4 years) it is above the England average (61.3 years).
- The Slope Index of Inequality in life expectancy at birth measures the difference in life expectancy between the most and least deprived areas within a population. A higher value indicates a greater difference in life expectancy between the most and least deprived areas, suggesting greater health inequalities. The first published values were for 2011-13.
- Between 2011-13 and 2022-24 the inequality in life expectancy for women, in York, has increased (worsened) from 6.2 years to 6.6 years. The English average is currently 8.0 years.
- Between 2011-13 and 2020-22 the inequality in life expectancy for men, in York, increased (worsened) from 6.6 years to 10.6 years. However, in the two most recent periods up to 2022-24 it has fallen (improved) to 8.9 years. The English average is currently 10.4 years.

158. **% of adults (aged 16+) that are physically active** – The latest data from the Adult Active Lives Survey for the period from mid-November 2024 to mid-November 2025 was published in April 2026. In York, 421 people aged 16 and over took part in the survey, and they reported higher levels of physical activity, and lower levels of physical inactivity, compared with the national and regional averages. Positively:
- 72.7% of people in York did more than 150 minutes of physical activity per week compared with 64.6% nationally and 63.7% regionally. There was a reduction in physical activity in York compared with the previous year (76.5%).
 - 18.6% of people in York did fewer than 30 minutes per week compared with 24.7% nationally and 26.5% regionally. There was an increase in physical inactivity in York compared with the previous year (12.9%).
159. **Percentage of people who use services who have control over their daily life** – In 2024-25, 75% of all York’s respondents to the Adult Social Care Survey said that they had “as much control as they wanted” or “adequate” control over their daily life, which was lower than the percentage from respondents in the Y&H region as a whole (78%). It is also lower than the corresponding percentage who gave one of these responses in England as a whole (77%). It has decreased in York from the 2023-24 figure (76%).
160. **Percentage of people who use services who have control over their daily life – Older People** – In 2024-25, 68% of older people in York that responded to the Adult Social Care Survey said that they had “as much control as they wanted” or “adequate” control over their daily life. This is lower than the corresponding percentages experienced by older people in the Y&H region and lower than for older people in England as a whole (both 74%). It has decreased in York from the 2023-24 figure (76%).
161. **Overall satisfaction of people who use services with their care and support** – Data at LA and national level for 2024-25 was published in October 2025, and the data shows that there has been a slight increase in the percentage of York’s ASC users who said that they were “extremely” or “very” satisfied with the care and support they received from CYC compared with 2023-24 (up from 65% to 67%). The levels of satisfaction experienced by York’s ASC users in 2024-25 were similar to those in the Y&H region (where 67% said they were “extremely” or “very” satisfied with the care and support from their LA)

but higher than those in England as a whole (where 65% gave one of these answers).

162. **Health Inequalities in wards/MSOAs** – The ‘health gap’ indicators show the difference between the wards/MSOAs with the highest and lowest values. A lower value is desirable as it indicates less variation in health outcomes based on where people live within the City. Trend data for these indicators helps to monitor whether the gaps are narrowing or widening over time.

- Absolute gap in mortality ratio for deaths from circulatory disease (under 75) between highest and lowest York MSOA (5 year aggregated) – The value for this indicator for the 5 year period 2019 to 2023 was 145 (the gap between the mortality ratio of 182.4 in Clifton North and 37.4 in Bishopthorpe & Copmanthorpe). The gap has increased compared with the previous reporting period of 2016 to 2020 (from 141.1 to 145).
- Gap in years in Life Expectancy (LE) at birth for Males between highest and lowest York MSOA (5 year aggregated) – The value for this indicator for the 5 year period 2019 to 2023 was 10.4 (the gap between the LE of 84.4 years in Bishopthorpe & Copmanthorpe and 74.0 years in Heworth South and the Groves). The gap has narrowed compared with the previous reporting period of 2016 to 2020 (from 11.7 years to 10.4 years).
- Gap in years in Life Expectancy (LE) at birth for Females between highest and lowest York MSOA (5 year aggregated) – The value for this indicator for the 5 year period 2019 to 2023 was 8.1 (the gap between the LE of 86.9 years in Heworth North and Stockton and 78.8 years in Westfield, Chapelfields and Foxwood). The gap has narrowed compared with the previous reporting period of 2016 to 2020 (from 11.1 years to 8.1 years).
- Absolute gap in % of Year 6 recorded overweight (incl. obesity) between the highest and lowest York ward (3 year aggregated) - The value for this indicator for the 3 year period 2022-23 to 2024-25 was 18.5 percentage points (the gap between 43.1% in Westfield and 24.6% in Micklegate). The gap has narrowed compared with the previous reporting period (from 22.8% to 18.5%).
- Absolute gap in % of children who reach expected level of development at 2-2.5 years of age between highest and lowest

York ward (4 yr aggregated) - The value for this indicator for the 4 year period 2021-22 to 2024-25 was 9.6% (the difference between 95.5% in Haxby & Wiggington and 85.9% in Clifton). The latest value represents an improvement (a narrowing of the gap in York) compared with the previous values of 10.5% for 2020-21 to 2023-24 and 13.7% for 2019-20 to 2022-23.

- Absolute gap in % of children totally or partially breastfeeding at 6-8 weeks between highest and lowest York ward (4 year aggregated ward data) - The value for this indicator for the 4 year period 2021-22 to 2024-25 was 36.4% (the gap between 80.5% in Heworth Without and 44% in Westfield). The latest value represents an improvement (a narrowing of the gap in York) compared with the previous values of 39.3% for 2020-21 to 2023-24 and 39% for 2019-20 to 2022-23.

163. **Children and young people in care per 10k, excluding short breaks** – At the end of March 2026, 230 children and young people were in York’s care. As a rate per 10k population, this is just below the National average (2024-25) and within York’s expected range. Separated children (also known as ‘UASC’), a sub-group of children in care, are expected to increase in number in York due to the National Transfer Scheme. The scheme mandates that “*the Home Office will not transfer UASC to an authority that is already looking after UASC in line with, or greater than, 0.1% of their child population*”. For York, this is equivalent to approximately 34 young people based on current population. At the end of March 2026, 15 separated children were in York’s care, compared to 15 at the same point in 2025.
164. **Children subject to a Child Protection Plan** – 159 children were the subject of a Child Protection Plan at the end of March 2026, which is higher than York’s expected range. As a rate per 10k population, York (at 45.4) is above the National average (40.6 in 2024-25). Quarter 4 saw 44 children starting on plan, which was average for the year. However, only 25 plans ended in the quarter, which is lower than average.

Performance - Education and Skills: High quality skills and learning for all

165. **% of working age population qualified to at least L2 and above** – In 2025-26, 93.9% of the working age population in York were qualified to at least L2 and above (GCSE grades 9-4), which is higher than the national and regional figures (87% and 86% respectively). This result

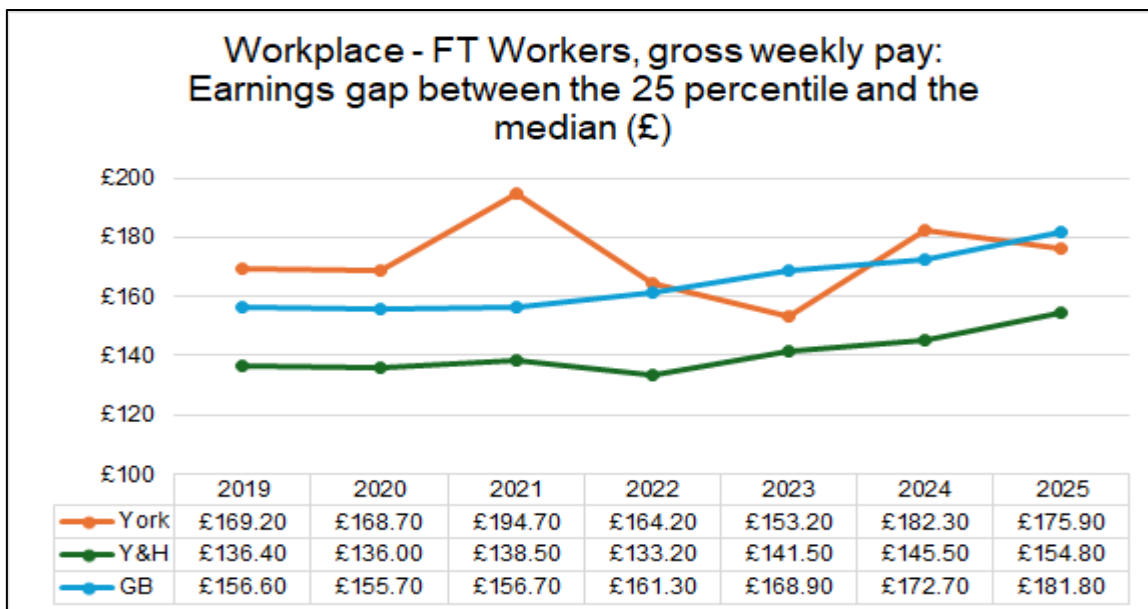
ranks the city of York first regionally. This latest figure is an increase from 2024-25 (93.3%).

166. **% of working age population qualified to at least L4 and above –** In 2025-26, 53.8% of the working age population in York were qualified to at least L4 and above (certificate of higher education or equivalent), which is higher than the national and regional figures (48.6% and 41.1% respectively). This result ranks the city of York fourth regionally. The 2025-26 figure is a decrease from 2024-25 (59.6%).
167. **% of pupils achieving 9-4 or above in English and Maths at KS4 –** Data shows that 74.4% of Year 11s in York achieved grade 4+ in English and Maths in summer 2025, compared to 65.2% of pupils Nationally.
168. **% of children who have achieved a Good Level of Development at Foundation Stage –** Data shows that 71.4% of 5-year-olds in York achieved a Good Level of Development in summer 2025, compared to 68.3% of pupils nationally and 66.3% in Yorkshire and Humber.

Performance - Economy: A fair, thriving, green economy for all

169. **Universal Credit Claimants –** At the end of March 2026 there were 15,744 people, in York, on Universal Credit. This is the highest figure to date, surpassing the previous high of 13,236 in February 2021. The figures dropped to a low of 11,054 in May 2022 but they have steadily increased since then. This (claimant total) represents 12% of the working population in York, compared to 23% regionally and 20% nationally.
170. There are two types of claimant: those in employment (PAYE) or self-employment and those not in employment. Both types have been gradually increasing in the last 12 months. The percentage of claimants in employment or self-employment has consistently been higher than both regional and national percentages. This may be a result of a higher prevalence of employees in the lower paid sectors such as retail, care and hospitality, with York's percentage of employees within these sectors (c20%) being higher than 16% nationally and 15% regionally. The number of those not in employment has increased as claimants of health-related legacy benefits (e.g. Employment and Support Allowance) have migrated across to Universal Credit. This picture will become clearer later on in 2026 as DWP will close all legacy benefits on 31st March 2026 with all recipients moved across to Universal Credit.

171. **Earnings gap between the 25 percentile and the median (£)** – In York, the latest figures suggest that median earnings have increased by 4.7% and the 25 percentile earnings have increased by 7.4%, and this means that the earnings gap has decreased by 3.5%, in 2025, to £175.90. Nationally, there has been an increase of 5.3% to £172.70 and regionally an increase of 6.4% to £154.80.



172. **Housing affordability (median house prices to earnings ratio)** – Owning a home in York remains largely unaffordable. In 2024, full-time employees, in York, could expect to spend around 7.5 times their annual earnings buying a home which is at the same level to England and 5.5 times annual earnings in the region. In York this has decreased by around 11% on last year and national levels also fell by around 2% whilst regional levels remained constant. Data for 2025 will be available in March 2027.
173. **% of vacant city centre shops** – At the end of March 2026, there were 33 vacant shops in the city centre which equates to 5.3% of all city centre shops. This is 8 shops lower than at the same point in 2025 and much lower than the latest national benchmark in 2025-26 of 13.4%.
174. **GVA per head (£)** – In 2023-24, the GVA per head in York was £41,162 which was the second highest figure regionally. This latest figure is an increase from last year (£37,748). Annually since 2009-10, the GVA per head has generally been increasing (from £25,976 per head). Data for 2024-25 will be available in July 2026.

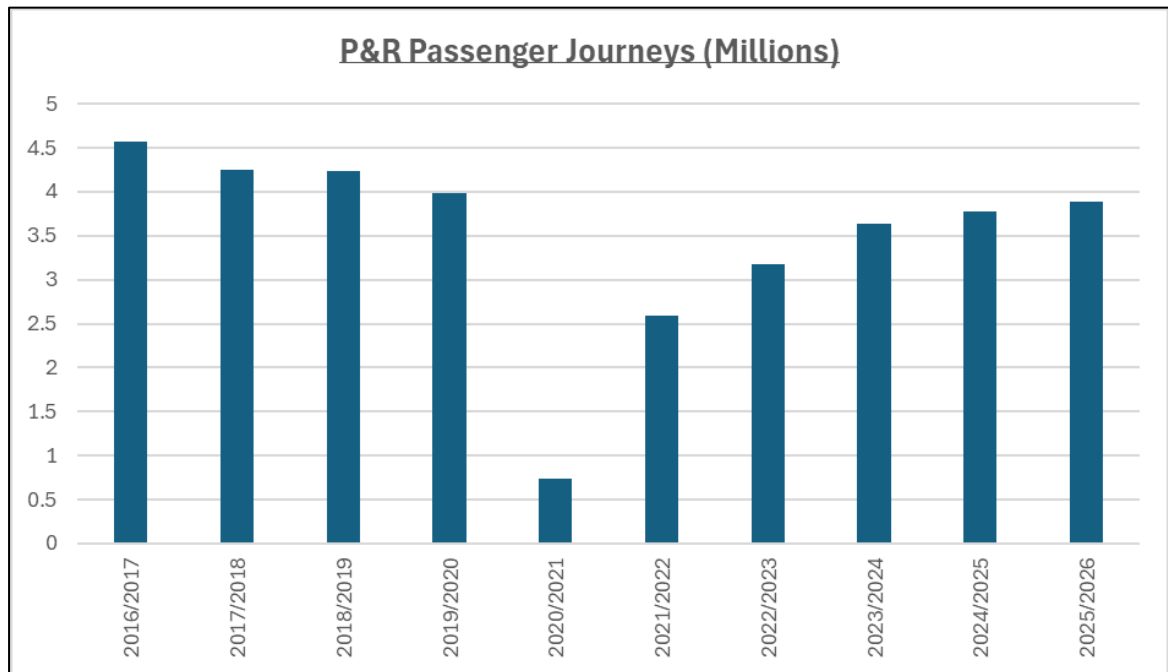
175. **% of working age population in employment (16-64)** – In Q3 2025-26, 78.7% of the working age population were in employment, which is higher than the national and regional figures (75.5% and 73.2% respectively) and the York performance gives the city a ranking of first regionally. The figure for Q3 2025-26 in York remains high compared to previous years.
176. **% of Total Employees working for an Accredited Living Wage/Good Business Charter employer** – 16% of employees worked for an Accredited Living Wage employer in 2024-25, which is at the same level as the previous year. 11.3% worked for an Accredited Good Business Charter employer, which is at a lower level from the previous year (13.5%). The number of businesses with GBC accreditation reduced in 2024-25 but has increased in 2025-26. Employee data for 2025-26 will be available in November 2026.
177. **Survival of Newly Born Businesses post 1 year** – The survival rate post 1 year has been consistently around 94% in York for the last 4 years, with the latest figure of 95.0% in 2023-24. The York figures have been consistently higher than the National and Regional rates (93.4% and 92.5% respectively).

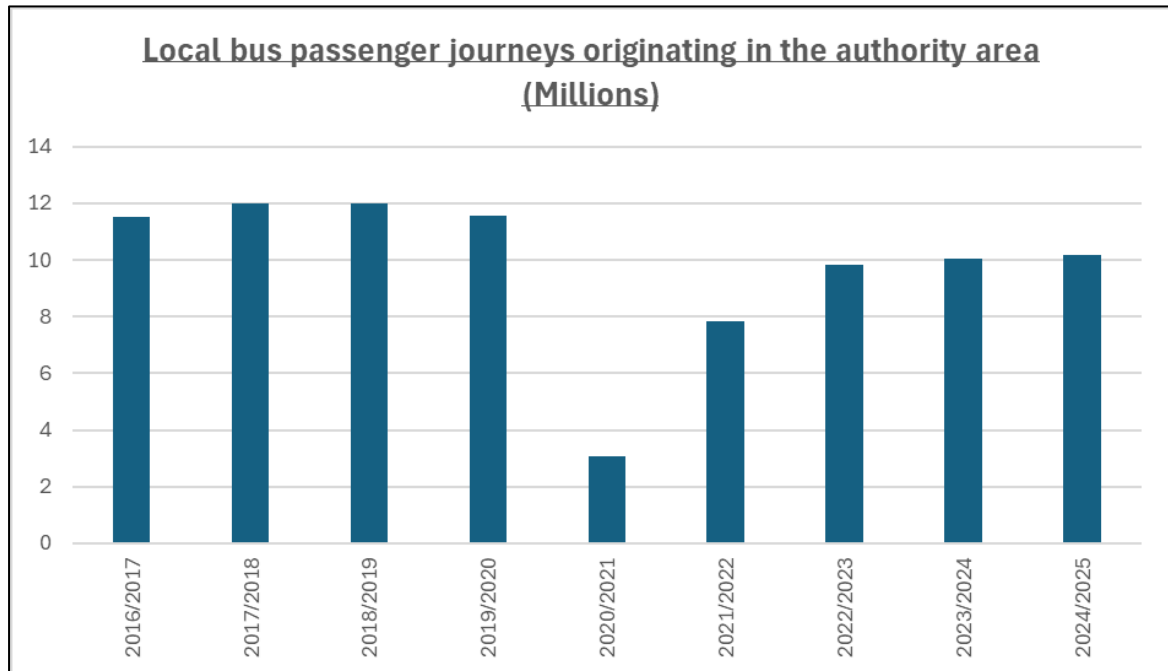
Performance – Transport: Sustainable accessible transport for all

178. The transport data within this report is mainly a number of existing annual measures, and while high-level datasets provide a general understanding of the challenges and direction in the city, they are not detailed enough to draw full conclusions for Transport Policy and local schemes. Therefore collectively, across departments, the Council are looking into improving data provision from its existing network of cameras and assets to help assist policy decisions, as well as exploring the cost and accuracy of providers of new technology. This data will be surfaced in other transport documents and on York Open Data where appropriate rather than detailed within the main Council Plan performance framework.
179. **Bus Passenger Journeys** – Passenger journeys for park and ride customers totalled 3.88m during 2025-26, which is higher than 3.78m in 2024-25 and 3.64m in 2023-24. Full financial year figures for passenger journeys on other local providers are not yet available however, at Q3 for the year to date there had been 7.43m journeys in 2025-26 compared to 7.69m at the same point in 2024-25. The reduction in journeys occurred during most months throughout Q1-3 with Q1 having the largest difference (2.54m journeys in Q1 2024-25,

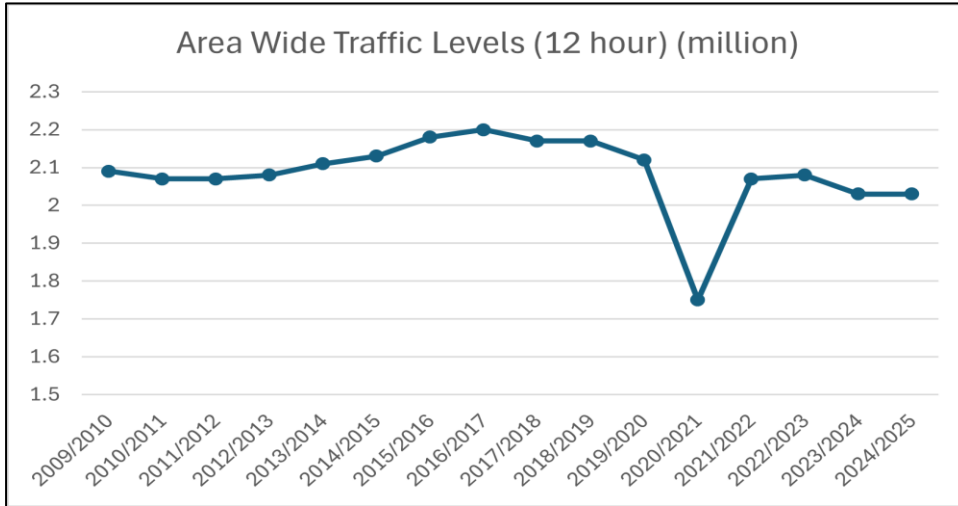
2.35m journeys in Q1 2025-26). A recent data refresh provided a slight uplift to journeys across recent years as more up to date route and passenger information was received.

- 180. Although a strong recovery has been made to bus usage post-covid, the long-term behavioural and lifestyle changes of increased online shopping and hybrid working are likely to continue re-shaping the use of public transport. In recent years, journeys appear to have stabilised, suggesting the emergence of a new baseline for demand. Bus passenger numbers are affected by a number of factors and the increase in the bus fare cap from £2 to £3 at the beginning of 2025 is likely to have had some impact. When looking at the latest national data for 2024-25, York services delivered 71.4 journeys per head of population compared to 62.4 nationally and 41.3 for the region.



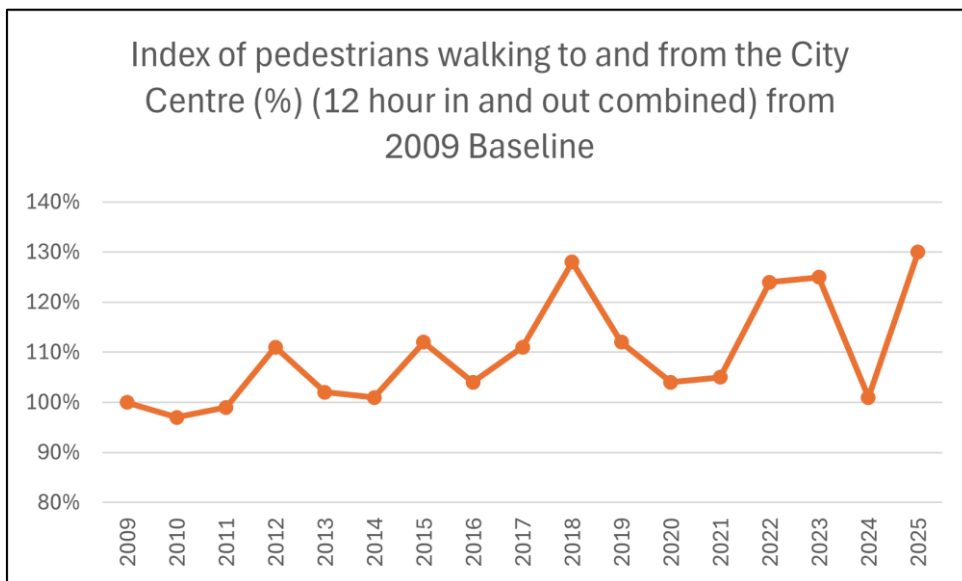


181. **Area Wide Traffic Levels** – Between 2011-12 and 2016-17, the number of vehicles on the city’s roads increased year on year to a high of 2.2 million. Following this, the numbers decreased to a low of 1.75m in 2020-21. However, the covid pandemic brought with it numerous national lockdowns and local restrictions so the decrease in traffic levels was to be expected. Since then, figures increased to 2.08m in 2022-23 and have remained fairly comparable since. The latest figure is 2.03m vehicles in 2024-25. Data for 2025-26 will be available in July 2026.
182. The area wide traffic levels come from CYC’s network of automatic traffic counters, covering 15 sites (main A and B roads in York, but not including the A64). Further information for this indicator can be accessed on the York Open Data platform. This data is different from the public DFT data on traffic levels, which is collected on an annual or bi-annual basis by the National Data Company NDC and subsequently published by the DFT on its website.



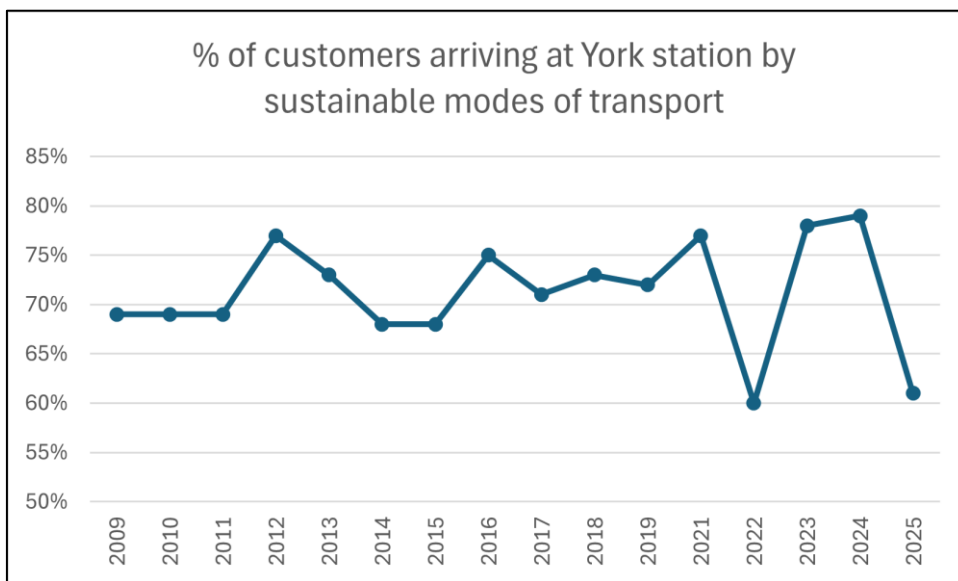
183. **Index of pedestrians walking to and from the City Centre** – From a baseline in 2009 (36,919), there has been a 30% increase in the number of pedestrians walking to and from the city centre in 2025. This is 29 percentage points higher than in 2024. This increase is likely to be because the survey took place on a mainly fine and dry day in 2025, whereas in 2024 there was heavy rain.

184. Walking data is collected over a 12 hour period once per year (a count of pedestrians crossing an inner cordon set just beyond the inner ring road and includes off-road routes such as riverside paths) and there is a valuable record going back many years. Whilst this provides us with part of the picture, the limited nature of the data (that it is only collected on one day) mean that other variables such as the weather and roadworks can have undue influence. In response to this we are exploring other methods to monitor walking, wheeling and cycling across the network, including modern counters.



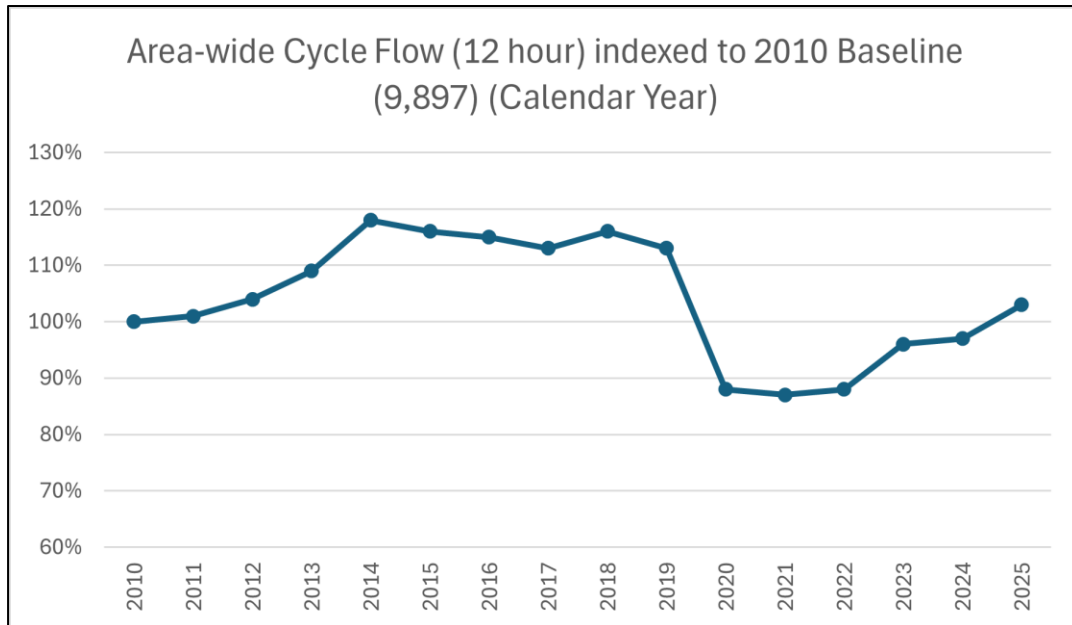
185. **% of customers arriving at York station by sustainable modes of transport** – In 2025, 61% of customers arrived at York station by sustainable modes of transport which is a large decrease from 79% in 2024. The drop could be due to the ongoing works taking place at the front and back of the station.

186. The data is usually gathered by an annual survey which takes place for a five-hour period in seven locations around the station. Members of the public are asked how they arrive at the station and the results are flow weighted to take into account the split of people arriving at each entrance. To support this survey, which can be impacted by weather and other factors, we are exploring further methods to monitor sustainable travel to the station including modern counters.



187. **Area Wide Cycle Flow** – Cycling data is collected via automatic traffic counters (19 off-road and 5 on-road sites) across a 12-hour period on school days during 5 traffic neutral months each year. The City-wide Cycle Flow Performance Indicator has been recalibrated to firstly use permanent counters where there are no known issues with the monitoring equipment and secondly remove the one-day counts out of the indicator equation, as they tend to be weather-affected. These changes mean that cycle levels are monitored off approximately 24 counters, and by removing the one-day counts the indicator is a better reflection of the whole years' cycling activity. Traffic neutral months are used for analysis because of the influence of the weather and school holidays, and this is standard for most Department for Transport indicators

188. From a baseline taken in 2010, cycling figures increased year on year until 2014, where a high of 18% above baseline was achieved. Annual figures from 2014 then slowly started to fall until prior to the pandemic (2019) where cycling levels in the city were around 13% above the baseline. During the pandemic, figures then fell significantly then remained comparable until 2022. The latest data for 2025 shows an increase in cycling activity to 3% above the baseline.



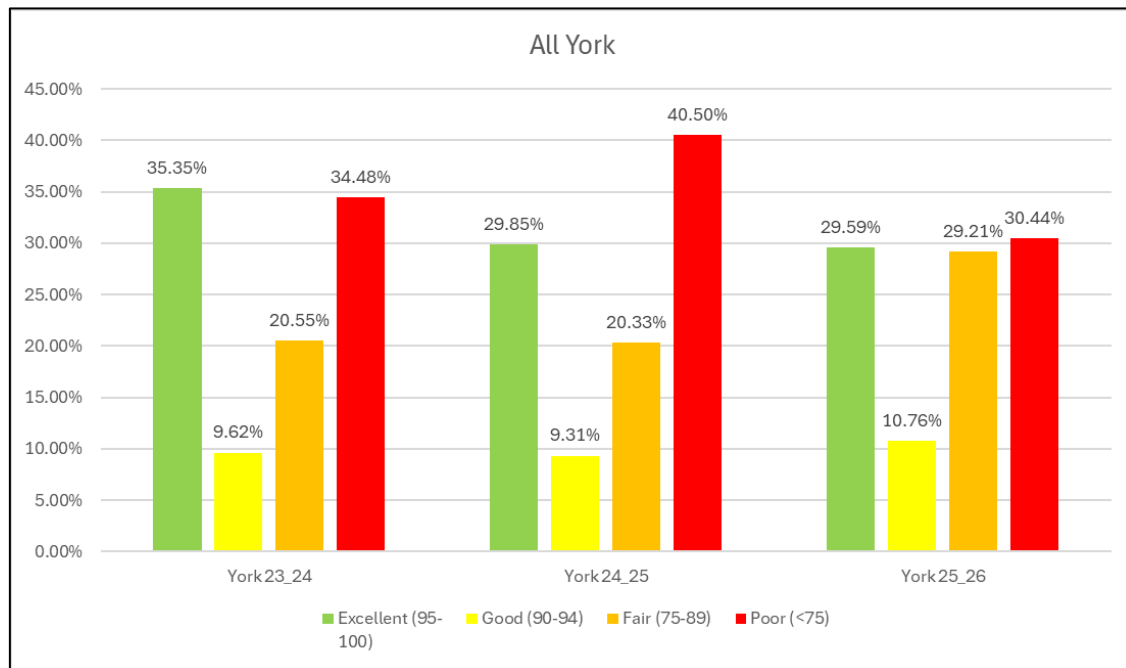
189. **The number of CYC electric vehicle recharging points** – There were 103 CYC electric recharging points at the end of 2025-26, which is the same as at the end of 2024-25.

190. When looking at all providers of EV charging, the latest data collated by ZapMap, a charging locator app, shows that for York the total number of publicly available charging devices (all speeds) was 165 at the end of Q3 2025-26 which is an increase from 159 the previous quarter. The number of those which were rapid chargers was 57 at the end of Q3 which is an increase from 50 from the previous quarter. These counts exclude any non-operational devices undergoing maintenance work. Although numbers can fluctuate slightly throughout the year, latest data for Q3 shows an increase in capacity compared to the previous year.

191. A charging device may have more than one connector and be able to charge more than one vehicle at a time so the figures do not show total charging capacity but are an indication of and can be used to compare York to national and regional rates. The rate of devices available (all speeds) per 100,000 population was 78.8 for York compared to 74.2 Regionally and 129.3 Nationally. With 27.2 rapid chargers per 100,000

population, York was above both the Regional rate of 23.3 and National rate of 25.6 at Q3.

192. **% of Principal/Non-principal roads where maintenance should be considered** – In 2025-26, the percentage of principal roads in York, from local figures, where maintenance should be considered was 9% (a decrease from 14% in 2024-25). There are two processes for collecting this indicator, a local one for providing the figures above, and a one-off SCANNER survey which is used by the DfT for benchmarking. The latest York figure for SCANNER is 3% for principal roads in 2024-25 and this is slightly lower than the latest available benchmarks in 2023-24 (National average 4% and Regional average 3%).
193. The percentage of non-principal roads in York, from local figures, where maintenance should be considered was 20% in 2025-26 (a large decrease from 33% in 2024-25). Like the above indicator, there are two processes for collecting this indicator, a local one for providing the figures above, and a one-off SCANNER survey which is used by the DfT for benchmarking. The latest York figure for SCANNER is 4% for non-principal roads in 2024-25 which is lower than the latest benchmarks in 2023-24 (National average 7% and Regional average 4%).
194. There has been a minor change in the survey methodology in that we are now using the latest model 'asphalt condition', which has replaced or refined the previous 'road surface condition' model. Road condition is split into Excellent/Good/Fair/Poor categories and essentially the new model tries to better distinguish Poor roads where the score has deducted down to zero – i.e. some Poor roads are better than others. The new model (2025/26) has slightly affected the proportions with a general 'damping down' of overall figures for Excellent/Good, but more strikingly a very different relationship (more realistic) between Fair and Poor which causes the changes in figures between 2024/25 and 2025/26. We have confidence in the newest version of the model and highways feel this is more representative of the network. A graph which shows more detail on the road condition splits is included below.



Performance – Housing: Increasing the supply of affordable housing

195. **Number of new affordable homes delivered in York –** An acceleration in affordable housing completions was seen in the second half of 2025-26, with a combination of the council’s Housing Delivery Programme and section 106 completions providing much needed, high quality new build homes for residents in housing need. Nevertheless, during 2025-26, affordable housing completions remain significantly below the identified level of need (154 affordable homes have been delivered in 2025-26). National scale challenges are facing many areas with buoyant housing markets such as a shortage of sites for affordable housing and labour and supply chain constraints, and these have affected delivery in York. The council itself is maximising delivery opportunities currently and will access a range of funding opportunities for direct delivery in addition to maximising provision through Section 106 planning agreements.
196. There is a significant and growing future pipeline of affordable homes with planning permission in place across the council's own newbuild development programme and section 106 planning gain negotiated affordable housing. This has been supported by the implementation of the council’s Adopted Local Plan. The work to accelerate delivery at the York Central site further enhances the future delivery pipeline.
197. The Government and Combined Authority have stated that housing supply, and affordable homes in particular, are amongst its key delivery

priorities and the council will take advantage of new opportunities in this climate wherever possible.

198. **% of dwellings with energy rating in A-C band in the EPC register**
– An Energy Performance Certificate (EPC) gives a property an energy efficiency rating from A (most efficient) to G (least efficient) and is valid for 10 years. Apart from a few exemptions, a building must have an EPC assessment when constructed, sold or let. Whilst the EPC register does not hold data for every property, it can be viewed as an indication of the general efficiency of homes. The rating is based on how a property uses and loses energy for example through heating, lighting, insulation, windows, water and energy sources. Each area is given a score which is then used to determine the A-G rating and a rating of A-C is generally considered to be good energy performance.

The % of properties on the register for York with an EPC rating of A-C at year-end was 47.2%. This measure has increased incrementally month on month since CYC began reporting on the information in March 2023 when 42% of properties were rated A-C. The largest changes in York continue to be in the middle categories with around 5% less properties rated D-E and around 5% more rated C. Data is based on the last recorded certificate for 64,744 properties on the register for York, some of which will have been last assessed more than ten years ago. When looking at certificates updated in the last year only (2025-26), 5,189 new certificates were lodged for York and 59% of these were rated A-C compared to 60% for the region and 64% nationally for the same period.

199. Due to new data processes being put in place by the Ministry of Housing, Communities and Local Government, there has been a temporary interruption to the supply of EPC certificate information while internal processes align to new data sourcing. These new processes should be in place by June with an update on data available at that time.

200. **Net Additional Homes** – Between 1st April 2025 and 30th September 2025, a total of **549 net additional homes** were completed. Data for the full year 2025-26 will be available in July 2026.

- This includes the following:
 - 541 new build homes
 - 10 were a result of changes from other uses to residential homes
 - 2 homes were demolished during the monitoring period

- In terms of the type of sites that were developed:
 - 227 homes were completed on housing sites (Use Class C3)
 - 21 homes were over 55s accommodation
 - 300 were additional off campus, privately managed student accommodation

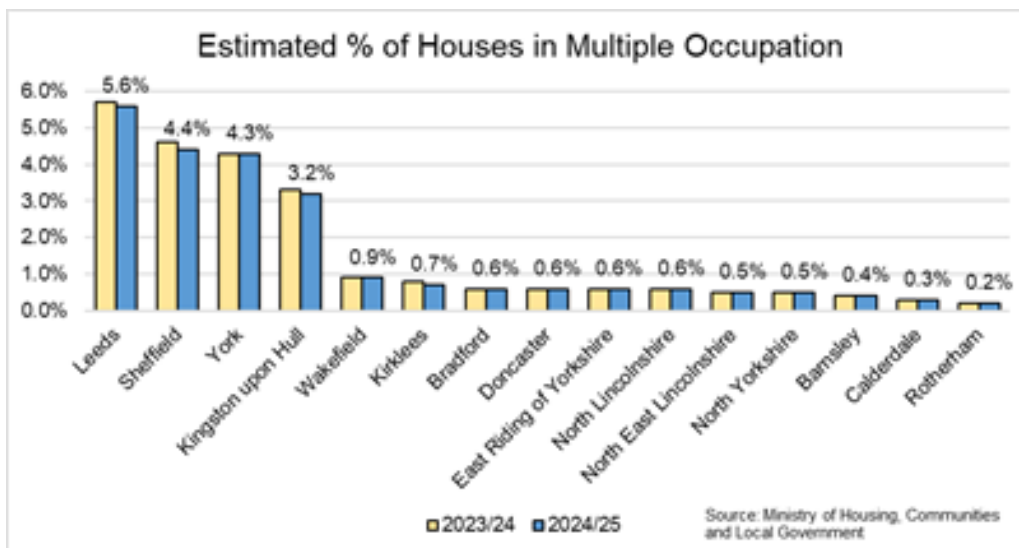
201. **Net Housing Consents** – Planning applications determined during the monitoring period of 1st April 2025 to 30th September 2025 resulted in the approval of **162 net additional homes**. Data for the full year 2025-26 will be available in July 2026.

- The main features of the housing approvals are:
 - 143 of all net homes consented were granted on housing sites (Use Class C3).
 - 19 consents were due to the relaxation of Permitted Development Rights

202. **Number of homeless households with dependent children in temporary accommodation** – The number of households with dependent children in temporary accommodation rose steadily from 26 at the start of 2024-25 to 35 by Q2 2025-26 but reduced to 29 at Q3 (latest data). The overall number of households in temporary accommodation has remained consistent throughout 2025-26 at around 63 households which is a reduction from 70 at year end 2024-25. Latest numbers reflect a slightly smaller proportion of families with children housed in temporary accommodation which has reduced from 55% of households in Q2 to 46% in Q3 and is below the latest national rate of 64%.

203. Of the 29 households with children in temporary accommodation at quarter end, 27 were recorded as accommodated in hostels, this will generally be James House which is designated accommodation for families. Two households were in other private landlord or supported accommodation. Everyone who is homeless and in temporary accommodation will have a support worker to guide them through the process of finding and keeping future accommodation along with help for budgeting, debt advice, independent living skills, tenancy management and completion of actions on a personal housing plan. York continues to report no households with children housed in Bed and Breakfast accommodation at quarter end.

204. When looking at the total number of households in temporary accommodation per households in area (000s), York continues to perform positively compared to benchmarks at Q3 (0.72 in York compared to 5.49 Nationally and 1.67 Regionally). Q4 2025-26 data will be available in August 2026.
205. **Number of people sleeping rough** – A monthly count of people sleeping rough takes place on the last Thursday of each month. Navigators carry out an early morning street walk checking known rough sleeping hot spots and responding to intelligence or reports of rough sleepers.
- The latest figure shows that there were 33 people sleeping rough in York in March 2026, which is higher than the 14 people in March 2025.
 - Of the 33 people, 17 had no local connection (those who have no family or friends connection to York)
 - 2 people were in the category of ‘Accommodation Available (Local Connection)’ – those where accommodation is available but hasn’t been returned to, this can be for a number of reasons including: substance abuse, intoxication, mental health, socialising/street drinking or seeking public donations in the night-time economy. The majority are from York or at least have a Local Connection to York via a family member.
 - A further 14 people were in the category of ‘Actual Rough Sleeping (Local Connection)’ – those who are from York with no accommodation available or are not willing to accept accommodation.
206. **HMO’s as % of properties in York** – The estimate of the proportion of Houses in Multiple Occupation (HMO) divided by the total number of dwellings within York in 2024-25 has remained comparable to last year **at 4.3% which is the 3rd highest in the region, behind Leeds and Sheffield**. The average for England is 1.5% and regionally it is 1.6%. It is not surprising that the levels are higher in university cities as a recent survey suggests that 7 in 10 students live in a privately rented HMO house while studying in the UK. A HMO is defined as an entire house, flat or converted building which is let to three or more persons who form two or more households and who share facilities such as a kitchen, bathroom and toilet. Data for 2025-26 will be available in June 2027.



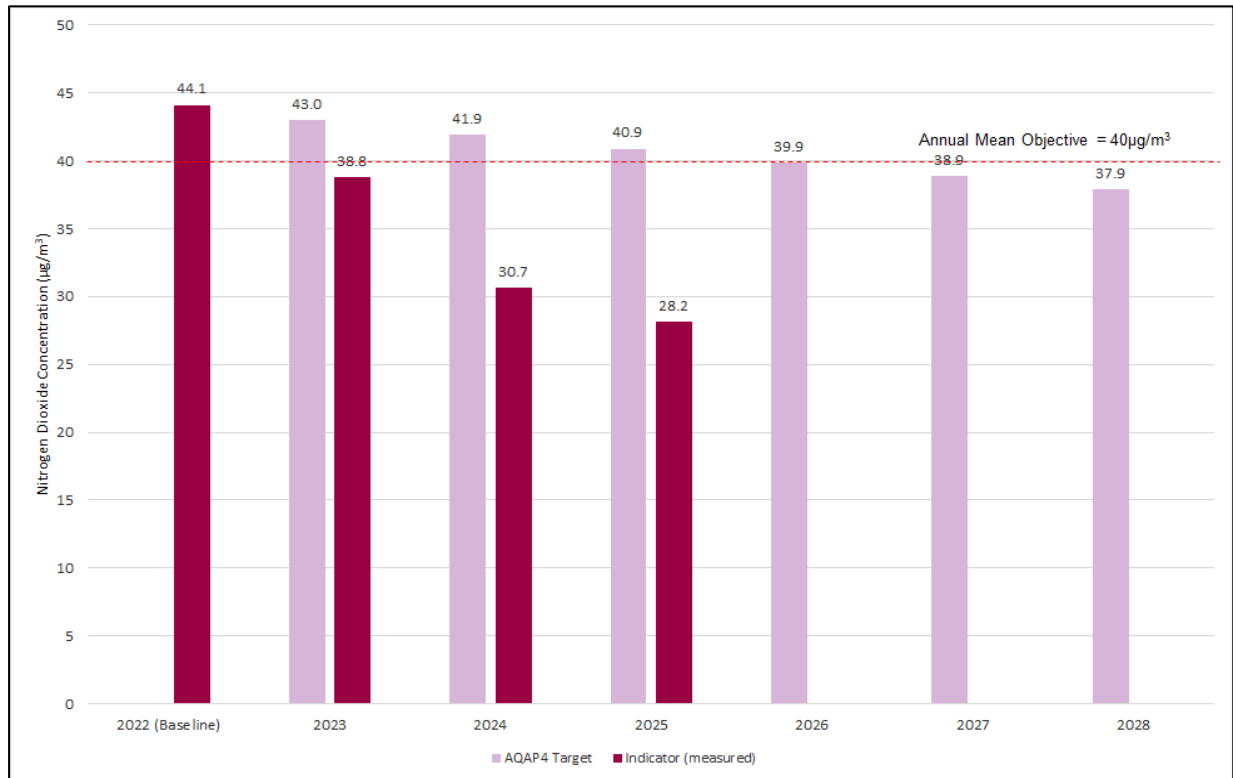
207. **% of dwellings failing to meet the decent homes standard** – At the end of 2024-25, 144 council properties were considered to be non-decent which is 2% of council housing stock. The 2024-25 figure is a slight increase from 1.9% of properties at the end of 2023-24, however this figure has come down in recent years and is below the national benchmark of 3.2% reported by the regulator for social housing for 2024-25. Year-end numbers for 2025-26 are still being processed and validated to ensure all latest home improvements have been included and are due to be submitted to the regulator in late June.
208. **% of repairs completed on first visit** – The percentage of repairs completed on the first visit was 81.2% in 2025-26, which remains high and is comparable with 80.4% in 2024-25.
209. **Number of void properties** – There were 55 void properties at the end of March 2025 but this has now increased to 118 at the end of March 2026.
210. Void properties form a critical part of the Council’s housing service, directly affecting housing supply, tenant wellbeing, and the efficient use of stock. Reducing void times remains a priority to maximise the availability of homes while ensuring properties are safe, compliant, and meet lettable standards.
211. Over recent months, void levels have remained higher than target despite a range of actions already taken, including the engagement of additional contractors and the offer of overtime to in-house operatives. Analysis shows that the factors driving void levels are structural and process-related, rather than solely a lack of resource.

212. Key pressures include a high proportion of unnotified void returns, workforce capacity constraints, limited availability of contractors for capital and major void works, and internal processes that are not always aligned with void delivery timescales. In parallel, the introduction of new-build and refurbished homes, particularly at sites such as Bell Farm, is creating additional secondary voids as existing tenants downsize from current Council-managed properties. The focus of future work is on reducing avoidable delay, improving early decision-making, and strengthening joint working between Housing, Procurement, and Building Services, to deliver a sustained reduction in void levels.
213. **% of tenants satisfied that their landlord provides a home that is well maintained** – Survey responses collected in 2025-26 reflected that 65% of tenants were satisfied that the council provided a well maintained home, increasing from 56% the previous year. This measure is one of the satisfaction measures collected for the Regulator for Social Housing (RSH). The latest national figures reported by the RSH for 2024-25 show that 68% were satisfied in this area. 2025-26 benchmarking is due in November 2026.
214. Results from the 2025-26 tenant survey reflected improved satisfaction with the services provided, of between 3-12% across all measures monitored by the regulator. York continues to focus on key compliance rates for gas, fire, lift, asbestos and water hygiene safety across housing stock.

Performance - Sustainability: Cutting carbon, enhancing the environment for our future

215. **Average of maximum annual mean Nitrogen Dioxide concentration recorded across three areas of technical breach** – With the exception of 2024 (and 2020 during the pandemic), CYC's air quality monitoring network has previously demonstrated sustained exceedances of the health-based nitrogen dioxide objective of 40µg/m³ in 3 areas of the city, namely Gillygate/Lord Mayor's Walk, Blossom Street/Holgate Road and Rougier Street/George Hudson Street. These are referred to as 'technical breach areas' and fall within CYC's Air Quality Management Area.
216. Whilst not all monitoring points within these areas are exceeding health-based standards, there has previously been at least one monitor at a point of relevant public exposure within each area that is above the annual mean objective of 40µg/m³. This indicator considers an

average of the maximum annual mean concentrations of NO₂ in these three areas.



217. As can be seen from the graph above:

- Projections undertaken during development of CYC's Fourth Air Quality Action Plan (AQAP4) suggested that it might take until 2026 for this indicator to fall below the health-based objective of 40µg/m³. The rate of improvement observed in York between 2022-2025 has significantly exceeded that observed in earlier years from 2012-2022 (which was around 2.5% improvement a year over 10 years).
- The AQAP4 target was met in 2025 and the indicator is well within the 40µg/m³ objective. This is a positive result.

218. Measures such as the introduction of electric buses (and other types of electric vehicle) across the network in recent years have undoubtedly contributed to this ongoing success. Additionally in 2025, air quality in Gillygate improved further as a result of the signal trial. In line with commitments in AQAP4, CYC aims to improve air quality further in all areas to improve public health.

219. **Percentage of household waste sent for reuse, recycling or composting** – The latest provisional data for the proportion of household waste sent for reuse, recycling or composting was 37.4% in Q3 2025-26, which is a small increase from 36.6% at the same point in

2024-25. The percentage of “dry recycling” (recycling excluding composting) of all household waste increased to 23.5% from 23.2% in Q3 last year and the percentage of composting also increased to 13.5% from 13.1% in Q3 last year. The total household waste collected (198kg per household) remained at a similar level from the same time last year (197kg), but there was a small reduction in reuse, recycling or composting waste per household (72kg from 74kg in 2024-25), whilst residual (approx. non-recycling) household waste remained stable at 125kg per household from 124kg last year.

220. **Level of CO2 emissions across the city and from council buildings and operations** – Emissions associated with the council’s scope 1 operations (heating and fleet) have reduced over the last 12 months, due to the work underway to improve the efficiency of our buildings and fleet electrification. However, as a result of the ongoing electrification of the fleet, emissions associated with electricity usage have increased. We continue to increase the volume and accuracy of data in our reporting methodology, with these improvements leading to an increase in our Scope 3 emissions. Fully understanding our emissions is an important step in managing and mitigating our impact. Further details are available here:
<https://democracy.york.gov.uk/documents/s179414/Report.pdf>.
221. City-wide emissions have reduced by 16.4% over the last two years (up to 2023) and have halved since 2005. The latest available data shows that emissions are now below the lowest point during the COVID-19 pandemic. The positive downward trajectory demonstrates potential for decoupling economic growth and emissions; however, we still need to accelerate and expand our efforts to meet our net zero by 2030 ambition. Further details are available here:
https://democracy.york.gov.uk/documents/s179439/EMDS_City%20Wide%20Emissions%202024.pdf
222. **% of Talkabout panel satisfied with their local area as a place to live** – The second bi-annual resident satisfaction survey taken by the Talkabout panel took place during Q3 2025-26. Results from the Q3 2025-26 Talkabout survey showed that 78% of the panel were satisfied with York as a place to live, a one percentage point decrease from the previous survey. 82% were satisfied with their local area, which is unchanged from the previous round, but higher than the Community Life Survey result from 2024-25 (73%).
223. **% of Talkabout panel who give unpaid help to any group, club or organisation** – Results from the Q3 2025-26 Talkabout survey found

that 63% of panellists had given unpaid help to any group, club or organisation within the last 12 months. The government's Community Life Survey 2024-25 recorded that 54% had taken part in either formal or informal volunteering at least once in the last 12 months.

224. **Number of trees planted (CYC)** – Between 2023 and 2025, the total number of trees delivered by CYC was 5,371, exceeding, ahead of time, the Council's commitment to plant 4,000 additional trees by March 2028 to address the climate and nature emergencies. During 2023-24, 150 standards (trees around 2-3 metre in height) and 2,516 whips (trees around 30-50 centimetre in height) were planted and during 2024-25, CYC planted circa 213 standards and 2,492 whips. Thirty of the standards were planted by the Council's Public Realm team with the remaining 183 standards and all whips delivered through the Council's 'Green Streets' initiative fully funded by external grants totalling £175,000.
225. During 2025-26, CYC planted 54 standards within the city's highway verges, parks and open spaces.
226. **% of Talkabout panel who think that the council are doing well at improving green spaces to help biodiversity and mitigate climate change** – The results for Q3 2025-26 showed that 40% of respondents agreed the Council and its partners are doing well at improving green spaces, a decrease from 43% in the previous round of the survey.

Performance – How the council will operate

227. **FOI and EIR – % of requests responded to in-time (YTD)** – 94.8% of FOI and EIR requests were responded to in-time during 2025-26. This figure remains high.
228. **% of 4Cs complaints responded to in-time** – There has been a large decrease in the number of corporate complaints received over recent years with 743 received in 2025-26 (compared to 1,054 in 2024-25 and 1,310 in 2023-24). However, the percentage of corporate complaints responded to in time during 2025-26 was 51.1% which is much lower than 70.1% in 2024-25.
229. **% of the Talkabout panel reporting an excellent, good, satisfactory or poor experience when they last contacted the council about a service** – The results for this indicator for Q3 2025-26 show that the majority of the panel report having a 'good' (33%) or 'satisfactory' (37%) experience when they last contacted the Council,

with 13% reporting an 'excellent' experience (up from 12%) and 17% reporting a 'poor' experience (down from 25%).

230. **Average sickness days per full time equivalent (FTE) employee –** At the end of 2025-26, the average number of sickness days per FTE (rolling 12 months) was 12.1 days (compared to 11.9 days in 2024-25). The latest benchmarks show that the CIPD public sector benchmark is 13.3 days per FTE, putting us below national trends.
231. **York Customer Centre average speed of answer –** Phones were answered, on average, in 2 minutes and 11 seconds during 2025-26 by the York Customer Centre. This is slower than in 2024-25 (42 seconds) and in the previous few years.

Consultation Analysis

232. Not applicable

Options Analysis and Evidential Basis

233. Not applicable

Organisational Impact and Implications

234. The recommendations in the report potentially have implications across several areas. However, at this stage
- **Financial implications** are contained throughout the main body of the report. The actions and recommendations contained in this report should ensure the continued financial stability and resilience of the Council both in the current year and in future years.
 - **Human Resources (HR)** – There are no direct implications related to the recommendations.
 - **Legal** – The Council is under a statutory obligation to set a balanced budget on an annual basis. Under the Local Government Act 2003 it is required to monitor its budget during the financial year and take remedial action to address overspending and/or shortfalls of income.
 - **Procurement** – There are no specific procurement implications to this report.
 - **Health and Wellbeing** – There are no direct implications related to the recommendations.

- **Environment and Climate action** – There are no direct implications related to the recommendations.
- **Affordability** – There are no direct implications related to the recommendations.
- **Equalities and Human Rights** – There are no direct implications related to the recommendations.
- **Data Protection and Privacy** – There are no implications related to the recommendations.
- **Communications** – There are no direct implications related to the recommendations.
- **Economy** – There are no direct implications related to the recommendations.

Risks and Mitigations

235. An assessment of risks is completed as part of the annual budget setting exercise. These risks are managed effectively through regular reporting and corrective action being taken where necessary and appropriate.

Wards Impacted

236. All

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Annexes

Annex 1: Q4 Performance Tables - City Outcomes and Council Delivery Indicators 2023-2027

Annex 2: York Learning Accountability Statement

Annex 3: Parking Income and Expenditure and Highway and Transport Expenditure

Glossary of abbreviations used in the report

AQAP	Air Quality Action Plan
ASC	Adult Social Care
AEB	Adult Education Board
ANPR	Automatic Number Plate Recognition
ASF	Adult Skills Fund
C&E	Children and Education
CIPD	Chartered Institute of Personnel and Development
CLA	Children Looked After
CO	Chief Officer
CQC	Care Quality Commission
CYC	City of York Council
DFT	Department for Transport
DoLS	Deprivation of Liberty Service
DP	Direct Payments
DSG	Dedicated Schools Grant
DWP	Department for Work & Pensions
EIR	Environmental Information Regulations
EPC	Energy Performance Certificate
EV	Electric Vehicle
FOI	Freedom of Information
GCSE	General Certificate of Secondary Education
GVA	Gross Value Added
HMO	Homes in Multiple Occupatiion
HR	Human Resources
HRA	Housing Revenue Account
HWRC	Household Waste Recycling Centre
IFA	Independent Fostering Agreement
KS4	Key Stage 4
LA	Local Authority
LD	Learning Disability
LE	Life Expectancy
LSIP	Local Skills Improvement Plan

MASH	Multi Agency Safeguarding Hub
MSOA	Middle Layer Super Output Area
NCMP	National Child Measurement Programmes
NDC	National Data Company
OP	Older People
PH	Public Health
PFI	Private Finance Initiative
PPE	Personal Protective Equipment
PS&I	Physical & Sensory Impairment
SEND	Special Educational Needs and Disabilities
SL	Supported Living
UASC	Unaccompanied Asylum Speaking Children
Y&H	Yorkshire & The Humber
YNYCA	York and North Yorkshire Combined Authority

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Annex 1 - Performance - City Outcomes and Council Delivery Indicators 2023-2027

Financial Health (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Forecast Budget Overtun (£000s Overspent / -Underspent) - CYC Subtotal (excluding contingency)	£1,123 (2024/25)	£-998 (2025/26)	➡	Quarterly	Not available	Q1 2026/27 data available in August 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Health and wellbeing: A health generating city (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Income Deprivation Affecting Children Index (IDACI)	0.10 (2019)	0.24 (2025)	⬆ Bad	5 yearly	National Rank 2025: 138	2030 data available Winter 2030
Number of children in temporary accommodation - (Snapshot)	76 (Q2 2025/26)	50 (Q3 2025/26)	⬇ Good	Quarterly	No benchmarking as local indicator	Q4 2025/26 data available in August 2026
%pt gap between disadvantaged pupils (eligible for FSM in the last 6 years, looked after and adopted from care) and their peers achieving 9-4 in English & Maths at KS4	31.1% (2023/24)	31% (2024/25)	➡	Annual	National Data 2024/25 29%	2025/26 data available in February 2027
% of reception year children recorded as being overweight (incl. obese) (single year)	22.8% (2023/24)	23.2% (2024/25)	➡	Annual	National Data 2024/25 23.5%	2025/26 data available in November 2026
Slope index of inequality in life expectancy at birth - Female - (Three year period)	6.7 (2023/24)	6.6 (2024/25)	➡	Annual	National Data 2024/25: 8 Regional Rank 2024/25: 3	2025/26 data available in May 2027
Slope index of inequality in life expectancy at birth - Male - (Three year period)	10.1 (2023/24)	8.9 (2024/25)	⬇ Good	Annual	National Data 2024/25: 10.4 Regional Rank 2024/25: 3	2025/26 data available in May 2027
% of adults (aged 16+) that are physically active (150+ moderate intensity equivalent minutes per week, excl. gardening)	76.5% (2024/25)	72.7% (2025/26)	➡	Annual	National Data 2025/26 64.6%	2026/27 data available in April 2027
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Health and wellbeing: A health generating city (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Percentage of people who use services who have control over their daily life	80.5% (2023/24)	75.3% (2024/25)	➡	Annual	National Data 2024/25 77.3%	2025/26 data available in January 2027
Percentage of people who use services who have control over their daily life - Older People	76% (2023/24)	67.8% (2024/25)	➡	Annual	National Data 2024/25 73.6%	2025/26 data available in January 2027
Overall satisfaction of people who use services with their care and support	65.1% (2023/24)	66.5% (2024/25)	➡	Annual	National Data 2024/25 65.1%	2025/26 data available in January 2027
Health Inequalities in wards	See below	See below	➡	Annual	See below	See below
Absolute gap in mortality ratio for deaths from circulatory disease (under 75) between highest and lowest York MSOA (5 year aggregated) - (ward gap prior to 2023/24)	141.1 (2020/21)	145 (2023/24)	➡	Annual	No benchmarking as local indicator	2024/25 data available in August 2026
Gap in years in Life Expectancy at birth for Males between highest and lowest York MSOA (5 year aggregated) - (ward gap prior to 2023/24)	11.7 (2020/21)	10.4 (2023/24)	⬇ Good	Annual	No benchmarking as local indicator	2024/25 data available in August 2026
Gap in years in Life Expectancy at birth for Females between highest and lowest York MSOA (5 year aggregated) - (ward gap prior to 2023/24)	11.1 (2020/21)	8.1 (2023/24)	⬇ Good	Annual	No benchmarking as local indicator	2024/25 data available in August 2026
Absolute gap in hospital admission ratio for self-harm between highest and lowest York ward (5 year aggregated)	133.2 (2019/20)	119.6 (2020/21)	➡	Annual	No benchmarking as local indicator	TBC

Absolute gap in hospital admission ratio for alcohol-related harm (narrow definition) between highest and lowest York ward (5 year aggregated)	70.7 (2017/18)	88.8 (2020/21)	➡	Annual	No benchmarking as local indicator	TBC
Absolute gap in % of children who reach expected level of development at 2-2.5 years of age between highest and lowest York ward (4 yr aggregated)	10.5% (2023/24)	9.6% (2024/25)	⬇ Good	Annual	No benchmarking as local indicator	2025/26 data available in June 2026
Absolute gap in % of Year 6 recorded overweight (incl. obesity) between highest and lowest York ward (3 year aggregated)	22.8% (2023/24)	18.5% (2024/25)	⬇ Good	Annual	No benchmarking as local indicator	2025/26 data available in November 2026
Absolute gap in % of children totally or partially breastfeeding at 6-8 weeks between highest and lowest York ward (4 year aggregated ward data)	39.3% (2023/24)	36.4% (2024/25)	➡	Annual	No benchmarking as local indicator	2025/26 data available in June 2026
Number of children in care, excluding Short Breaks - (Snapshot)	240 (2024/25)	230 (2025/26)	➡	Quarterly	National Data 2024/25 67 per 10k	Q1 2026/27 data available in July 2026
Number of children subject to a Child Protection Plan - (Snapshot)	126 (2024/25)	159 (2025/26)	➡	Quarterly	National Data 2024/25 40.6 per 10k	Q1 2026/27 data available in July 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Education and Skills: High quality skills and learning for all (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of working age population qualified - to at least L2 and above (New methodology from 2022/23)	93.3% (2024/25)	93.9% (2025/26)	➡	Annual	National Data 2025/26: 87% Regional Data 2025/26: 86%	2026/27 data available in April 2027
% of working age population qualified - to at least L4 and above (New methodology from 2022/23)	59.6% (2024/25)	53.8% (2025/26)	➡	Annual	National Data 2025/26: 48.6% Regional Data 2025/26: 41.1%	2026/27 data available in April 2027
% of pupils achieving 9-4 or above in English & Maths at KS4 (C or above before 2016/17)	70.5% (2023/24)	74.4% (2024/25)	⬆ Good	Annual	National Data 2024/25 64.8%	2025/26 data available in November 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Education and Skills: High quality skills and learning for all (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of children who have achieved a Good Level of Development (GLD) at Foundation Stage - (Snapshot)	70% (2023/24)	71.4% (2024/25)	➡	Annual	National Data 2024/25 68.3%	2025/26 data available in December 2026
Number of children who are eligible for a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	2,320 (2023/24)	2,337 (2024/25)	➡	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
% of children who are eligible for a free school meal in the primary sector (excluding Danesgate)	17% (2023/24)	17.5% (2024/25)	➡	Annual	National Data 2024/25 24.7%	2025/26 data available in July 2026
Number of children who are eligible and taking a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	1,938 (2023/24)	1,942 (2024/25)	➡	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
% of children taking a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	14.2% (2023/24)	14.6% (2024/25)	➡	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
Number of children who are eligible for a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	1,729 (2023/24)	1,872 (2024/25)	➡	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
% of children who are eligible for a free school meal in the secondary sector (excluding Danesgate)	15.2% (2023/24)	16.5% (2024/25)	➡	Annual	National Data 2024/25 25.9%	2025/26 data available in July 2026
Number of children who are eligible and taking a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	1,299 (2023/24)	1,262 (2024/25)	➡	Annual	No benchmarking as local indicator	2025/26 data available in July 2026

% of children taking a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	11.4% (2023/24)	11.1% (2024/25)	➡	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
Total number of children who are eligible for a free school meal - (York LA Local Measure) - (Jan Census snapshot)	4,246 (2023/24)	4,441 (2024/25)	➡	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
Total number of children who are eligible and taking a free school meal - (York LA Local Measure) - (Jan Census snapshot)	3,289 (2023/24)	3,278 (2024/25)	➡	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
Total number of active EHCPs overseen by SEND Services (Snapshot)	1,610 (2024/25)	1,893 (2025/26)	➡	Monthly	No benchmarking as local indicator	Q1 2026/27 data available in August 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Economy: A fair, thriving, green economy for all (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Universal Credit: Claimants	14,159 (2024/25)	15,744 (2025/26)	⬆ Bad	Quarterly	Not available	Q1 2026/27 data available in August 2026
Workplace Earnings gap between the 25 percentile and the median (£) (York)	£182.30 (2024/25)	£175.90 (2025/26)	➡	Annual	National Data 2025/26 £181.80	2026/27 data available in November 2026
Housing affordability (median house prices to earnings ratio)	8.5 (2023/24)	7.5 (2024/25)	⬇ Good	Annual	National Data 2024/25 7.6	2025/26 data available in March 2027
% of vacant city centre shops	6.5% (2024/25)	5.3% (2025/26)	⬇ Good	Monthly	National Data 2025/26 13.4%	Q1 2026/27 data available in July 2026
GVA per head (£)	37,748 (2022/23)	41,162 (2023/24)	⬆ Good	Annual	Regional Rank 2023/24: 2	2024/25 data available in July 2026
% of working age population in employment (16-64)	79.9% (Q2 2025/26)	78.7% (Q3 2025/26)	➡	Quarterly	National Data Q3 2025/26 75.5%	Q4 2025/26 data available in July 2026
% of Total Employees working for an Accredited Good Business Charter employer	13.5% (2023/24)	11.3% (2024/25)	➡	Annual	No benchmarking as local indicator	2025/26 data available in November 2026
% of Total Employees working for an Accredited Living Wage employer	16.4% (2023/24)	16.3% (2024/25)	➡	Annual	No benchmarking as local indicator	2025/26 data available in November 2026
Survival of Newly Born Businesses post 1 year	93.9% (2022/23)	95.0% (2023/24)	➡	Annual	Benchmark Post 2 years 2022/23 71.2%	2024/25 data available in November 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Transport: Sustainable accessible transport for all (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
P&R Passenger Journeys	3.78m (2024/25)	3.88m (2025/26)	⬆ Good	Quarterly	No benchmarking as local indicator	Q1 2026/27 data available in August 2026
Local bus passenger journeys originating in the authority area (excluding P&R)	7.69m (up to Q3 2024/25)	7.43m (up to Q3 2025/26)	➡	Quarterly	No benchmarking as local indicator	Q4 2025/26 data available in July 2026
Area Wide Traffic Levels (07:00 -19:00) (Excluding A64) from 2009/10 baseline (2.09m)	2.03m (2023/24)	2.03m (2024/25)	➡	Annual	No benchmarking as local indicator	2025/26 data available in July 2026
Area-Wide Cycle Flow (12 hour) indexed to 2010 Baseline (9,897) (Calendar Year)	97% (2024)	103% (2025)	➡	Annual	No benchmarking as local indicator	2026 data available in February 2027
Index of pedestrians walking to and from the City Centre (12 hour in and out combined) from 2009 Baseline (37,278)	101% (2024)	130% (2025)	➡	Annual	No benchmarking as local indicator	2026 data available in February 2027
% of customers arriving at York Station by sustainable modes of transport (cycling, walking, taxi or bus - excluding cars, Lift, Motorcycle, Train)	78.7% (2024)	60.8% (2025)	➡	Annual	No benchmarking as local indicator	2026 data available in February 2027
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Transport: Sustainable accessible transport for all (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
The number of CYC electric vehicle recharging points in York	103 (2024/25)	103 (2025/26)	→	Quarterly	No benchmarking as local indicator	Q1 2026/27 data available in July 2026
% of Principal roads where maintenance should be considered (Local Recording)	14% (2024/25)	9% (2025/26)	→	Annual	No benchmarking as local indicator	2026/27 data available in March 2027
% of Principal roads where maintenance should be considered (Scanner - NI - 130-01)	2% (2023/24)	3% (2024/25)	→	Annual	National Data (Scanner DfT Comparison) 2023/24 4%	2025/26 data available in August 2026
% of Non-principal classified roads where maintenance should be considered (Local Recording)	33% (2024/25)	20% (2025/26)	→	Annual	No benchmarking as local indicator	2026/27 data available in March 2027
% of Non-principal classified roads where maintenance should be considered (Scanner - NI 130-02)	4% (2023/24)	4% (2024/25)	→	Annual	National Data (Scanner DfT Comparison) 2023/24 7%	2025/26 data available in August 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Housing: Increasing the supply of affordable housing (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Number of new affordable homes delivered in York	153 (2024/25)	154 (2025/26)	→	Quarterly	No benchmarking as local indicator	Q1 2026/27 data available in August 2026
% of dwellings with energy rating in A-C band in the EPC Register - Snapshot	46.1% (2024/25)	47.2% (2025/26)	↑ Good	Monthly	National Data 2024/25 52.7%	Q1 2026/27 data available in September 2026
Net Additional Homes Provided - (YTD)	649 (2024/25)	549 (Q2 2025/26)	↑ Good	Bi-annual	No benchmarking as local indicator	2025/26 full-year data available in July 2026
Net Housing Consents - (YTD)	739 (2024/25)	162 (Q2 2025/26)	→	Bi-annual	No benchmarking as local indicator	2025/26 full-year data available in July 2026
Number of homeless households with dependent children in temporary accommodation - (Snapshot)	35 (Q2 2025/26)	29 (Q3 2025/26)	→	Quarterly	No benchmarking as local indicator	Q4 2025/26 data available in August 2026
Number of people sleeping rough - local data - (Snapshot)	14 (2024/25)	33 (2025/26)	→	Monthly	No benchmarking as local indicator	Q1 2026/27 data available in July 2026
HMO's as % of properties in York	4.3% (2023/24)	4.3% (2024/25)	→	Annual	National Data 2024/25 1.5%	2025/26 data available in June 2027
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Housing: Increasing the supply of affordable housing (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of dwellings failing to meet the decent homes standard	1.9% (2023/24)	2% (2024/25)	→	Annual	National Data (RSH Return) 2024/25 3.2%	2025/26 data available in July 2026
% of Repairs completed on first visit	80.4% (2024/25)	81.2% (2025/26)	→	Quarterly	Housemark Median 2023/24 88.6%	Q1 2026/27 data available in July 2026
Number of Void Properties - Standard Voids - (Snapshot)	55 (2024/25)	118 (2025/26)	↑ Bad	Monthly	No benchmarking as local indicator	Q1 2026/27 data available in July 2026
Number of Void Properties - Major Works Voids - (Snapshot)	7 (2024/25)	15 (2025/26)	↑ Bad	Monthly	No benchmarking as local indicator	Q1 2026/27 data available in July 2026
Number of Void Properties - Capital Projects Voids - (Snapshot)	19 (2024/25)	0 (2025/26)	↓ Good	Monthly	No benchmarking as local indicator	Q1 2026/27 data available in July 2026
Number of Void Properties - Total Voids (Excludes Not Offerable) - (Snapshot)	81 (2024/25)	133 (2025/26)	↑ Bad	Monthly	No benchmarking as local indicator	Q1 2026/27 data available in July 2026
Number of Void Properties - Not Offerables - (Snapshot)	79 (2024/25)	23 (2025/26)	→	Monthly	No benchmarking as local indicator	Q1 2026/27 data available in July 2026
% of tenants satisfied that their landlord provides a home that is well maintained	56.1% (2024/25)	65.2% (2025/26)	→	Annual	National Data (RSH Return) 2024/25 68.1%	2026/27 data available in January 2027
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Sustainability: Cutting carbon, enhancing the environment for our future (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
The average of maximum annual mean Nitrogen Dioxide concentration recorded across three areas of technical breach (at points of relevant public exposure) - Calendar year	30.7 (2024)	28.2 (2025)	↓ Good	Annual	No benchmarking as local indicator	2026 data available in April 2027
Percentage of household waste sent for reuse, recycling or composting	36.6% (Prov) (Q3 2024/25)	37.3% (Prov) (Q3 2025/26)	→	Quarterly	National Data 2024/25 42%	Q4 2025/26 data available in August 2026
Carbon emissions across the city (tonnes of carbon dioxide equivalent) - (Calendar Year)	803 (2022)	758 (2023)	↓ Good	Annual	No benchmarking as local indicator	2024 data available in November 2026
% of Talkabout panel satisfied with their local area as a place to live	81.7% (Q1 2025/26)	81.8% (Q3 2025/26)	→	Bi-annual	Community Life Survey 2024/25 73%	Q1 2026/27 data available in August 2026
% of Talkabout panel who give unpaid help to any group, club or organisation	64.2% (Q1 2025/26)	63.2% (Q3 2025/26)	→	Bi-annual	Community Life Survey 2024/25 54%	Q1 2026/27 data available in August 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Sustainability: Cutting carbon, enhancing the environment for our future (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Level of CO2 emissions from council buildings and operations (tonnes of carbon dioxide equivalent)	3,309 (2023/24)	2,942 (2024/25)	↓ Good	Annual	No benchmarking as local indicator	2025/26 data available in November 2026
Number of trees planted (CYC)	2,705 (2024/25)	54 (2025/26)	→	Annual	No benchmarking as local indicator	2026/27 data available in April 2027
% of Talkabout panel who think that the council are doing well at improving green spaces	43% (Q1 2025/26)	40.1% (Q3 2025/26)	→	Bi-annual	No benchmarking as local indicator	Q1 2026/27 data available in August 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

How the Council will operate (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
FOI & EIR - % Requests responded to In time - (YTD)	95.3% (2024/25)	94.8% (2025/26)	→	Monthly	Not available	Q1 2026/27 data available in July 2026
% of 4Cs Complaints responded to 'In Time'	70.1% (2024/25)	51.1% (2025/26)	↓ Bad	Monthly	Not available	Q1 2026/27 data available in July 2026
The % of the Talkabout panel reporting an 'excellent' experience when they last contacted the council about a service	11.5% (Q1 2025/26)	12.8% (Q3 2025/26)	↑ Good	Quarterly	No benchmarking as local indicator	Q1 2026/27 data available in August 2026
The % of the Talkabout panel reporting a 'good' experience when they last contacted the council about a service	30.7% (Q1 2025/26)	32.6% (Q3 2025/26)	→	Quarterly	No benchmarking as local indicator	Q1 2026/27 data available in August 2026
The % of the Talkabout panel reporting a 'satisfactory' experience when they last contacted the council about a service	32.6% (Q1 2025/26)	37.4% (Q3 2025/26)	→	Quarterly	No benchmarking as local indicator	Q1 2026/27 data available in August 2026
The % of the Talkabout panel reporting a 'poor' experience when they last contacted the council about a service	25.2% (Q1 2025/26)	17.3% (Q3 2025/26)	→	Quarterly	No benchmarking as local indicator	Q1 2026/27 data available in August 2026
Average Sickness Days per FTE - CYC (Excluding Schools) - (Rolling 12 Month)	11.9 (2024/25)	12.1 (2025/26)	→	Monthly	CIPD (Public Sector) 2024/25 13.3	Q1 2025/26 data available in July 2026
York Customer Centre average speed of answer	00:00:42 (Phone) (2024/25)	00:02:11 (Phone) (2025/26)	→	Monthly	No benchmarking as local indicator	Q1 2026/27 data available in July 2026
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

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City of York Council

York Learning Accountability Statement 2026/27

York Learning is the City of York Council service delivering Adult Learning, Skills and Employment training within York. As an FE LA provider and as part of the Skills & Post 16 Education Act 2022 and section 52B of the Further and Higher Education Act, we have a duty to review our contribution to meeting skills needs – at a local level, but also at a regional and national level, with a view to ensuring individuals secure employment.

Our Values

- Supportive** - Helping learners to find their next course and decide on their future steps.
- Inclusive** - Promoting an affordable, inclusive safe culture in which diversity is valued, and learners can excel.
- Excellence** - Working within the local community and businesses to provide the best learning experience for you with excellent achievement.

1. Purpose

York Learning’s mission is to empower learners to take the next steps into better work, life and health. We want them to feel confident and inspired to pursue further learning opportunities and achieve in their objectives. Providing a range of courses which can be stepping stones into improving their opportunities in life and general wellbeing through further learning, better career options, and more confidence in their abilities.

Inclusion is at the heart of what York Learning does and we strive to reach those who are most disadvantaged and to serve as a bridge towards opportunities for adults, young people and those with Special Educational Needs and Disabilities, enabling them to reach their full potential. Whether that be greater integration into society or to move into more fulfilling employment roles, supporting individuals to thrive, improving their physical and emotional health, and recognising the opportunities available to them.

We aim to do this by:

- Providing learners with high-quality information, advice, and guidance through an ambitious, employer-led, and community-responsive program, enabling them to develop essential skills and confidence for progression.
- Provide a purposeful curriculum, that is in line with local skills needs which helps learners enhance their personal qualities, knowledge, skills, confidence, and ambition, preparing them for success in education, employment, and their careers.
- To reach and inspire learners, including young people and those from disadvantaged backgrounds and our wider community demographic, with an offer that builds skills in free access to English, Math, and digital skills, offering flexible provision with multiple entry points throughout the year.
- Provide high quality provision in community skills and wellbeing programs which directly tackle health inequalities, the mental health crisis and expanding opportunities for the disadvantaged.
- To grow provision into areas that are harder for adults to access but are part of the Local Skills Improvement Plan requirements.
- To continue to provide an offer that is value for money both for residents and funders.

We consider ourselves a vital service within the authority, utilising our funding to align with the city's priorities for residents and to meet the broader objectives of the City's 10-year skills plan, the Local Skills Improvement Plan (LSIP) for York and North Yorkshire, and the skills aspirations of the Mayoral Combined Authority.

The accountability statement for 2026-27 builds upon the work of previous years in response to the needs of the city and region. We have established strong foundations in celebrating transferable skills across all aspects of our curriculum. Our engagement with a wider and more diverse cohort of learners has increased through, employability and digital inclusion efforts, family learning, trailblazer activities and individual placement support into employment.

With a strong background in running project funding from various funding streams we continue to perform and secure additional funding. This year we have created targeted provision aligned to the 'Get Britain

Working' whitepaper being managed locally by the Combined Authority, as one of the key partners in this initiative.

2. Context and Place

York Learning, as part of City of York Council is funded primarily through York North Yorkshire Combined Authority, 19+ adult and tailored learning provision, with additional income from dedicated project work and funded offer from Department for Further Education and the Department for Work and Pensions including:- apprenticeships, support for learners aged 16-18 Young People Study Programmes and those 16-24 with Education Health and Care Plans.

City of York Council are grant funded by:-

- York North Yorkshire Combined Authority for Adults Skills, Tailored Learning and Free Courses For Jobs at £1,448,630.10
- West Yorkshire Combined Authority provide grant funding at £16,274.78.
- DFE funding as well as Apprenticeships, Young people learning for 16-24 Study Programmes and HNS programmes mentioned above we also receive a small grant in skills funding for learners and continuing learners from out of area and from Advanced Learner Loans all of which are paid on learner numbers as and when recruited.
- Hull East Yorkshire Combined Authority for between £80,000-£100,000 all of which support those who live outside of York but find York easier to get to for learning. (still waiting for confirmation finally have a meeting booked for Wednesday 27th May)

We are rightly ambitious as a city within the regional economy, with world-class innovation at the core of the combined authority's ambitions. York, a city of over 200,000 residents, boasts around 60% of its population qualified to NVQ 4 or above, with less than 4% having no qualifications. The city contributes over £5bn to the UK economy, making it a key driver of regional growth. Over 86% of the working-age population is economically active, while the 13.5% economically inactive includes over 6,500 students and 2,900 retired individuals. However, these figures often mask widening education and health inequalities, particularly in areas of acute deprivation, with six districts among the 20 most deprived in England.

Our service plays a crucial role in enabling residents across the region who have not had the best education or employment opportunities to move on to achieve qualifications and learning they may have thought out of reach, their progression and achievement help them to contribute towards our thriving economy. Our offer is primarily delivered face-to-face from venues across the city, including community centres, libraries and other locally based buildings. There is also a proportion of the offer which is online taught with a tutor as well as a distance learning model to suit different learning needs and styles of learners.

Our Intent

- Provide life chances and opportunities through learning via a responsive flexible offer to increase the social mobility of all our residents
- Encourage prosperity through opportunities to upskill or reskill for the unemployed and those in the workforce.
- Improve wellbeing and quality of life for residents and communities through an inspiring and creative tailored lifelong learning offer that interweaves skills alongside employability and transferable skills.
- Work with community-based partners and employers to co-design meaningful skills courses to enable us to engage with their client group.

The City of York is home to two General Further Education Providers, Askham Bryan and York College, and two universities. The wider geography of North Yorkshire hosts four General Further Education (GFE) providers: Craven, Scarborough TEC, Selby, and Harrogate Colleges.

Our passion for adult learning drives us to deliver effective programs to a diverse range of adults, with a particular focus on those from disadvantaged and marginalised communities. We aim to offer inclusive services with high-quality learning provision and support that cater to the spectrum of needs, while fully aligning with the local economy's requirements. In line with the 'One City, for all' initiative, we strive to set strong ambitions to increase opportunities for everyone living in York to lead healthy and fulfilling lives.



The city plan sets four core commitments: Equalities, Affordability, Climate Change, and Health. These commitments align with the city's 10-year plans and are reflected in the city's 10-year skills strategy. At York Learning, we are ambitious in highlighting the significant impact that adult learning can have in meeting these commitments. By leveraging creativity, innovation, and our community roots, we can utilise our Adult Skills funding to:

- Increase opportunities for people to manage 'life' through financial challenges by understanding waste, energy bills, budgeting and practical hints and tips, with embedded core numeracy, literacy, and digital skills
- Enhance the independence of adults with disabilities, enabling them to take personal responsibility for their health and wellbeing
- Encourage families to work, learn, and play together, promoting green ambitions, utilising the opportunities within the city, and strengthening connections with arts and heritage.
- Support the training of the Voluntary and Community Sector (VCS), equipping them with the skills to do more.

Through all these efforts, we will demonstrate clear pathways that:

- Improve essential skills.

- Help people overcome digital poverty.
- Enable individuals to secure better jobs that align with their skills, ambitions, and aspirations, and progress into the broader economic infrastructure.
- Encourage families to work, learn, and play together for their 'Best Start in Life' and whilst promoting lifelong learning.
- Grow an offer that can provide pathways in construction for adults that support our local heritage buildings.

The York and North Yorkshire Local Skills Improvement Plan (LSIP) highlights that the area is well-served by high-quality education at all levels, but there is a clear challenge in connecting with those individuals who would most benefit from this provision.

Research conducted for the LSIP describes an economic landscape in the region characterised by a high proportion of higher-skilled, non-manual sectors such as education, finance, and professional services, contributing to a resilient economy. Unemployment levels are low, with a significant number of jobs available in highly skilled sectors such as agritech, engineering, and life sciences.

The proportion of people with higher-level qualifications in the region is higher than the national average (48% versus 43% in the Annual Population Survey Jan-Dec 2021). The region has an aging demographic, with an older-than-average working age population and an emerging need for succession planning in industries where large numbers are soon to or have retired. The LSIP emphasises that retaining talent in the workforce at all ages is critical. The working-age population contracted by 2% between 2011 and 2021, in contrast to the national picture, which expanded by 4% based on census information. The plan, published in July 2023, detailed that there were 9,445 unemployed claimants, accounting for 2% of the working population in the region, against a national average of 3.7%. Despite this, there remained a high number of jobs available in highly skilled sectors such as engineering and life sciences, and high-quality learning institutions provided a significant graduate pipeline attractive to employers.

The region now benefits from the opportunities afforded by devolution, with the York and North Yorkshire Combined Authority established on 1st February 2024 and the Combined Authority published its economic framework for the region in August 2024 and further published its

progress report in June 2025 on the York and North Yorkshire Local Skills Improvement Plan (LSIP).

The Combined Authority has outlined their ASF priorities as follows:

- Widening Access and Participation by using the ASF as a gateway to learning and progression.
- Embedding Basic and Transferable skills in provision to support higher skill and employment transition.
- Unlocking Progressive Pathways to develop underutilised talent by using ASF in a targeted manner that supports upskill and re-skill opportunities to meet the workforce demands of the region.
- Developing Flexible provision to improve access to training for employers, employees, and the public at times and in ways that meet the availability of the learner.
- Building Capacity and Capability to support an integrated, flexible, and responsive provider base.
- Enabling effective collaboration to drive partnerships between institutions, supporting learners and employers in navigating the skills landscape

3. Approach to developing the plan.

York Learning undergoes a rigorous review of its curriculum plan and accompanying processes yearly to ensure their offer meets the needs of current and projected local labour market intelligence as well as local representations on what is required. Therefore, provision York Learning provides is relevant to local need but aligned to regional and national priorities.

As a local provider we recognise the strength that partnership brings and continue to develop and explore new organisations and employers to work with whilst continuing an inclusive and accessible choice of programmes. This year we developed an inclusive offer towards:-

- Heritage Construction with trailblazer funding to enable us a wide range of young people and adults to try different skills sets within heritage construction working with Pinnacle construction Ltd which we are continuing to do into 26/27.
- Programmes have been developed with local group 'MySight' to deliver digital programmes that are meaningful to them.

- An inclusive programme has been delivered to ‘carers’ in the city both young people by working with York Carers and adults through various school and other SEND delivery partners.
- Working with schools to provide a wide-ranging offer to parents to support children in schools whilst also building on those parents own essential skills, promoting their recognition of their transferable skills and opportunities towards work.
- Continue to work with our local colleges and universities to promote progression opportunities to further learning and higher-level learning with them.
- Working with cross community organisations as part of a Clear, Hold Build project run by NY Community Policing to increase access to learning in a targeted area.
- Working with Public Health to grow a support pathway via individual placement support with those recovering from addiction and helping them to find and sustain good employment.

Whilst developing this plan we also consider the funding rules which set the parameters of our funding and ensuring our Adult Skills offer and Tailored Learning offer meets their purpose. Which is ‘to support learners into employment and to progress to further learning whilst also (within tailored learning), support wider outcomes which include improving health and wellbeing, supporting equipping, those predominantly in deprivation areas, parents/carers to support their child's learning, and developing stronger and more integrated communities’.

Contribution to national, regional, local priorities

Strategic Aim for 2026/27	Actions	Targets	Link to local / National Skills Priority
<p>A. Increase participation and engagement in progression-based packages of learning</p>	<ol style="list-style-type: none"> 1. Develop curriculum models that clearly link learning opportunities to job role in priority sectors with at least one pathway by sector area in place by January 2025 2. Provide wider range of learner touchpoints through on-demand, blended, hybrid and face to face interactions linked to each pathway. 	<ol style="list-style-type: none"> 1. Increase participation in IAG (Information Advice & guidance) linked activity by increasing specific visits to classes which have an employability and progression focus from the test and learn (in 2025/26) process from 10 to 20 2. Increased training for signposting to staff members on progression and the 'YNYCA' Interchange and promoting pathways to learners. IAG team will target 65 staff members for training. 3. Increase alternative delivery of sessions from face to face to hybrid/blended/online from 17.5% to 20% bearing in mind those who have furthest to travel, that we primarily target, for learning prefer face to face delivery and would struggle at that level to do online learning. 4. Increase progression into provision in: Wider FE/HE from level 2/3 provision (from 28% to 40%) 	<p>Local – engagement and participation; recruitment to target sectors.</p> <p>Regional – Widen access and participation; unlock progression pathways and underutilised talent; develop flexible provision.</p> <p>National – progression into bootcamps, Free courses for jobs (FCFJ), apprenticeships</p>

<p>B. Develop curriculum pathways for adults who find mental wellbeing is a barrier to engagement with learning and employment</p>	<ol style="list-style-type: none"> 1. Widen delivery of an offer that engages with a group of individuals that struggle to see themselves in learning or employment due to health barriers. 2. Identify referral partners to ensure the right learners are on programmes. 3. Widen employment pathways for progression and destination outcomes. 	<ol style="list-style-type: none"> 1. Increase SEMH programmes from 12 to 25 for 26/27 delivery all of which has clear wellbeing and employment / skills links created 2. Referral partners and support pathways identified to increase learner numbers to 140 3. Progression into wider learning or employment of 60% of the cohort. 	<p>Local - Increase the levels of independence in adults with disabilities to take personal responsibility for health and wellbeing.</p> <p>Regional – Widen access and participation;</p>
<p>C. Reduce levels of digital inequality that impact participation and progression</p>	<ol style="list-style-type: none"> 1. Roll out digital engagement programme (community workshops) to 3 IMD areas in York that also target online safety 2. Improve progression rates from engagement to formal quals 3. Increase the number of learners engaging with new tech such as VR/AR, aerial technology 	<ol style="list-style-type: none"> 1. Digital Engagement via Community Digital Menu to increase participation by 8 more delivery sessions, Online Safety offer increased from 7% (of the current offer) with aim to increase that again by 50% in 26/27 including 3 new additional community groups in IMD area accessing programme by July 2027 2. New digital skills offer at level 1 and level 2 are now available which is aimed to improve learners increasing progression from engagement and onwards into Level 1 or 2. Currently the conversion rate is at 30% and we aim to improve that to 40% for this coming academic year. This is 	<p>Regional – Widen access and participation; unlock progression pathways and underutilised talent; develop flexible provision.</p> <p>National – progression into bootcamps, FCFJ, apprenticeships</p>

		<p>counting learners from engagement to formal accredited IT routes</p> <p>3. Increase learner numbers overall by 30% from 25/26 academic year learner numbers and continue to focus on accessing and engaging with new technologies, including but not limited to courses on AI; VR/AR; Aerial Technologies (drones); Data visualisation using Tableau Public</p>	
<p>D. To enable people from all background and abilities to access skills provision to support pathways.</p>	<p>Using the lens of inclusion to reduce barriers to residents which will enable them to access the offer and thrive in a learning environment.</p> <ol style="list-style-type: none"> 1. Increase 'success rates' for those who receive Learner Support 2. Distinguish target groups not currently identified 3. Monitor attendance, achievement and retention for those groups 	<ol style="list-style-type: none"> 1. Increase learner support success rate with tracking of support called 'Above and Beyond' from 83% to 87% by July 2027 2. Increase identification of and outreach to individuals of the offer and follow up reporting on, of key groups of need:- <ul style="list-style-type: none"> ▪ Care leavers & those in care ▪ NEET ▪ Those known to Youth Justice Service <p>Added to those already collected such as diversity/ethnicity/disabilities/ send/ those without maths/English digital at level 2 and those on low income.</p> 3. Monitor achievement, attendance and retention from all specific groups including those groups currently struggling; Indian, Pakistan, Arab, any other Asian or ethnic Background, 	<p>Local – engagement and participation; recruitment to target sectors.</p> <p>Regional – Widen access and participation; unlock progression pathways and underutilised talent; develop flexible provision.</p>

		<p>Gypsy/Traveller Community to bring up to national standard benchmarks.</p> <p>4. Identify key support mechanism that have helped improve support to those key groups, share good practice to lead to improved future support.</p>	
<p>E. To enable people from all background and abilities to access skills provision to support pathways.</p>	<p>1. Develop an offer that supports 16-24 young people into build skills towards pathways in education, employment or training</p>	<p>1. Deliver a mentor programme (via Trailblazers) to help increase young adults confidence in themselves and their abilities.</p> <p>Targets are</p> <ul style="list-style-type: none"> • Onboard at least 15 young people who are 16-19 NEETs into learning and developing interpersonal skills • Onboard 15 young people 16-24 into provision which matches them to a mentor to build up self-confidence and resilience 	
<p>F. Parental skills development as a bridge between early years support and workforce readiness.</p>	<p>2. We will collaborate with Raise York (Family Hubs) to deliver integrated Family Learning sessions for parents supporting the Best Start in Life goal of improving the Home Learning Environment as it is connected to the LSIP priority to unlock underutilised talent by creating clear progression pathways from community engagement</p>	<p>2. Expand Early Start courses (for parents of children aged 1-4) from 5 to 10, including an evening online offer, which shows clear outcomes relating to Early Years Foundation Stage(EYFS) with a clear pathway of progression to support the home learning environment for children’s learning, development, communication skills, SEND and Mental wellbeing, alongside English and Maths development for the parent.</p>	<p>Local – engagement and participation; recruitment to target sectors.</p>

	<p>into formal skills training and employment."</p>	<ol style="list-style-type: none"> 3. Build on 'Get Ready for School' which includes the importance of toilet training and children's independent skills. 4. Continue to work with other BSIL strands: Neighbourhood teams, Family Hub Manager and Raise York – Family Information Service and the Families peer support model to help develop a co-ordinated model. And continue to look for opportunities where Family Learning can support the BSIL objectives. 	
<p>G. Increase access to additional funding to support the ability to meet targets above.</p>	<ol style="list-style-type: none"> 5. Seek out funding opportunities to increase venue opportunities from MCA, LA and Central Government. 6. Continue to explore mayoral opportunities towards a Business Skills Centre to support provision of entry pathways to higher levels in specific skill sectors. 7. Identify additional training places towards employment for 16-24 which engage with Heritage Trades/Construction. 	<ol style="list-style-type: none"> 1. Continue to seek out additional capital funding and/or support to achieve venue aims and expansion of provision into creating those entry pathways to higher level skills needed. 2. Secure approvals for a Building suitable for Trades Training which is developed and open before the start of 27/28 academic year. 3. Identify how an offer around trades, heritage construction and heritage crafts can represent growth for the 16-24 offer which could be serviced within this venue to grow opportunities towards heritage skills/trades in the new building and will thereby increase opportunities for those more disadvantaged. 	<p>Local and Regional - Widen access and participation; unlock progression pathways and underutilised talent; develop flexible delivery modes. Local - Increase the levels of independence in adults with disabilities to take personal responsibility for health and wellbeing.</p>

Corporation statement

This statement was agreed at a meeting of

Hyperlink

A copy of the accountability statement will appear on [our website](#) alongside the Service Strategy

Supporting Documentation

Will link to:

- [York and North Yorkshire Learning Skills Improvement Plan](#)
- [York and North Yorkshire Learning Skills Improvement Fund](#)
- [City of York : One City for all Council Plan 2023-2027](#)
- [City of York Economic Strategy](#)
- [York 10-year Skills Strategy](#)
- [York and North Yorkshire Mayoral Combined Authority Economic Framework](#)

Glosary of terms Definition

- **AI** Artificial Intelligence
- **CA** Combined Authority
- **CEIAG** Careers Education Information Advice & Guidance
- **CPD** Continuing Professional Development
- **DFE** Department for Education
- **DWP** Department for Work & Pensions
- **EDI** Equality, Diversity and Inclusion
- **FE** Further Education
- **GVA** Gross Value Added
- **HE** Higher Education

- **IT** Information Technology
- **JCP** Job Centre Plus
- **KPI** Key Performance Indicators
- **LA** Local Authority
- **LSIF** Local Skills Improvement Fund (funding to support the delivery of LSIPs)
- **LSIP** Local Skills Improvement Plan
- **NY** North Yorkshire
- **UNESCO** United Nations Educational, Scientific and Cultural Organisation
- **WYCA** West Yorkshire Combined Authority
- **VR/AR** Virtual Reality (VR), Augmented Reality (AR)
- **Y&NY** York & North Yorkshire

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3

Parking Income and Expenditure

The below show actual income and expenditure for 2025/26 and 2026/27 budget for Parking Services

	2025/26 Actual £'000	2026/27 Budget £'000
Parking Income		
Off Street	-10,522	-10,631
On-Street	-528	-559
Season Tickets	-592	-600
Penalty Charge Notices	-884	-889
Respark Permits	-1,156	-1,158
Other	-64	-54
Total Income	-13,746	-13,891
Parking Expenditure		
Car Park Operations	1,816	2,288
Parking Administration	1,738	1,753
Total Expenditure	3,554	4,041
Net Parking Income	-10,192	-9,850

Highways and Transport Income and Expenditure

3

The below show actual income and expenditure for 2025/26 and 2026/27 budget for Highways and Transport Services

	2025/26 Actual £'000	2026/27 Budget £'000
Transport		
Concessionary Fares	4,207	4,082
Transport Planning	1,216	1,362
West Yorkshire Transport Fund Levy	476	474
Subsidised Bus Services	458	881
Traffic Systems and Footstreet Ops	443	328
Road Safety	249	278
Transport Projects	322	278
Other Net Transport	-123	393
Total Transport	7,248	8,076
Highways		
Street Lighting	1,714	2,288
Asset Maintenance	1,475	1,753
Basic Maintenance	840	1,131
Winter Maintenance	609	726
Gully Emptying	378	291
Street Maintenance	222	228
Bridge Maintenance	4	141
Total Expenditure	5,242	6,558
Borrowing costs for Highway and Transport Investment	5,314	5,845
Total Highway and Transport Revenue	17,804	20,479



Meeting:	Executive
Meeting date:	7 July 2026
Report of:	Debbie Mitchell, Director of Finance
Portfolio of:	Councillor Katie Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Treasury Management annual report and review of Prudential Indicators for 2025/26

Subject of Report

1. The purpose of this report is to provide an update on Treasury Management activity and the outturn position for the 2025/26 financial year. It includes the outturn Prudential Indicators and forward projections at Annex A to this report.

Benefits and Challenges

2. Treasury Management is the effective management of the Council's cash flow. Doing this effectively protects the Council from risks and ensures the ability to meet spending commitments as they fall due.

Policy Basis for Decision

3. The CIPFA (Chartered Institute of Public Finance and Accountancy) Code of Practice for Treasury Management 2021 requires that full Council be updated with, review and approve, as a minimum three reports annually. These reports are the Treasury Management Strategy Statement setting out policy for the forthcoming year, a mid-year review report, and an annual report detailing the treasury activities and performance for the previous year. Quarterly reports are also required to provide an update on treasury management activities and can be assigned to a designated committee or member as deemed appropriate.
4. This report is the Treasury Management annual report detailing the activities undertaken and performance in the financial year 2025/26, highlighting compliance with the Council's policies previously approved by members, and

the monitoring and update of the Prudential Indicators. The Council is required through legislation to have this report and Prudential Indicators approved by members; therefore, this report ensures this Council is implementing best practice in accordance with the Code.

5. It is a statutory duty for the Council to determine and keep under review the affordable borrowing limits. During the 2025/26 financial year, the Council has operated within the Treasury and Prudential Indicators set out in the Council's Treasury Management Strategy Statement for 2025/26.
6. There are no policy changes to the Treasury Management Strategy Statement 2025/26 for members to agree and approve; the details in this report update the Treasury Management position and Prudential Indicators in the light of the updated economic position and budgetary changes already approved.

Financial Strategy Implications

7. The Treasury Management function is responsible for the effective management of the Council's investments, cash flows, banking, and money market transactions. It also considers the effective control of the risks associated with those activities and ensures optimum performance within those risk parameters.

Recommendation and Reasons

8. Executive is asked to note:
 - a) The 2025/26 performance and outturn position of Treasury Management activity.
 - b) The 2025/26 outturn Prudential Indicators outlined in Annex A and note the compliance with all indicators.

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

Background

9. This annual treasury management report has been prepared in compliance with the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management, and covers the following:

- A brief economic update for the 2025/26 financial year and interest rate forecast.
- A review of the Treasury Management Strategy Statement and Annual Investment Strategy.
- A review of the treasury position as at 31st March 2026.
- A review of the Council's investment portfolio.
- A review of the Council's borrowing strategy.
- A review of compliance with the Treasury and Prudential Limits.
- An update to the prudential indicators (set out at Annex A).

Economic Update

10. Financial year 2025/26 saw:

- The Bank of England's Monetary Policy Committee (MPC) reduce base rate overall by 75 basis points from 4.5% to 3.75%. This followed the bank's narrative of making gradual cuts driven by data.
- There were three reductions agreed during the year 4.5% to 4.25% on 8th May 2025; 4.25% to 4.0% on 7th August 2025; and 4.0% to 3.75% on 18th December 2025.
- Consumer Price Index (CPI) Inflation rose by 3.3% in the 12 months to March 2026, down from 3.5% in April 2025. Core CPI inflation (CPI excluding energy, food, alcohol and tobacco) rose by 3.1% in the 12 months to March 2026.
- CPIH inflation (CPI including owner occupiers housing costs) rose by 3.4% in the 12 months to March 2026, down from 4.1% in April 2025. Core CPIH inflation (CPIH excluding energy, food, alcohol and tobacco) rose by 3.3% in the 12 months to March 2026.
- UK Gross Domestic Product (GDP) is estimated to have grown by 0.1% in the fourth quarter of 2025, covering October 2025 to December 2025.
- UK GDP is estimated to have increased annually in 2025.

Interest Rate Forecast

11. Current interest rates and the future direction of both long term and short-term interest rates have a major influence on the overall treasury management strategy and affects both investment and borrowing decisions.
12. Overall, borrowing has become more expensive in 2025/26, with Gilt yields rising materially in March 2026, reversing the falls that were seen earlier in the financial year. 10-year Gilt yields have been volatile in the final weeks of 2025/26 (around 4.23% in late February 2026 before rising to around 5% in March 2026). This has led to Markets reassessing Bank of England policy rate expectations with further reductions looking limited for the remainder of

2026. This is against a backdrop of recent upward pressure on energy costs giving rise to fears of higher inflation and weaker economic growth due to geopolitical uncertainty.

13. Table 1 is MUFG Corporate Markets (CYC Treasury Advisors) Interest Rate forecast for both the bank base rate and long-term Public Works Loans Board (PWLB) Certainty borrowing rates (gilt yields plus 80 bps).

	Bank rate %	PWLB borrowing rates % (including certainty rate adjustment)			
		5 year	10 year	25 year	50 year
Jun 2026	3.75	5.00	5.50	6.00	5.80
Sep 2026	3.75	5.00	5.50	6.00	5.80
Dec 2026	3.75	4.90	5.40	5.90	5.70
Mar 2027	3.75	4.80	5.30	5.80	5.50
Jun 2027	3.75	4.60	5.10	5.60	5.40
Sep 2027	3.50	4.40	4.90	5.40	5.20
Dec 2027	3.50	4.20	4.70	5.20	5.00
Mar 2028	3.25	4.20	4.70	5.20	5.00
Jun 2028	3.25	4.10	4.60	5.20	5.00
Sep 2028	3.25	4.10	4.60	5.20	5.00
Dec 2028	3.25	4.10	4.60	5.10	4.90
Mar 2029	3.25	4.10	4.60	5.10	4.90

Table 1 – MUFG Corporate Markets interest rate forecast 25 March 2026

Treasury Management Strategy Statement 2025/26

14. Full Council approved the Treasury Management Strategy Statement for 2025/26 on 27th February 2025. Details can be viewed here (item 64) <https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=15004&Ver=4> and here [https://democracy.york.gov.uk/\(S\(iezd4m45k3tmf22josifte55\)\)/ieIssueDetails.aspx?IId=72853&Opt=3](https://democracy.york.gov.uk/(S(iezd4m45k3tmf22josifte55))/ieIssueDetails.aspx?IId=72853&Opt=3)
15. There are no treasury management policy changes and the details in this report do not amend the Statement.

Overall Treasury position at 31 March 2026

16. Table 2 shows the Councils net Treasury debt and investment position for the period ending 31st March 2026, shown with the financial year end 2024/25 position.

	Principal	Average Rate	Principal	Average Rate
	31/03/26	31/03/26	31/03/25	31/03/25
External Debt				
General Fund Borrowing	£217.74m	3.57%	£190.59m	3.49%
Housing Revenue Account (HRA) Borrowing	£133.21m	3.38%	£140.86m	3.33%
Total Borrowing	£350.95m	3.42%	£331.45m	3.42%
Other Long-term Liabilities inc. PFI	£49.35m		£46.74m	
Total External Debt	£400.30m		£378.19m	
Investments				
Investment balance	£4.38m	4.03%	£10.88m	4.89%
Net Treasury Position				
Debt less Investments	£395.92m		£367.31m	

Table 2 Summary of Treasury position 31st March 2026

Investment Portfolio Outturn 2025/26

17. The Treasury Management Strategy Statement includes the Council's Annual Investment Strategy outlining the Council's investment priorities as follows:
- Security of capital
 - Liquidity
 - Yield

Environmental, Social & Governance (ESG) criteria, will be considered as a fourth criteria after the fulfilment of the three core investment priorities.

18. The Council's investment policy is governed by MHCLG guidance and sets out the approach for choosing investment counterparties based on credit ratings provided by the three main credit rating agencies, supplemented by additional market data, (such as rating outlooks, credit default swaps, bank share prices etc.). The Council will also consider environmental, social and governance factors when placing investments after the core investment priorities of security, liquidity and yield have been assessed.
19. The Council continues to aim to achieve the optimum return (yield) on investments commensurate with the proper levels of security and liquidity and the Council's risk appetite.

20. The investment activity during the financial year 2025/26 conformed to the approved strategy, and the Council had no liquidity difficulties.
21. Investment returns the Council earns on its surplus cash is dependent on the level of cash held for investment purposes, cash backed reserves and cash flow requirements which is due to the timing of precept payments, receipt of grants, receipt of developer contributions, borrowing for capital purposes, payments to its suppliers of goods and services and spend progress on the Capital Programme. Cash balances are therefore only available on a temporary basis depending on cash flow movement.
22. The average level of cash balances available for investment purposes in the financial year 2025/26 was £27.82m compared to £29.11m for the financial year 2024/25. The average rate of return earned on cash balances in the financial year 2025/26 was 4.03%, compared to 4.89% in the financial year 2024/25.
23. Table 3 shows the current fixed term investments at 31 March 2026.

Institution Type	Principal Balance 31/03/26	Average Balance 01/04/25- 31/03/26	Average Rate 01/04/25- 31/03/26	Principal Balance 31/03/25	Average Balance 01/04/24- 31/03/25	Average Rate 01/04/24- 31/03/25
Fixed Term Deposits	£0.00m	£0.00m	0.00%	£0.00m	£0.00m	0.00%
Call / Notice	£0.00m	£0.00m	0.00%	£0.00m	£0.00m	0.00%
Money Market Funds	£3.90m	£27.29m	4.11%	£9.00m	£28.62m	4.95%
Cash in bank	£0.48m	£0.53m	0.00%	£1.88m	£0.50m	0.00%
Total Investments	£4.38m	£27.82m	4.03%	£10.88m	£29.12m	4.89%

Table 3 Investment Portfolio by type 31 March 2026

24. Figure 1 shows the investment portfolio split by cash in bank, deposits in short term call accounts, fixed term investments and Money Market Funds. Money Market Funds used have an AAAM credit rating and the cash bank account is AA- credit rating.

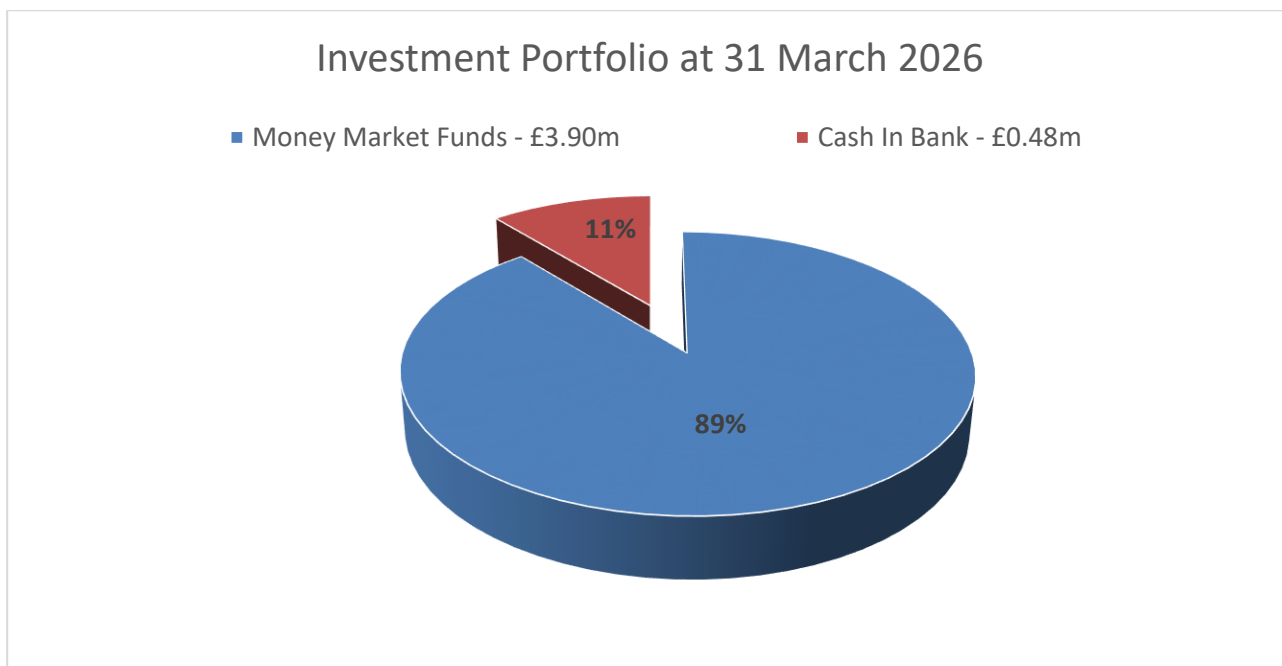


Figure 1 Investment Portfolio by type 31 March 2026

25. The Council uses a benchmark indicator to assess the Council's investment performance, and this is the average Sterling Overnight Index Average (SONIA). SONIA is based on actual transactions reflecting the average of the interest rates that banks pay to borrow sterling overnight.
26. The Council's average rate of return during financial year 2025/26 is shown in table 4.

	2025/26	2024/25
	(01/04/2025- 31/03/2026)	(01/04/2025 - 31/03/2026)
Average CYC Rate of Return	4.03%	4.89%
<u>Benchmarks</u>		
Average Overnight SONIA	4.01%	4.90%

Table 4: CYCs investment rate of return performance vs. SONIA benchmark

27. The average rate of return achieved for invested cash in the financial year 2025/26 has remained around the average overnight SONIA rate. The Council has kept all cash invested in highly liquid Money Market Funds throughout the year. These funds provide instant access to cash, and each fund will contain a portfolio of investments on different maturity durations and yields. There is a slight time lag between the movement in interest rates on Money Market Funds, and interest earned, when compared to the movements in base rate and overnight SONIA as Money Market Funds

adjust their portfolios in a rising and falling interest rate environment. In a decreasing interest rate environment, there is often a slight time lag between the decrease seen on the Money Market Fund return compared to the SONIA rate. The reverse is true in an increasing interest rate environment.

28. Figure 2 shows the average SONIA rates for several investment durations compared with the Bank of England base rate and the Council’s rate of return achieved during financial year 2025/26. It shows that the Councils average rate of return is tracking broadly in line with, both Bank base rate and overnight SONIA rate. This is expected as cash has been held in liquid Money Market Funds.

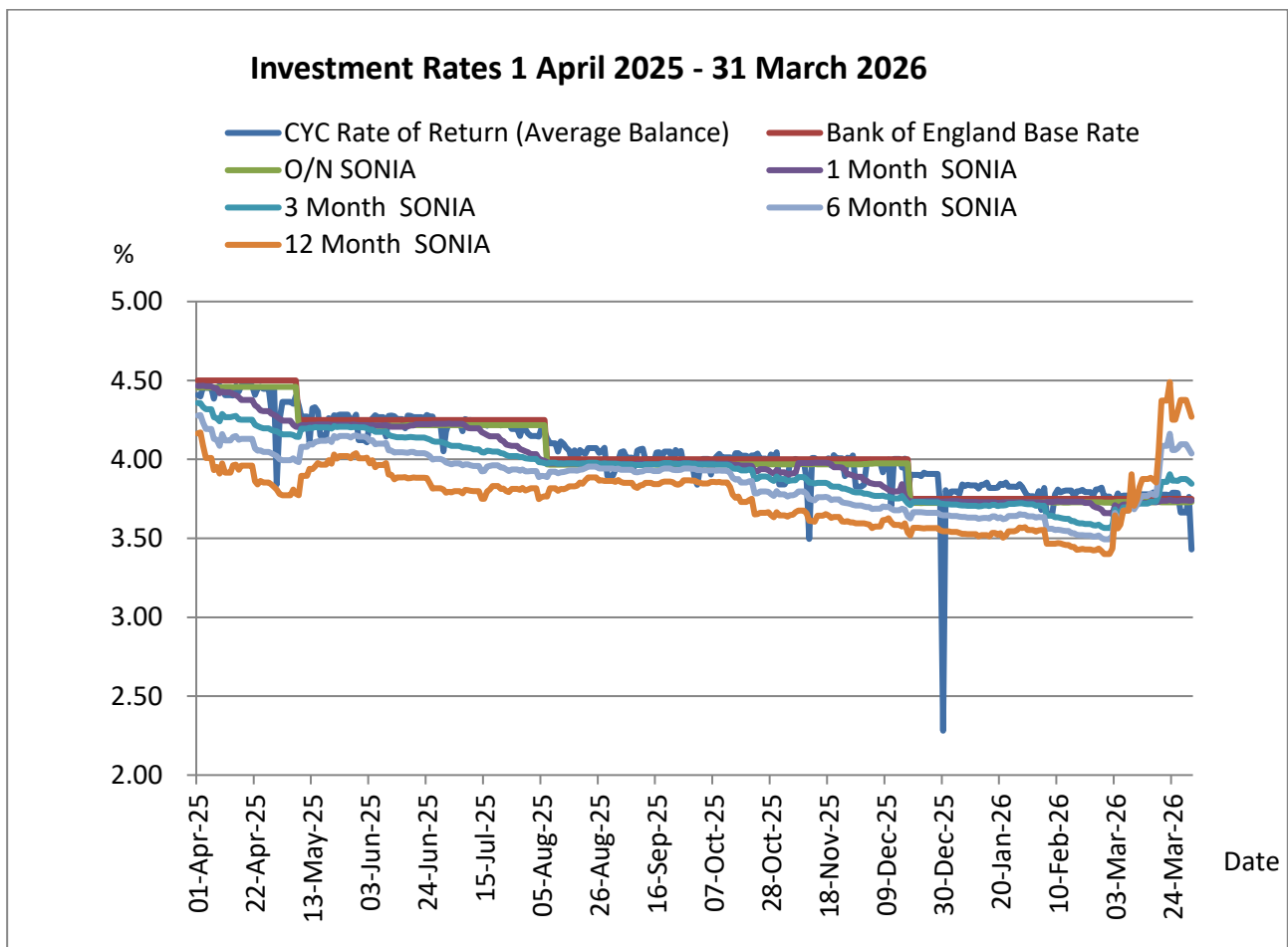


Figure 2 CYC Investments vs Bank of England base rate and SONIA

29. Throughout the financial year 2025/26, the Council has continued to use its cash balances to support internal borrowing i.e. delay taking on long-term debt, a decision made in light of continued elevated borrowing rates which serves to help reduce the cost of borrowing in year. The overall effect of using cash balances to support the Council’s under borrowed CFR position is that as cash balances are used there is less cash available for longer term investment. Opportunities that arise for notice and fixed investments which could generate higher yields are considered in terms of the Councils short to medium term cash flow requirement and its under borrowed CFR position.

Borrowing Requirement and Debt at 31 March 2026

30. The Council undertakes long-term borrowing in accordance with the investment requirements of the capital programme, and all borrowing is therefore secured for the purpose of its asset base.
31. The level of borrowing taken by the Council is determined by the Capital Financing Requirement (the Councils underlying need to borrow for capital expenditure purposes). Borrowing needs to be affordable, sustainable and prudent.
32. Under regulation, the Council can borrow in advance of need and Markets are therefore constantly monitored and analysed to ensure that advantage is taken of favourable rates, and the increased borrowing requirement is not as dependant on interest rates in any one year.
33. On the reverse side, the Council's level of borrowing can also be below the Capital Financing Requirement. This would mean that instead of increasing the Council's level of borrowing, surplus funds held for investment purposes would be utilised, (internally borrowed), to temporarily fund the capital programme.
34. Table 5 shows the Council's underlying need to borrow to finance capital expenditure and is termed the Capital Financing Requirement (CFR).

	31 March 2026	31 March 2026	31 March 2025
	Outturn (Actual at 31.03.26)	Budget Forecast (TMSS 25/26)	Outturn (Actual at 31.03.25)
CFR General Fund	£331.95m	£391.41m	£323.78m
CFR HRA	£133.53m	£137.20m	£139.91m
CFR Other Long-term Liabilities	£49.35m	£41.93m	£46.74m
Total CFR	£514.83m	£570.54m	£510.43m

Table 5 Capital Financing Requirement 31 March 2026

35. The borrowing strategy takes into account the borrowing requirement, the current economic and market environments and is also influenced by the interest rate forecasts. As a general rule, short-dated gilt yields will reflect expected movements in Bank Rate, whilst medium to long-dated yields are driven primarily by the inflation outlook.
36. During the financial year 2025/26, the Council has maintained an under-borrowed position. This means that the capital borrowing need, (the Capital

Financing Requirement), has not been fully funded with loan debt, and cash supporting the Council's reserves, balances and cash flow has continued to be used as an interim measure to fund the capital programme. The under-borrowed position can be seen on the Councils Liability Benchmark graph (Prudential Indicator 3) as shown by the gap between the loans outstanding and CFR.

37. The strategy of running an under borrowed position remained prudent in 2025/26 as near-term investment rates have generally been lower than medium to long-term borrowing costs. On average long-term borrowing rates have remained elevated across the curve during financial year 2025/26 (see Table 11) and while falling during 2025/26 have, have not reduced as quickly as previous market predictions and due to the outbreak of conflict in the Middle East and have sharply increased during March 2026 (see paragraph 12).
38. During financial years 2023/24 and 2024/25 where debt has been required to either refinance maturing debt or for the capital programme the Treasury team has borrowed 1 year maturity loans from the PWLB. This has been due to a period of elevated borrowing costs across the curve. The borrowing decisions made were based on interest rate forecasts at the time showing declines in projected borrowing rates for longer maturity periods in future years.
39. During financial year 2025/26, as maturing loans came to an end and new borrowing was required to finance the capital programme and replace cash used to support the internal borrowing position, decisions were made to move away from 1 year maturity loans (which accounted for all new borrowing in 2024/25) and draw down loans with maturities in the 1-6 year periods. This was due to a combination of looking to reduce short-term refinancing risk by rebalancing the maturity profile of debt and, borrowing rates steadily falling for the 1-6 year loan periods which were on average below 5%, typically offering the best value in the current market, particularly in the last quarter of financial year 2025/26 prior to March 2026.
40. By taking out loans with differing maturity durations in the 1-6 years bracket the Treasury Team has been able to spread the loan maturities into different financial years as can be seen in the debt maturity profile in Figure 4, and to more equally distribute debt maturities within financial years so maturing debt is not overly concentrated in the last quarter of a financial year. Whilst the majority of new loans were drawn down with maturities between 1-6 years, during March 2026 refinancing some maturing loans on 1 year maturities was felt more prudent as the outbreak of war in the Middle East had a knock on impact on economic markets, Gilt yields and PWLB borrowing rates, the latter spiking upwards sharply where previously they had been steadily declining (see paragraph 12).

41. In terms of the Council's loan portfolio, this has meant that there will be a higher concentration of debt maturities come due in financial year 2026/27 than originally planned, as three loans taken out during March 2026 were done so on shorter durations up to one and a half years, and one temporary loan from another Local Authority was drawn down to avoid further borrowing at elevated rates and cover the end of year position.
42. In financial year 2025/26, the Treasury Team have tried to balance minimising the costs of long-term borrowing against refinancing and interest rate risk. In subsequent financial years as debt matures, providing the short term spike in borrowing rates seen in March 2026 subsides and borrowing rates continue to decrease on their overall downward trend as market, the Treasury Team will look at drawing down longer dated loan maturities, thereby continuing to reduce refinancing and interest rate risk and further smooth out the debt maturity profile (see figure 4). This course of action will be kept under review subject to the treasury budget, the Council's overall CFR and capital programme requirements, borrowing rates and the economic and political conditions prevalent at the time.
43. All decisions taken on new loans and maturity durations have been, and will continue to be, judged in light of circumstances prevailing at the time, with a view taken on the Council's overall CFR position and capital programme requirements, whilst also taking into account the current interest rate environment and possible future direction, the existing debt maturity profile and the budget position.
44. Treasury officers keep the overall borrowing portfolio position monitored to ensure loan maturities are within the approved maturity limits set as part of Prudential Indicator 8.
45. Where opportunities arise to draw down long term debt at more favourable rates, through either PWLB or market borrowing, these will be considered in order to try to minimise the longer-term impact of debt costs.

Borrowing Portfolio Outturn 2025/26

46. The Councils long-term borrowing started the year at a level of £331.45m. The current borrowing portfolio position as at 31 March 2026 is £350.95m.

	31 March 2026			31 March 2025		
Institution Type	No. of Loans	Principal	Average Rate	No. of Loans	Principal	Average Rate
<u>Public Works Loan Board</u>	61	£340.60m	3.50%	56	£324.10m	3.44%

PWLB – Money borrowed from the Debt Management Office (HM Treasury)						
Market Loans LOBO Loans – Lender Option Borrower Option	0	£0.00m	n/a	1	£5.00m	3.88%
West Yorkshire Combined Authority WYCA – Zero interest loans the purpose of which are to help to fund York Central infrastructure projects.	4	£2.35m	0.00%	4	£2.35m	0.00%
Local Authority Loans Money borrowed from other Local Authorities	1	£8.00m	4.25%	0	£0.00m	n/a
Total Borrowing (GF & HRA)	66	£350.95m	3.42%	61	£331.45m	3.42%

Table 6 Current borrowing position 31 March 2026

47. There were 10 scheduled repayments of long-term borrowing that occurred in financial year 2025/26 totalling £63.30m. These are detailed in Table 7 below.

Lender	Issue Date	Repayment Date	Amount	Rate	Duration (years)
PWLB	30/04/2024	30/04/2025	£10.00m	5.39%	1.00
PWLB	12/08/2010	05/05/2025	£3.00m	4.01%	14.73
PWLB	03/04/2001	05/11/2025	£1.00m	4.75%	24.59
PWLB	26/02/2025	26/02/2026	£10.00m	4.89%	1.00
PWLB	28/02/2025	28/02/2026	£10.00m	4.88%	1.00
PWLB	21/03/2025	21/03/2026	£10.00m	4.84%	1.00
PWLB	28/03/2025	28/03/2026	£5.00m	4.89%	1.00
PWLB	28/03/2025	28/03/2026	£4.80m	4.49%	1.00
PWLB	28/03/2012	31/03/2026	£4.50m	2.97%	14.01
PWLB	28/03/2012	31/03/2026	£5.00m	2.97%	14.01
			£63.30m		

Table 7 Scheduled maturing loans in 2025/26

48. In financial year 2025/26, there was one unscheduled loan repayment made for £5.00m on 1st October 2025 (see table 8). This was a full and final settlement of one LOBO loan that the Council held within its loan portfolio with an original maturity date of 1 October 2077. Under the terms of the LOBO loan agreement, the lender can exercise the right to change the interest rate on the loan at various option dates should it choose to do so, while the borrower has the choice to either accept the new rate set by the lender or repay the loan in full without penalty.
49. During September 2025, the Council was notified by the lender that it would exercise its right to change the interest rate on the loan at the next agreed option date commencing on the 1 October 2025 and that this rate would increase from 3.88% if accepted. The Council decided not to accept the new increased interest rate and gave notice to the lender that it would repay the loan in full on the 1 October 2025.

Loan Type	Issue Date	Repayment Date	Amount	Rate	Duration (years)
LOBO	26/03/2008	01/10/2077	£5.00m	3.88%	69.52
			£5.00m		

Table 8 Unscheduled loan repayments in 2025/26

50. No loan rescheduling was carried out during financial year 2025/26.
51. During financial year 2025/26, sixteen new loans have been drawn down totalling £87.80m. Fifteen loans were drawn down from the PWLB, details of which are in Table 9 below.

Lender	Issue Date	Repayment Date	Amount	Rate	Duration (years)
PWLB	19/09/2025	19/09/2026	£5.00m	4.53%	1.00
PWLB	08/10/2025	08/10/2026	£5.00m	4.56%	1.00
PWLB	21/10/2025	21/10/2027	£5.00m	4.59%	2.00
PWLB	27/11/2025	15/06/2029	£5.00m	4.71%	3.55
PWLB	06/02/2026	05/02/2029	£5.00m	4.57%	3.00
PWLB	11/02/2026	08/02/2030	£5.00m	4.68%	3.99
PWLB	16/02/2026	15/07/2030	£5.00m	4.71%	4.41
PWLB	17/02/2026	15/06/2028	£5.00m	4.45%	2.32
PWLB	19/02/2026	18/02/2028	£5.00m	4.40%	2.00
PWLB	20/02/2026	20/02/2027	£5.00m	4.31%	1.00
PWLB	24/02/2026	23/02/2031	£5.00m	4.64%	5.00
PWLB	04/03/2026	15/10/2031	£5.00m	4.74%	5.62
PWLB	16/03/2026	16/03/2027	£10.00m	4.80%	1.00
PWLB	23/03/2026	15/07/2027	£5.00m	4.73%	1.31
PWLB	31/03/2026	31/03/2027	£5.00m	4.64%	1.00

	£79.80m	
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Table 9 New PWLB loans drawn down in 2025/26

52. One temporary loan from another Local Authority was drawn down, details of which are in Table 10 below.

Lender	Issue Date	Repayment Date	Amount	Rate	Duration (years)
Local Authority	30/03/2026	15/06/2026	£8.00m	4.25%	0.21
			£8.00m		

Table 10 New temporary Local Authority loans drawn down in 2025/26

53. The Councils £350.95m of fixed interest rate debt as at 31 March 2026, is split between £133.21m for HRA and £217.74m for General Fund as shown in Figure 3.

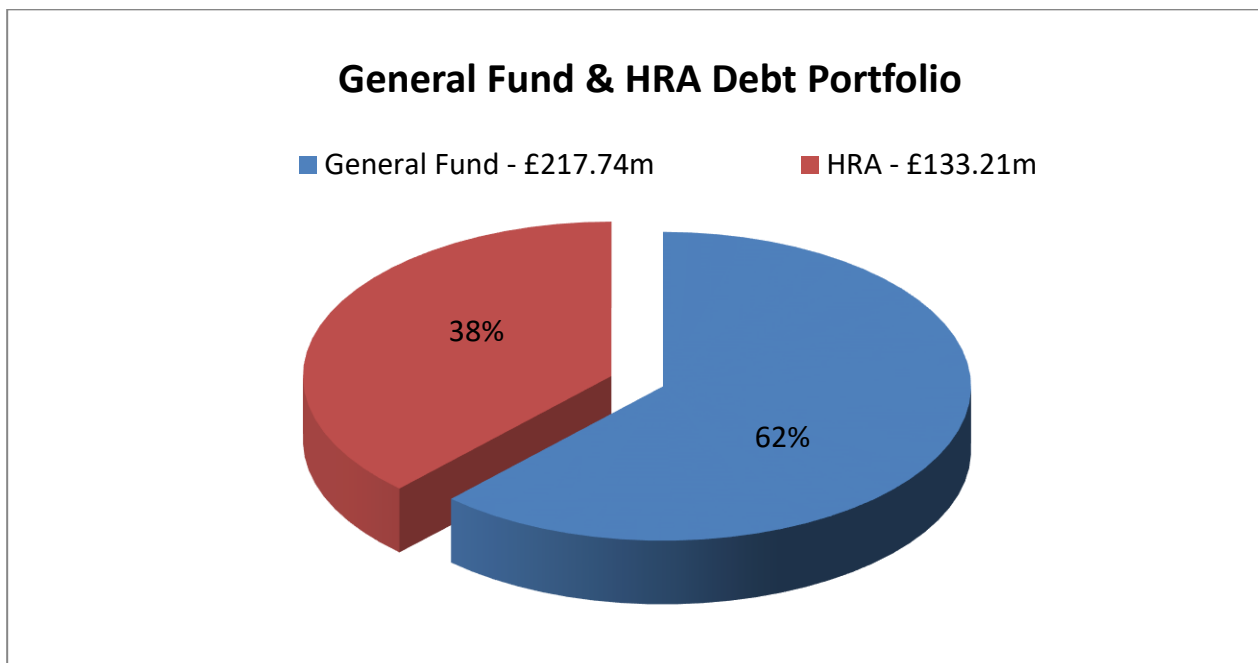


Figure 3 General Fund and HRA debt at 31 March 2026

54. Figure 4 illustrates the 2025/26 maturity profile of the Council's debt portfolio at 31st March 2026. Based on the borrowing decisions taken during financial year 2025/26 as outlined in paragraphs 37-42 the maturity profile, shows that the majority of new debt drawn down (as shown in Table 9) has been placed in the 1 – 6 year maturity periods helping to reduce the concentration of loan maturities in any one year, thereby reducing the refinancing risk and interest rate risk dependency. A total of £53.75m debt will mature in 2026/27, of which £32.80m relates to debt drawn down in 2025/26 with 1-year maturities or less (see Table 9 and 10).

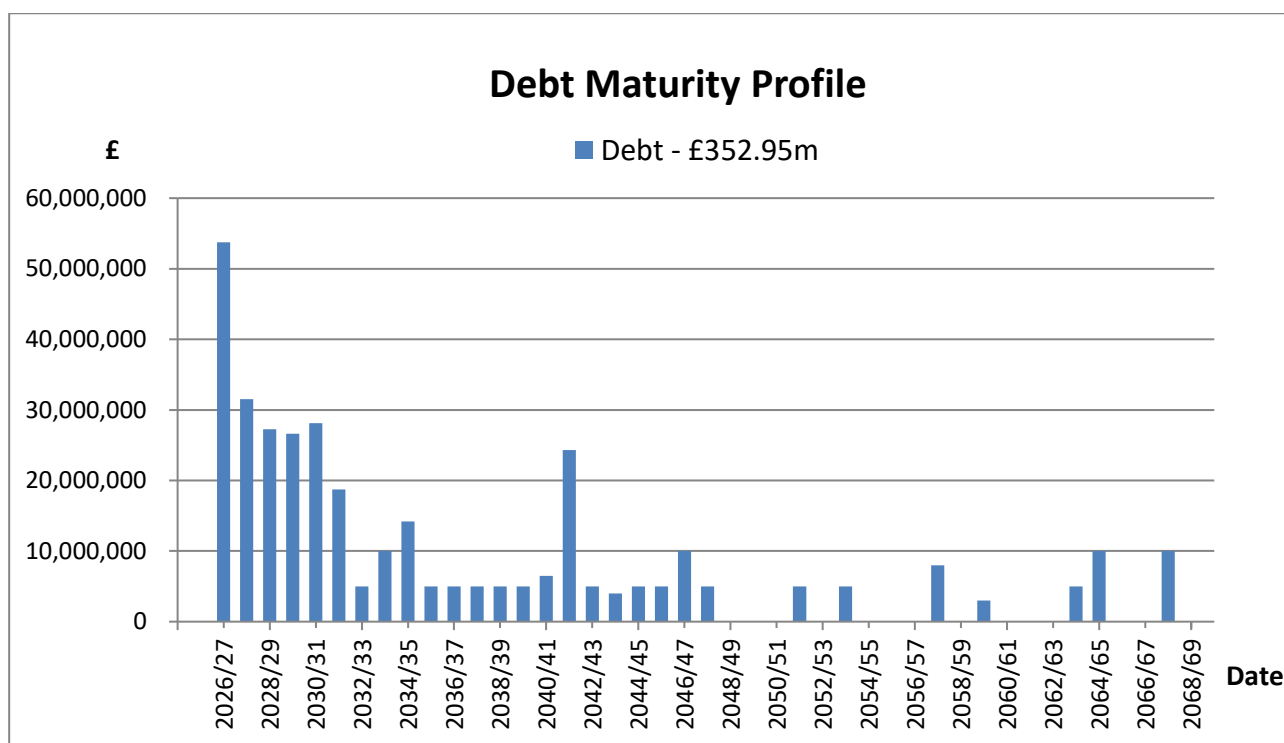


Figure 4 – Debt Maturity Profile at 31 March 2026

55. The timing of when that debt is drawn down depends on the Council's cashflow position at a point in time, the level of refinancing of maturing debt that is required and the progress of the capital programme. The level of debt overall is determined with reference to the overall CFR. Where greater value can be obtained in borrowing for shorter maturity periods the Council will assess its risk appetite in conjunction with budgetary pressures to minimise total interest costs. Temporary borrowing, including inter authority borrowing, is another borrowing option. Longer-term borrowing could also be undertaken for the purpose of certainty, where that is desirable, or for smoothing the maturity profile of debt repayments (see paragraphs 37-44).
56. Table 10 shows PWLB Certainty borrowing rates available for selected loan durations between 1 April 2025 and 31 March 2026 at the highest, lowest and average rates.

	PWLB Certainty borrowing rates by duration of loan				
	1 Year	5 Year	10 Year	25 Year	50 Year
High	5.28%	5.47%	5.88%	6.43%	6.24%
Low	4.25%	4.56%	5.13%	5.78%	5.46%
Average	4.52%	4.82%	5.38%	6.06%	5.81%

Table 11 – PWLB Borrowing Rates 1 April 2025 to 31 March 2026

Compliance with Treasury Policy Prudential Indicators

57. The Prudential Indicators for 2025/26 included in the Treasury Management Strategy Statement (TMSS) are based on the requirements of the Council's capital programme and approved at Budget Council on 27th February 2025 (item 64) and can be viewed here:
<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=15004&Ver=4>
58. It is a statutory duty for the Council to determine and keep under review the "Affordable Borrowing Limits" included in the Prudential Indicators. During the first half of financial year 2025/26 the Council has operated within the treasury limits and Prudential Indicators set out in the TMSS for 2025/26.
59. An update of the Prudential Indicators is shown in Annex A.

Consultation Analysis

60. At a strategic level, there are a number of Treasury Management options available that depend on the Council's stance on interest rate movements. The Treasury Management function of any business is a highly technical area, where decisions are often taken at very short notice in reaction to the financial markets. As outlined in the Treasury Management Strategy Statement (TMSS) to enable effective treasury management, all operational decisions are delegated by the Council to the Director of Finance who operates within the framework set out in the TMSS and through the Treasury Management Policies and Practices. In order to inform sound treasury management operations, the Council works with its treasury management advisers, MUFG Corporate Markets.
61. Treasury Management Strategy and activity is influenced by the capital investment and revenue spending decisions made by the Council. Both the revenue and capital budgets have been through a corporate process of consultation and consideration by the elected politicians.

Options Analysis and Evidential Basis

62. The Treasury Management annual report and Prudential Indicators details the treasury management portfolio at 31st March 2026 and is for the review of the Executive Member for Finance, Performance, Major Projects, Human Rights, Equality & Inclusion to show compliance with treasury policy and ensure the continued performance of the treasury management function.

Organisational Impact and Implications

63. The Treasury Management function aims to achieve the optimum return on investments commensurate with the proper levels of security, and to minimise the interest payable by the Council on its debt structure. It thereby contributes to all Council Plan priorities.
- **Financial** – The financial details of the Treasury Management annual report are contained in the body of the report.
 - **Human Resources (HR)** – Not applicable.
 - **Legal** – Treasury Management activities have to conform to the Local Government Act 2003, the Local Authorities (Capital; Finance and Accounting) (England) Regulations 2003 (SI 2003/3146), which specifies that the Council is required to have regard to the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice and also the Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 (SI 2008/414), which clarifies the requirements of the Minimum Revenue Provision guidance.
 - **Procurement** – Not applicable.
 - **Health and Wellbeing** – Not applicable.
 - **Environment and Climate action** – Not applicable.
 - **Affordability** – The financial implications of the Treasury Management annual report are contained in the body of the report and set out in the Prudential Indicators at Annex A.
 - **Equalities and Human Rights** – Not applicable.
 - **Data Protection and Privacy** – Not applicable.
 - **Communications** – Not applicable.
 - **Economy** – Not applicable.
 - **Specialist Implications Officers** – Not applicable.

Risks and Mitigations

64. The Treasury Management function is a high-risk area because of the volume and level of large money transactions. As a result, there are procedures set out for day-to-day Treasury Management operations that aim to reduce the risk associated with high volume high value transactions as set out as part within the Treasury Management Strategy Statement at the start of each financial year. As a result of this the Local Government Act 2003 (as amended), supporting regulations, the CIPFA Prudential Code and the CIPFA Treasury Management in the Public Services Code of Practice (the code) are all adhered to as required.

Wards Impacted

All

Contact details

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

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Report approved:	Yes
Date:	26 June 2026

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Report approved:	Yes
Date:	26 June 2026

Background papers

Treasury Management Strategy Statement and Prudential Indicators for 2025/26 to 2029/30 and Annexes A, B, C and D to that report.

[https://democracy.york.gov.uk/\(S\(iez4m45k3tmf22josifte55\)\)/ielIssueDetails.aspx?Id=72853&Opt=3](https://democracy.york.gov.uk/(S(iez4m45k3tmf22josifte55))/ielIssueDetails.aspx?Id=72853&Opt=3)

Annexes

Annex A – Prudential Indicators 2025/26 Outturn (31 March 2026)

Glossary of Abbreviations used in the report

CIPFA	Chartered Institute of Public Finance and Accountancy
CFR	Capital Financing Requirement
CPI	Consumer Prices Index
CYC	City of York Council

GDP	Gross Domestic Product
GF	General Fund
HRA	Housing Revenue Account
MHCLG	Ministry of Housing, Communities and Local Government
MPC	Monetary Policy Committee
MRP	Minimum Revenue Provision
PWLB	Public Works Loan Board
SONIA	Sterling Overnight Index Average
TMSS	Treasury Management Strategy Statement

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	Prudential Indicator		2025/26 Actual	2026/27 Estimate	2027/28 Estimate	2028/29 Estimate	2029/30 Estimate	
4	<p>Ratio of Financing Costs to Net Revenue Stream</p> <p>An estimate of the cost of borrowing in relation to the net cost of Council services to be met from government grant and council taxpayers. In the case of the HRA the net revenue stream is the income from rents. Note that financing costs include debt and other long-term liabilities such as PFI and Leases.</p>	<p>GF</p> <p>HRA</p> <hr/> <p>Total</p>	<p>12.51%</p> <p>12.62%</p> <hr/> <p>12.53%</p>	<p>15.98%</p> <p>11.94%</p> <hr/> <p>15.13%</p>	<p>17.94%</p> <p>11.88%</p> <hr/> <p>16.71%</p>	<p>19.69%</p> <p>11.82%</p> <hr/> <p>18.14%</p>	<p>20.32%</p> <p>11.76%</p> <hr/> <p>18.69%</p>	
5	<p>External Debt</p> <p>To ensure that borrowing levels are prudent over the medium term the Council's external borrowing, net of investments, must only be for a capital purpose and so not exceed the CFR.</p>	<p>Gross Debt</p> <p>Invest</p> <hr/> <p>Net Debt</p>	<p>£400.4m</p> <p>£4.4m</p> <hr/> <p>£396.0m</p>	<p>£418.5m</p> <p>£5.0m</p> <hr/> <p>£413.5m</p>	<p>£487.6m</p> <p>£5.0m</p> <hr/> <p>£482.6m</p>	<p>£533.8m</p> <p>£5.0m</p> <hr/> <p>£528.8m</p>	<p>£556.7m</p> <p>£5.0m</p> <hr/> <p>£551.7m</p>	
6 a	<p>Authorised Limit for External Debt</p> <p>The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities.</p> <p><i>Estimate for year-end outturn positions, unless stated as an actual.</i></p>	Borrowing CFR / Other long-term liabilities	<p>£580.5m</p> <p>£30.0m</p> <hr/> <p>£610.5m</p> <p>(£610.5m actual set at 2025/26 Strategy)</p>	<p>£590.2m</p> <p>£30.0m</p> <hr/> <p>£620.2m</p> <p>(£620.2m actual set at 2026/27 Strategy)</p>	<p>£603.7m</p> <p>£30.0m</p> <hr/> <p>£633.7m</p> <p>(Estimate based on current CFR projection)</p>	<p>£638.3m</p> <p>£30.0m</p> <hr/> <p>£668.3m</p> <p>(Estimate based on current CFR projection)</p>	<p>£648.0m</p> <p>£30.0m</p> <hr/> <p>£678.0m</p> <p>(Estimate based on current CFR projection)</p>	

	Prudential Indicator		2025/26 Actual	2026/27 Estimate	2027/28 Estimate	2028/29 Estimate	2029/30 Estimate	
6 b	<p>Operational Boundary for External Debt</p> <p>The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.</p> <p><i>Estimate for year-end outturn positions, unless stated as an actual.</i></p>	Borrowing CFR / Short Term Liquidity Requirement	£514.8m	£534.5m	£593.7m	£628.3m	£638.0m	
			£65.7m	£55.7m	£10.0m	£10.0m	£10.0m	
			<u>£580.5m</u>	<u>£590.2m</u>	<u>£603.7m</u>	<u>£638.3m</u>	<u>£648.0m</u>	
			(£580.5m actual set at 2025/26 Strategy)	(£590.2m actual set at 2026/27 Strategy)	(Estimate based on current CFR projection)	(Estimate based on current CFR projection)	(Estimate based on current CFR projection)	

	Prudential Indicator		2025/26	2026/27	2027/28	2028/29	2029/30	
7	<p>Maturity Structure of Borrowing</p> <p>To minimise the impact of debt maturity on the cash flow of the Council. Over exposure to debt maturity in any one year could mean that the Council has insufficient liquidity to meet its repayment liabilities, and as a result could be exposed to risk of interest rate fluctuations in the future where loans are maturing. The Council therefore sets limits whereby long-term loans mature in different periods thus spreading the risk. These approved limits are set each year in the Treasury Strategy.</p>	Maturity profile of debt against approved limits	Maturity Profile	Debt (£)	Debt (%)	Approved Minimum Limit	Approved Maximum Limit	This is the current actual level of debt against the approved limits set at the 2025/26 Strategy.
	Less than 1 yr		£53.8m	15%	0%	30%		
	1 to 2 Yrs		£31.5m	9%	0%	30%		
	2 to 5 Yrs		£82.0m	23%	0%	40%		
	5 to 10 yrs		£53.0m	15%	0%	40%		
	10 to 20 yrs		£69.8m	20%	30%	90%		
	20 to 30 yrs		£25.0m	7%				
	30 to 40 yrs		£26.0m	8%				
	40 to 50 yrs		£10.0m	3%				
	Total		£351.0m	100%				
7	<p>Upper Limit for Total Principal Sums Invested for Over 364 Days</p> <p>The Council sets an upper limit for each forward financial year period for the level of investments that mature in over 364 days. These limits reduce the liquidity and interest rate risk associated with investing for more than one year. This upper limit is set each year in the Treasury Strategy.</p>	Limit / (Current investments over 364 days maturing in each year)	£15.0m (£0.0m)	£15.0m (£0.0m)	£15.0m (£0.0m)	£15.0m (£0.0m)	£15.0m (£0.0m)	



Meeting:	Executive
Meeting date:	7 July 2026
Report of:	Debbie Mitchell, Director of Finance
Portfolio of:	Councillor Katie Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equalities and Inclusion

Capital Programme Outturn 2025/26 and Revisions to the 2026/27 – 2029/30 Programme

Subject of Report

1. The purpose of this report is to set out the capital programme outturn position for 2025/26 including any under/overspends and adjustments, along with an update to the future years programme.
2. The report contains details of the capital investment made during 2025/26 and how this has supported delivery of the Council Plan. Key areas of investment are listed below with further details contained in the body of the report:
 1.
 - £4.4m on the expansion and improvement of school facilities across the city
 - £8.8m on construction and development of new council housing at Duncombe Barracks and Burnholme
 - £10.5m on the modernisation of and ongoing repairs to council homes
 - £4.9m on improvement works to homes in Bell Farm
 - £10.4m on capital investment on the council's highway network including roads, bridges, drainage and lighting
 - £11.6m on improvements at Station Gateway
 - £1.5m on developing the Council's ICT infrastructure
 - £1.4m on repairs to the Mansion House.

3. Some of the direct outcomes of the investment include:
 - Classroom expansion to St Oswald's and Applefield's primary schools and St Paul's Nursery school
 - Completion of the final expansion phase at Huntington School
 - Heat pump and solar photovoltaic upgrades to all 61 properties
 - 45 properties received funding under the scheme Home Upgrade Grant scheme
 - Construction completed on new Passivhaus affordable housing at Duncombe Barracks and Burnholme
 - Work completed on major refurbishment schemes in Bell Farm and also Glen Lodge
 - 56 new vehicles were delivered and put into operation
 - Mansion House repairs work is completed
 - 279 private properties and 156 council properties supported with adaptation works to their homes
 - 9 new footpath schemes completed
 - 8 Large Patching Schemes completed with a total area of 12,000 square metres
 - 7 Surface Dressing schemes covering an area of 70,000 square metres
 - 10 carriageway schemes completed including 60,000 square metres of refurbished roads
 - 500 old street lighting columns upgraded to LED
 - 12 drainage improvement schemes completed
 - 12 new bus shelters have been installed

4. The report also seeks to consider a request to provide a capital contribution towards a scheme to upgrade the roof at the Yorkshire Museum which has been awarded a £2m grant by Arts Council England.

Benefits and Challenges

5. The capital programme is key in delivering the Council Plan. Members are able to prioritise capital expenditure to deliver improvements across all service areas notably Schools, Housing, Transport and Regeneration as well as supporting Climate Change ambitions. The capital programme can also play a role in supporting more effective management and reduction of the council's revenue expenditure in the future, with for example

investment in schools allowing for more efficient operations, green technology reducing energy costs etc.

6. The programme does involve significant levels of council borrowing which impacts the level of revenue expenditure. The cost of delivering the capital programme is therefore dependent on levels of external funding, inflation levels and interest rates. The capital programme is subject to value for money assessment as part of its ongoing delivery, and this is increasingly important in the broader context of budgetary pressures across the council. Additional controls and processes are now also being implemented through the newly established corporate Programme Management Office function.

Policy Basis for Decision

7. This report is to note the outturn position for 2025/26 and agree to slippage where necessary to deliver the projects which support the delivery of the council plan.

Financial Strategy Implications

8. This report needs to be read alongside the Finance and Performance Outturn report elsewhere on the agenda. This report identifies slippage on schemes but also the impact that delays have had on projects in terms of delivery.
9. The slowdown in the capital programme over the second half of the year has reduced the need for external borrowing. Capital expenditure funded by borrowing was estimated to be £74m at Monitor 1 whereas the year end position showed capital expenditure funded by borrowing totalled £19m. This has supported the savings across Treasury Management that has supported the overall council revenue position.

Recommendation and Reasons

10. Executive is asked to:
 - A) In relation to the capital programme outturn

- i. Note the 2025/26 capital outturn position of £81.948m and approve the requests for re-profiling totalling £58.432m from the 2025/26 programme to future years.
- ii. Note the adjustments to schemes increasing expenditure in 2025/26 by a net £1.346m.
- iii. Recommend to Full Council the restated 2026/27 to 2029/30 programme of £441.313m as summarised in Table 3 and detailed in Annex 1.
- iv. Approve the virement of £5.4m from Integrated Transport to fund the updated spend forecast on York Station Gateway
- v. Approve the acceptance of the LAHF grant by xx and recommend to Full Council

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

B) In relation to the Yorkshire Museum Capital Scheme

- i. To authorise officers to commence work with York Museums and Gallery Trust (YMT) and Arts Council England (ACE) to identify and agree a lawful and deliverable form of security for ACE's contribution to the Yorkshire Museum roof works, and to delegate authority to the Director of City Development, in consultation with the Executive Member for Economy and Culture, the Director of Governance and the Director of Finance, to negotiate and enter into any necessary agreements to give effect to the preferred form of security, including (where required):
 - amendments to the 2009 Yorkshire Museum and Gardens Charitable Scheme, subject to Charity Commission approval;
 - any documents required to create or support the agreed security for ACE;
 - any lease or property arrangements required to facilitate the agreed form of security;
 - any necessary landlord consents from the Council to YMT to facilitate the agreed form of security;
 - any required applications to HM Land Registry, the Charity Commissioner, Companies House, or any other regulator; and
 - any consents required to enable the roof works to proceed.
- ii. Subject to the above, to approve the award of £200,000 match funding to the York Museums and Gallery Trust towards the improvement works for the roof and rainwater goods at the Yorkshire

Museum, alongside the allocation of a further £300,000 for future match funding if successful and to delegate authority to the Director of City Development in consultation with the Director of Finance and the Director of Governance, to finalise and execute a grant funding agreement with the York Museums and Gallery Trust.

iii. Allocate the £500,000 match funding from Capital Contingency

Reason: To ensure that any charge created at the Yorkshire Museum is in line with the existing arrangements the Yorkshire Museum between CYC and YMT.

To enable YMT's acceptance of the grant funding, and all grant funding arrangements, are in compliance with the Subsidy Control Act 2022, the Council's Constitution, and the Council's Financial Regulations.

C) In relation to the funding from the Local Authority Housing Fund (round 4) from MHCLG, are recommended to:

- i. Accept grant funding from the MHCLG of £888k, by delegating authority to the S151 Officer to sign the Memorandum of Understanding.
- ii. Recommend to Full Council, the approval of additional borrowing up to £938k to match fund the scheme.
- iii. Delegate authority to the Director for City Development to progress the purchase of 6 homes for the HRA.

Reason: To ensure the Council's acceptance of the funding is in line with the Council's Constitution and Financial Regulations.

Background

11. The capital programme is focussed on making city scale improvements to our infrastructure and assets, which is inevitably a complex and long-term undertaking, with significant lead times and external dependencies. Expenditure forecasts across the programme are therefore subject to inevitable change. The delivery resource in the authority is also being grown at the moment, to be able to achieve the full range of benefits for residents, and additional controls and processes are now also being implemented through the corporate Programme Management Office function.

12. The 2025/26 capital programme was approved by Council on 27 February 2025 and updated for amendments reported to Executive in the 2024/25 outturn report, which resulted in an approved capital budget for 2025/26 of £180.743m.
13. At Monitor 1 report (September 2nd, 2025) there was a decrease of £0.412m resulting in a revised capital programme of £180.331m.
14. At Monitor 2 report (November 4th, 2025) there was a decrease of £17.865m resulting in a revised capital programme for 2025/26 of £162.466m.
15. At Monitor 3 report (January 27th, 2026) there was a further decrease of £23.432m resulting in a revised capital programme of £139.034m.
16. The report shows an outturn of £81.948m compared to an approved budget of £139.034m, an overall reduction of £57.086m. The revisions in the report show a revised start budget for 2026/27 totalling £112.990m.
17. The net variation of £57.086m is made up as follows:
 - Proposals to re-profile budgets of £58.432m of schemes from 2025/26 to future years (currently approved budgets in the capital programme, but requires moving to or from future years in line with a changing timetable of delivery for individual schemes)
 - Adjustments to schemes increasing expenditure by a net £1.346m, mainly due to additional grant funding being received and adjustments to allocate developer contributions to relevant schemes in Transport.
18. The level of re-profiling reflects the scale of the capital programme, and that it contains a number of major and complex projects. The overall capital programme continues to operate within budget, due to careful management of expenditure against the budget.
19. The main areas of re-profiling included within the £58.432m include:
 - £25.767m – York Central EZ contribution
 - £4.996m – Integrated Transport

- £3.847m – Local Authority Homes – Phase 2
- £3.764m – York Station Gateway
- £1.807m – ICT Development Plan
- £1.381m – Schools Essential Mechanical & Electrical Work
- £1.226m – Bus service improvement plan
- £1.220m – Local Authority Homes – Project Team
- £1.086m – Capital Contingency
- £1.050m – Innovative Floor Resilience
- £1.048m – Basic Need
- £0.872m – Replacement Vehicles & Plant

20. Table 1 outlines the variances reported against each portfolio area.

Department	Current Approved Budget	Outturn	Increase/decrease	Reprofile	Total Variance	Paragraph
	£m	£m	£m	£m	£m	Ref
Children's services	10.722	7.818	0.355	(3.259)	(2.904)	24 – 31
Adult Social Care	1.039	0.864	0	(0.175)	(0.175)	32 – 43
Housing	43.290	34.656	0.584	(9.218)	(8.634)	44 – 65
Communities	3.977	2.150	0.040	(1.867)	(1.827)	66 – 71
Transport & Env	46.047	32.854	0.698	(13.891)	(13.193)	72 – 135
City Development	27.881	1.166	(0.140)	(26.575)	(26.715)	136 – 146
Property Services	1.316	0.933	0.002	(0.385)	(0.383)	147 – 153
ICT	3.306	1.507	0.008	(1.807)	(1.799)	154 - 155
Corporate Services	1.456	0.000	(0.201)	(1.255)	(1.456)	
Total	139.034	81.948	1.346	(58.432)	(57.086)	

Table 1 Capital Programme Outturn 2025/26

Consultation Analysis

21. The capital programme was developed under the capital budget process and agreed by Council on 21 February 2025. Whilst the capital programme as a whole is not consulted on, the individual scheme proposals and associated capital receipt sales do follow a consultation process with local Councillors and residents in the locality of the individual schemes.

Options Analysis and Evidential Basis

York Museums Trust

22. York Museums and Gallery Trust (YMT) has received a grant offer of £2m funding against an initial bid of £5m from Arts Council England (ACE) towards works to improve the roof and rainwater goods at the Yorkshire Museum. These are essential works, required to remedy issues in the complex roof structure of the grade 1 listed building, which are leading to water ingress, threatening the building fabric and collections. The essential works will help to keep the museum watertight, whilst also addressing increased rainfall due to a changing climate. The works will form the first phase of a planned comprehensive renewal of the roof, dealing with two of the five roof structure components. Further funding bids for subsequent phases will follow. Planning applications for the comprehensive works have been submitted and are pending determination.
23. YMT is the independent organisation that manages museum collections and facilities on behalf of the council, on the Museum Gardens site and at the Castle Museum. YMT applied to ACE's MEND fund last year for works to the Yorkshire Museum's roof, including the renewal of downpipes, leadwork, and slate renewal. In April YMT received a grant offer of £2m from the MEND fund administered by ACE. The MEND fund is part of the government's £130m [Arts Everywhere Fund](#) to support cultural infrastructure projects. The offer to YMT represents the largest MEND funding award in Yorkshire and the Humber.
24. The Council proposes making a match funding contribution of 10% (£200k) towards the project against which the funding has been allocated alongside a further £300k towards match for any future bid to undertake the remaining works. ACE's proposed funding conditions with YMT require some form of security for its contribution towards the proposed works; however, any security must be in accordance with the existing arrangements between the Council and YMT under the 2009 Yorkshire Museum and Gardens Charitable Scheme. Under the terms of the funding the grant agreement cannot be signed without this security. To date, the Council has provided a letter of support for the scheme but now needs to identify and agree a lawful and deliverable form of security for ACE's contribution. Due to the terms between the Council and YMT this could

require amendments to the 2009 Scheme, and/or lease or other property arrangements, and landlord consents.

25. Note that the original Art Council bid was for works to the whole roof at £5m, but in this round YMT were only successful in gaining funding for the most urgent elements of the works required to the roof. YMT plans to bid into the next round of available funds, and if successful, this would require a further match fund of £300k. For this reason, we've made provision for the maximum possible match funding of £500k in the event that a future grant funding bid is successful.

Children and Education Services

26. The total approved budget within the Children's Services and Education Capital Programme for 2025/26 is £10.722m. There are a small number of adjustments to report at this monitor, plus an update on the maintenance programme budget for 2026/27.
27. Within Basic Need, £1,484k has been spent on works at St Oswald's Primary and has delivered a new two classroom extension providing necessary capacity to meet local demand. This scheme was completed in December 2025, however £50k has been reprofiled into 2026/27 to complete necessary changes to the outdoor area which will be completed next year.
28. At St Paul's Nursery, £1,215k was spent to develop an enhanced resource provision creating an early year's support hub focused on Communication and Interaction needs. The building work has expanded the nursery, improved play areas and increased capacity. To complete the final external works at the front and rear of the site, £335k has been reprofiled into 2026/27.
29. The scheme to create an Enhanced Provision unit at Huntington School is now complete. The final phase was handed over in September 2025. It is proposed that a small amount of funding is re-profiled into 2026/27 to cover any retentions.
30. The major works at Applefields have continued in 2025/26. Adaptations to the hydrotherapy pool and several classrooms progressed well with £473k spent against a budget of £1,106k. The project is forecast to complete £519k under budget. It is proposed to reprofile £100k into

2026/27, leaving a remaining £115k budget to complete final elements of the scheme.

31. The scheme at Hob Moor Oaks supports the increasing demand for specialist places for pupils with complex needs. Expenditure totalled £566k against a budget of £665k, of which £185k was funded from Section 106 contributions. A budget of £50k remains in 2026/27 to complete the outstanding building work.
32. The Children in Care Residential Commissioning scheme largely relates to the acquisition of a property at Foxwood Lane (£265k) and the initial renovation works (£30k). An underspend of £12k has been carried forward into 2026/27, leaving a remaining budget of £246k next year.
33. A total of £2,711k of Schools Maintenance works were delivered across 11 maintained schools during 2025/26, addressing a wide range of repair and maintenance issues. Following the Monitor 3 forecast several maintenance projects were completed earlier than planned. As a result £897k of budget originally profiled for 2026/27 was brought into the 2025/26 financial year.

Adult Social Care

34. The outturn for Adults Social Care is £175k underspent compared to the budget of £1,039k.

Disability Support Grant

35. CYC provides equipment to vulnerable individuals which enables them to remain in their own homes and communities. Disabled Facility Grants (DFGs) are mandatory grants, but the maximum grant offered does not always cover the cost of adaptations. This budget can be used to top up the grant funding. It also enables the council to look at relocation packages where it is more reasonable and practicable to adapt another property.
36. During 2025/26 the Disability Support Grant (DSG) budget has been used to support the provision of major and minor adaptations within the private housing sector. The budget has provided support to around 370 households, through the installation of 989 measures - including 707 handrails, 210 mopsticks/banister rails, 57 steps, and 15 other types of measure. The budget has also been used to provide financial support to

those requiring major adaptations where the cost of the works exceeded the disabled facility grant maximum amount of £30,000, with three properties receiving additional financial support.

37. It is proposed to reprofile £27k into 2026/27 is made at outturn. The underspend is due to a decrease in the number of referrals requiring additional financial support, and a slight decrease in the number of referrals received by the Healthy and Sustainable Homes service overall that required adaptations.

Major Items of Disability Equipment

38. The disability equipment budget supplies high-cost equipment to individuals to help them to remain in their own homes. This can be both social care equipment and equipment which is jointly funded by health. The social care equipment comprises items such as ceiling track hoists, stair climbers, ramps, etc. The supply of equipment is an essential component of prevention, enabling people to continue to remain in their own homes rather than moving to residential care. The budget also contributes to successful community reablement and is a key component of hospital discharge packages.
39. This scheme overspent by £33k however, the equipment invested in assists with keeping people safe and as independent as possible in their own home and as a preventative measure to reduce the need for external care packages

Telecare Equipment

40. Telecare Scheme supplies people with alarms and response equipment in their homes to deal with their specifically assessed risks. Sensors are installed which are linked to our Community Alarm system and trigger alerts automatically ensuring speedy response from the response service. The equipment provides customers with 24-hour monitoring of their circumstances, which can help to encourage independence and keep them in their own homes and communities. This improves their wellbeing and reduces the need for care packages.
41. The digital switchover programme due to be delivered in 2025, to upgrade existing customers telephone networks from analogue to digital in time for the national digital switchover has now been revised to the end of January 2027. As of March 2026, Be Independent have 2,724 active domestic

connections. Whilst numbers fluctuate all new Telecare packages receive a digitally enabled telecare device. Therefore, the current number of analogue devices which still need to be replaced is approximately 270. Be Independent are aiming to complete the device replacement programme by December 2026.

42. The benefits of using a digital lifeline device over an analogue lifeline connected to a router is that the digital lifeline device can communicate with the Be Independent Alarm Receiving Centre over the IP (internet protocol) network and when or if this fails it can switch to GSM (Global System for Mobile communication), the analogue lifeline device is unable to do this. Be Independent currently spends approximately £21,000 per month on Tunstall digital devices which includes providing devices to new customers and replacing devices for our existing customers.
43. In line with ASC transformation plans going forward and to continue to focus on care outcomes for individuals, additional investment is being made in Telecare equipment and technologies. To offset the overspend in this capital scheme, the remaining capital budget for the Robotics scheme has been recharged here.

Robotics in Adults Social Care

44. The Robotics Scheme looks to develop the Council's use of innovative pieces of equipment that can be used to support people to live independently and remain in their homes, with less need for formal care packages. £161k remains in the Adults Capital monitor from the initial £200k included in the 2020/21 budget. It is proposed to vire the remaining budget to further support the Telecare Scheme for the digital switchover, Telecare devices and the cost of the Telecare technicians to install and fit the capital equipment

Burnholme EPH Development

45. The budget has been spent on works on Burnholme Sports Centre on Mossdale Avenue. The Sports Centre provides a place for residents to stay fit and active. This includes a gym, a sports hall, outside courts and an artificial turf pitch. The works have included S.36 and S.1032 retrospective applications and remediation works, drainage inspection survey and manhole surveys.

Housing Services

Disabled Facilities

46. This budget is used to undertake adaptations to privately owned properties in order to help owner occupiers and tenants living in the properties to be able to live independently within the property in the future. 186 properties have received disabled adaptation works to date. £1,825k was spent in 2025/26 on private sector adaptations, meaning that £582k will need to be reprofiled into 2026/27.

CYC Adaptations Budget

47. This budget is used to undertake adaptations to Council properties in order to help council tenants living in the properties to live independently within the property in the future. The budget is financed through monies allocated from the Housing Revenue Account (HRA) budget. Adaptations to Council owned homes came to £1.2m funded from the HRA, and £239k will be reprofiled into 2026/27.

Warm Homes Local Grant

48. This is the latest national energy retrofit project for private sector housing being run by DESNZ. CYC was successful in securing funding from April 2025 to March 2028, with a total fund pot of £2,038k over the three-year period.
49. 13 properties have benefitted from the grant in 2025/26 at a cost of £322k at outturn, including £45k on administration and ancillary costs (which includes staffing costs) for the set-up of the scheme.

Major Repairs

50. The external painting contract is one area where considerable work has been undertaken during the year with additional work being undertaken to catch up from previous years, when it was not possible to engage more than one contractor. This additional work is expected to continue for 2026/27 with additional resources allocated to this area.
51. Other major repairs work has faced delays due to staff shortages, including the departure of two successive managers, team vacancies, and

sickness absences. Contractor performance issues increased complaints, and one contractor's resignation has triggered a new procurement process. A new manager is due to start early in 2026/27.

52. As a result, the programme has fallen short of planned delivery and will be partly reprogrammed into 2026/27. Work has prioritised essential compliance areas such as electrical safety, fire remediation, and damp. The 2026/27 programme will use stock condition survey data to target highest-need areas while maintaining focus on tenant health, safety, and compliance.
53. The priority now will be to recruit to the vacant posts and to put together a programme for 2026/27 working with existing and new contractors, doing work in-house if resources allow. The aim will be to deliver good value for money while providing a high-quality service.
54. Total spend on major repairs at outturn was £10,538k against the start budget of £14,046k (£3,565k was slipped at Monitor 3).

HRA Retrofit

Alex Lyon and Honeysuckle House Renewable Energy Heating

55. The retrofit project has been delivered on time and within budget to all 61 flats within these 2 schemes. The project was fully funded by YNYCA and has been completed with minimal disruption to tenants. Each property now has heating provided through individual energy efficient heating systems.
56. The **Social Housing Decarbonisation Fund Wave 2** programme is nearing completion. Using around £895k central government grant funding, retrofit works including external wall insulation and loft top up insulation and some heat pump upgrades have now fully completed for 94 properties. This includes the 40 Bell Farm refurbishment apartments. Works for a further 34 properties are also complete.
57. The **Social Housing Fund Wave 3** programme utilising government funding up to 2027/28 has been impacted by the Major Repairs recruitment and contractor issues noted above. A change request has been agreed with the government funding team and project delivery will accelerate during 2026/27.

Housing Delivery

58. The 2 major house building schemes currently being undertaken in York are now coming to a conclusion while the next phase of schemes are being planned.
59. As reported to Executive in April 2026, CYC is soon to undertake a procurement exercise to appoint a strategic delivery partner who will work with the Housing Delivery team in the design and build of all future affordable and social housing developments, including the proposed developments at Ordnance Lane and Castle Mills. The Council intends to adopt the Homes England Healthy Homes Standard and Future Homes Standard for new build housing. The Council has faced challenges in the delivery of Passivhaus-certified homes, and is committed to the delivery of high-quality low-carbon affordable homes, which support residents' health, comfort, and wellbeing.
60. The developments at **Duncombe Square and Burnholme Green** are now largely completed. All 34 Passivhaus mixed-tenure homes at Duncombe Square have been handed over. A number of social housing tenants have moved in. Shared ownership properties will have residents moving in from Spring 2026 (2 units completed at present) while market sales units are available for viewing and purchase. Although interest initially was high, the sales market is facing many challenges at the national level, and no sales have yet been completed at Duncombe Square. 68 Passivhaus mixed-tenure homes at Burnholme Green have completed and handed over. The shared ownership and market sales properties will be launched for sale in Spring/Summer 2026.
61. Section 278 works are still to be completed at Lowfield Green, where the Council previously completed 140 homes, alongside community build and self-build homes. Tender documents are being updated to reflect the wider scope of work required and works will be completed in 2026/27.
62. The **Willow House site redevelopment** project submitted a planning application for 36 homes, all of which are affordable. The planning decision is expected in Spring/Summer 2026. A separate planning application for the demolition works was approved. Procurement for the enabling works will start in Spring 2026. Engagement is ongoing with residents affected by the proposals. The enabling works are being funded by a combination of HRA funds, Brownfield grants from MHCLG and grant from YNYCA.

63. Early stage design work has continued on Lowfield Plot A for supported housing for adults with learning disabilities and/or autism following the Executive decision to progress the site for this use in September 2024. This site has received £392,000 of Brownfield Grant from the Mayoral Combined Authority and a multidisciplinary team was appointed to progress the project, which is now planned to be delivered through the Strategic Delivery Partnership.
64. The **Bell Farm refurbishment and retrofit project** has completed with 40 apartments improved to make them considerably more comfortable, safer and more affordable to run. The project has overcome several issues on site such as asbestos, bats, replacement of drainage, and delayed water connections causing the project to overrun and the budget exceeded. The apartments are now being re-let in some cases to the existing tenants or to new social housing tenants.
65. Completion of the refurbishment of **Glen Lodge** was achieved in Summer 2025. The project has delivered high-quality apartments and a prevention strategy to ensure residents move at the right time for them to continue to live independently and avoid residential care wherever possible.
66. The redesigned 100% affordable housing **Ordnance Lane** scheme was unable to secure a Principal Contractor in a recent procurement process. The project will be re-tendered later in 2026 through the Strategic Delivery Partner procurement.

LA Homes Phase 2

67. The Council has made a successful bid to MHCLG for its Local Authority Housing Fund (round 4), with an award of £888k over the next 3 years. The funding is for the purchase of homes on the open market for affordable rent, for both refugee resettlement and temporary accommodation purposes. This is in line with the Council's Homelessness Strategy which includes an expansion of social housing.
68. The Council will be required to match the grant funding from either capital receipts or additional borrowing, up to £938k. The scheme has an assured viability whereby the rental income from the new properties will cover both the cost of repairs and the revenue cost of borrowing. A recommendation is therefore made for Executive to recommend to Full Council the approval of the additional borrowing, should it be required.

Gypsy and Traveller Site Improvements

69. This major project is still at the planning and early stages of delivery work so there has been very little expenditure to date. Budgets are being finalised and procurement is underway to deliver this work:
- Retrofit - A full Retrofit Assessment was carried out in July 2024, which identified a retrofit plan to achieve an EPC certificate of level “C” for all buildings within Council-managed Gypsy and Traveller accommodation sites. A procurement for a Retrofit Services team is underway.
 - Outgang Lane (Osballdwick site) - CYC Highways have been commissioned to produce a design for improvements to the road, including new paths, double yellow lines, crossing points, street lighting new gullies (and gully repair), and a new footpath. A design and TRO are now ready and consultation with start on 1 May 2026. Cost estimates are currently being produced for the intended work.
 - CCTV at The Clifton Gypsy and Traveller Site - CCTV has now been installed at the Clifton site and is being monitored.
 - Expansion of Clifton site - 6 additional plots at Clifton are planned, development to Osballdwick has been postponed until a Call for Site is undertaken and completed by Planning. A scope for the expansion at Clifton is currently being prepared.

Communities

Future Libraries Investment Programme

70. The three library projects (Haxby, Clifton and Acomb) have been combined and are reported within a single FLIP (Future Libraries Investment Programme). The capital budget includes a Libraries Improvement Fund grant of £250k from Arts Council England. The project remains on budget.
71. The programme of works on all three projects has come to an end. Acomb library was the last project and has had a full internal refurbishment based on resident’s feedback and re-opened on time. Feedback on all library improvements has been overwhelmingly positive.

72. It is proposed that the remaining budget of £297k is carried forward into 2026/27, there is a combination of fee's to be paid, retention under the building contracts and other identified costs that were needed post construction.

Energise Roof Works

73. The works to identify the exact root cause of the roof leaks have been complex and time is being taken to ensure any future repair is essential. As a result, the £58k budget will need to be reprofiled into 2026/27.

Mansion House Repairs

74. The repair work to the Mansion House has now almost been completed with just small amounts of the contracted work to complete as at 31 March. Some final painting to the railings and the side door were outstanding and completed in April. Final snagging works are being completed, with expected sign off in May. The budget is currently expected to be slightly overspent by £30k once all the costs have been received. This included last minute remedial work to the cellar and additional visits for archaeology. This will be reviewed at future monitor reports.

Crematorium Waiting Room

75. Progress is still being made toward procurement of a contractor alongside a formal planning application. The budget of £585k has previously been reprofiled into 2026/27.

Transport, Environment and Planning

Bus Service Improvement Plan (BSIP)

76. During the financial year, £7,756k of BSIP and Combined Authority Bus funding has been moved from Transport to York Station Gateway to fund the bus loop requirements for the project. The remaining BSIP budget in 2025/26 was £3,073k.

City Centre Sustainable Corridor – Bus Priority

77. The project to deliver a new City Centre Sustainable Corridor was approved by the executive member to proceed to public consultation in June 2025 with a current milestone planning towards a Winter 2026 delivery and implementation.
78. £1.672m has been reprofiled to 2026/27 to ensure logistical and optimal delivery alongside other critical city centre projects to avoid conflict of traffic flow.
79. Project consultation concluded on 12th January 2026. Following consultation, a report will be taken to Executive for a decision on the future of the project. If approval is granted, then construction will commence in Autumn 2026.

BSIP Bus Stop Upgrades

80. 26 kerb improvements have been completed, 12 new shelters have been installed which includes 3 new shelters at Joseph Rowntree School, Beech Avenue, Bishopthorpe and Strensall Library plus York Station Gateway bus stops. The 2025/26 Bus Grant budget is fully spent and a prioritised list for 26/27 is in development.

BSIP Real-Time Screens

81. There are currently 220 bus real time information (RTI) displays in the York area. 58 displays were installed in 2025/26. Seven were replacements for life expired units; the rest were in new locations. Five displays are currently awaiting installation; four in new Bauer shelters and one in the shelter to be installed at stop RC in front of the railway sub-station.
82. Replacement displays have also been ordered for the Askham Bar, Poppleton Bar, Designer Outlet and Monks Cross P&R sites. In 2026/27, funding has been allocated to replace all the remaining life expired displays including those at Rawcliffe Bar and Grimston Bar P&R sites (10 displays). Many existing city centre displays will also be moved from poles to inside new Bauer shelters, which will reduce street clutter and improve visibility. Furthermore – push buttons will be installed at compatible bus stops to allow for easier access to audio real time information announcements.

Small Scale Bus Priority – Strensall Bus Terminus Improvements

83. An improved turning circle and new shelter has been installed at Strensall Bus Terminus.

Park and Rides Interchange Upgrades

84. BSIP 1 funding was secured to provide a new ticket office and public waiting area/ amenities of Grimston Bar P & R and various additional improvements and refurbishments of Askham Bar, Rawcliffe Bar, Poppleton Bar and Monks Cross. Overnight parking areas are proposed to be created at Askham Bar and Rawcliffe Bar and there will be improvements to site security and Park and Cycle facilities across the five sites. Designer Outlet Park and Ride is not within scope of these works as it is under a shorter term lease agreement.
85. Executive approved the funding for the project in October 2025. Subsequently further conversations have been held with First Group as current operator of the sites to ensure operational requirements inform the detailed design. Procurement of RIBA4 stage design commenced in April 2026.

Accessible Routes

86. Following an audit of 1,041 sites across York, c.80% of the existing barriers (over 830) were identified as not compliant with current national legislation, meaning they are restricting legitimate use, for example disabled people, adapted cycle users, pedestrians with and without prams/pushchairs, and cyclists. There is an ongoing programme of removing and adapting the non-compliant barriers to make York's walking and cycling routes accessible to people using all forms of active travel and mobility aid. This is a rolling scheme, currently funded for 5 years, which started in 25/26 (removing 16 barriers of various types and location variety) and is ongoing in 2026/27 (64 barriers programmed to come out). Sites have been identified and selected both on a route basis in line with our LCWIP Key Network to open up continuous accessible routes, with high numbers of users, and ones that are centred around communities, to ensure easy and effective local active travel.
87. A study is being undertaken with the University of Westminster to analyse the impact of barrier removal, using camera footage at two control sites (1) where the barriers will remain in place and (2) where the barriers will

be removed in line with our policy. Data has been collected from both locations for almost a year, site (2) will shortly have the barriers removed.

Traffic Signal Asset Renewal (TSAR) Programme

88. Full site TSAR schemes have been completed at Copmanthorpe Link Road and Foss Bank with both schemes being delivered slightly under the estimated budget.
89. Detailed Design works for the Huntington Road/Hayleys Terrace project have now been completed and CYC Highways have been confirmed as the Principal Contractor to deliver the works. A date for construction is still to be finalised.
90. Feasibility Design works have been progressed for projects at Clifton Moor Gate/Water Lane and Holgate Road/Chancery Rise and are now awaiting further decisions before they can proceed to Detailed Design.
91. Discovery works have been completed for a project to replace the existing pedestrian crossing located amongst Bishopthorpe Road high street.
92. Department for Transport Green Light Funding which covered 24/25 and 25/26 has now been fully utilised to deliver:
 - Communications Upgrades at 4 sites
 - Above Ground detection upgrades at 12 sites (5 of which will be installed on site during Q1 26/26)
 - Above Ground Detection and Traffic Signal Controller upgrades at 6 sites
 - Traffic Signal Controller upgrades at 2 sites
 - Corroded pole replacements at 3 sites
 - Full TSAR site renewals at 2 sites

Active Travel Programme

93. Project Management resourcing issues have now been resolved and a dedicated Project Manager has been recruited to recommence work on paused projects and also initiate projects which received YNYCA funding during 2025/26.

Riverside Path Improvements

94. Design requirements relating to the Riverside Embankment Stability issues of Riverside Path construction have now been added to the tender exercise to secure a Principal Designer for the detailed design phase of the project. Expenditure during 2025/26 has been restricted to survey work which will support this detailed design phase.

Solar System Cycle Route Phase 1

95. Solar System Cycle Route Phase 2: Comprises widening of the route between London Bridge and the beginning of the Solar System route. A project manager has been appointed to progress this work.

National Cycle Network Route 65

96. There are several locations requiring improvement on National Cycle Network Route 65. A project manager has been appointed to progress this work.

EV Schemes

97. A tender exercise to replace the existing EV back office/supply/install/maintenance contract is ongoing with Executive approval being sought regarding the length of contract to be secured. The contract will support delivery of all capital projects across the EV programme.
98. Award of the Design and Build contract for the Union Terrace Hyper Hub is proposed in early 2026/27 subject to approval of the proposed power solution with Northern Power Grid. On site delivery of the scheme is expected to commence during 2026/27.
99. Feasibility Design works for the Askham Bar Hyper Hub have progressed and are expected to be completed by Q2 of 2026/27 however outstanding legal issues must be addressed before an executive report will be submitted seeking approval to proceed to delivery of the project.
100. Proposals for the LEVI project for neighbourhood EV charge points have been considered by the Housing department and largely supported. Feasibility studies of these locations will commence when a new supplier

is in contract to support rollout of EV, at which point the council will formalise a delivery plan.

101. EVCAR completion works are reliant on the establishment of the new EV back office/supply/install/maintenance contract. Plans for existing sites at Monk Bar and Bishopthorpe Road car parks to be returned to their original layout have now been agreed with the previous contracted supplier and a further refund to CYC will be received in due course.

Urban Traffic Control (UTC)/ Parking Guidance System (PGS) replacement

102. The UTC (Urban Traffic Control) system which allows for remote monitoring and operation of the City of York Council Traffic Signal estate is approaching end of life and the current supplier indicates their support for the software will come to an end within the next 12 months. Replacement and upgrade of the UTC system offers an opportunity to upgrade the functionality of the current system providing officers with the ability to understand how the network operates and improve network performance for pedestrians, cyclists, public transport and vehicle users at traffic signals
103. Additionally, a project to improve the presence and reliability of Car Park occupancy data gathering technologies at all council owned car park locations within the city centre has been approved. The authority has existing legacy arrangements which allow for the collection of this data however a large proportion of the existing Car Park counting/VMS (Variable Message Signage) estate is not currently operational and therefore transmission of this information to road users to allow them to make informed decisions about parking options is currently inhibited. This project will address issues with the existing estate and allows for further expansion

Safety Schemes

104. This year we have completed the following works or are on site:
 - Aldwark dropped crossings – (3 pairs of dropped crossings)
 - St Mary's Primary, Askham Richards Safer Routes to School was completed in September 2025 through improved lining and signing measures.

- York Road / Carr Lane Local Safety Scheme was completed in February 2026 which included introducing an early start cycle facilities into an existing traffic signalised junction.
- Black Dike Lane Danger Reduction scheme is now complete except for making an ETRO permanent.
- Irwin Speed management scheme is not being progressed due to a lack of public support and was removed from the programme by Executive Member approval.

City Centre Access – Blake Street Improvements

105. This scheme has made improvements to the access arrangements and TRO, and implementation has now been completed except for a delay in installing the cycle hoops. It was delivered in conjunction with a maintenance scheme.

YNYCA Local Transport Grant

106. Following acceptance of funding from York North Yorkshire Combined Authority through the 25/26 Local Transport Grant the following projects have been confirmed as funded to undertake development and delivery within 26/27. Since accepting this funding the council has increased the resources within its Transport Projects team to progress these projects and programmes through to delivery:

- Pedestrian Crossing Sites
- School Streets
- Copmanthorpe Active Travel Route to School
- Installation of cycle hangars in residential areas
- Installation of cycle lockers
- Speed Reduction Implementation
- Sustainable Neighbourhood (Walmgate)
- Clifton Backies Route Improvements
- UTC/VMS/Car Park Counting System and Hardware Upgrades
- PROW Bridge Replacement - Murton FP1, Footbridge ref 30/15
- PROW Bridge Replacement - Murton FP1, Footbridge ref 30/5
- PROW Bridge Replacement - Murton FP1, Footbridge ref 30/49
- PROW Bridge Replacement - Skelton Footbridge ref 11/5
- PROW Bridge Replacement - Osbaldwick Footbridge ref 28/23
- PROW Bridge Replacement - Fulford FP20
- PROW Stiles for gates

- PROW - Rufforth Footbridge
- Riverbank Repairs (PRoW)

Highways

107. The Highways Asset Management team are responsible for maintaining over 800km of carriageways and footways across the City of York Council area, our teams manage a wide range of highways assets serving this network including (but not limited to) streetlighting, bridges and drainage assets.
108. An overview of the outcomes of capital investment across the service area in 2025-26 is given below:

Resurfaced Roads

109. Ten Carriageway Repair & Replacement schemes were successfully delivered, with a total newly resurfaced area covering approximately 60,000 m².
110. Eight Large Patching Schemes were successfully delivered with a total area covering approximately 12,000 m².
111. Seven Surface Dressing schemes were successfully delivered with a total area covering approximately 70,000 m².

Footpaths

112. Footway repair and replacement schemes have been successfully delivered at the following listed locations:
- Keble Park South
 - Jackson Street
 - Lamplugh Crescent
 - Shirley Avenue
 - Lendal
 - Blake Street
 - Huntington Road
 - Drummond View
 - Foss Islands Link Road

113. Footway slurry seal repair schemes have further been delivered at the following listed locations:

- South Lane Haxby
- St Benedicts Road
- Albemarle Road
- Walmgate Stray
- Bridge Lane

Highway Structures Maintenance

114. Structural Reviews of assets at Haxby and Strensall have been carried out in 2025/26, to comply with the Council's obligations, in relation to The Management of Highways Structures Code of Practise. All new information has been updated on the Council's Structural Asset Management System (AMX).

115. In addition to this:

- General inspections of fifty existing highway structures have been completed, which will provide reports, noting any defects and the proposed remedial works required to these structures. All information has now been updated on the asset management system (AMX).
- Diving Inspections have been carried out at 10 separate locations on the River Foss and River Ouse.
- Principal Inspections have been carried out on structural assets at Layerthorpe and The Tannery in Strensall.

Street Lighting Columns

116. Street lighting asset renewal programmes were successfully delivered at both Strensall and Acomb.

117. Further Lighting Upgrades to LEDs at Skeldergate and Ouse Bridges have been completed, within the financial year, which will improve the illumination of the bridges, and reduce maintenance.

118. LED upgrades have also been carried out under the Net Zero funded programme. The works involved the upgrade of 500 existing lighting units, to LED luminaires.

City Walls Maintenance

119. A major conservation project on Bootham Bar, involving structural repairs to the existing roof, and the installation of a new lead roof covering, was successfully delivered within the financial year.

Drainage

120. In 2025/26 more than twelve individual improvement schemes have been completed, which have alleviated localised flooding issues as part of the specific Proactive Investigations & Repair Programme. This programme will continue into 2026/27.
121. The team have resolved a longstanding flooding issue on the outboard lane at Heworth Green, which included the installation of a piped road crossing, and new connection into the existing sewer system.
122. A major repair scheme was delivered on the A59 drainage system, which has included significant pipe jetting, gully cleaning and iron work replacements.
123. Further repair works have been carried out to the drainage system on Hull Road. Various gullies have also been repaired on Albermarle Road and at required locations on Tadcaster Road.
124. A 5ft deep by 5ft wide void was identified in the inbound traffic lane outside York Theatre Royal on St Leonards Place, which represented an immediate risk to road users and the public. The drainage team acted quickly in appointing a specialist contractor, with the capability of operating at 5m excavation depths, to investigate the issue, assess the competency of the existing sub ground, then reinstate the void with foam concrete, before reinstating the road construction in full. The cause of the problem was later found to be due to the demolished remains of the old City Wall and subsequent settling, occurring over many years.

Flooding Schemes

Ousewem

125. Ousewem, our strategic, catchment scale Natural Flood Management (NFM) project, has continued to progress our hydraulic and water quality modelling to help inform the most beneficial locations for NFM across the

3500km² SUNO catchment. Ousewem has delivered 13 completed natural flood management projects, providing 5,246 m³ of effective water storage, helping manage flood risk to the communities of Arkengarthdale, Appersett & Hawes, Masham, Hunton and Bishop Monkton. Ousewem has a further 10 projects in development for delivery in 2026. Ousewem is progressing work which helps quantify the multiple benefits of natural flood management techniques and how these can be marketed for investment. Work has commenced on the Ousewem Financial Strategy which will outline investment opportunities for future NFM delivery in North Yorkshire and York. Ousewem has delivered a successful Local Levy bid, which provides funding to City of York Council to host a project manager and a farm delivery officer for a further 2 years, (2027-2029) extending the legacy of the project. We continue to work with multiple partners across the region to share our innovations as well as presenting our work at a number of conferences and climate change events.

Germany Beck

126. The Germany Beck project is being progressed. Contractors WSP, JBA and AOC Archaeology have been commissioned to support in the discharge of planning conditions (including a series of surveys) and the drawing up of contract and design documents. A number of documents and surveys have been reviewed/undertaken to ensure that the relevant information can be submitted to the planning authority to comply with the planning conditions. An outline business case has been submitted to the Environment Agency to 'assure' the project and enable the draw down of funding. The Flood Risk team have been working with legal and procurement to ensure the procurement meets with best value. The contract for delivery of the scheme will go out to tender in the summer of 2026 with construction intended to start on site in the Autumn of 2026.
127. Flood Contributions Scheme – The scheme is to be used for the Germany Beck Flood Alleviation Scheme. £1,495k is proposed to be reprofiled to 2027/2028.

Fleet

128. In 2025/26, a total of 56 new fleet vehicles were delivered to the Council and have entered service. These vehicles replace assets that had reached the end of their planned operational life and will reduce unplanned maintenance demands. They also deliver environmental

benefits, with either zero tailpipe emissions or compliance with the latest emissions standards, alongside enhanced safety features for drivers and operatives. A further 38 vehicles, with a total value of £2.04m, have been ordered and are awaiting delivery in 2026/27.

Major Projects

York Outer Ring Road (YORR)

129. In 2025/26, expenditure on the York Outer Ring Road Project totalled £306k. This was utilised to re-procure contracts with our designers and land agents to work up the detailed phasing strategy required as a condition of our planning permission and reflecting the funding envelope available for construction, as per the July 2025 executive decision and subsequent West Yorkshire Combined Authority approval given to divert funds to support York Station Gateway.
130. As suggested in the 4th November 2025 Executive paper on Castle Gateway, a transfer of source funding has been effected by WYCA, transferring £3.5m of WYCA Transport Fund (TF) from Castle Gateway to YORR, and a matching transfer of CYC internal capital funding of £3.5m from YORR to Castle Gateway. This will allow complete use of the WYCA TF.

York Station Gateway

131. The York Station Gateway programme is made up of 5 packages of work. Progress for the year to 31st March 2026 can be summarised as follows:
- Package 1 (Utility Diversionary Work) – 95% complete.
 - Package 2 (Highways Works) closing stages of construction – 75% complete.
 - Package 3 (Station Works) will be delivered in partnership with LNER and are currently in the design stage with a planned works commencement in Spring 2027 which will run for approximately two years. – Circa 5% complete
 - Package 4 (Loop Road Works) which involves the purchase of land from Network Rail is expected to commence on site in Spring 2027 and take approximately one year – Circa 10% complete.

- Package 5 multi-storey car park (MSCP) funded and delivered by Network Rail commenced delivery with an enabling scheme which began in October 2025 and is due to complete in June 2026. This will be followed by the main works contract due to commence in Summer 2026 with a one-year delivery programme - Circa 20% complete

132. In 2025/26 the expenditure for the whole YSG programme was £11.621m the majority of this is attributed to Package 2.

133. Package 2 – Highways works – delivery milestones achieved in 2025/26;

- Creation of the new bus stands and associated Public Realm on both sides of Station Rise.
- Installation of the critically important new Retaining wall to safeguard the existing historic City Walls (from Micklegate to Tofts Tower)
- Relocation of all existing services to accommodate the new Road and Public realm, following the removal of the Bridge Access Road.
- Installation of a new LV infrastructure to support additional electricity capacity in the Queen Street / Station Rise locale.
- Completion of the external fabric of the new Electrical Substation Building
- Removal of the existing Station Portico Canopy.
- Maintained Pedestrian, Cycling, Bus, Taxi and Motor transport access around the Station during complex construction operations.
- WYCA undertook a programme review to provide project assurance and establish a new baseline for the project. This was successful and gave permission for the WYCA Transport fund to be reallocated in accordance with the July Executive decision.
- Progress made on the Deed of Variation (DoV) for the LNER managed Package 3 works.
- Progress made on the WYCA 'stepping-in' legal rights within the DoV.

134. Package 3 – Station works – delivery milestones achieved in 2025/26;

- The scope of the project, in terms of the Train Operator Companies positioning in the Training Academy on the Station, has changed. Originally this was planned as demountable units within the station which was changed to be relocated to the RI Building, now this is

being redeveloped through refurbishment of existing accommodation within the station.

- Progress made with LNER to finalise the scope of Package 3, this will confirm the required budget as well as identify any potential Planning issues remaining.

135. Package 4 – Loop Road works– delivery milestones achieved in 2025/26:

- Progress made on design development team through collaborative working with Network rail and LNER working through design, sequencing, delivery planning, interfaces and dependencies with other Packages.
- Progress made in terms of agreeing the land purchase (red-line) boundary with Network Rail and the process of purchase has commenced.
- The concept design and layout to accommodate all parties has been agreed and detailed design has commenced.
- Progress has been made with phasing plans being finalised to allow package 4 and package 5 to be undertaken concurrently.

136. Package 5 – Multi Story Car Pack (MSCP) works – delivery milestones achieved in 2025/26:

- Network Rail entered into an enabling works contract for the MSCP and works commenced on site in October 2025 and is due to complete summer 2026.
- The contract for the main works was tendered by Network Rail and due to commence on site Summer 2026 and complete Summer 2027.

137. In the July 2025 Executive report, the funding for the whole programme was identified as £54.7m and the completion date for Package 2 was January 2026. Through the course of monitoring in 2025/26, several additional issues have come to light which have led to the prolongation of Package 2 to Summer 2026, including the following:

- The W2 wall is a section of new retaining wall built around the remnants of the Queen St bridge demolished earlier in the Package 2 programme. This section of wall connects the new piled section of retaining wall and the section of retained Victorian wall in front on the historic City Walls. The W2 wall design could not be completed in line with programme, as the tender design had to be reconsidered

once the Queens Street bridge was removed and access was possible. This delayed progress in Queens Street section. Once issued, the revised design was more complex than the original scope, which added and increased activity durations, this delayed the critical path activities on site.

- A historic Victorian attenuation tank for the portico drainage was found during excavation works onsite, this structure was not on any historic plans and not documented by the Rail Industry. The tank, over a metre below ground, had to be emptied of silt and backfilled to make it safe. The drainage, for Portico area, then had to be redesigned to go around the tank and pick up the Victorian Portico drainage that originally went into the tank.
- Portico canopy removal (section12). A structural survey of the old bus stop canopy outside the Portico was undertaken during the establishment of works in Section 12. This was found to be unsafe. Section 12 works stopped for circa 5 days, with further delay caused by the demolition activities to remove the canopy, which was subject to Rail Industry approvals. Time was also added to go back and complete works that could not happen whilst the canopy was insitu i.e. drainage connections and paving works under the canopy footprint.
- P2 manhole relocation (section12). This work resulted in additional cost and delay as new locations for the manhole had to be proofed through trial holes before the design was changed. This area of the site was congested with services, which necessitated the change and trial dig.
- The British Telecom (BT) and Northern Powergrid (NPG) ducting on the former Network Rail land was installed as part of the Package 1 utilities diversions. A section of ducting provided for NPG's High Voltage Cable works was found to be defective and required remediation. This required NPG involvement and additional work from Sisk. The investigations, redundant services removal and NPG lead times have delayed other elements of Section 9a contract works.

- Levels issue outside Section 12. The original scope of the project was to complete a full reconstruction of the road outside the Station. However, this was changed to mitigate delay, and cost increases due to other events. The levels information was inaccurate in one location i.e. the road level was too high. Therefore, this area of carriageway needed to be excavated and rebuilt to the design levels.
- Substation NPG Lease Agreement delay. As part of the substation relocation NPG will be required to supply equipment and energise their part of the substation. However, this cannot be done until the lease agreement is signed for NPG's room. This has been delayed due to disagreement between NPG and the Rail Industry regarding the notice periods for access rights to station land. In addition, a new requirement to submit additional Rail Industry approvals for the proposed equipment is causing delay.

138. The current forecast outturn for the YSG programme is £60.104m. This includes the additional cost for Package 2 associated with the professional team and the CYC internal resource of c.£0.9m, and £3.9m for increase in the contractor's costs related to the issues above as at 31st March 2026. For Packages 3 & 4 a further prolongation increases the cost of professional fees and CYC internal resource by an estimated £0.6m.

Funding	July 2025 £'m	April 2026 £'m	Change £'m
West Yorkshire Transport Fund	33.331	33.331	0.0
WYCA Transforming Cities	13.117	13.117	0.0
Contribution from Capital Bus Grants	3.800	3.800	0.0
YNYCA Transport Grant	3.956	3.956	0.0
Virement of Integrated Transport and Highway mtce budgets	0.0	5.400	5.4

LNER Contribution	0.500	0.500	0.0
Total Funding	54.704	60.104	+5.4

Table 2: York Station Gateway, forecast expenditure and funding

2. It is proposed that the increased projected cost of £5.4m is funded from budgets that are currently set against Integrated Transport Schemes. This is currently funded from a number of sources the breakdown being
- a. CYC Borrowing £3,785k
 - b. LTP Grant underspend £860k
 - c. Other grants £334k
 - d. Transport Systems Reallocation
 - 2025/26 £262k
 - 2026/27 £159k

Haxby Station

139. The project is now in the process of being resumed following the Government announcement in July 2025 which confirmed that this project was to be funded to full delivery within the DfT's Rail Network Enhancements Pipeline (RNEP). Delivery of the new station to be led by Network Rail, supported by City of York Council and York & North Yorkshire Combined Authority, as principal stakeholders.
140. The Council remains committed to its delivery and is the current freehold owner of the site of the new station following land acquisition a number of years ago. More specifically, the Council is responsible for providing the associated highways works and measures to enhance active travel within the area. The programme for delivery of the full project has subsequently been prolonged with the estimated date for completion of the new station and it's opening now slipped to the 2028/29 financial year.
141. Network Rail have a planning application still pending, determination having been delayed due to the previous funding uncertainty and statutory requirements to undertake further ecological surveys/investigations for protected species on-site (these having been concluded during 2025). Determination of this application is now expected early in 2027. The council is now working to produce detailed designs of the highways works which it has responsibility for, ready for anticipated delivery in 2027, with trains due to be operational in 2028.

City Development

Castle Gateway

142. In November 2025, Executive considered the business case for Castle & Eye, and agreed the progression of the scheme to procurement. This followed submission of updated scheme designs for planning in July 2025, with the scheme granted planning approval by committee in December 2025. Work on preparing tender documentation is underway, and in support of this, additional design work has been undertaken on discrete works. Works will be tendered shortly and delivery is anticipated to commence late in 2026/27. £200k of investment into Coppergate Carpark was approved in the November Executive. Funding bids have been submitted to YNYCA, in accordance with Executive approvals, for the final element of project funding, and outcomes are expected imminently to be reflected in future capital reporting. Additional funding has been secured from the Mayoral Combined Authority Vibrant Highstreets fund to deliver additional digital interpretation works as part of the project.
143. As suggested in the November 2025 Executive report, a transfer of source funding has been effected by WYCA, transferring £3.5m of WYCA Transport Fund (TF) from Castle Gateway to YORR, and a matching transfer of CYC internal capital funding of £3.5m from YORR to Castle Gateway. This will allow complete use of the WYCA TF.

Cultural Asset Masterplan/Heritage Programme

144. The September 2025 Executive meeting agreed to allocate £250k from the capital contingency budget to invest in a cultural asset masterplan. Should further funding be identified, this should be used instead. An outline programme has been developed with a strategic plan being co-developed with sector leaders and is due to be completed by September 2026.
145. The strategic plan will set out priorities for how the city's heritage, including priorities and timescales for capital investment.

York Central

146. The project funding position for York Central was reprofiled in 2024/25 to reflect an updated funding agreement with project partners. The key change was that the £35m CYC contribution towards IP2 site infrastructure work moved to 2025/26 onwards. The developer teams have recently made us aware that their forecast drawdown profile against project expenditure has changed again and a change request has been submitted by the developer teams to bring the grant funding agreement in line with the new profile. The changes are reflected in the updated capital programme.
147. Delivery of **York Central Highway Infrastructure** - The Spine Road has now been completed, and Part 1 Certification has been issued by the Authority, enabling the stopping up process to commence. Phase 2 of the scheme is progressing, with works underway on the ECML bridge lift, which will deliver a direct connection between the site and Water End.
148. Phase 2 – **Spine Road Connection** Looking ahead, a planning application for the next phase of York Central was received in December 2025, and officers will continue to work closely with key stakeholders to progress the associated Reserved Matters Application (RMA5). Further engagement with stakeholders will also continue to support the Wilton Rise Footbridge application

Carbon Reduction Schemes

149. The Climate Change programme capital spend for 2025/26 was £365k, against a start budget £1,964k. The following schemes and funding were as follows:
- Northern Forest Government grant - £20k on improvement works to the York Community Woodland and urban tree planting as part of the York Green Streets project
 - Public realm northern forest contribution - £6k for ongoing maintenance and watering of the Green Streets trees
 - Solar Mayoral Renewables Fund - £282k Installation of rooftop solar PV at Yearsley Swimming Pool, Little Knavesmire Pavillion, Pine Trees Care Centre, Elvington School, St Mary's School and Joseph Rowntree School

- CYC matching Solar Mayoral Renewables Fund - £57k as above, but also additional survey work at Acomb Library and Moor Lane Youth Centre.
150. A decision is still pending regarding the potential land purchase for additional car parking at the York Community Woodland – engagement and surveys have been carried out over summer, with data currently being analysed. An assessment will be made following the conclusion of this work.
151. £429k is allocated next financial year to progress the solar opportunities at Acomb Library and Moor Lane Youth Centre. Exploratory work is also underway at Clifton Eco Business Centre and York Crematorium for decarbonisation work.
152. Ongoing maintenance and watering of the York Green Streets trees will continue for a further 3 years, funded by the grant from the White Rose Forest.

Property Services

153. Property had a capital starting budget of £2,323k for 2025/26 including £644k slippage from 2024/25. Earlier Monitors have reported slippage of £1,008k. The final outturn was £933k and so a further £385k is put forward as slippage at outturn.
154. Projects undertaken from the Asset Maintenance budget this year include:
- Works to the Shambles windows and roofs facing the street have been completed.
 - Works to replace the boiler system at The Avenue facility have been completed.
 - Structural repairs at Castlegate have been completed.
 - Following works on the LED replacement scheme to West offices and Hazel Court, further LED install work has been completed to the vehicle repair facility at the depot.
155. Works to the salt barn at Hazel Court planned for this coming Summer and roof works at Hazel Court being investigated as part of specification of works and future procurement. The remaining Asset Maintenance budget of £147k is requested to be slipped to 26/27.

156. Works to improve the data cooling system at West Offices are well underway with a completion date set for early in 2026/27. It is requested that the remaining West Offices repair budget of £100k is retained and slipped to next year. Works are required to some ceiling areas and preliminary surveys underway.
157. Works to upgrade fire alarm system at Robinson Court are also underway and expected to complete in 2026/27.
158. Bathroom works to Union Terrace currently being furthered with specification of works being drawn up as part of the procurement process and the budget for the works were slipped into next year at monitor 3.
159. As the Guildhall new riverside unit is vacant, £97k of the budget was slipped to 26/27 at monitor two. Since then, the Council has received firm interest, and it is now under offer. We are proposing to undertake the works to install gates, in conjunction with the interested party, which will likely follow their fit out works later this financial year.

Corporate Services – ICT

160. The ICT capital programme had a start budget of £4,109k for 2025/26. At previous monitors, slippage of £503k was reported. At outturn, expenditure totalled £1,507k with a request to slip a further £1,807k to 2029/30.
161. The work of the ICT service supports and enables the council, partners and the city on many different levels. Examples this year include:

Digital Council

A number of systems have been implemented, replaced, upgraded or continued to be further developed this year, these include:

- Completion of the move of iTrent from on premise to Cloud
- Replacement of our BACS payment system from Bottomline to Paygate
- Launch of the City Walls donation points in Summer 2025
- Upgraded Exchange and Citrix
- Ongoing work to upgrade our servers to 2025
- Major project on our CRM system, moving away from Oracle and onto Granicus

- Progression of the Digital switchover work including cessation of analogue telephone lines

Digital Staff

The majority of our work under this theme has been our involvement on the Working as One programme where ICT have provided significant support and resource commitment into the establishment and progression of this fast paced and evolving council priority. Our involvement has included:

- Successful rollout of AOVPN and upgrading of our laptop estate to Windows 11
- Refresh replacement of the SystemOne laptop estate across the authority
- Continuing work with the rolling refresh programme of the main laptop estate
- Ongoing work to review AI to support our work including CoPilot and Magic Notes
- Completion of the rollout of the new Canon MFD devices in February 2026
- Implementation of new tablet devices across Building Services

Digital City

- Successful rollout of AOVPN and upgrading of our laptop estate to Windows 11
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- Completion of the rollout of the new Canon MFD devices in February 2026
- Implementation of new tablet devices across Building Services

Funding the 2025/26 Capital Programme

162. The 2025/26 capital programme of £81.948m has been funded from £35.115m external funding and £46.833m of internal funding. The internal

funding includes resources such as revenue contributions, Supported Capital Expenditure, capital receipts and reserves.

163. The overall funding position continues to be closely monitored to ensure the overall capital programme remains affordable and is sustainable over the 5 year approved duration.

Update on the 2026/27 – 2029/30 Capital Programme

164. The restated capital programme for 2026/27 to 2029/30 split by portfolio is shown in table 3. The individual scheme level profiles can be seen in Annex 1.

Gross Capital Programme	2026/27 £m	2027/28 £m	2028/29 £m	2029/30 £m	Total £m
Children's services	16.738	0.187	-	-	16.925
Adult Social Care	0.903	0.752	0.776	0.800	3.231
Housing	30.245	42.972	32.752	17.179	123.148
Communities	2.452	-	-	-	2.452
Transport, Highways & Environment	53.139	67.592	71.621	34.312	226.664
City Development	2.942	37.010	8.640	-	48.592
Property Services	1.598	0.850	0.325	0.275	3.048
ICT	2.293	3.4700	3.320	4.627	13.710
Corporate Services	2.580	0.394	0.200	0.369	3.543
Revised Programme	112.990	153.127	117.634	57.562	441.313

Table 3 – Restated Capital Programme 2026/27 to 2029/30

165. Table 4 shows the projected call on Council resources going forward.

	2026/27 £m	2027/28 £m	2028/29 £m	2029/30 £m	Total £m
Gross Capital Programme	112.990	153.127	117.634	57.562	441.313
Funded by:					
External Funding	55.710	51.600	52.275	18.729	178.314
Council Controlled Resources	57.280	101.527	65.359	38.833	262.999
Total Funding	112.990	153.127	117.634	57.562	441.313

Table 4 – 2026/27 –2029/30 Capital Programme Financing

166. The Council controlled figure is comprised of a number of resources that the Council has ultimate control over. These include Right to Buy receipts, revenue contributions, supported (government awarded) borrowing, prudential (Council funded) borrowing, reserves (including Venture Fund) and capital receipts.
167. In financing the overall capital programme, the Chief Finance Officer will use the optimum mix of funding sources available to achieve the best financial position for the Council. Therefore, an option for any new capital receipts would be to use these to replace assumed borrowing, thereby reducing the Councils' borrowing levels and associated revenue costs.

Organisational Impact and Implications

168. The report has the following implications:

- **Financial** – Contained throughout the main body of the report. Given the forecast financial position of the Council and the need to reduce expenditure, there will be a review of the capital programme. This review will need to identify ways in which capital expenditure can also be reduced.
- **Human Resources (HR)** – There are no direct HR implications as a result of this report. Any variations to the capital programme that have staffing implications will follow appropriate consultation and HR policies and procedures.
- **Legal – Yorkshire Museum Capital Scheme**

Security over the Yorkshire Museum in favour of ACE

ACE has requested a 20 year first ranking legal charge over the Yorkshire Museum to secure its funding contribution to YMT's project. However, this cannot be granted. The Museum and Gardens are held on charitable trust under the Yorkshire Museum & Gardens Scheme dated 9th October 2009 (the 2009 Scheme), with the Council acting as custodian trustee and YMT as managing trustee. The 2009 Scheme requires the assets to be retained for the charity's objects, meaning they operate as permanent endowment. Permanent endowment cannot be charged or disposed of unless expressly authorised or approved by the Charity Commission. The

Scheme contains no such power, so neither the Council nor YMT can lawfully create a charge in favour of ACE. Officers are working to identify whether any alternative means of securing ACE's funding contribution exist.

Match funding from the Council to YMT

The Council has power to provide the £200,000 match funding under the General Power of Competence in the Localism Act 2011. In addition, the Local Government Act 2003 governs financial assistance and prudential spending. Legal advice must be sought to ensure appropriate consideration is given to the Subsidy Control Act 2022 in respect of any grant funding terms and conditions between the Council and YMT for the £200,000 match funding.

General Report

Whilst this report itself does not have any further legal implications, the schemes within the capital programme themselves will be in receipt of legal advice where necessary.

- **Procurement** – Whilst there are no direct procurement implications relating to the report itself, procurement will be a main tool used to deliver schemes in the capital programme. Any services or works required, will be procured in accordance with the Procurement Act 2023 and the Council's Contract Procedure Rules. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.
- **Health and Wellbeing** – Reductions in spend in some areas could impact on the health and wellbeing of both our staff and residents. The impact of any reductions in the capital programme will be carefully monitored so that implications can be considered and mitigated where possible.
- **Environment and Climate action** – As this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct environment and climate action implications as a result of this report.

- **Affordability** – As this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct affordability implications as a result of this report.
- **Equalities and Human Rights** – As this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct equalities and human rights implications as a result of this report. All individual schemes will be subject to Impact Assessments in the usual way.
- **Data Protection and Privacy** – As there is no personal data, special categories of personal data or criminal offence data being processed, there is no requirement to complete a data protection impact assessment (DPIA).
- **Communications** – The information set out in this report does not have any specific communications implications. The finance and performance monitor report elsewhere on this agenda includes details of the communications activity in relation to the overall council finances.
- **Economy** – There are no direct implications related to the recommendations.

Risks and Mitigations

169. There are a number of risks inherent in the delivery of a large scale capital programme. To mitigate against these risks the capital programme is regularly monitored as part of the corporate monitoring process, and the project management framework. This is supplemented by internal and external audit reviews of major projects.

Wards Impacted

170. All wards are impacted by the issues detailed in the report.

Contact details

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

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Background papers

Capital Budget 2025/26 to 2029/30 – Executive 21 January 2025

Capital Programme Outturn 2024-25 – Executive 15 July 2025

Capital Monitor 1 – 2025/26 – Executive 2 September 2025

Capital Monitor 2 – 2025/26 – Executive 4 November 2025

Capital Monitor 3 – 2025/26 – Executive 27 January 2026

Annexes

Annex 1 – Capital Programme 2026/27 to 2029/30

Glossary of abbreviations used in the report

ACE	Art Council England
AI	Artificial Intelligence
AOVPN	Always On Virtual Private Network
ASC	Adult Social Care
BACS	Bankers' Automated Clearing Services
BSIP	Bus Service Improvement Plan
BT	British Telecom
CCS	Crown Commercial Service
CCTV	Closed Circuit Television
CRM	Customer Relationship Management
CYC	City of York Council
DFG	Disabled Facilities Grants

DoV	Deed of Variation
DPIA	Data Protection Impact Assessment
DSG	Disability Support Grant
ECML	East Coast Main Line
EPC	Energy Performance Certificate
ETRO	Experimental Traffic Regulation Order
EV	Electric Vehicle
EZ	Enterprise Zone
FLIP	Future Libraries Investment Programme
GSM	Global System for Mobile communication
HM	His Majesty's
HR	Human Resources
HRA	Housing Revenue Account
ICT	Information and Communication Technology
IP	Internet Protocol
IP2	Infrastructure Package 2
LCWIP	Local Cycling and Walking Infrastructure Plans
LED	Light Emitting Diode
LEVI	Low Emission Vehicle Infrastructure
LNER	London & North East Railway
MEND	Museum Estate and Development Fund
MFD	Multi Functional Devices
MHCLG	Ministry of Housing Communities and Local Government
MSCP	Multi Story Car Park
NFM	Natural Flood Management
NPG	Northern Powergrid
P&R	Park & Ride
PGS	Parking Guidance System
RIBA	Royal Institute of British Architects
RNEP	Rail Network Enhancements Pipeline
SUNO	Swale, Ure, Nidd, and Ouse (Upper)
RTI	Real Time Information
TRO	Traffic Regulation Order
TF	Transport Fund
TSAR	Traffic Signal Asset Renewal
UTC	Urban Traffic Control
WYCA	West Yorkshire Combined Authority
YMT	York Museums Trust
YNYCA	York North Yorkshire Combined Authority
YORR	York Outer Ring Road
YSG	York Station Gateway

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Annex 1 - Capital Programme 2025/26 to 2029/30 at Outturn

	2025/26 £'000	2026/27 £'000	2027/28 £'000	2028/29 £'000	2029/30 £'000	Total £'000
CHILDRENS SERVICES						
DfE Maintenance	2,771	2,893	0	0	0	5,664
Basic Need	0	5,537	0	0	0	5,537
Expansion and Improvement of Facilities for Pupils with SEND	42	2,775	0	0	0	2,817
St Oswalds Classrooms	1,484	150	0	0	0	1,634
Schools Essential Mechanical & Electrical Work	0	1,581	0	0	0	1,581
SEND - St Paul's Nursery ERP Expansion	1,215	635	0	0	0	1,850
SEND - Applefields Extension (Phase 3)	473	115	0	0	0	588
SEND - Specialist SEMH Expansion	0	946	0	0	0	946
Hob Moor Oaks Classrooms	566	50	0	0	0	616
Danesgate Outdoor Learning Area	276	30	0	0	0	306
NDS Devolved Capital	207	187	187	0	0	581
Mainstream Schools SEND fund	0	573	0	0	0	573
Children in Care Residential Commissioning Plan	310	246	0	0	0	556
Early Years Expansion Premises Investment	128	378	0	0	0	506
Schools Essential Building Work	0	142	0	0	0	142
Improving School Accessibility	0	420	0	0	0	420
SEND - Huntington School ERP	78	30	0	0	0	108
Fulford School Expansion 2020 Phase 1 and 2	233	0	0	0	0	233
Huntington Science Labs	31	0	0	0	0	31
Clifton Green Primary - Re-organisation and Security	4	10	0	0	0	14
Family Hubs	0	40	0	0	0	40
TOTAL GROSS EXPENDITURE	7,818	16,738	187	0	0	24,743
ADULT SOCIAL CARE						
Telecare Equipment and Infrastructure	405	291	300	309	318	1,623
Disabled Support Grant	250	307	290	300	310	1,457
Major Items of Disability Equipment	185	157	162	167	172	843
CRIS Portal Replacement	0	125	0	0	0	125
OPA - the Centre@Burnholme including enabling works	18	23	0	0	0	41
Proof of Concept for robotics & AI within social care	6	0	0	0	0	6
TOTAL GROSS EXPENDITURE	864	903	752	776	800	4,095
HOUSING (HRA & Gfund)						
Major Repairs & Modernisation of Local Authority Homes	10,538	15,715	12,623	12,780	12,680	64,336
LA Homes - Hospital Fields/Ordnance Lane	425	200	19,551	16,340	960	37,476
Disabled Facilities Grant (Gfund)	1,846	3,368	2,252	2,207	1,704	11,377
LA Homes - Burnholme	5,813	213	962	0	0	6,988
Gypsy & Traveller Site Investment (Gfund)	73	1,277	3,900	0	0	5,250
Bell Farm Improvement Works	4,878	155	0	0	0	5,033
Local Authority Homes - Phase 2	757	3,847	0	0	0	4,604
Assistance to Older & Disabled People	1,202	889	660	680	680	4,111
Duncombe Barracks	2,986	465	159	0	0	3,610
Local Authority Homes - Project Team	150	609	500	500	500	2,259
Warm Homes Grant (Gfund)	322	856	860	0	0	2,038
LA Homes Energy Efficiency Programme	892	644	483	0	0	2,019
Willow House Housing Development	493	627	672	0	0	1,792
Glen Lodge Refurbishment	1,337	193	0	0	0	1,530
Housing Environmental Improvement Programme	14	253	250	245	245	1,007
Alex Lyon House - Renewable Heating Upgrade	898	12	0	0	0	910
Lowfield Housing	368	451	0	0	0	819
Honeysuckle House - heat pump communal heating upgrade	636	9	0	0	0	645
Home Upgrade Grant (Gfund)	628	0	0	0	0	628
Lowfield Plot A specialised housing	242	266	0	0	0	508
Water Mains Upgrade	0	0	0	0	410	410
Union Terrace & Robison Court (Gfund)	29	296	0	0	0	325
Shared Ownership Scheme	57	0	0	0	0	57
Resettlement Housing	10	0	0	0	0	10
Tang Hall Library Site Enabling Works (Gfund)	54	0	0	0	0	54
Chaloners Road Site Enabling Works	8	0	0	0	0	8
TOTAL GROSS EXPENDITURE	34,656	30,345	42,872	32,752	17,179	157,804

Annex 1 - Capital Programme 2025/26 to 2029/30 at Outturn

	2025/26	2026/27	2027/28	2028/29	2029/30	Total
	£'000	£'000	£'000	£'000	£'000	£'000
COMMUNITIES						
Mansion House Urgent Repairs	1,422	31	0	0	0	1,453
Future Libraries Investment Programme	512	297	0	0	0	809
Leisure Facilities Solar Arrays	0	750	0	0	0	750
Crematorium Waiting Room / Refurbishment	57	539	0	0	0	596
Crematorium Refurb Phase 2	0	585	0	0	0	585
Westfield Multi Use Games Area	0	192	0	0	0	192
S106 Sports Development	159	0	0	0	0	159
Energise Roof	0	58	0	0	0	58
TOTAL GROSS EXPENDITURE	2,150	2,452	0	0	0	4,602
TRANSPORT, HIGHWAYS & ENVIRONMENT						
Highway Schemes	7,873	9,925	10,370	10,770	11,570	50,508
York Outer Ring Road - Dualling	306	2,122	14,190	25,787	0	42,405
Integrated Transport	1,521	10,313	6,950	8,170	8,990	35,944
York Station Gateway	11,621	9,469	8,901	11,109	0	41,100
Replacement Vehicles & Plant	3,612	5,389	8,323	9,510	8,532	35,366
Bus Service Improvement Plan	1,915	6,952	2,000	2,000	2,000	14,867
Drainage Investigation & Renewal	1,187	1,000	1,000	1,000	1,000	5,187
Haxby Station	131	820	1,720	1,220	0	3,891
Special Bridge Maintenance (Struct maint)	373	364	1,617	605	605	3,564
Innovative Flood Resilience	1,175	2,150	0	0	0	3,325
Essential Bridge Maintenance (Lendal Bridge)	282	100	2,837	0	0	3,219
Flood Alleviation Schemes incl Germany Beck	18	100	2,803	0	0	2,921
Replacement of Unsound Lighting Columns	671	545	550	550	550	2,866
York City Walls Restoration Programme	719	447	550	550	550	2,816
Askham Bar Hyperhub (Levi)	45	0	1,998	0	0	2,043
Flood Scheme Contributions	5	0	1,495	0	0	1,500
Electric Vehicle Charging Infrastructure (LEVI)	0	0	1,486	0	0	1,486
Castle Mills Lock	583	651	0	0	0	1,234
Access Barrier Review	81	339	200	200	200	1,020
Parks Investment Fund	30	720	0	0	0	750
Garden Waste Bins	40	100	100	100	265	605
Riverside Path	10	590	0	0	0	600
Smarter Travel Evolution Programme	143	323	0	0	0	466
Non-Highways Structures Investigations & Renewals	25	75	50	50	50	250
Fordlands Road Flood Defences	0	0	183	0	0	183
EV Charging Asset Replacement	4	170	0	0	0	174
River Bank repairs	0	0	148	0	0	148
Public Realm and Waste Equipment	142	0	0	0	0	142
Street Lighting LED Conversion	142	0	0	0	0	142
National Cycle Network 65 Targeted Repairs	12	115	0	0	0	127
P&D machines Parking	0	125	0	0	0	125
Fleet & Workshop Compliance	1	64	40	0	0	105
CCTV Asset Replacement (incl ANPR)	60	40	0	0	0	100
Highways - Tadcaster Road	99	0	0	0	0	99
Knavesmire Culverts	0	0	81	0	0	81
Flood Risk Operational Improvements	0	64	0	0	0	64
Rufforth Bridge	6	44	0	0	0	50
Better Play Areas	0	23	0	0	0	23
Parks and Open Spaces Development	22	0	0	0	0	22
Air Quality Monitoring	0	0	0	0	0	0
TOTAL GROSS EXPENDITURE	32,854	53,139	67,592	71,621	34,312	259,518

Annex 1 - Capital Programme 2025/26 to 2029/30 at Outturn

	2025/26 £'000	2026/27 £'000	2027/28 £'000	2028/29 £'000	2029/30 £'000	Total £'000
CITY DEVELOPMENT						
York Central Infrastructure	382	767	29,234	8,186	0	38,569
Castle Gateway (Picadilly Regeneration)	388	1,500	6,562	0	0	8,450
Climate Change Schemes incl Northern Forest	365	450	914	454	0	2,183
LCR Revolving Investment Fund	0	0	300	0	0	300
Cultural Asset Masterplan	31	219	0	0	0	250
Built Environment Fund - Shopping Area Improvements	0	6	0	0	0	6
TOTAL GROSS EXPENDITURE	1,166	2,942	37,010	8,640	0	49,758
PROPERTY SERVICES						
Asset Maintenance + Critical H&S Repairs	502	722	675	275	275	2,449
West Offices Data Centre	331	24	0	0	0	355
Removal of Asbestos	0	122	50	50	0	222
Hostel Fire Resillience Building Fabric Improvements	0	200	0	0	0	200
Commercial Property Acquisition incl Swinegate	16	0	125	0	0	141
Guildhall	0	127	0	0	0	127
West Offices - Major repairs	0	100	0	0	0	100
Hazel Court - LED Lighting	31	65	0	0	0	96
West offices - LED Lighting	53	30	0	0	0	83
Photovoltaic Energy Programme	0	81	0	0	0	81
Fire Safety Regulations - Adaptations	0	77	0	0	0	77
Hazel Court welfare facilities	0	50	0	0	0	50
TOTAL GROSS EXPENDITURE	933	1,598	850	325	275	3,981
ICT						
IT Development plan	1,507	2,293	3,470	3,320	4,627	15,217
TOTAL GROSS EXPENDITURE	1,507	2,293	3,470	3,320	4,627	15,217
CORPORATE SERVICES						
Project Support Fund	0	369	394	200	369	1,332
Capital Contingency	0	2,211	0	0	0	2,211
TOTAL GROSS EXPENDITURE	81,948	112,990	153,127	117,634	57,562	523,261
TOTAL GROSS EXPENDITURE	81,948	112,990	153,127	117,634	57,562	523,261
Developers Contributions	2,357	1,903	241	4,500	0	9,001
Government Grant	32,619	53,175	50,859	47,775	18,729	203,157
Capital Receipts in Lieu of SCA/GG	0	0	0	0	0	0
Non Government Grant	0	0	0	0	0	0
Other Contributions	139	632	500	0	0	1,271
TOTAL EXTERNAL FUNDING	35,115	55,710	51,600	52,275	18,729	213,429
Revenue Contribution Departmental (HRA)	1,231	1,305	910	925	1,335	5,706
Capital Receipt Departmental	7,132	2,345	0	0	0	9,477
Right to Buy Receipt	1,007	98	10,365	1,527	0	12,997
MRR	10,899	15,954	12,623	12,780	12,680	64,936
Earmarked Reserve	1,162	2,334	594	500	500	5,090
Departmental Prudential Borrowing	1,996	3,726	1,635	10,951	950	19,258
Corporate Prudential Borrowing	17,345	30,897	68,843	36,759	23,368	177,212
Revenue Contribution Corporate	0	77	0	0	0	77
Capital Receipts Mkt Sales	6,061	544	6,557	1,917	0	15,079
TOTAL INTERNAL FUNDING	46,833	57,280	101,527	65,359	38,833	309,832

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Meeting:	Executive
Meeting date:	7 July 2026
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Councillor Kate Ravillious, Executive Member for Transport

Bus Priority in York City Centre: The Rougier Route

Subject of Report

1. The report presents the results of the public consultation into bus priority in York City Centre and requests approval to deliver bus priority on George Hudson Street and Micklegate (between the Micklegate / George Hudson Street and Micklegate / Skeldergate / North Street / Ouse Bridge junctions) on an experimental basis. The report also responds to a petition requesting that Rougier Street and Ouse Bridge remain open to vehicles.
2. The report includes an update to the Council's Parking and Moving Traffic Offences Enforcement Policy. The policy has been updated to reflect the moving traffic offence powers that the Council now holds.

Benefits and Challenges

3. The key benefit the project seeks to achieve is to reduce bus journey times and improve service reliability. Reliability of buses is a critical factor in passenger satisfaction and directly impacts how competitive buses are compared to driving a car. If a bus route is not sufficiently reliable then people either catch earlier buses than they would optimally like to or choose to travel in different ways. 69% of applicable respondents told us that they have had to catch an earlier bus than they needed to because they were worried they might be late.

4. Recent research commissioned by the Confederation for Passenger Transport¹ confirms that in bus journey time is a significant influence on patronage. They conclude that bus patronage can be expected to rise by 1.3% for every minute saved in journey time. A further benefit of reducing bus journey times and improving reliability is that the time saved can be invested in network improvements – expanded routes or better frequency of service.
5. Service 4 real time bus performance data between Clifford Street and the Rail Station has been analysed to understand current journeys times and potential time savings suggest almost six minutes could be saved Monday to Thursday and nearly 11 minutes on Friday. A reliable route through the main City Centre bus corridor will provide journey time savings and reliability benefits for passengers on the 1070 buses that operate on the proposed route.
6. The project will complement other existing bus-based initiatives. Extended Park and Ride hours, overnight parking at Park and Ride sites, the £1 bus fare for under 19s, All York Family ticket price reductions and marketing work will all achieve more if more buses run on time and journey times are shorter. It is important to be able to help the bus industry get into the positive spiral of more reliable buses, shorter journey times, reduced operating cost, more passengers and consequently more investment rather than the negative alternative.
7. The primary concern that has been expressed during the consultation is traffic displacement. A traffic modelling exercise has been undertaken using the Council's strategic transport model to help inform whether the trial should be recommended for progression. There are some limitations with the strategic model but it provides a good general indication of whether any significant issues would likely occur. A report is included at Annex C outlining the results of the modelling work.
8. The modelling shows that, across the city, 92% of journeys in the morning peak were in practical terms unchanged with the project in place – within 30 seconds quicker or slower than their existing time. In the afternoon this is true for 71% of trips. In the morning

¹ [The Case for Faster Buses](#)

peak only 3% of trips in the city are expected to increase by more than a minute and in the afternoon 9%.

9. Work has been undertaken to understand where the main journey time increases are likely to occur. The routes with the largest additional expected journey time increases are Museum Street to Blossom Street via the Rail Station and Tower Street to Blossom Street via Nunnery Lane. Travel by this route is expected to take around 90 seconds longer than currently at peak times. The Museum Street to Blossom Street journey time change is more complex to evaluate because there are changes to the layout of Station Road associated with Station Gateway and potential improvements to signal timings that could be implemented. The modelling work was also undertaken prior to the changes suggested as part of the revisions in Bishophill. The changes in Bishophill will result in fewer local trips on Station Road as residents in the Micklegate area will not have to use Station Road when travelling south. The impact is anticipated to be less than the 2 minutes 10 seconds worst case scenario in the modelling appraisal. The Nunnery Lane/Skeldergate Bridge routes will be monitored closely as part of the trial.
10. Some journeys carrying SEND students to school have potential to be impacted by a slightly increased journey time. To understand this further we have looked at current journey time data against that in the future year scenario. We have taken Fulford Road to Salisbury Terrace to reflect the most affected section of a cross City Centre journey. In the morning the journey time is expected to increase from 13 minutes 50 seconds to 15 minutes 10 seconds – an increase of 1 minute 20. In the evening the reverse route has an increase of one minute 50 seconds. These journeys and the impact of the project on them will be monitored.
11. Beyond the improved bus journey times and reliability, other significant benefits include improving the environment for pedestrians and cyclists. 16,305 pedestrians crossed Ouse Bridge compared to 7,040 vehicles in our 2025 12-hour survey. Reducing the volume of through traffic in the area will create a more pedestrian friendly environment. The project will also create new segregated cycling infrastructure, making it easier and more comfortable to access both the city centre and the National Cycle Network along North Street and Skeldergate.

12. Road safety improvements are also expected as a result of reduced vehicle flow on the corridor. Between the beginning of 2020 and the end of 2024 there were 52 casualties on the Tower Street, Ouse Bridge – Micklegate – George Hudson Street – Rougier Street corridor. 1 fatal, 6 serious and 45 slight. 16 casualties were cyclists and 28 were pedestrians, meaning a huge 85% of casualties on the route are active travel users.
13. Less through traffic in the City Centre potentially opens up opportunities for road space reallocation and significant improvement to public space. Project delivery across the Council is now taking a much more place-based approach. Examining how we can improve the built environment of our city to benefit the health and wellbeing of our residents and businesses is critical in developing new regeneration and transport ideas. Through traffic can currently pass within 45m of Clifford's Tower, one of our most historic and iconic buildings. This is not commonplace amongst the highest quality historic cities across Europe – a tier which we are very much in and should be striving to be at the top of.

Policy Basis for Decision

14. The Council Plan has seven priorities; the Rougier Route will contribute towards the following priorities:
15. Health and Wellbeing. The project is anticipated to have significant road safety benefits along the corridor as well as enabling more active travel and improving air quality.
16. Sustainability. Reducing bus journey times on the Rougier Street – Micklegate – Tower Street corridor will make bus travel more attractive, enabling a shift away from car use, which will in turn reduce congestion in the city. Mode shift towards public transport also strongly contributes towards reducing carbon emissions from transport and helps the Council meet its net zero target.
17. Economic. A safer environment for pedestrians, wheelchair users, wheelers and cyclists will help to connect the eastern and western sides of the river, linking the footstreets to Bishophill and increasing footfall on Micklegate and Tower Street. A more reliable bus service will attract more people to travel by bus to the city centre, alleviating congestion.

18. The project is included within the Council's Local Transport Strategy and its accompanying implementation plan. Delivering bus journey time improvement within the City Centre is an integral part of the Council's BSIP and forms part of the programme of works agreed with the Department for Transport as part of the BSIP1 funding award. The Council has corporate ambitions to reduce carbon by 71%. The Local Transport Strategy contains targets to reduce vehicle traffic levels by 20% alongside increasing bus usage by 50% and active travel by 100% by 2030.

Financial Strategy Implications

19. City Centre bus priority has a £2m allocation through Bus Service Improvement Plan funding. A further £200k of York and North Yorkshire Mayoral Combined Authority (YNYMCA) Bus Grant funding was allocated to the project for the 25/26 financial year. The option presented in Annex A has been designed to fit within the £2.2m budget. Funding bodies have agreed to carry monies into the 26/27 financial year to allow the project to be implemented.
20. Supporting revenue cost will be funded by carried over 25/26 bus grant funding. The revenue cost of running the trial will cover the creation of a Blue Badge registration and permit process and ongoing management of resident access and enforcement. This is estimated to cost £150k. This investment would also support exemptions for other future projects where Blue Badge Access may be required. If the project is progressed to implementation the revenue cost and its long-term financial sustainability will be reviewed within the trial period as part of any decision on whether to make the bus gates permanent. If the project is revenue generating, that funding will be used for reinvestment into York's transport networks.

Recommendation and Reasons

21. Executive is asked to:
 - 1) Allocate £2m of BSIP1 funding and £350k of YNYMCA Bus Grant funding to implement the Rougier Route on an experimental basis.

Reason: To deliver bus journey time and reliability improvements and to enable the potential benefits and disbenefits to be fully evaluated prior to a permanent decision being made.

- 2) Delegate authority to the Director of City Development to implement the Rougier Route Proposals on an experimental basis allowing exemptions initially for buses, emergency services, Blue Badge holders and Hackney Carriages.

Reason: To ensure expedient delivery of the project.

- 3) Delegate authority to the Director of City Development to amend the conditions of the Traffic Regulation Orders associated with the Rougier Route project during the trial period if required.

Reason: To allow the Traffic Regulation Orders to adapt to evidence gathered during the trial period.

- 4) Note the contents of the petition.

Reason: To consider the views of petitioners when making a decision on the Rougier Route project.

- 5) Approve the City of York Council Parking and Moving Traffic Offences Enforcement Policy.

Reason: To update the policy in line with the powers the Council now holds.

Background

20. The Council's Big Transport Conversation, undertaken to inform the Local Transport Strategy identified that;
 - a. 79% of respondents told us that they would, or maybe would "use buses more often if we introduced dedicated priority routes for buses and sustainable transport".
 - b. 72% of respondents agreed or strongly agreed when asked "To what extent do you disagree with the introduction of dedicated priority routes for buses and sustainable transport".
 - c. 88% supported 'improving public transport'.

21. A range of ideas were examined to provide bus priority in the City Centre, largely focussed on how to reduce through traffic but maintain vehicle access to where people need to get to destinations within the City Centre. Travelling through the centre of York is still the quickest way to get from some residential areas to key destinations. Vehicle traffic undertaking those journeys isn't interacting with the city centre, other than passing through it and delaying people and vehicles who do need to access services in central York.
22. The key project components that were consulted between November 2025 and January 2026 are;
 - a. Bus Lane on George Hudson Street southbound and bus gates on Micklegate (between the Micklegate/George Hudson Street and Micklegate/Skeldergate/North Street/Ouse Bridge junctions).
 - b. Enabling Micklegate to go one way for motor vehicles to provide additional space for public space and a contraflow cycle lane.
 - c. Remodelling of the Micklegate/Toft Green junction.
 - d. Contraflow cycle lane on Toft Green and Tanner Row.
 - e. Remodelling of the Rougier Street/George Hudson Street/Tanner Row junction including cycle crossing facilities.
 - f. Improved bus stops
 - g. Closure of Victoria Bar to motor vehicles
23. The design consulted on ensured that every parking space, blue badge space and loading bay remained accessible to all permitted users of those bays at all times. The change being that, for some users, different routes to those spaces and bays may need to be taken than have traditionally been the case.
24. The public consultation highlighted that the project would create some issues regarding access for residents in the Bishophill area in terms of longer journey times and increased mileage. The consultation responses were reviewed and a revised design commissioned which now forms the preferred option (Annex A). A further drop in event was held on 22nd April and subject to resolution of some matters, such as permits for those on private roads or with private parking spaces, the revisions received broad support.

25. The revisions to the project design include restoring resident access through Victoria Bar and creating a resident only link through Fetter Lane to enable those who live and own businesses locally to access the area freely but cut through traffic seeking to avoid the bus gate by travelling through Bishophill would be restricted. These revisions enable residents in the Micklegate area to travel south without having to use Station Road.
26. Blue Badge holders and York Access Forum members highlighted concerns around potential journey time increases for those who may have no option other than to use a car for essential journeys to access to the City Centre including the proposed Blue Badge parking at the Castle development. The information gathered and learnt through the consultation has led to the proposal to allow Blue Badge holders access through the bus lane and bus gates on George Hudson Street. A registration process will be created in partnership with local access groups to enables vehicles used by Blue Badge holders to be exempted.
27. At the end of 2024, the Government granted powers to enforce moving traffic violations to 22 English highway authorities outside London, including City of York. This means that CYC can now use these powers to enforce moving traffic offences such as one-way systems, access restrictions (other than bus gates or lanes which were already enforceable by local authorities), banned turns, etc². Before this change, these restrictions were only enforceable by the Police.
28. The implementation of the new civil enforcement powers requires the Council's parking enforcement policy to be updated to introduce the additional enforcement activities related to moving traffic offences. The updated policy (presented in Annex E) outlines the principles and procedures for enforcing parking and moving traffic offences within the City of York and aims to encourage compliance with highway rules for the benefit of all highway users, including disabled people, pedestrians and cyclists, promote road safety and accessibility, support sustainable

² The full list of restrictions which can now be enforced by local authorities is available here:

https://assets.publishing.service.gov.uk/media/6294ddfa8fa8f5039a1bd695/annex-a-traffic-signs-subject-to-moving-traffic_enforcement.pdf).

transport, reduce congestion and environmental impacts, and ensure fair and consistent enforcement action.

Consultation Analysis

29. Extensive stakeholder consultation was undertaken on the principle of bus priority during Summer and Autumn in 2025. There was sufficient understanding and appreciation of the importance to improve bus services in the city and the difficulty of the potential solutions to progress to public consultation.
30. Initial public consultation on the proposals was undertaken between 19 November 2025 and 12 January 2026. The aim of this consultation was to understand if there were any issues arising from the initial design proposals that would detrimentally affect people so that the project could be amended or rethought depending on the information received. A full report on the consultation results is enclosed at Annex B.
31. A significant amount of valuable information was received at the in-person events held in Bishophill and at York Library. In particular, understanding how the proposals impacted local residents and businesses in the Bishophill area. Key findings from these events included;
 - a. Concern around extended journeys for those in the Micklegate loop to access the south of the city which would increase journeys from this area across the Station Frontage.
 - b. Concern around extra time/difficulty for business owners on Micklegate accessing the south of the city.
 - c. Concern that the proposed Victoria Bar closure would lead to additional pressure on the Nunnery Lane/Price's Lane Gyratory and the Skeldergate/Bishopgate Street junction.
 - d. Parking on Fetter Lane causing problems for pedestrians and wheelchair users.
 - e. General preference to retain bollards on Bishophill Senior.
 - f. Site specific issues associated with Buckingham Court.
 - g. Concern over additional taxi movements in the Bishophill/Skeldergate area.
32. The survey also asked whether people would support roads in the corridor being set at 20mph in the future. A significant majority agreed. The principle is supported by officers and aligns with the city's transport strategy but is a longer-term project due to

implications on the City Centre; the corridor connects to the Footstreets area at the Spurriergate / Nessgate junction so 20mph on the corridor requires full consideration of the entire City Centre. The Council's Forthcoming Movement and Place Plan will progress this idea further.

33. Further to the consultation undertaken, a petition was submitted at Full Council by Councillor Warters on 26th March 2026 seeking to maintain open access to vehicles on Ouse Bridge and Rougier Street. The petition had 850 signatures as of 29th June 2026. Some of these signatories may have also responded to the public consultation. The proposed option for implementation attempts to minimise the extent of bus gate and keeps Rougier Street and Ouse Bridge open to access by all vehicles that can currently use them.

Options Analysis and Evidential Basis

34. **Option One:** Proceed with the Rougier Route proposals from January 2027 using an experimental traffic regulation order and allowing Buses, Emergency Services, Blue Badge Holders and Hackney Carriages exemptions to the George Hudson Street and Micklegate bus gates. Recommended.
35. **Option Two:** Proceed with the Rougier Route proposals using a permanent traffic regulation order. Not recommended
36. **Option Three:** Implement the Rougier Route with a different sub option permutation of Executive's choosing. Not recommended.
37. **Option Four:** Do not proceed with the Rougier Route proposals. Not recommended.
38. Options one and two have several sub options to consider different potential exemptions to the bus gate and hours of operation. These are outlined below the top-level option analysis.
39. **Option One Analysis**
40. Implementing the proposed bus gates on an experimental basis provides an opportunity to trial bus priority in York City Centre whilst being able to flexibly adapt the proposals if required. Whilst strategic traffic modelling has been undertaken (Annex C) to identify the likely impacts at peak times the actual journey time

changes and traffic flow patterns will only be understood following detailed monitoring on introduction of the project.

41. Option one proposes access for Blue Badge Holders and Hackney Carriages in the first instance but the experimental approach allows for review should any significant issues arise. Implementing the project in January 2027 will ensure that the bus gates do not go live at the busiest times therefore understanding of the impact can be fully understood through the quieter January to March period. Transport officers will work with colleagues in Education Transport and Private Hire Operators to understand positive and negative impacts in detail.
42. An experimental approach also enables changes to the traffic orders to be made in the Bishophill area if required to ensure that equitable and appropriate access is enabled. If the permanent order approach was taken then any changes would require a lengthy administrative process to be followed.
43. It is proposed that the bus gates and bus lane on George Hudson Street and Micklegate (between the Micklegate/George Hudson Street and Micklegate/Skeldergate/North Street/Ouse Bridge junctions) are operational between the hours of 7am and 11pm and that resident access focussed ANPR in Bishophill and North Street apply 24 hours a day.
44. The experimental approach will mean that for the first six months warning letters would be issued ahead of anyone receiving a fine. The trial period can also be paused to accommodate essential maintenance works on Lendal Bridge.
45. **Option Two Analysis**
46. Implementing the project under a permanent Traffic Regulation Order would provide a greater level of future certainty for bus operators to make schedule amendments and route improvements. It would however, take longer and require a formal consultation process prior to implementation, rather than under the experimental approach where the 18th month trial timeframe is the formal consultation period.
47. There are a number of variables outlined in this paper and officers consider there to be a high chance, given the complex nature of delivering a change to the transport network in the City Centre, that

an issue requiring a slight change of approach will be required at some point post-implementation should the project be progressed. The permanent approach does not provide any flexibility to tweak or amend the initial conditions without undertaking formal advertisement of a revised Traffic Regulation Order.

48. Option Three Analysis

Executive could choose to implement the project with a different set of exemptions to those recommended in option one. The officer approach has been to balance maximising bus performance with feedback from consultees, stakeholders and Place Scrutiny. An appraisal of the sub options is included below. Should any additional exemptions that are not discussed in this report be preferred then wider delegation to the Director of City Development will be required.

49. Option Four Analysis

50. Not implementing the project would mean that buses would continue to be held up in through traffic in the City Centre resulting in long journey times and delayed services. Unattractive bus services reduce the ability of buses to remove car trips from the roads, freeing up the limited capacity for those vehicle users who have no alternative. Not implementing the project would mean funding that had been allocated to City Centre Bus Priority in York by the Department for Transport would have to be returned.

51. There is no easy alternative to the proposed project that would meet the clear requirement from residents through recent consultations to improve bus services in York. The City Centre is where all but one York bus service connects to, or through, and the City Centre is also where our most constrained road space is located. A wide range of options have been considered before proposing the bus lane and bus gates on George Hudson Street and Micklegate and none deliver the potential benefits and the ability to implement clearly and simply whilst impacting only a short amount of frontage.

52. If bus priority is not trialled in this location then there is no plan B available for tackling bus reliability and journey times. Any other improvements that can be delivered to buses would still be impacted by the reliability issues on the network in the City Centre and consequently, longer journey times.

53. The continued growth in housing, based on the Council's future Local Plan requirement to deliver an increased level of 1220 homes per annum, plus growth from neighbouring authorities will further increase the demand on York's road network. The new Local Plan will seek to deliver housing growth sustainably but there will inevitably be substantially more car trips undertaken. Additional congestion requires more buses assigned to routes to retain the same frequency (as the timetabled journey time then needs to be longer) so doing nothing would either, increase the cost of running bus services, costing more money, or result in lower frequencies on key routes.

54. **Sub Option One - Hackney Carriages**

55. There are 189 independent Hackney Carriage vehicles licenced in York. Consultation with Hackney Carriage operators has highlighted the importance of journeys through the Rougier Route corridor, particularly between St. Saviourgate and the York Rail Station. The alternative routing if Hackney Carriages were not permitted to pass through the bus gates would likely be down Skeldergate onto Bishopgate Street then Nunnery Lane and onto the station.

56. Bus gates in Leeds permit Hackney Carriages so there is a local precedent for allowing them into bus lanes and through bus gates. The impact on bus times by allowing Hackney Carriages through the bus gates is likely to be low and their exemption enables those who require an accessible vehicle and who cannot use the bus quick access to the City Centre. The licenced York Hackney Carriage fleet list can easily be added to the exemption list for the bus gates and bus lane. A private hire equivalent for all vehicles who can operate in the city would require a further registration and validation process.

57. Not allowing either Hackney Carriages or Private Hire vehicles through the bus gate would result in all those who cannot use the bus, or who don't own a car having an extended route and cost to get from the Stonebow side of the City Centre to the Rail Station and beyond. It is therefore recommended that Hackney Carriages are permitted to use the George Hudson Street and Micklegate (between the Micklegate/George Hudson Street and Micklegate/Skeldergate/North Street/Ouse Bridge junctions) as they are fewer in number and the impact on Private Hire vehicles can be considered as part of monitoring the trial.

58. Sub Option Two – Blue Badge Holders

59. The Blue Badge Scheme helps people park closer to their destination. The Blue Badge Scheme: rights and responsibilities in England³ states that Badge holders are not entitled to drive in bus lanes during their hours of operation.
60. The project allows for Blue Badge holders to access any blue badge bay as they can currently. It does not prevent access to any blue badge spaces. For some users, it will change the route to get to some blue badge spaces in the city; for instance Leeman Road to the proposed Blue Badge car park at Clifford's Tower. The alternate route would be to use Nunnery Lane and Skeldergate Bridge which, through the modelling work undertaken, is likely to be subject to higher traffic flows and some additional journey time increase.
61. Implementing a blue badge exemption would require a new registration-based process to be set up. Blue Badges are allocated to a person, not a vehicle so it would be likely that each blue badge holder would need to potentially register several vehicles. There is no staffing resource in place to administer such a process currently so there would be cost to create the process, configure software and ongoing staffing cost.
62. At stakeholder events and via a dedicated question in the online survey, Blue Badge holders told us that any additional journey time would cause them physical discomfort and have mental health impacts as well as additional financial cost if in a taxi. They also said they had concerns about being late for work, appointments and education if taxis were not allowed through.
63. We also heard that many Blue Badge holders cannot use buses for health reasons and that people caring for Blue Badge holders would face additional journey miles and time. More widely there was concern for access to facilities and around the quality and standards of pavements in York particularly for wheelchair users. Residents also raised concerns about bridges & surrounding roads becoming more congested and additional pollution as a result of this.

³ [The Blue Badge scheme: rights and responsibilities in England - GOV.UK](#)

64. We should also note that there was also support for the consulted on proposals from Blue Badge holders. We heard from young adults with SEND that bus delays significantly adds to anxiety and can have knock-on effects on their education and travelling independently. This anxiety can stop people from travelling and underlines the importance of having reliable bus services. We also heard from disabled people who rely on using mobility scooters, wheelchairs and cycles as a mobility aid that the current level of traffic deters them from travelling through the City Centre using this mode of travel and that reducing vehicle traffic on this corridor would likely increase their use of sustainable travel options.
65. From the engagement undertaken it is officers' recommendation that a registration process to exempt Blue Badge holders is created in partnership with local access groups to allow exemption to the bus gates on Micklegate and the bus lane on George Hudson Street. It is not recommended to allow Blue Badge holders through the ANPR gates on Fetter Lane or Victoria Bar due to the linked requirement to enable some taxi provision and the consequential risk of cut through traffic through Victoria Bar or Fetter Lane impacting the local area. Blue Badge holders and Hackney Carriages would be able to access the areas they need to using the bus gates on Micklegate and bus lane on George Hudson Street plus via Skeldergate/Cromwell Road. The Blue Badge exemption would apply to these experimental locations only and be evaluated as part of the trial.
66. **Sub Option Three – Private Hire Vehicles**
67. There are 52 Private Hire operators operating 393 Private Hire Vehicles plus Consultation with Private Hire operators has highlighted the importance of their service provision as a cross-city journey provider to the SEND community, accessing the various SEND teaching facilities in the city. Consultation with SEND students identified that their journeys often involve multiple pick-ups and drop-offs on route.
68. Allowing access to private hire taxis using the Rougier Route corridor would reduce the overall journey time for the SEND user group but would increase the volume of cars, therefore diluting the benefit to buses and the environment on the corridor. It is therefore proposed that engagement work with affected SEND students and their parents is undertaken to apply for Blue Badges; regular

private hire taxis can then be registered as a vehicle for a Blue Badge holder.

69. Every residential address remains accessible as part of the project design – the only frontages that private hire vehicles would not be permitted on would be on George Hudson Street southbound and Micklegate between the George Hudson Street/Micklegate junction and the George Hudson Street/Skeldergate junction.
70. **Sub Option Four – Businesses with a Frontage**
71. All businesses with a directly affected frontage have had an in person visit from the project team. If the project is approved for implementation then this exercise will be repeated and the detail of their arrangements agreed with officers. Conversations with business owners may result in a need to exempt selected vehicles to ensure premises are able to be serviced and delivered to.

Organisational Impact and Implications

- **Financial** – The capital funding for the design and implementation of the bus gates is assumed within grant allocations. The operational costs of the scheme will be charged to the revenue bus grants and will be monitored throughout the trial period.
- **Human Resources (HR)** – There are no HR implications contained within this report. Depending on the approach taken forward, any additional resource required as noted in paragraph 47 would be established and resourced in accordance with council policy.
- **Legal** – The Council is under the network management duty contained in section 16 of the Traffic Management Act 2004 to manage its road network with a view to securing the expeditious movement of traffic on that network while having regard to their other obligations, policies and objectives. The duty includes any actions the Council may take in performing that duty which contribute to securing the more efficient use of their road network or for the avoidance, elimination or reduction of road congestion (or other disruption to the movement of traffic) on their road network. It may involve the exercise of any power to regulate or

coordinate the uses made of any road (or part of a road) in its road network.

- In exercising functions under the Road Traffic Regulation Act 1984, the Council must consider the criteria within Section 122 of that Act 1984 to “secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. In doing so, the Council must have regard to the matters in s.122(2): i. The desirability of securing and maintaining reasonable access to premises; ii. The effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run; iii. The strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy); iv. The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and, v. Any other matters appearing to the local authority to be relevant.
- There may be contractual implications arising out of the procurement of goods and services in relation to the enforcement of the bus priority measures, which will need to be drafted with support from Legal Services.
- **Procurement** – Procurement of services is required to successfully deliver this project. All procurement will need to be undertaken in line with the Council’s Corporate Procurement Guidelines. The Council has created a framework to support delivery of civil engineering projects which can be used to delivery the physical infrastructure. The Transport Technology framework is available to the Council to procure the operational elements of the project.
- **Health and Wellbeing** – The impacts of the trial should be evaluated to understand health, including consideration of road safety.
- **Environment and Climate action** – The objectives of this report align with the Council’s Climate Change Ambition and the objective to increase the uptake of active travel and public transport in the city. Creating a bus priority on the Rougier Street – Micklegate – Tower Street corridor will reduce bus travel times, as modelled.

This is likely to make bus travel more attractive, enabling a shift away from car use, which will in turn reduce congestion in the city. The potential mode shift towards public transport contributes towards reducing carbon emissions from transport and helps the Council meet its net zero target.

The trial should monitor the impacts of displaced traffic and the net impact of overall distance travelled and modal shift.

The ambitions in this report align with the objectives of the Climate Change Strategy

- **Affordability** – No affordability implications envisaged.
- **Equalities and Human Rights** – A Human Rights and Equality Assessment has been completed for the Rougier Route project (Annex D)
- **Data Protection and Privacy** – The data protection impact assessment (DPIAs) screening questions were completed for the recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.
- **Communications** – The communications team works closely with transport colleagues and provided support before and during the recent engagement exercise on the Rougier Route proposals. This will continue through the next stages of the project. If the decision is taken to proceed with the changes, this will require a significant communications campaign to support residents and visitors to the city to explain the project and what it will mean for people. This will be backed up by a comprehensive communications strategy, continuing to work with partners to keep residents, businesses and other stakeholders informed.
- **Economy** – The experimental period will need to evaluate impacts upon the economy both City Centre and local areas.

Risks and Mitigations

72. If the infrastructure works are not progressed then there is a high risk that the Department for Transport would request the funding to be returned. This would leave the Council to seek alternative funding, either from its own funds or YNYMCA sources to implement bus priority in York.
73. There is a cost risk. To manage the risk of an overspend the Council has engaged external cost management professionals throughout the BSIP programme and emerging designs are regularly reviewed to keep the cost plan current.
74. An extended or new ANPR contract needs to be entered into to enable enforcement of the project. A procurement framework has been identified that can deliver a route to securing a supplier in time to support the enforcement of the project.

Wards Impacted

75. Micklegate and Guildhall.

Contact details

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Report approved:	Yes
Date:	26 June 2026

Background papers

None

Annexes

Annex A: Rougier Route Proposals Plan

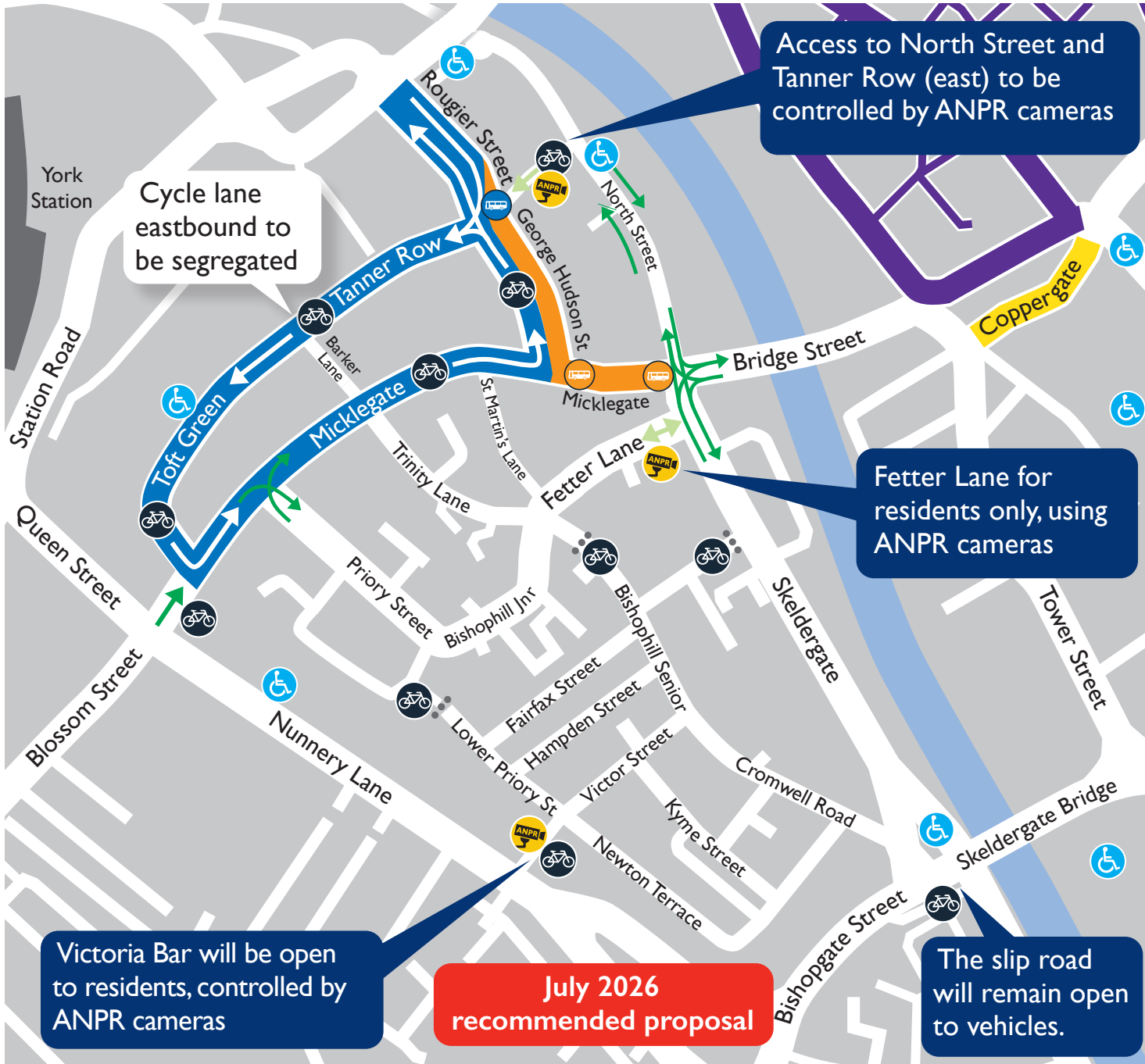
Annex B: Rougier Route Consultation Summary

Annex C: Traffic Modelling Summary

Annex D: Human Rights and Equality Assessment













Annex E: Parking and Moving Traffic Offences Enforcement Policy

Rougier Route Bus Priority Trial



We will work with the community to introduce improvements to Micklegate

KEY:

-  Buses, Blue Badge holders, cycles and Hackney Carriages only
-  One way route open to all road users
-  Bus lane with ANPR camera
-  Bus gate with ANPR camera
-  Vehicle traffic direction
-  Access only
-  Existing bus lane
-  Cyclists both directions
-  ANPR camera
-  Car park with Blue Badge spaces or on-street parking for Blue Badges
-  Footstreets
-  Existing bollard, which will remain

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Rougier Route Consultation Report

June 2026

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Introduction

This report sets out the approach to, and results from, the first three phases of public consultation on the Rougier Route proposals. If approved, the scheme itself is designed to be a trial, running as an Experimental Traffic Regulation Order (ETRO), the 18 months of operation will form phase 4 of the consultation.

- Phase 1: stakeholder engagement in early 2025
- Phase 2: full public consultation in late 2025/early 2026
- Phase 3: targeted engagement with Bishophill residents in spring 2026

Phase 1: Stakeholder engagement

This key, early phase of engagement sought to bring initial ideas to groups which could be most affected by the proposals. We included in the briefing sessions information on how the project had come about via BSIP funding and how our modelling showed each of the early options may affect wider traffic. We also demonstrated the other measures around the whole city and how the Rougier Route is part of a key target to reduce congestion and improve access to transport.

Briefings were held with:

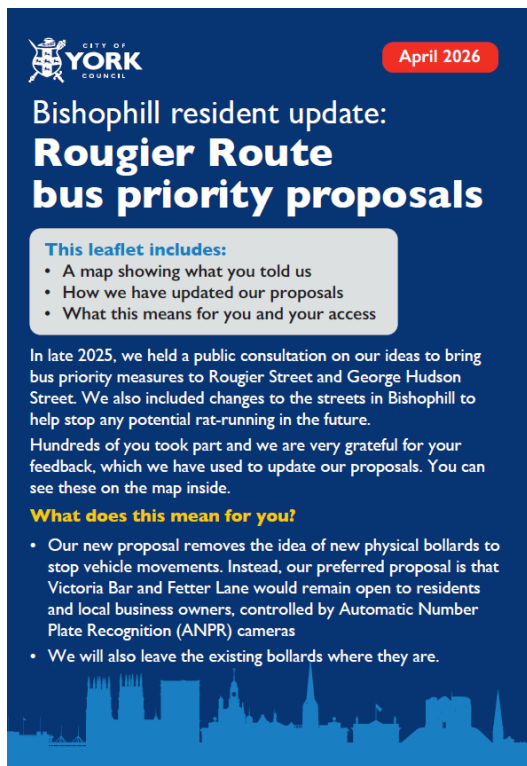
- York Access Forum
- York business groups
- Tourist Advisory Board
- Bus operators
- Taxi trade

Phase 2: Full public consultation in late 2025/early 2026

Following stakeholder engagement in early 2025, a wide-reaching public consultation was held from 19 November 2025 to 12 January 2026. It was designed to encourage residents and businesses to share their views in an eight-week consultation setting out how the Rougier Route could work, how it responds to resident, business and visitor needs, and the anticipated benefits and impacts.

Phase 3: Targeted consultation with Bishophill residents

Following significant feedback from Bishophill residents within Phase 2, project officers returned to residents in April 2026 with revised proposals. The front cover of the leaflet produced for this is below.



Methods of consulting & headline results

Initially called the City Centre Sustainable Transport Corridor, the project was renamed Rougier Route to give it more relevance to people travelling around York and to encourage greater interest and take-up in the consultation.

All materials were written to a reading age of 9 and guided by the Social Model of Disability's language. The Rougier Route consultation followed on from the Local Transport Strategy which sought to make transport issues more interesting and engaging, to ensure we hear a wider range of voices.

To ensure the consultation was widely communicated, a full communications and engagement plan was produced and followed.

The consultation was launched to the public on 19 November 2025. Launch activity included;

- A media briefing attended by the BBC, Local Democracy Reporter and Bauer radio
- Online version of the consultation using Citizen Space
- Live-action video to explain the reasoning behind the proposal
- An animation to show how the proposals could work
- Promotion on CYC social media platforms
 - Facebook (21k followers)
 - Next Door (34k followers)
 - Instagram (5.5k followers)
 - LinkedIn (19k followers)
- In the first week, across all platforms our posts promoting the consultation received over 28,000 views.
- Advertising of and holding in person events & workshops – held locally to Bishophill and at York Explore
- Promotion in e-newsletters with links through to Citizen Space
- Copies of the consultation leaflet (Annex 1) issued to all libraries and Explore centres in York
- Letter written to over 2000 households within the YO1 6xx area (Bishophill) (Annex 2)

In December 2025, a pre-election period was called which meant we paused proactive work but the consultation remained open and continued to receive responses.

Who we reached & how we engaged

There were five key methods of engagement:

1. Online survey using Citizen Space

This allowed us to host all materials, including technical drawings, to allow residents and businesses to scrutinise the proposals. We also embedded the video and animation which explained the project in more detail. The data collected via Citizen Space is presented later in this document.

Using Citizen Space as a platform meant we could clearly and cleanly explain complex data and embed materials such as maps and videos, so that everything was in one place.

Rougier Route Proposals


Overview

Help us create The Rougier Route - a better way through York

Help shape proposals for the Rougier Route

Closes 12 Jan 2026
Opened 19 Nov 2025

Contact
01904 551550
ourbigconversation@york.gov.uk



A screengrab of the consultation homepage.

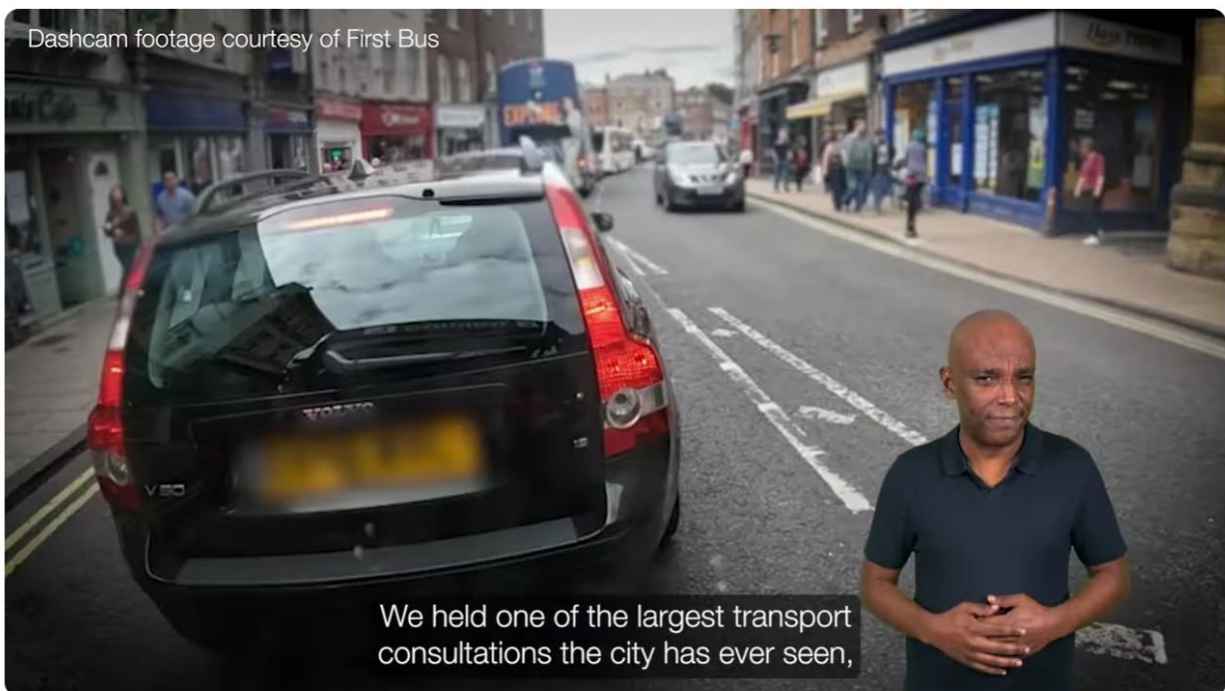
We also made two videos – one live action to explain the issues, and one animation to show the proposals and how we have listened to residents:

Funded by
UK Government



Explaining the Rougier Route

The live action video was presented in BSL and included footage as well as testimony from bus drivers about the issues that congestion cause for residents:



Help shape proposals for the Rougier Route

2. Proactive engagement with external media

In order to ensure the widest possible audience for the consultation, we worked extensively with local and regional media. The consultation featured in York Press, York Mix, BBC (across multiple platforms, from radio to web), and coverage helped spread the word among non-residents who commute in to York for education, leisure or work.

Media coverage included a series of articles at launch, and throughout the consultation to encourage people to take part. The BBC also attended one of our in-person events and spoke to residents to get their thoughts on the proposals for tv.

3. In-person events, briefings and workshops

We hosted a series of sessions dedicated to residents and businesses so that we could hear and learn from their responses to the proposals. Events open to the public were communicated in advance via press activity, letters to residents, social media and newsletters, plus listed on Citizen Space, to ensure as many people as possible could attend.

a. Public events held in accessible venues

These were very well attended by Bishophill residents in particular, with over 300 people speaking to the project team.

In order to prevent future rat-running in the streets around Bishophill, measures were proposed including new bollards and access restrictions. Events were held at Middleton's Hotel locally, with a mix of times and dates to encourage as many people to attend as possible and to understand what the proposals meant for them. The events were also publicised in letters posted to YO1 6xx residents at the start of the consultation. A further event was also held at York Explore in the late afternoon and evening. All events were held in accessible venues with accessible toilets, and had technical, comms/engagement and transport staff present, as well as the Executive Member for Transport, present. We also had leaflets available to take away with full contact details of how to take part.

Across more than 9 hours in total, we met several hundred residents, listening to their comments and making notes of the conversations.



In addition, project officers were invited to an in-person meeting of the Bishophill Action Group, where they spoke to residents and listened to the debate.

b. Stakeholder workshops held both in person and online

Disabled resident engagement:

York's network of disabled residents were represented at briefing sessions including with the York Access Forum. At launch, materials were shared with disability groups via CYC's Access Team.

We also engaged internally with CYC's SEND school transport and York Independent Learning and Travel (YILTS) team to understand how the proposals may impact on young people they work with.

Business engagement:

In addition to project officers visiting affected frontages during summer and autumn 2025, Micklegate traders held an event attended by Ward Members and the transport project team to discuss delivery and access needs.

Businesses and York's hospitality industry was also engaged via presentations to the Tourism Advisory Board, hosted by York St John University.

Taxi trade:

Private hire and Hackney carriage operators received dedicated briefing sessions, including how the proposals could operate and how our modelling predicted possible shifts in traffic.

Operators told us how passengers could face increased costs if congestion worsens around the railway station and Nunnery Lane if taxis were not allowed to use the bus priority measures. They also highlighted how SEND school transport could be impacted by additional journey times and the importance of keeping journeys as short as possible. They also raised the issue of times of day the bus measures could operate and a desire to keep them to the same as Coppergate, especially for night-time journeys to the railway station.

SEND learners:

In order to hear directly from York's SEND community, we invited learners from Blueberry Academy to meet the transport team and Executive Member. We then paid a return visit several weeks later to Blueberry where learners had prepared their own responses to the consultation and described how they travel around York.

4. Emails and phone calls

The CYC dedicated email address for consultations – OurBigConversation@york.gov.uk – was used for the entire period and is in fact still receiving enquiries, which are being responded to individually.

In particular during the November 2025-January 2026 period we received high levels of emails with several hundred people writing in, mostly from the Bishophill area. We also received questions from residents of the wider York area about how the project may affect them, why we had selected these streets, etc.

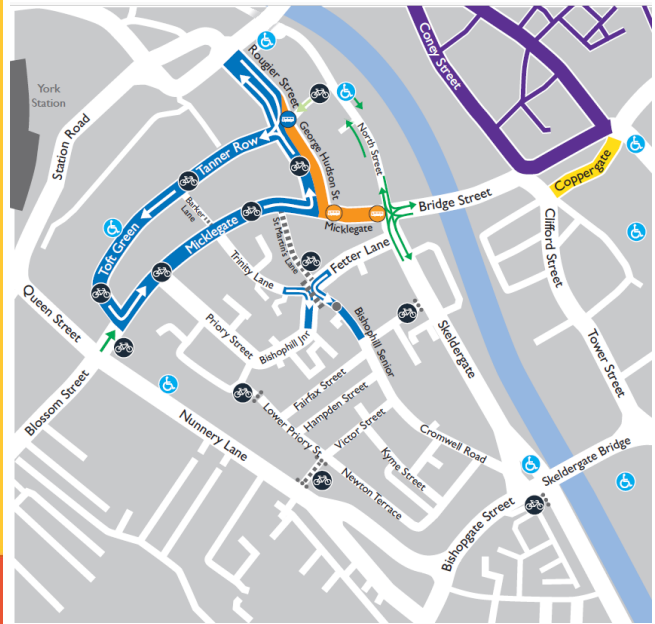
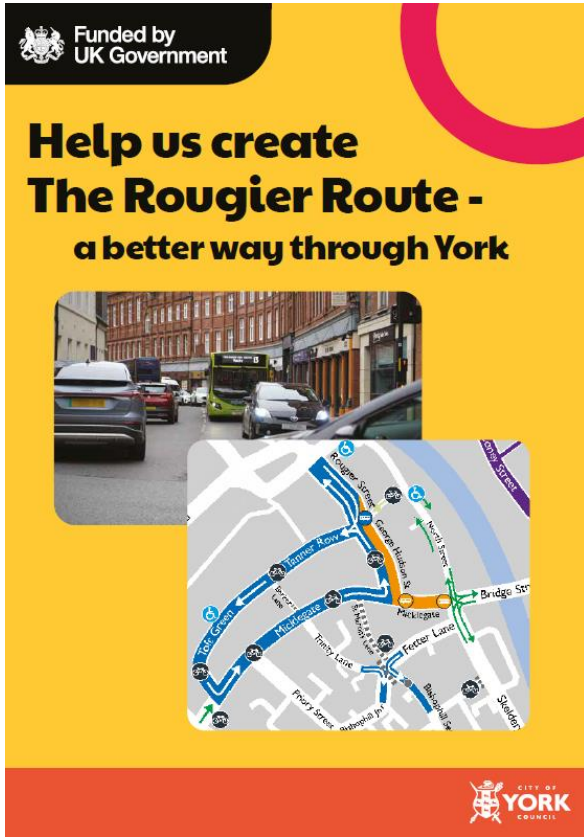
Each one of more than 125 emails received a bespoke response from the project team within a week of being sent, and many conversations were entered in to via email. All emails were logged and have been read by the project officers.

We also ensured that anyone who wanted to speak to us by phone could do so, and we received several calls via our Customer Service desk. These included some very insightful conversations with local residents include those who hold a Blue Badge but do not have their own car or access to the same vehicle each time they need to travel by car.

5. Materials in York Explore centres and libraries

As the proposals had potential benefits and impacts on a very wide audience, we worked with York Explore to ensure that copies of the consultation leaflet were made available in every Explore centre and library across the city.

The front cover of the leaflet, and a map from inside, are shown below:

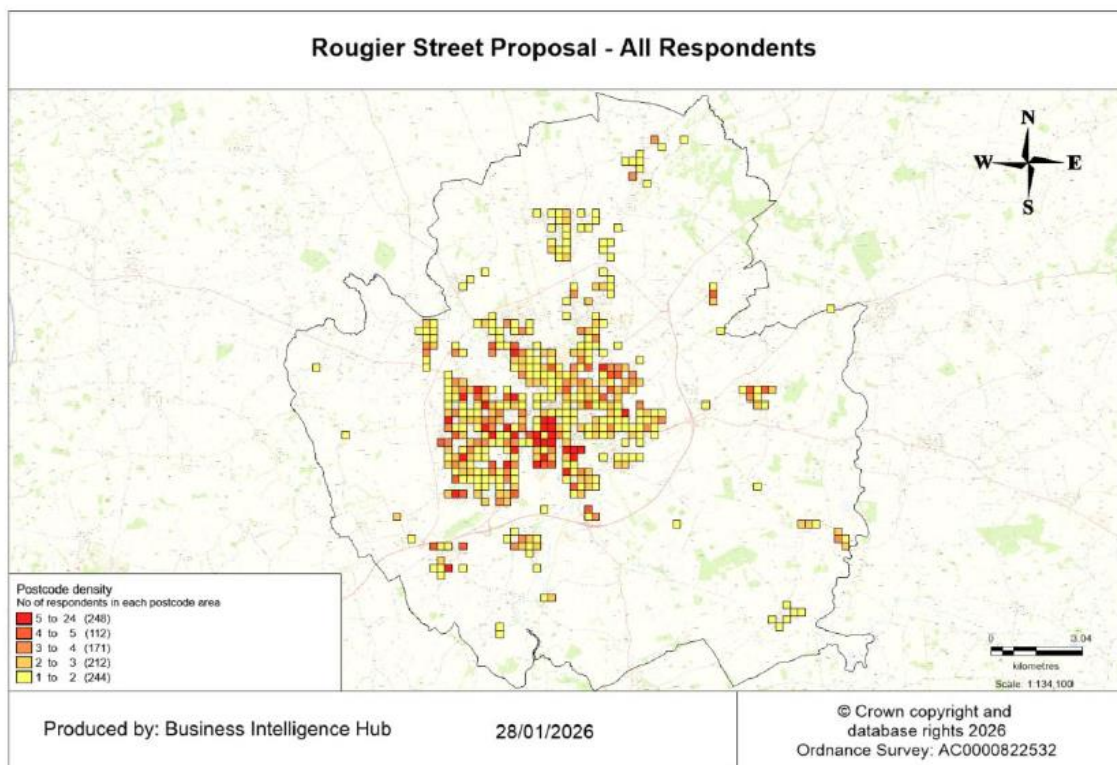


Results evaluation: Online version, question by question

We asked a range of quantitative and qualitative questions with several having free-text boxes for people to give longer responses. This was in addition to the email where people could, and did, send in feedback.

Question 1 asked people to confirm they had read the privacy notice.

Question 2: We asked the respondent's postcode to ensure we heard from local and regional people rather than further afield, which often happens with transport consultations. The map below shows the postcodes of people who took part:



Key facts and figures:

1175 people responded online [this includes people who sent in a paper copy of the questions, and were inputted to the platform]

Ages of respondents: This consultation received a higher than average response rate from working age people, including 22% from those aged under 39 and 29% aged 40-55.

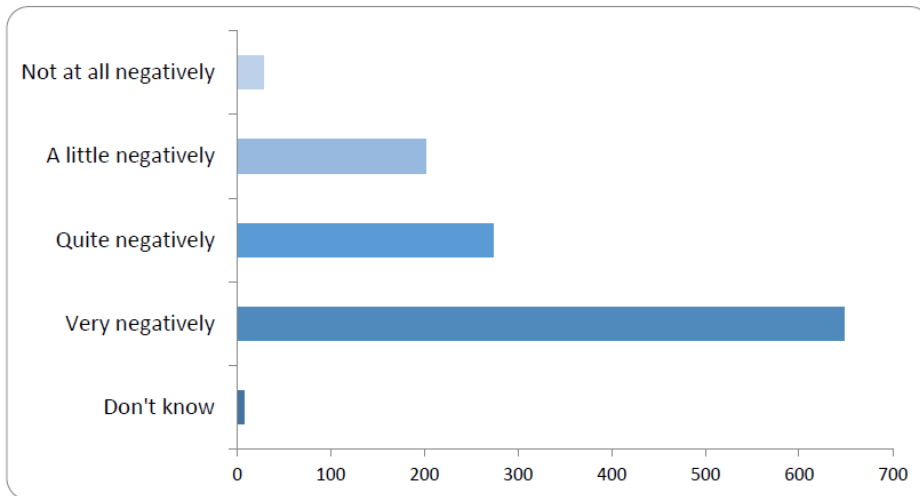
The split in gender was less balanced, with 51.66% of responses from men, 36.34% from women and 1.36% from non-binary, with 9% preferring not to say.

11.15% of responses were from disabled residents, which is representative of 2021 census data which shows 10% of York’s population are disabled people.

In the online survey, 57% of all respondents agreed that encouraging more people to travel by bus will reduce congestion and 58.44% said our proposals would, or maybe would, help York’s bus services run more reliably

- **Question 3: How much do you think York is negatively affected by traffic congestion? (all respondents)**

There were 1158 responses to this part of the question.



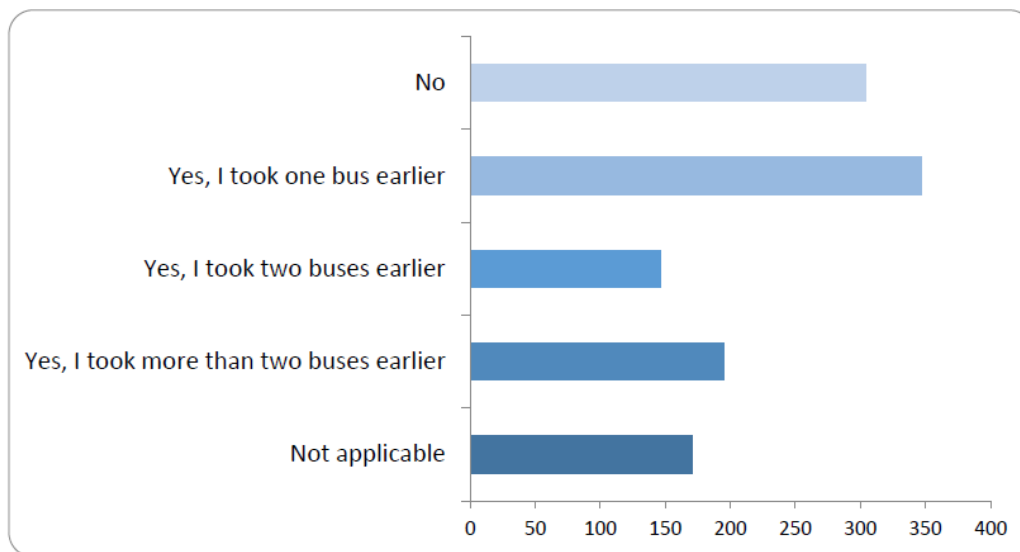
Option	Total	Percent
Not at all negatively	28	2.42%
A little negatively	202	17.44%
Quite negatively	273	23.58%
Very negatively	648	55.96%
Don't know	7	0.60%

When we look at the responses by age, the highest response to ‘very negatively’ came those aged 25 to 39 (65.5%). Those aged 16 to 24 gave the second highest response to ‘very negatively’, with 62.8%.

	Not at all negatively		A little negatively		Quite negatively		Very negatively		Don't know		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
All responses	28	2.4%	202	17.4%	273	23.6%	648	56.0%	7	0.6%	1158	
Age												
Prefer not to say	7	12.5%	15	26.8%	15	26.8%	16	28.6%	3	5.4%	56	4.9%
Under 16	0	-	0	-	0	-	0	-	0	-	0	0.0%
16-24	1	2.3%	4	9.3%	11	25.6%	27	62.8%	0	0.0%	43	3.7%
25-39	4	1.5%	33	12.5%	53	20.1%	173	65.5%	1	0.4%	264	22.9%
40-55	9	2.7%	66	19.6%	80	23.7%	181	53.7%	1	0.3%	337	29.3%
56-59	0	0.0%	21	21.4%	23	23.5%	54	55.1%	0	0.0%	98	8.5%
60-64	3	2.6%	22	18.8%	35	29.9%	57	48.7%	0	0.0%	117	10.2%
65+	4	1.7%	38	16.1%	55	23.3%	137	58.1%	2	0.8%	236	20.5%

- **Question 4: Have you ever had to take a bus earlier than you needed, because you were worried you might be late? (all respondents)**

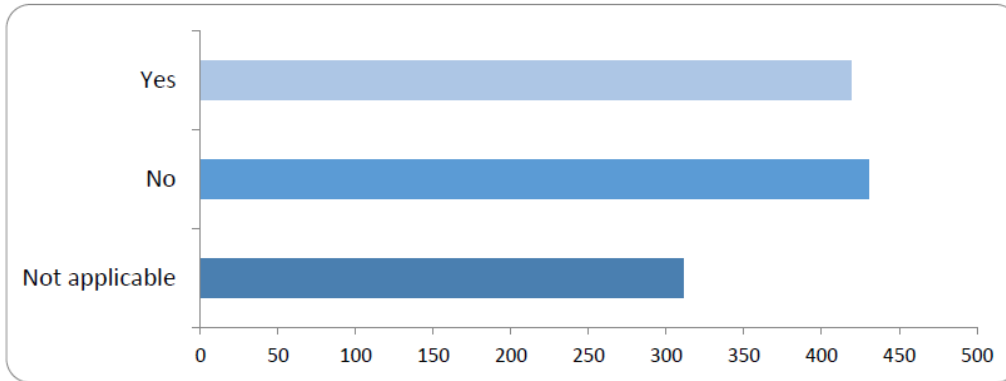
There were 1163 responses to this part of the question.



Option	Total	Percent
No	304	26.14%
Yes, I took one bus earlier	347	29.84%
Yes, I took two buses earlier	146	12.55%
Yes, I took more than two buses earlier	195	16.77%
Not applicable	171	14.70%

- **Question 5: If you've tried the bus before and it's been late, has that made you change your mind and travel by car the next time you made that trip? (all respondents)**

There were 1160 responses to this part of the question.

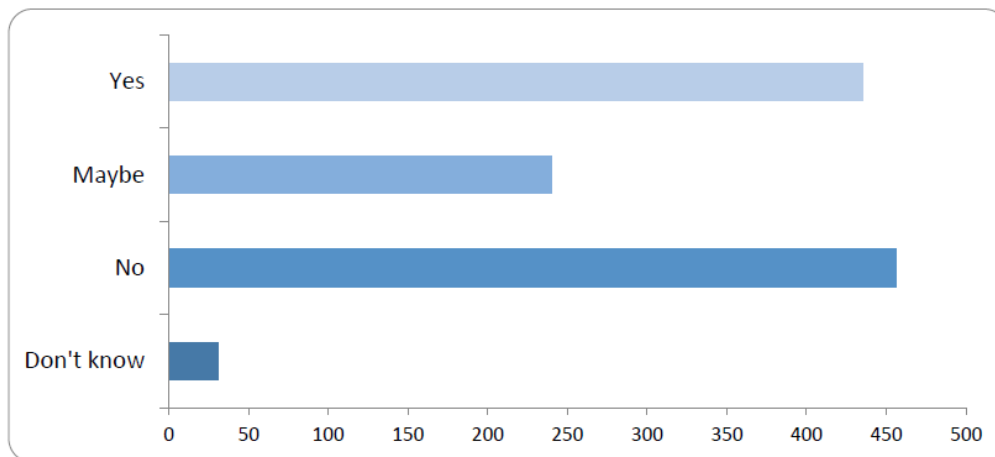


Option	Total	Percent
Yes	419	36.12%
No	430	37.07%
Not applicable	311	26.81%

- **Question 6: Would you use buses more often if we introduced dedicated priority routes for buses and sustainable transport? (all respondents)**

Here, 'yes' and 'maybe' totalled 58.09%

There were 1162 responses to this part of the question.



Option	Total	Percent
Yes	435	37.44%
Maybe	240	20.65%
No	456	39.24%
Don't know	31	2.67%

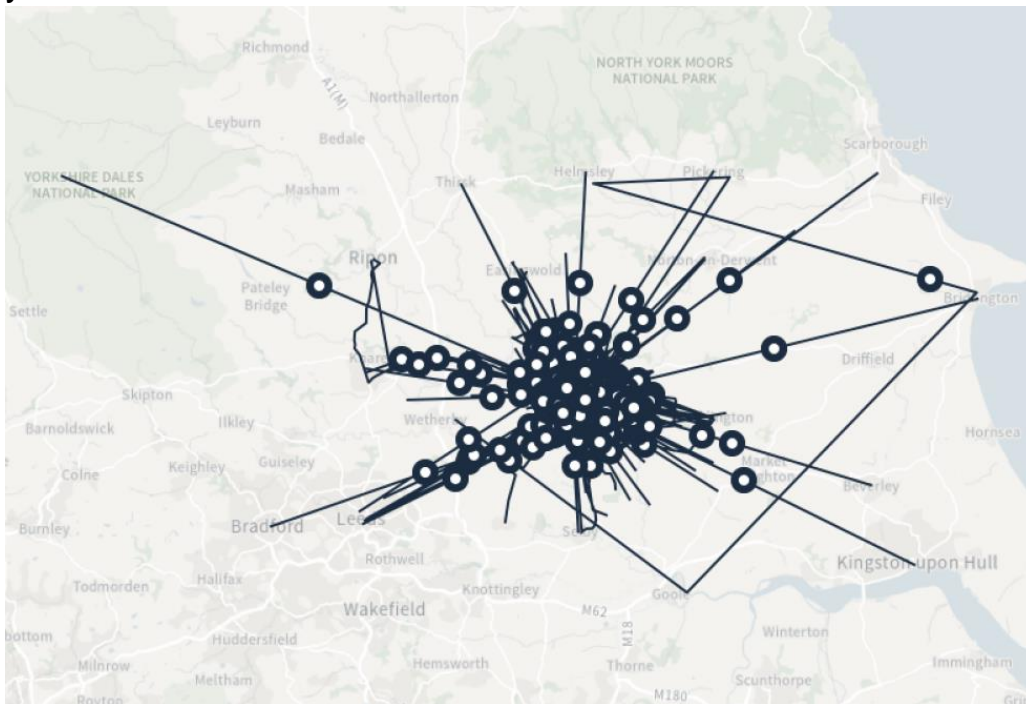
Again looking at age of respondents, we saw the highest response to 'yes' from younger people, in particular 69.8% of people who said yes they would use buses more often. The next highest response to 'yes' came from the next age bracket up, 25-39 year olds (51.1%).

	Yes		Maybe		No		Don't know		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
All responses	435	37.4%	240	20.7%	456	39.2%	31	2.7%	1162	
Age										
Prefer not to say	6	10.5%	7	12.3%	41	71.9%	3	5.3%	57	4.9%
Under 16	0	-	0	-	0	-	0	-	0	0.0%
16-24	30	69.8%	5	11.6%	6	14.0%	2	4.7%	43	3.7%
25-39	135	51.1%	41	15.5%	86	32.6%	2	0.8%	264	22.9%
40-55	108	31.8%	70	20.6%	156	45.9%	6	1.8%	340	29.4%
56-59	25	25.5%	28	28.6%	43	43.9%	2	2.0%	98	8.5%
60-64	37	31.6%	26	22.2%	49	41.9%	5	4.3%	117	10.1%
65+	93	39.4%	60	25.4%	73	30.9%	10	4.2%	236	20.4%

- Question 7: Where would you like buses to take you from and to?**

As you can see from the map, we received a significant number of responses with considerable variety in the routes people want to take. This information is being passed to the York & North Yorkshire Combined

Authority as they take bus networks under their control in the coming years.



We also received 74 text answers to this question, and a sample of these is below:

From Clifton Moor or Rawcliffe to Hull Road without passing through the city centre. Or from Clifton Moor to Huntington.

Acomb to Market Weighton

Direct bus route from Acomb/Foxwood to Clifton Moor retail park

A dedicated park & ride to the hospital would considerably improve traffic flow. Other than that I do not see a problem with what we currently have

Nether poppleton business park from city centre

From my home to Derwenthorpe or Heworth or any villages in that side of town.
Also to get to Acomb or Dringhouses or Leeds.

Wheldrake to York including evenings

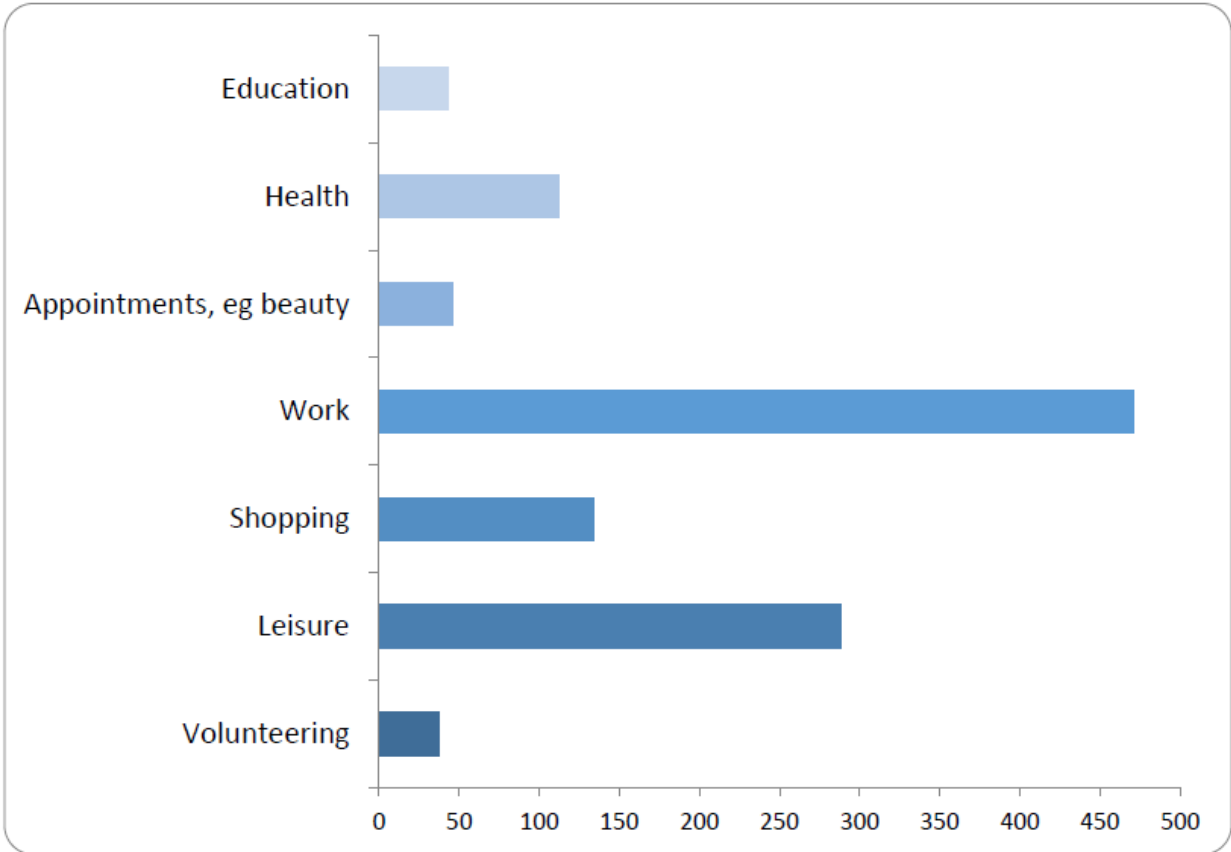
Train station to Fulford. Buses to be timed with arrival of London/Edinburgh trains. Last bus from station should be 23:30

Fulford to York Community stadium

Fulford to acomb

- **Question 8: Thinking about the journey that is most important to you, what is the purpose of the journey?**

There were 1131 responses to this part of the question.



Option	Total	Percent
Education	43	3.80%
Health	112	9.90%
Appointments, eg beauty	46	4.07%
Work	471	41.64%
Shopping	134	11.85%
Leisure	288	25.46%
Volunteering	37	3.27%

We've looked at the age categories for this question. Younger people (aged 16-24) featured highly for education trips, while 60% of people aged 40-55 use buses for work.

	Education		Health		Appointment		Work		Shopping		Leisure		Volunteering		Total	
	No.	%	No.	%	No.	%	No.	%					No.	%	No.	%
All responses	43	4.0%	112	10.3%	0	0.0%	471	43.4%	134	12.4%	288	26.5%	37	3.4%	1085	
Age																
Prefer not to say	2	3.8%	10	19.2%	0	0.0%	20	38.5%	5	9.6%	13	25.0%	2	3.8%	52	4.8%
Under 16	0	-	0	-	0	-	0	-	0	-	0	-	0	-	0	0.0%
16-24	17	40.5%	1	2.4%	0	0.0%	11	26.2%	4	9.5%	8	19.0%	1	2.4%	42	3.9%
25-39	11	4.4%	11	4.4%	0	0.0%	144	58.1%	15	6.0%	66	26.6%	1	0.4%	248	23.0%
40-55	12	3.8%	22	6.9%	0	0.0%	193	60.3%	25	7.8%	63	19.7%	5	1.6%	320	29.7%
56-59	1	1.1%	5	5.4%	0	0.0%	46	49.5%	18	19.4%	21	22.6%	2	2.2%	93	8.6%
60-64	0	0.0%	16	15.0%	0	0.0%	41	38.3%	20	18.7%	28	26.2%	2	1.9%	107	9.9%
65+	0	0.0%	47	21.7%	0	0.0%	13	6.0%	46	21.2%	87	40.1%	24	11.1%	217	20.1%

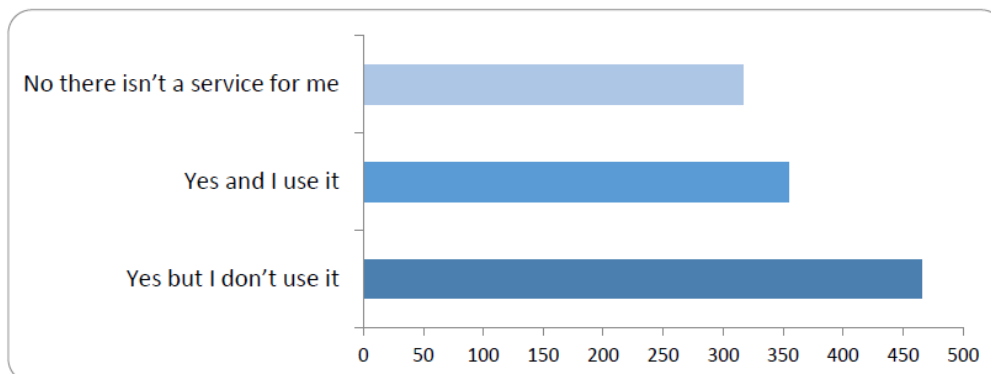
We also looked at the answers here from disabled residents; 38.8% of respondents said that work is the most important reason they use the bus.

	Education		Health		Appointment		Work		Shopping		Leisure		Volunteering		Total	
	No.	%	No.	%	No.	%	No.	%					No.	%	No.	%
Disabled																
Prefer not to say	4	4.0%	10	10.1%	0	0.0%	46	46.5%	7	7.1%	29	29.3%	3	3.0%	99	9.3%
Yes	6	5.0%	25	20.8%	0	0.0%	46	38.3%	16	13.3%	22	18.3%	5	4.2%	120	11.2%
No	33	3.9%	77	9.0%	0	0.0%	370	43.5%	108	12.7%	234	27.5%	29	3.4%	851	79.5%

Within this question we also sought to understand the barriers to people using the existing bus network:

Is there a bus service that gets you there?

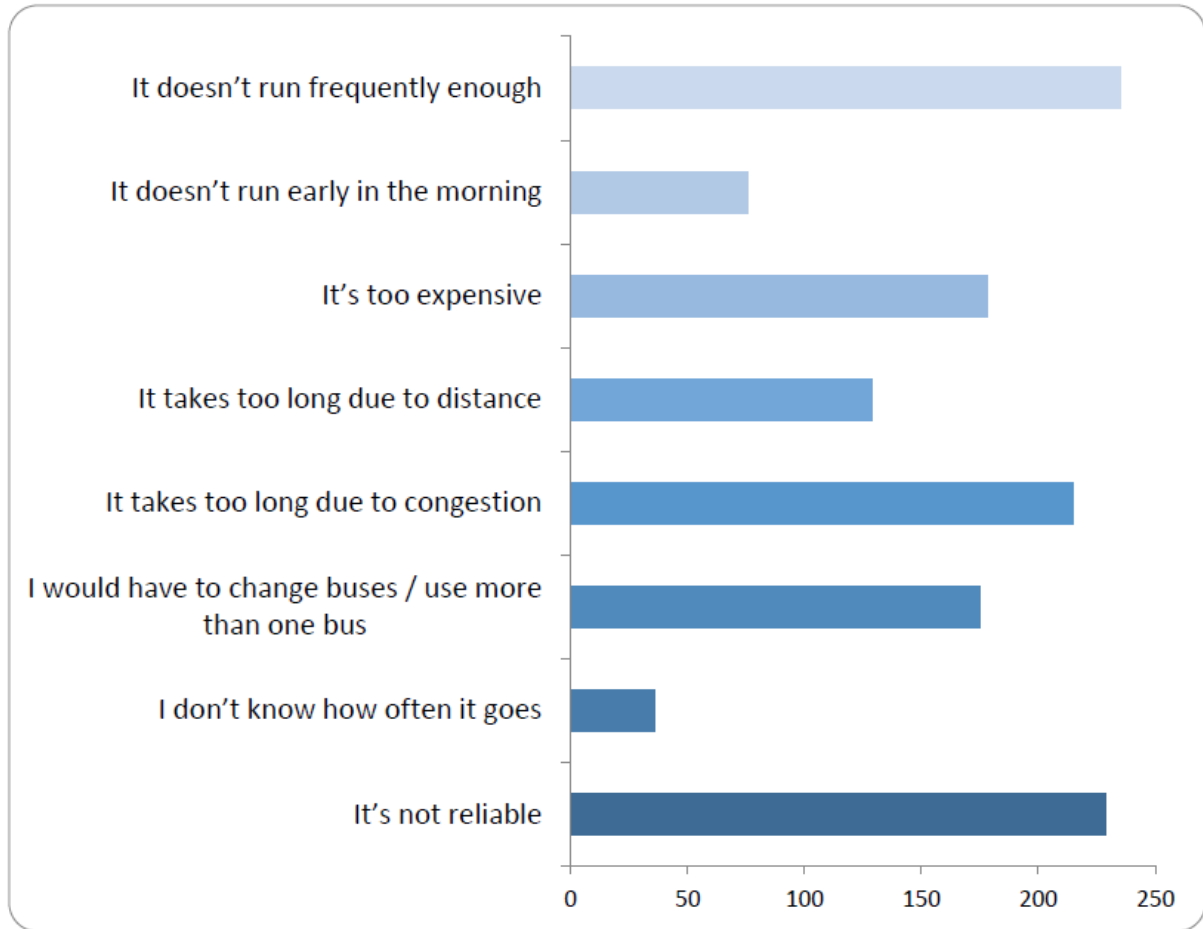
There were 1138 responses to this part of the question.



Option	Total	Percent
No there isn't a service for me	317	27.86%
Yes and I use it	355	31.20%
Yes but I don't use it	466	40.95%

And we then asked if they do not use the bus, why not? Here, the top answer was that buses do not run often enough (40.87%) and then 'it's not reliable' with 39.83%:

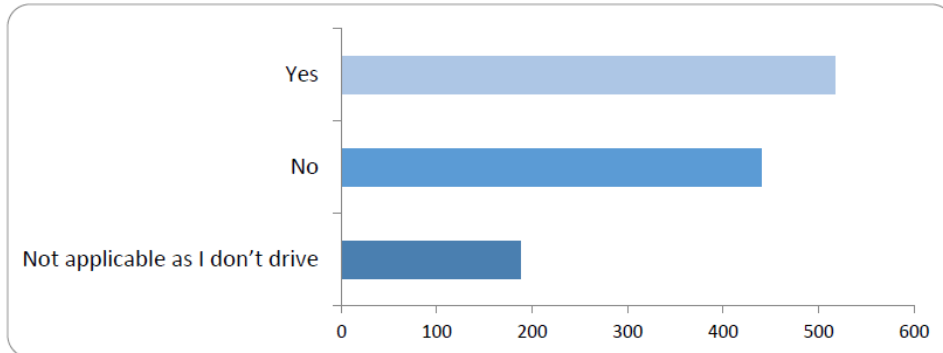
There were 575 responses to this part of the question.



Option	Total	Percent
It doesn't run frequently enough	235	40.87%
It doesn't run early in the morning	76	13.22%
It's too expensive	178	30.96%
It takes too long due to distance	129	22.43%
It takes too long due to congestion	215	37.39%
I would have to change buses / use more than one bus	175	30.43%
I don't know how often it goes	36	6.26%
It's not reliable	229	39.83%

- **Question 9: Would you consider switching from driving a car to using the bus for some of your journeys if it was quicker and more reliable?**

There were 1144 responses to this part of the question.



Option	Total	Percent
Yes	517	45.19%
No	440	38.46%
Not applicable as I don't drive	187	16.35%

This question also included a free-text box and we received many insightful comments. Below is a sample from Blue Badge holders:

I am a paralysed manual wheelchair user and drive myself, provided my wife is available as she loads/unloads my wheelchair.

Using buses in York presents more challenges than in London. In London the buses load in the middle of the bus, an electric ramp provides a gentle sloping ramp and the wheelchair space is large, making movement easier and loading/offloading quicker.

Compare this to York, where the driver has to come out and operate a manual ramp that often has a steep angle. Having accessed the ramp, a tight and narrow corridor has to be negotiated before locating in a compact wheelchair area.

Don't underestimate the stress/concern when waiting for a bus. What time should it come? Will it come? Will the wheelchair space be free? Will there be a confrontation if a buggy and baby are in the space? Will I be able to manage the ramp?

Having said that, if buses were on time, reliable and real time information available, I would use buses more.

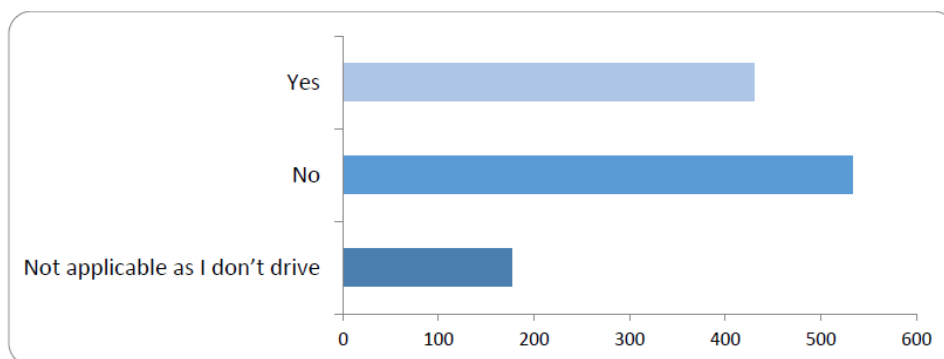
I prefer taking the bus but it is too slow due to congested streets.

to get from fisher gate to acomb I have to allow 1.45 hours to KNOW I can get from the school run to my appointment, it's more reliable if I drive, plus having a disabled baby to care for I can have everything I need with me rather than slugging it on the bus and doing gmy back in

I can't walk far but I might go on a bus with my wheelchair if the space was bigger. Could the council maybe organise some sessions for wheelchair users to practise getting on a bus? And give wheelchairs and mobility scooters priority over baby buggies?

- **Question 10: Would you consider switching from driving a car to cycling, wheeling or walking for some of your journeys if it was along routes with less vehicle traffic?**

There were 1140 responses to this part of the question.



Option	Total	Percent
Yes	430	37.72%
No	533	46.75%
Not applicable as I don't drive	177	15.53%

While there are greater numbers of people who said no to this question, it is encouraging to see the high percentage of people (37.72%) who would consider using an alternative to driving a car.

Under our adopted Local Transport Strategy, we have a target to reduce miles driven by 20% and the 37.72% of people who said yes here could make a significant contribution to reducing congestion.

Again, this question included a free-text box and a sample of responses is below:

Its more reliable

I feel that traffic density is a major discouragement to cycling

I feel unsafe cycling on the roads because of aggressive motorists.

The city centre however is far too car-filled and very off putting as a cyclist. Reducing road traffic would be a significant improvement as a cyclist, but it would also mean when I need to drive to the Quaker meeting house with tools (I do DIY and repairs regularly), it would also vastly reduce how long it takes at peak times by reducing cross-city traffic. The key thing though is that cycling routes need to be unbroken and not twisty - far too many York cycle routes are wildly twisty and you can barely get 20yards in many places without having to massively drop your speed because of crossing a road or going round a tight bend. It really does not help commuters and people who do not have time to slowly meander along at 5 mph (I travel about 15 mph on the bike).

I walk a lot and if there was less traffic it would be more pleasant.

My disabilities make it impossible for me to do more walking than I already do

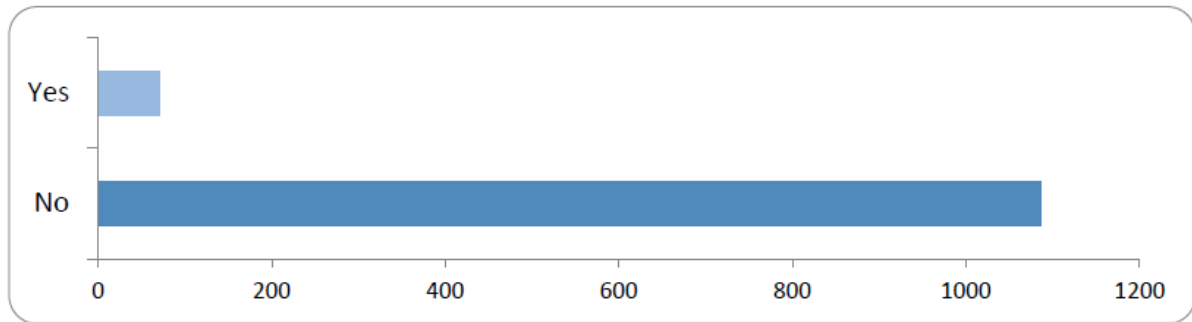
Currently some cycling provision are less than ideal, badly painted cycle paths are not safe and counterintuitive as cars pass by closely. In addition many are poorly maintained making them dangerous to use. Further more many cycle paths are blocked by cars who are parked on the, this doesn't seem to be enforced well.

Not at my age

As needing to travel to multiple locations with equipment public transport unsuitable also multiple locations

- **Question 11: Are you a Blue Badge holder or responding on behalf of someone who is?**

There were 1158 responses to this part of the question.



Option	Total	Percent
Yes	71	6.13%
No	1087	93.87%

Just over 6% of respondents (71) said they have a Blue Badge.

We wanted to ensure that we heard from Blue Badge holders and how they currently travel in York. We included a free-text box with this question and 82 people gave us comments. A sample of these is below:

It will improve access for me and make my journeys faster and more reliable.

If taxis would not be allowed to use the bus route it would impact my visits to my dentist in particular.

would your plans put more traffic onto roads that service the hospital

Make life very difficult and add to journey time from the City to where we live. Already the closure of Micklegate Bar to traffic leaving the city forces us to add 8 minutes to our journey and increases pollution around the station

It would increase journey time and distance to regular appointment on Micklegate from Fishergate

It would take longer for us to reach the Foss islands area as nunnery Lane is always at a stand still when we travel. We are also less likely to stop off at castle car park for a jaunt into the centre as we would no longer be passing it, as we often do and drop in.

Due to illness and medication, immune system is very low, therefore I do not mix with lots of people. I live in the north of York and there are very few routes through to the south of the city. Closing another route will only add to more traffic on those already busy routes. Just makes it harder to visit York.

As explained it's already a nightmare getting across town or using the ring road to get to elderly parents

I rely heavily on taxis from the station into the town centre. The shortest and quickest route. Your proposals will only add time and cost to these journeys as all the traffic is going to be diverted down nunnery lane. I dread to think how long this journey would take if this is implemented!

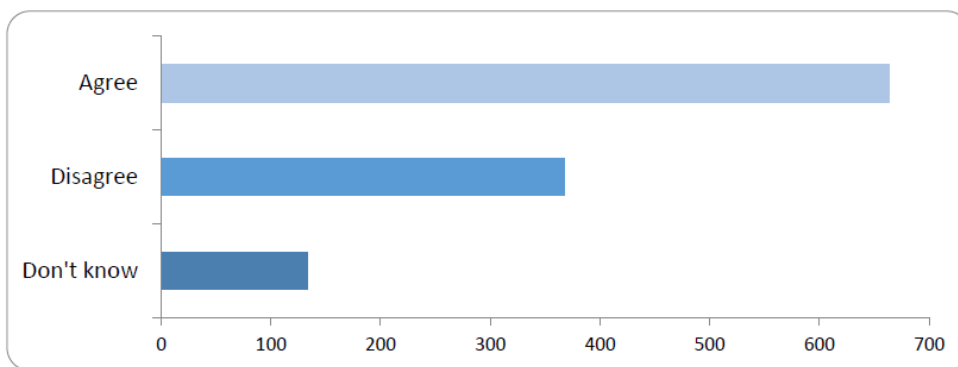
Will stop me from getting into town

It would make our journey significantly more difficult and longer

It would further complicate and restrict travel for people who require blue badge access to the city.

• **Question 12: Do you agree or disagree that encouraging more people to travel by bus will reduce congestion?**

There were 1165 responses to this part of the question.



Option	Total	Percent
Agree	664	57.00%
Disagree	368	31.59%
Don't know	133	11.42%

When we look at the answers by age category, again, younger people made up the majority of support here, with 83.3% of people aged 16-24 saying they felt that encouraging more people to go by bus would help reduce congestion:

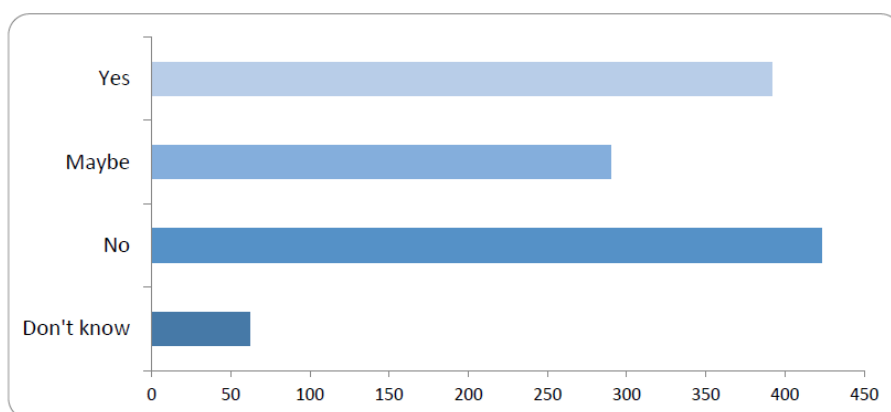
	Agree		Disagree		Don't know		Total	
	No.	%	No.	%	No.	%	No.	%
All responses	664	57.0%	368	31.6%	133	11.4%	1165	
Age								
Prefer not to say	10	17.5%	29	50.9%	18	31.6%	57	4.9%
Under 16	0	-	0	-	0	-	0	0.0%
16-24	35	83.3%	6	14.3%	1	2.4%	42	3.6%
25-39	179	67.8%	71	26.9%	14	5.3%	264	22.8%
40-55	184	54.1%	121	35.6%	35	10.3%	340	29.4%
56-59	51	52.0%	39	39.8%	8	8.2%	98	8.5%
60-64	56	47.1%	44	37.0%	19	16.0%	119	10.3%
65+	145	60.9%	56	23.5%	37	15.5%	238	20.6%

Looking at responses from disabled residents, we received a higher proportion of 'agree' answers (56.2%) to disagree (33.1%).

	Agree		Disagree		Don't know		Total	
	No.	%	No.	%	No.	%	No.	%
Disabled								
Prefer not to say	39	36.1%	52	48.1%	17	15.7%	108	9.4%
Yes	73	56.2%	43	33.1%	14	10.8%	130	11.3%
No	546	60.1%	261	28.7%	101	11.1%	908	79.2%

- **Question 13: Do you think our proposals will help make York's bus services more reliable? (all respondents)**

There were 1167 responses to this part of the question.



Option	Total	Percent
Yes	392	33.59%
Maybe	290	24.85%
No	423	36.25%
Don't know	62	5.31%

We've included here how these answers were broken down by age:

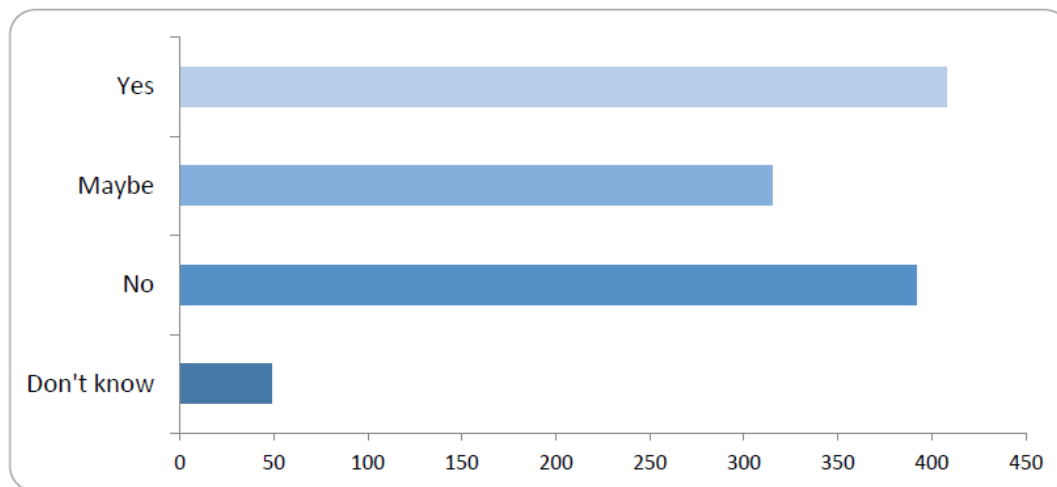
	Yes		Maybe		No		Don't know		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
All responses	392	33.6%	290	24.9%	423	36.2%	62	5.3%	1167	
Age										
Prefer not to say	4	6.9%	10	17.2%	38	65.5%	6	10.3%	58	5.0%
Under 16	0	-	0	-	0	-	0	-	0	0.0%
16-24	29	69.0%	7	16.7%	6	14.3%	0	0.0%	42	3.6%
25-39	125	47.2%	58	21.9%	76	28.7%	6	2.3%	265	22.9%
40-55	96	28.2%	97	28.5%	124	36.5%	23	6.8%	340	29.4%
56-59	32	33.0%	22	22.7%	41	42.3%	2	2.1%	97	8.4%
60-64	32	26.9%	42	35.3%	42	35.3%	3	2.5%	119	10.3%
65+	88	37.3%	78	33.1%	61	25.8%	9	3.8%	236	20.4%

Looking at answers from disabled people, there was an even split around whether the proposal will make buses in York more reliable or not:

- Proposals will make buses more reliable: 35.1%
- Proposals will not make buses more reliable: 35.9%
- There were identical splits of responses from disabled residents when asked if the proposals would help reduce bus journey times too.

- Question 14: Do you think our proposals will improve bus journey times?**

There were 1164 responses to this part of the question.



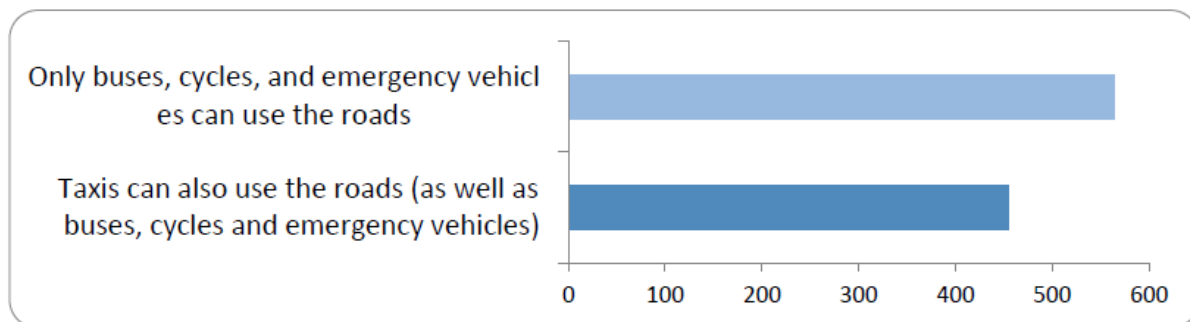
Option	Total	Percent
Yes	408	35.05%
Maybe	315	27.06%
No	392	33.68%
Don't know	49	4.21%

Again, young people were the most supportive:

	Yes		Maybe		No		Don't know		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
All responses	408	35.1%	315	27.1%	392	33.7%	49	4.2%	1164	
Age										
Prefer not to say	4	6.9%	10	17.2%	38	65.5%	6	10.3%	58	5.0%
Under 16	0	-	0	-	0	-	0	-	0	0.0%
16-24	29	69.0%	7	16.7%	6	14.3%	0	0.0%	42	3.6%
25-39	125	47.2%	58	21.9%	76	28.7%	6	2.3%	265	22.9%
40-55	96	28.2%	97	28.5%	124	36.5%	23	6.8%	340	29.4%
56-59	32	33.0%	22	22.7%	41	42.3%	2	2.1%	97	8.4%
60-64	32	26.9%	42	35.3%	42	35.3%	3	2.5%	119	10.3%
65+	88	37.3%	78	33.1%	61	25.8%	9	3.8%	236	20.4%

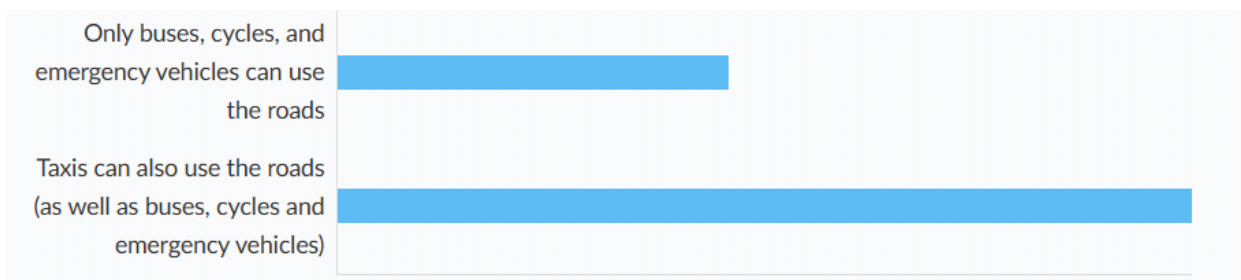
- **Question 15: How do you feel the Rougier Route bus priority measures should operate? (all respondents)**

There were 1020 responses to this part of the question.



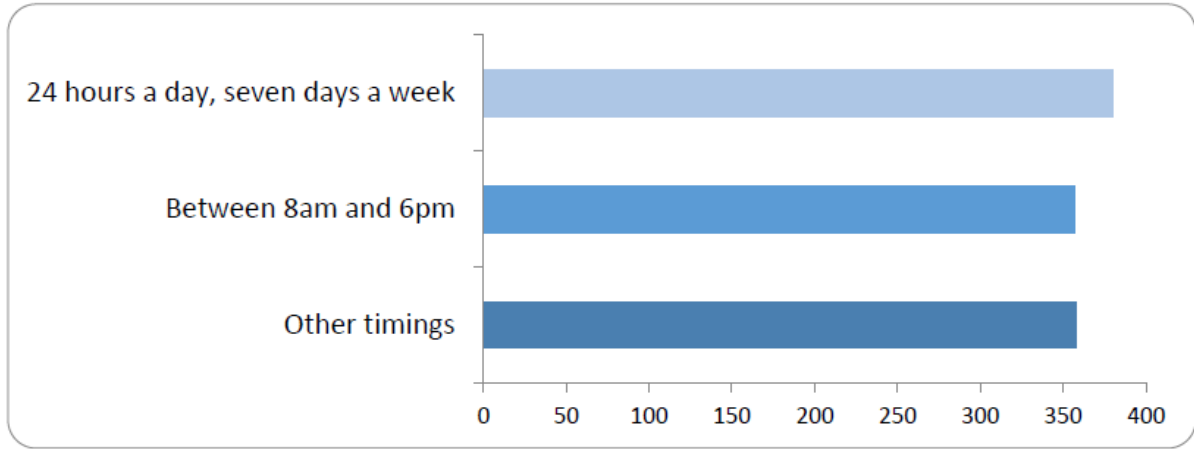
Option	Total	Percent
Only buses, cycles, and emergency vehicles can use the roads	565	55.39%
Taxis can also use the roads (as well as buses, cycles and emergency vehicles)	455	44.61%

We also looked at the answers for this question where the respondent has a Blue Badge:



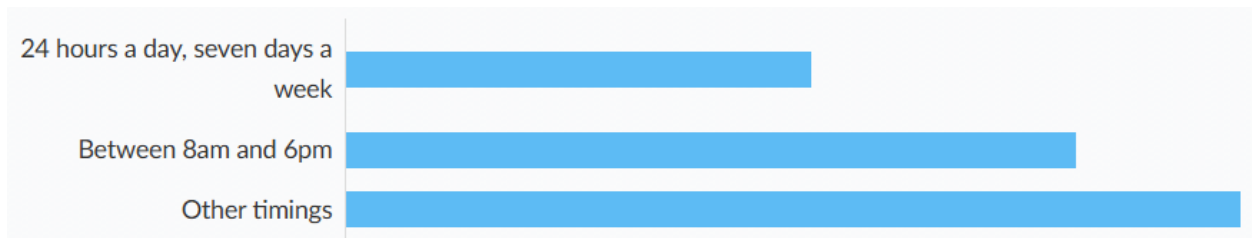
- **Question 16: What times do you think the bus priority measures should operate?** (all respondents)

There were 1095 responses to this part of the question.



Option	Total	Percent
24 hours a day, seven days a week	380	34.70%
Between 8am and 6pm	357	32.60%
Other timings	358	32.69%

We also looked at responses to this question from Blue Badge holders. We had 71 responses and there was less support here for 24-hour operation:



We also included a free-text box on this question and a sample of responses from Blue Badge holders are below:

7am to 9:30am.

4:30pm to 6pm.

To accommodate those travelling to/from work.

Not at all

Whilst I selected 24 hours a day, seven days a week, I want to explain my answer. Whilst there are undoubtedly times where traffic is sufficiently light that the measures might not be needed, I think A permanent intervention increases Driver understanding of them, the reliability of Bus Times at all points in the day, and reliable journey planning by motorists. If restricted times were used it would somehow need to take into account surges at different times of the year, such as during the races or Christmas market, when longer hours might be needed, potentially increasing confusion for motorists and related non-compliance.

I don't

I don't think it should operate at all, but if it has to go ahead then just rush-hour times, eg 8-9am and 5-6pm

Bus gates = car congestion. Prioritising buses over cars will lead to increased congestion and frustration for drivers. Not everyone can or wants to take the bus. Let's keep options open and roads fair for all users, rather than favouring one mode of transport over another.

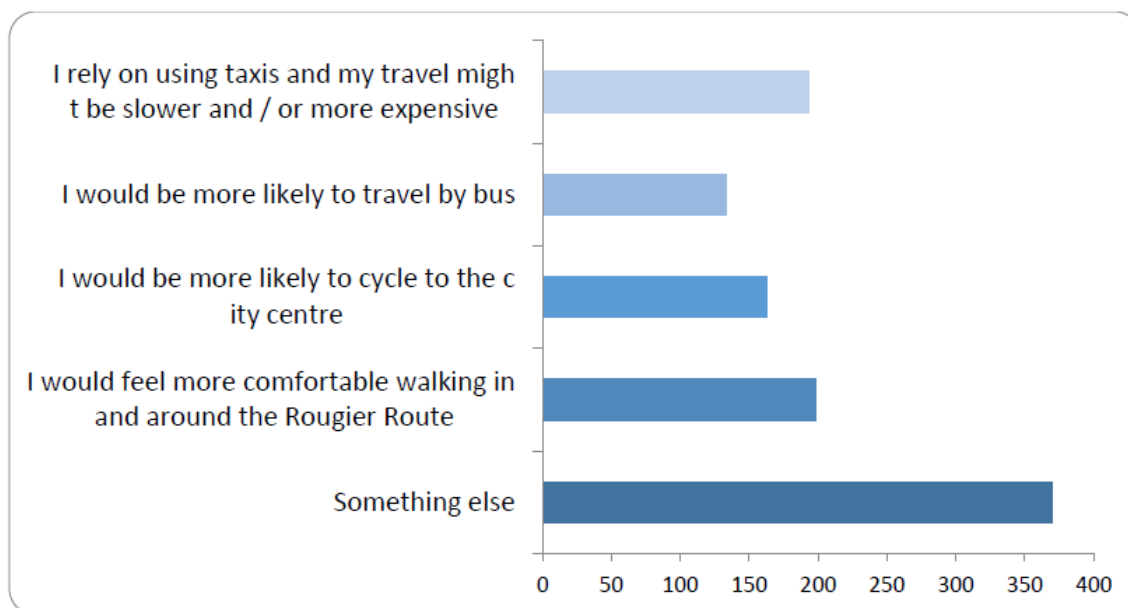
7am to 7pm

7am-10am 2.30pm-6pm

I think you should have some flexibility around the impact of races / Christmas fair etc.

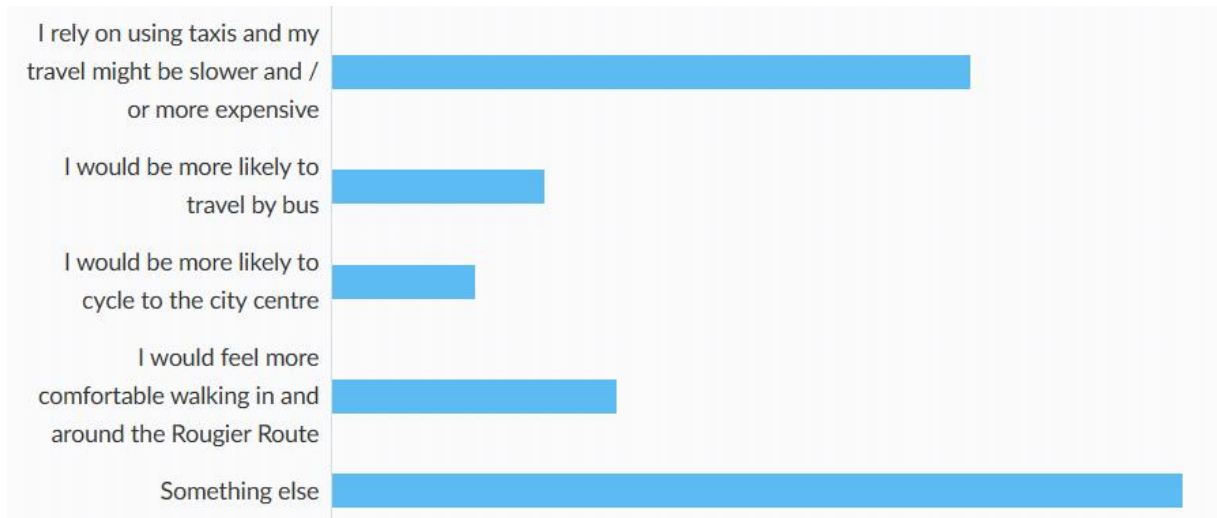
- **Question 17: What impact would it have on your travel if taxis were not permitted to use the Rougier Route? (all responses)**

There were 1057 responses to this part of the question.



Option	Total	Percent
I rely on using taxis and my travel might be slower and / or more expensive	193	18.26%
I would be more likely to travel by bus	133	12.58%
I would be more likely to cycle to the city centre	163	15.42%
I would feel more comfortable walking in and around the Rougier Route	198	18.73%
Something else	370	35.00%

Blue Badge holder responses:



This question also included a free text box for more detailed replies or to tell us their ‘something else’, and a sample of the responses is below. In total, 71 people gave their comments. Among them were:

It would make taxi journeys too expensive and not able to get me close enough to sites for my disability

I don't use taxis

Council-approved Hackney Carriages should be permitted, but not the random Ubers, Lyfts, etc, many of which are not even registered in York (they are often from Leeds, Bradford, Sheffield, etc)

Try and avoid York centre altogether

I don't use taxis, or any other public transport

None

Where would you drop someone off at the station!!!

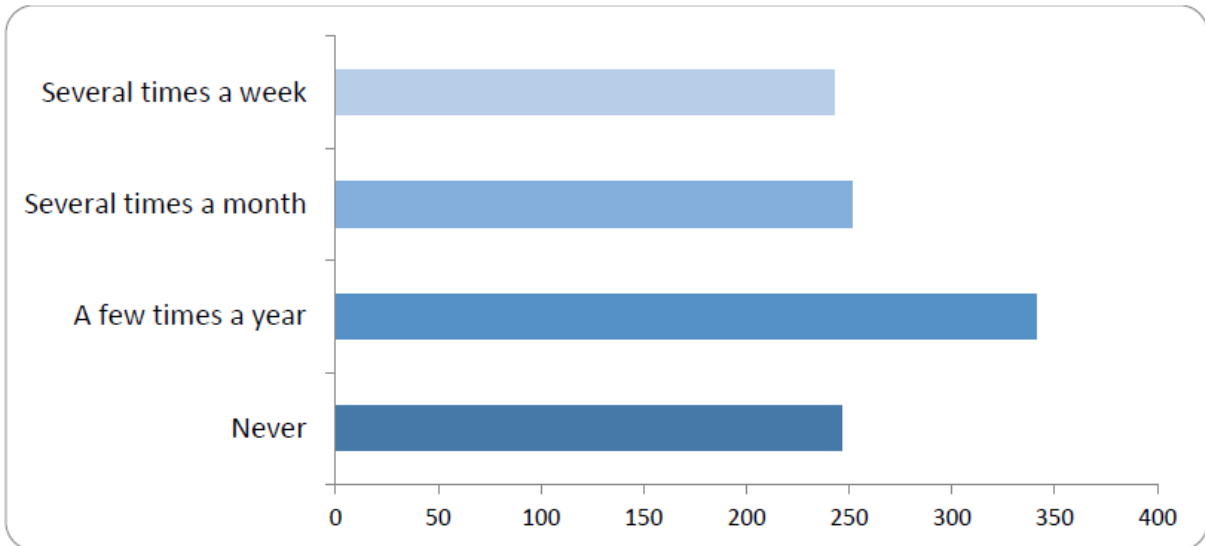
No impact whilst I am still able to drive. However taxi travel costs will increase if they are forced into longer journeys due to restricted access.

Little direct impact, but I think there is an opportunity here to incentivise use of wheelchair accessible taxis and private hire vehicles, by permitting their access, and so helping disabled people reliant on them to still be dropped close to their destination, whilst not allowing non-wheelchair accessible taxis and private hire vehicles.

- **Question 18: How frequently do you travel along the Rougier Street / George Hudson Street / Micklegate route by the following modes of transport? (all responses)**

Drive a car

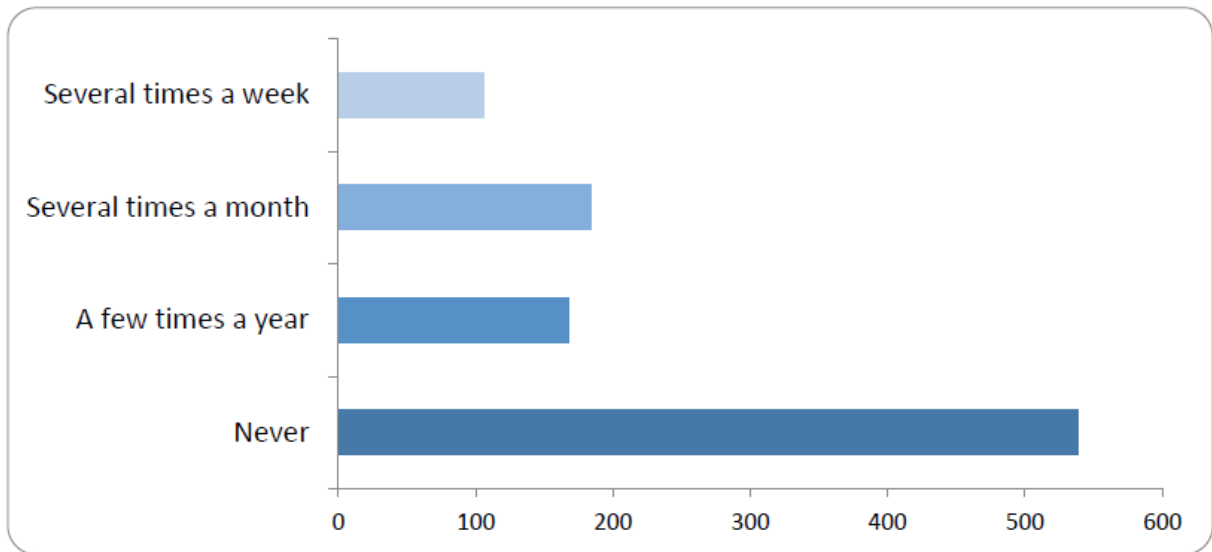
There were 1081 responses to this part of the question.



Option	Total	Percent
Several times a week	243	22.48%
Several times a month	251	23.22%
A few times a year	341	31.54%
Never	246	22.76%

Cycle:

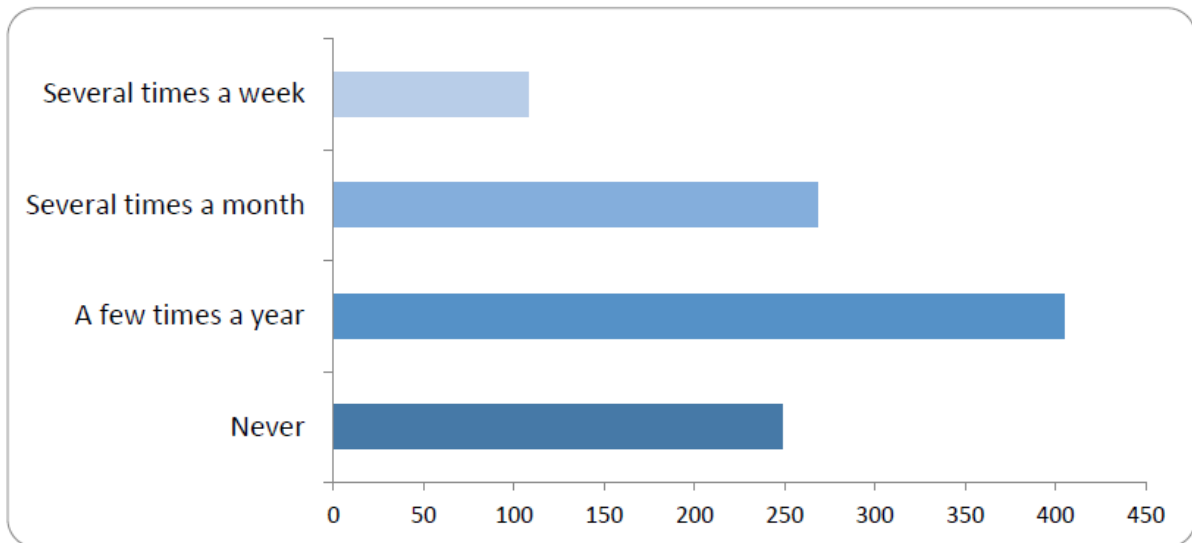
There were 997 responses to this part of the question.



Option	Total	Percent
Several times a week	106	10.63%
Several times a month	184	18.46%
A few times a year	168	16.85%
Never	539	54.06%

Bus:

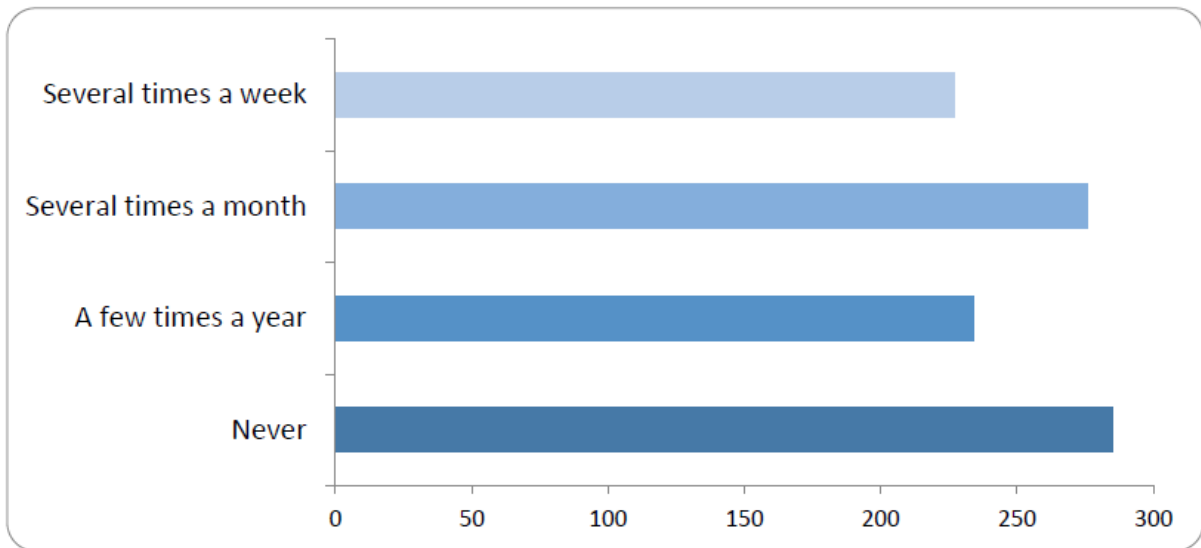
There were 1030 responses to this part of the question.



Option	Total	Percent
Several times a week	108	10.49%
Several times a month	268	26.02%
A few times a year	405	39.32%
Never	249	24.17%

Walk, use a wheelchair or mobility aid:

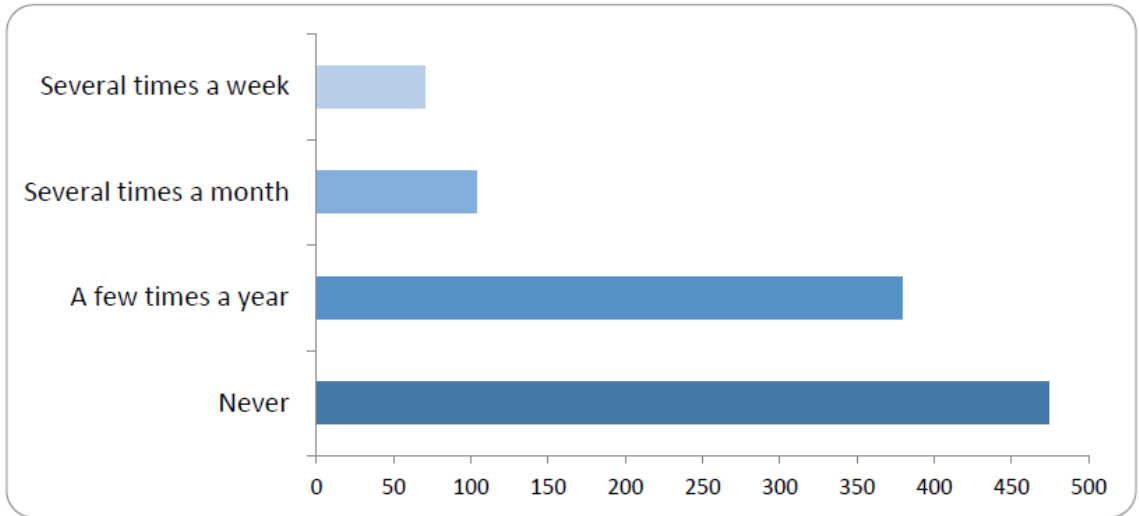
There were 1022 responses to this part of the question.



Option	Total	Percent
Several times a week	227	22.21%
Several times a month	276	27.01%
A few times a year	234	22.90%
Never	285	27.89%

Taxi:

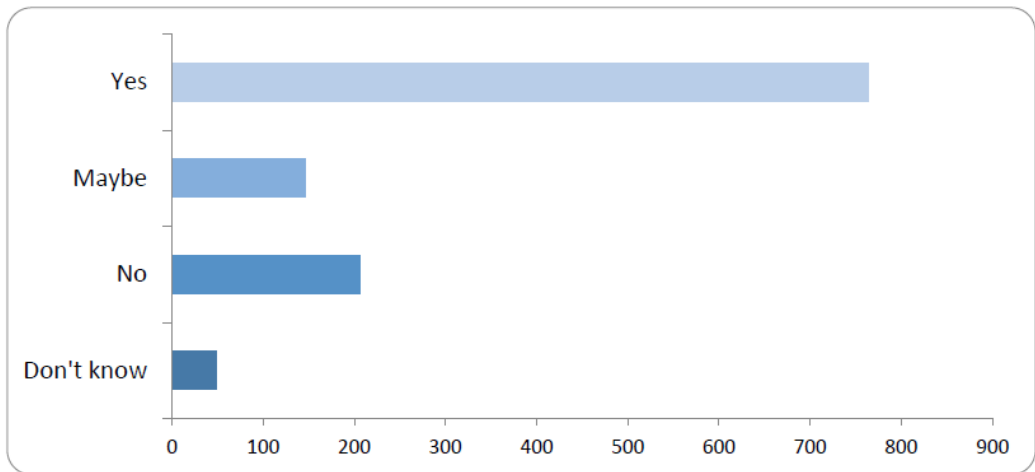
There were 1027 responses to this part of the question.



Option	Total	Percent
Several times a week	70	6.82%
Several times a month	104	10.13%
A few times a year	379	36.90%
Never	474	46.15%

- **Question 19: Would you support a 20mph speed limit on this corridor? (all respondents)**

1166 responses to this part of the question.



Option	Total	Percent
Yes	764	65.52%
Maybe	147	12.61%
No	206	17.67%
Don't know	49	4.20%

- **Question 20: Do you have any comments about making Toft Green and Micklegate a one way loop (with cycle contra-flow)?** (all respondents)

This question had a free-text box only, and we received 773 responses. A sample is below:

Might as well be a 1 way loop as you can't go out of micklegate bar anymore.

Seems like traffic will be pushed elsewhere as usual. Or people have to detour making an unnecessary longer trip

This is unworkable for my work commitments, adding unnecessary time and additional congestion to other routes.

Would cause even more congestion in the area than there is at present. Will cause mayhem to visitors trying to get to hotels and unless navigation systems are updated will just mean council makes a fortune in fines from visitors who then won't visit the city again

Just be sensible about which one way route is the best to avoid the most congestion

I do not know what this will achieve given other vehicles are not allowed in the area. What is the point of this?

I don't really understand what benefit such a one way loop would bring.

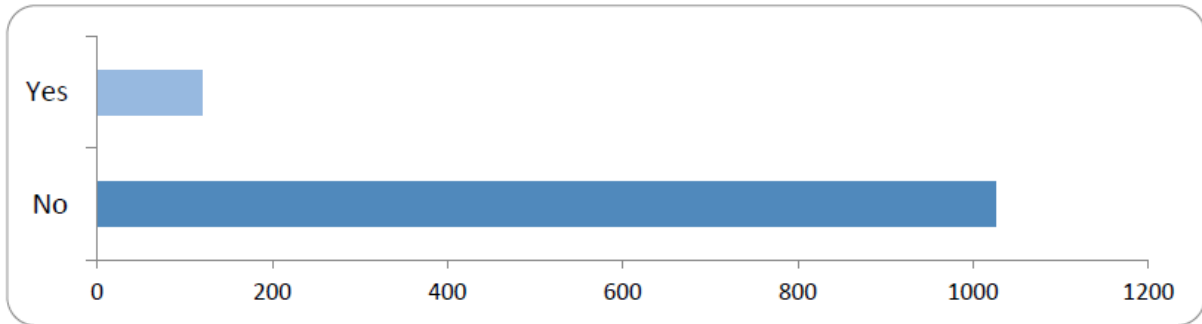
That's fine

A good idea

I think it is a good start but ultimately more needs to be done to combat the unfair claiming of space by car users in the city centre. More of the city centre should be pedestrianised over time, more cycle infrastructure should be explicitly built, and more priority should be given to buses on the roads.

- **Question 21: Are you a resident of Bishophill and/or the roads directly affected by these proposals?**

There were 1145 responses to this part of the question.



Option	Total	Percent
Yes	119	10.39%
No	1026	89.61%

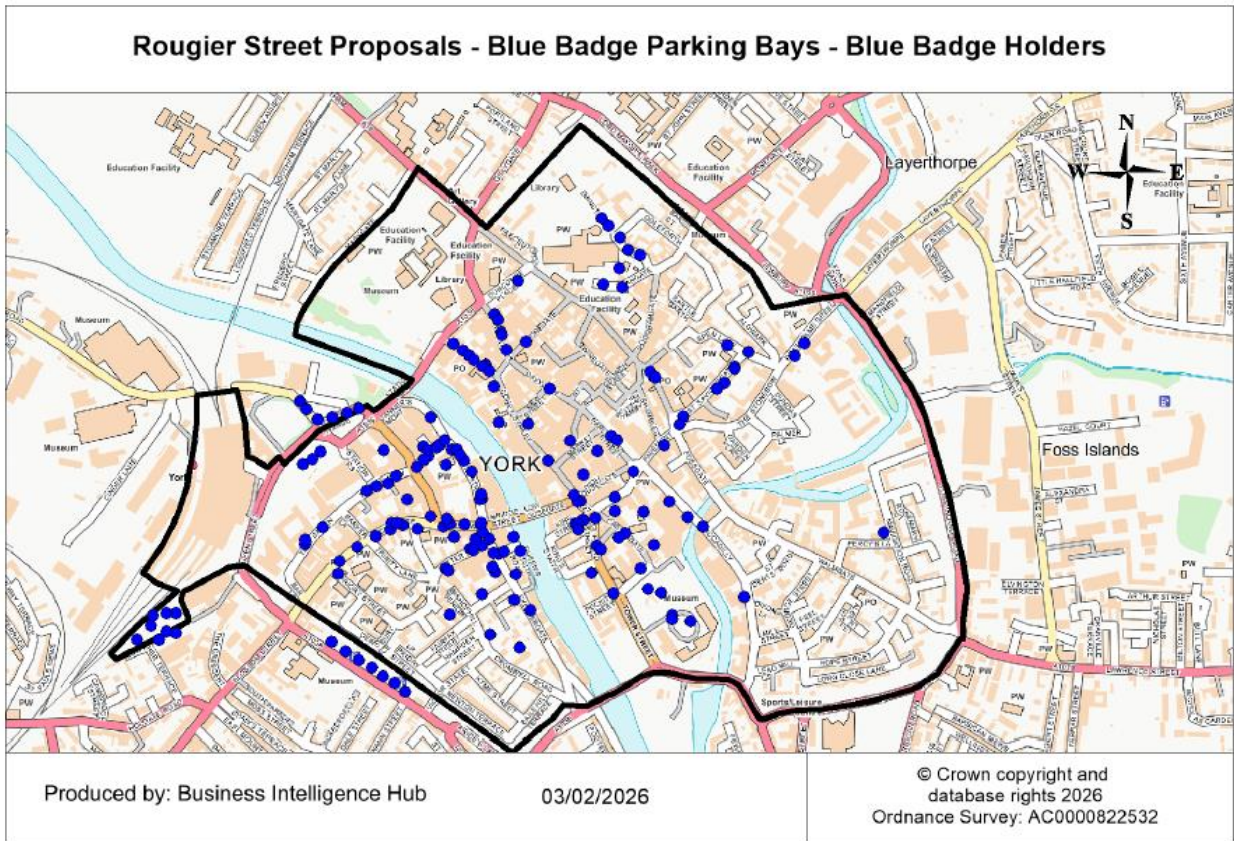
This should be viewed in the context of a very high proportion of the emails received being from Bishophill residents, and several hundred residents attending our in-person events to give their feedback, which was also recorded.

- **Question 22: Where would you like to see us install new Blue Badge parking bays within this area?**

We had 155 responses in total. The map below shows where people have dropped pins to identify where they would like to see more Blue Badge parking installed.

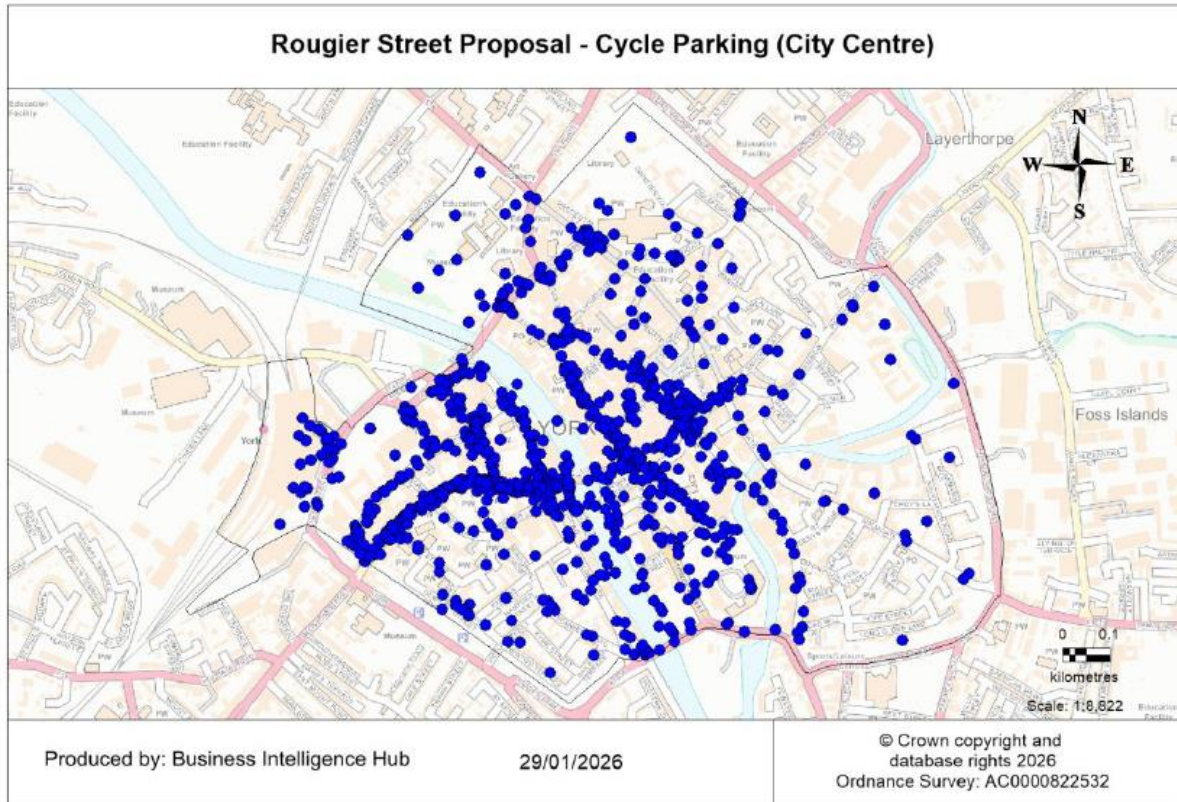
We also ensured there was a free-text box for people to respond if they did not want to use the map, and 28 people did this.

The map below shows locations for Blue Badge parking bays suggested by Blue Badge holders, or responded on behalf of someone who is.



- **Question 23: Where would you like to see us install new cycle parking within this area?**

We had 389 answers to this question, with many identifying locations outside the Rougier Route remit. Below are the ones in the area most closely associated with the bus priority proposal.



- **Question 24: Do you have any comments about making Micklegate a one way loop?**

We had 693 responses to this question, all in the free-text box, and a sample is below:

I think it is generally okay, if it helps congestion, which I am in favour of

I support the one-way proposal. The extra space will be lovely for outdoor cafe seating, cycling parking, parklets, etc. I will shop there more if it's one-way. I will also cycle on Micklegate more if I don't have to ride uphill in car traffic.

This is long overdue. I think though it does not go far enough and micklegate bar needs closing to vehicle traffic completely through the gap in the walls, not just being one way. This is a great rat run for cyclists, but currently can feel quite dodgy for cyclists going into the city because of traffic trying to squeeze through the gap in the walls alongside a significant volume of cyclists. Doing this would also allow for a dedicated cycle lane on blossom street, with proper barriers to protect cyclists.

Open both sides of micklegate back up . Nunnery lane traffic already a nightmare because of micklegate closure so now you are just sending more traffic that way as they have no other motion to get to the station from James street side of town. Traffic lights need adjusting as do not flow correctly. You are just forcing traffic to one area. Roofer street is t your issue. Closing roads is your issue. Open them back up and you won't have congestion. !!!!

Yes it's ridiculous. Will

Damage the cobbles and make life living down Micklegate terrible . Why are you moving traffic from working shops etc to residential streets

Need to consider how to create smoother segregated uphill route while respecting heritage of stone setts which help to reduce downhill traffic speeds.

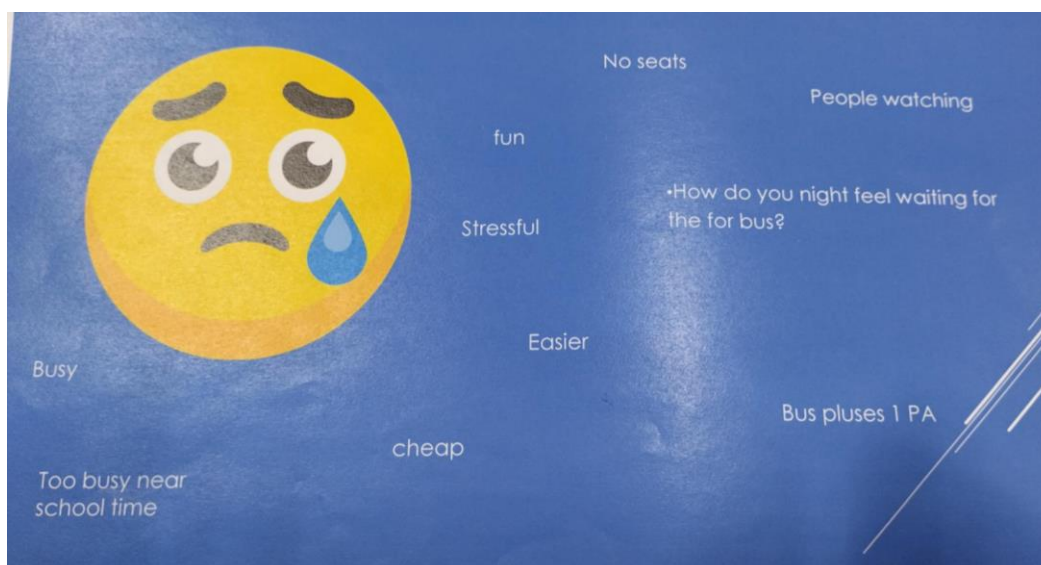
Results evaluation: Blueberry Academy learners' insight

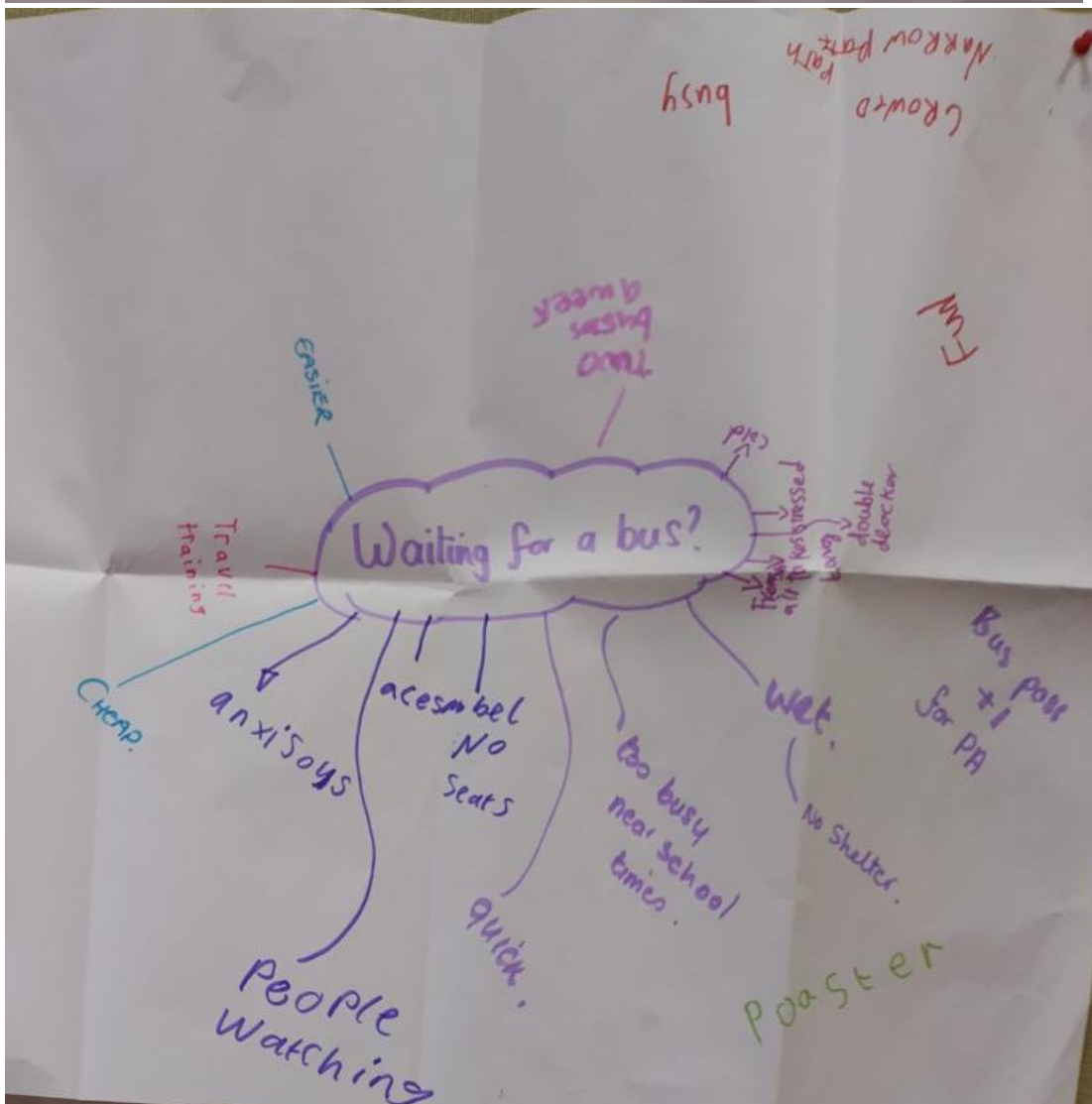
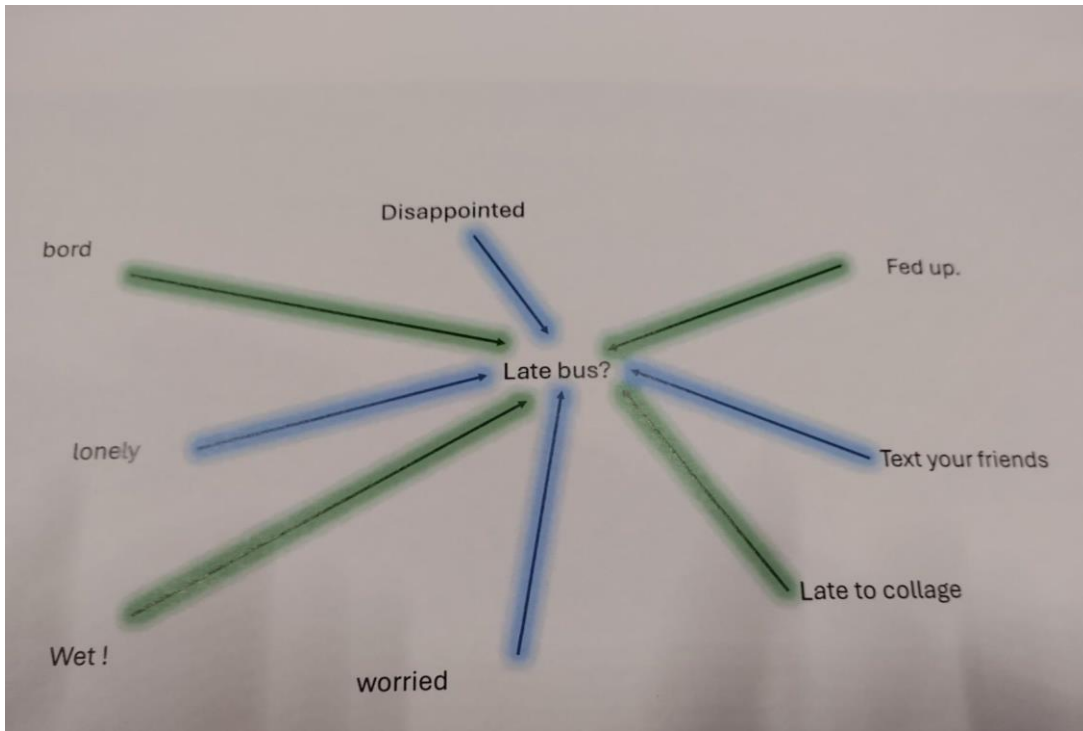
We were very keen to hear direct from York residents with SEND, not just to understand how the proposals may affect them, but also to understand their experiences of travel in York.

We were delighted that Blueberry Academy agreed to take part and brought a dozen of their young learners to meet our transport team and see how we operate traffic lights and systems in the city. We then sat down with the Exec Member for Transport; the access team; York Independent Learning and Travel (YILTS) (who had travel-trained and worked with many of the learners) and the team behind the Rougier Route proposals to hear learners' experiences of our bus network, as well as their experiences walking and using mobility aids in the city.

In the discussion, they raised said of them rely on taxis to get to college and some travel by bus, either independently or accompanied. They all very much enjoy bus journeys but feel worried when services run later than timetabled. This can lead to anxiety and have an impact on them for several days. When we asked "what do you do if a bus is late?", one young person told us they get so anxious that they "give up and go home".

A few weeks later, we were invited for a return trip to Blueberry Academy where the learners had prepared presentations for our team. Some of these are below and we are very grateful to the learners and staff for all the time and thought given to the project.





Results Evaluation: Written responses, emails and in person events

Written responses:

We received a number of written responses from groups and individuals, including from:

- Bishophill Action Group
- Buckingham Court Management Company
- Buckingham Street residents
- Copmanthorpe Parish Council
- Taxi operators
- York Access Forum
- York Bus Forum
- York Civic Trust
- York Cycle Campaign
- York Disability Rights Forum
- York Environment Forum
- York Green Party
- York Liberal Democrats

Emails and in person events:

Using the dedicated engagement email address Ourbigconversation@york.gov.uk meant we could monitor and respond to queries quickly and in a personal way. We received over 150 emails, all of which were responded to individually.

Largely they were from Bishophill residents. Very clear themes emerged from the public consultation phase:

- Residents in Micklegate would like access through Bishophill or they could potentially face longer journeys and travel delays around the railway station
- Do not stop residents' access through Victoria Bar. Instead install ANPR cameras and allow exemptions for local residents & businesses
- Do not move the existing bollards on Bishophill Senior or Lower Priory St
- Do not place a physical modal filter (ie planters or barriers) at Fetter Lane or St Martin's Lane; instead use ANPR enforcement with local exemptions

- Improve the Skeldergate / Bishopgate St junction to ensure traffic can exit safely

This feedback resulted in the project team revising the proposals and returning to Bishophill with a further, targeted phase of engagement.

We have grouped analysis of the emails and in-person resident events together as they largely had the same issues. Below is part of the leaflet used in the targeted phase, to help explain how we had listened and responded to the feedback:

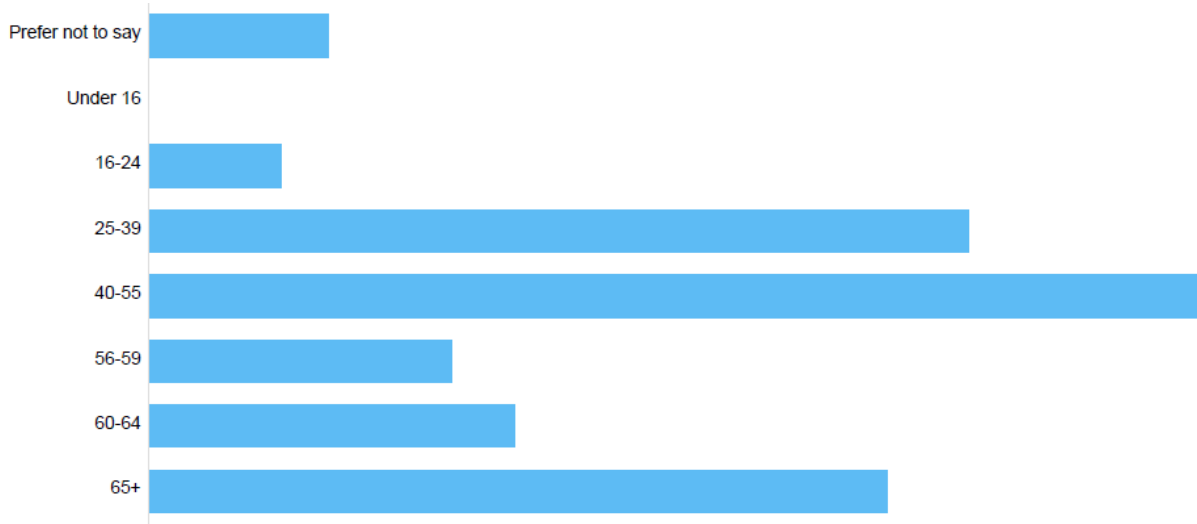


In the targeted phase of engagement where we returned to Bishophill with the revisions seen above, there was a lot of gratitude from residents for the project having listened and taken on board their initial feedback.

We did have very small numbers of people say they were still not sure of the wider concept, but largely, people gave their support to the bus priority as long as the impact on resident movements into and out of Bishophill was not negatively affected. We are grateful to all residents who came out to meet us and give us their thoughts across the different stages of engagement.

Demographic analysis:

Across all respondents, we received a higher than average number from younger people, particularly the 25-39 age group:



Age	Total	Percent
Prefer not to say	58	4.94%
Under 16	0	-
16-24	43	3.66%
25-39	266	22.64%
40-55	342	29.11%
56-59	98	8.34%
60-64	119	10.13%
65+	240	20.43%

Looking at the gender of respondees, we received the greatest number of responses from men:



Looking at the ethnicity, White - English / Welsh / Scottish / Northern Irish / British was the highest with 76.9%. 13% preferred not to say; other

ethnicities represented in small numbers included Black Caribbean, Bangladeshi, Pakistani and Chinese.


Annex 1 – Public Consultation Leaflet

Shown here for illustrative purposes – full size copies are still available.




Traffic in York: we all see it, we all get stuck in it.

In Our Big Transport Conversation last year, we heard loud and clear that you want to see change. We share a desire to make it easier for everyone to get around.




88%
supported improving public transport



78%
supported reducing car dependency

79%
of you told us you would or maybe would "use buses more often if we introduced dedicated priority routes for buses and sustainable

72%
of you agreed or agreed strongly when asked "To what extent do you agree or disagree with the introduction of dedicated priority routes for buses and sustainable transport?"



Our plan is to make our buses work better.
The proposed Rougier Route will make buses more reliable and more appealing, creating a healthier, better connected and more sustainable York.

What are the issues?

Across York, buses get stuck in the same traffic as everyone else.

Some buses travel along at less than 4mph from Stonebow to the railway station, meaning passengers on over a thousand buses a day have longer journey times than they should.

The proposed Rougier Route is just part of our work to improve buses.

Since 2023 we have:

- completed over 250 upgrades to bus shelters, including new real time information screens, seating and lighting
- subsidised £1 fares for young people
- funded longer opening hours for the Park and Ride
- financially supported early and late services on some routes

We also have to remember

21.7% of York's population are under 19

13,000 homes are needed under our new Local Plan

25% of York's households do not have access to a car

Last year, your feedback helped shape our Local Transport Strategy which can be found at:



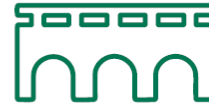
Doing nothing is not an option

York is a growing, thriving place to live, work and study. We must plan for the future; we are already a great city for cycling and walking, but to move more people more often, we need to get on board with buses.

Rougier Street is one of York's busiest bus routes linking the city centre to our suburbs and villages as well as neighbouring towns and cities.

Ouse Bridge also carries the most buses of any bridge in York:

- Skeldergate Bridge: 3 bus routes
- Lendal Bridge: 9 bus routes
- Ouse Bridge: 29 bus routes



Average weekday traffic on the Rougier Route is made up of:

Percentages are average from throughout the day.



- Private cars – 46%
- Taxis – 15%
- Buses – 8%
- LGV – 10%
- Cyclists – 18%
- Motorcycles – 2%

57% of car journeys in central York are less than 3 miles long – if we can convert some of these trips to buses, cycling and walking, we will:



- Free up the roads making buses reliable and run to time
- Offer better walking and wheeling environments
- Lower the levels of air pollution

4

Planning for the Future

Issues for buses include:

- Having to queue to enter Rougier St, George Hudson Street, Micklegate, Skeldergate and Ouse Bridge
- A tight turn at the corner of Low Ousegate and Clifford Street
- The volume of vehicles on Clifford Street preventing buses turning out of Coppergate



The Rougier Route will help deliver our transport hierarchy, which gives highest importance to mobility aid users and pedestrians, then cyclists, bus and train passengers, then private car drivers.

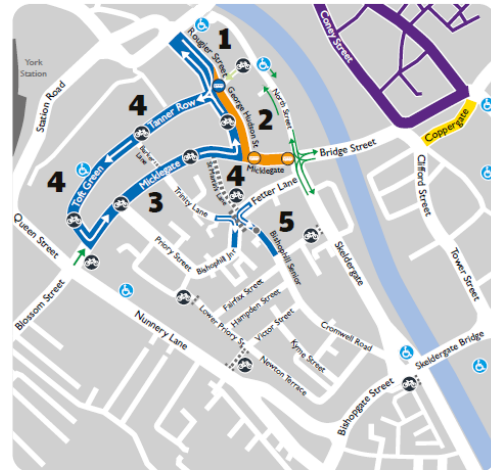
We also know that you can't catch a bus that isn't there. Together with York and North Yorkshire Combined Authority we are creating a long-term plan to improve the bus network. Part of this consultation is to understand where and when we need to improve routes and services in York.

Longer term, we also have ambitions to bring more 20mph streets to York, and this corridor would be considered. We welcome your thoughts on this.

5

Our proposal

This consultation is the first step of listening to you. Your feedback will be taken to a public decision session in early 2026 to decide the next steps. The Rougier Route is fully funded via our Bus Service Improvement Plan (BSIP) and we aim to start the trial in summer 2026 for an 18 month period using an Experimental Traffic Regulation Order (ETRO), during which we will also gather your feedback.



Our proposed option is that only buses and emergency services would use the bus lane and gate. We are seeking your views on whether taxis should also be able to use the route, and the times it could operate.

6

Our proposals are shown on the map and include:

- 1** Rougier Street: bus lane for southbound traffic
- 2** George Hudson Street: bus lane for southbound traffic
- 3** Lower Micklegate: bus gate in both directions
- 4** Tanner Row, Toft Green, Micklegate become one way (creating an anticlockwise one-way loop)
- 5** All roads around Bishophill Senior, Fetter Lane, Trinity Lane and Victor Street would be open to pedestrians and cyclists, with some new and amended restrictions for cars.

The measures will be enforced by Automatic Number Plate Recognition (ANPR) the same way as other bus lanes in York

Key to map symbols

- Bus/Cycle only
- One way route
- Bus lane
- Bus gate
- Traffic direction
- Access only
- Potential change to access
- Existing bus lane
- Cyclists both directions
- Car park with Blue Badge spaces or on-street parking for Blue Badges
- Footstreets
- Existing modal filter to be relocated

7

What will this mean for me?

Pedestrians

By removing up to 74% of vehicle traffic from this route, we will create more comfortable spaces for everyone.

The proposals mean we can create more accessible spaces with better seating, kerbs and pavements, opening up opportunities to improve footfall to local businesses by creating a more welcoming environment.



Cyclists

Bus gates and bus lanes can be used by cyclists. We anticipate that this route will become more popular with



- Improved junctions and streetscapes
- Reduced number of vehicles on the road
- Reduced number of collisions and serious injuries along this route

We also propose to install a new crossing on Rougier Street to improve the Toft Green – Tanner Row link.

8

What will this mean for me?

Buses

Bus companies work hard to ensure punctual and reliable services, but this has meant additional time being added to timetables to allow for delays caused by traffic congestion. Coastliner carries just under half a million people through York every year, and journey times from Blossom Street to Peasholme Green have gone up from 16 minutes in 2019 to 21 minutes in 2025.

The key benefits of the Rougier Route will be:

- improving reliability for the 29 bus routes (1000+ buses a day) which use the corridor
- delivering better bus stops and more accessible waiting areas
- making buses a genuine option for travel across York and beyond



Our modelling shows that we could deliver between 3 and 5 minutes journey time saving per bus on the Rougier Route.

We are progressing with plans for a turning loop for buses at the railway station to shorten journey times. This may not be operational during the ETRO phase.

9

What will this mean for me?

Blue Badge Holders

The proposals will not change your access to any of the Blue Badge parking options on North Street, Tanners Moat, Toft Green, Skeldergate, Cliffords Tower and Piccadilly, or affect footstreets access at all.

Like other bus lanes in York, Blue Badge holders would not be able to drive through the Rougier Route.



Our aim is to deliver more reliable bus journeys for everyone. York's buses have:

- Space for a wheelchair
- Audio announcements and real-time information
- And travel is free with a concessionary pass (timing restrictions apply)

We also plan to introduce new Blue Badge holder parking places within the Rougier Route area and welcome your ideas on where these could be.

Taxis

Our proposed option is that taxis will not use the Rougier Route, allowing us to remove 15% of the current vehicle traffic which is made up by taxis. This will help us deliver our key aims, to prioritise bus travel and create a safer and more comfortable environment for pedestrians, people using wheeled mobility aids and cyclists.



10

What will this mean for me?

Private cars

Private cars make up nearly half of all vehicle traffic on the route. Once the trial starts, private cars and motorbikes will not be able to use the Rougier Route during hours of operation. Any private vehicle using the bus lane will be subject to City of York's enforcement policy.



For those who need to drive, you will be able to reach all parts of York by private car, (including most areas along the Rougier Route) that you can currently reach; for many journeys your route will actually be the same.

We anticipate that once the Rougier Route is operational, additional journey times during rush hour will be around 90 seconds on Nunnery Lane. The greatest benefits for the whole city will come when we encourage more people to catch the bus, walk and cycle more, and leave space on the roads for those who need it most.

Local business deliveries

Delivery drivers will still be able to access businesses, except for a small number of properties directly on the bus gate on Lower Micklegate.



11

We want to hear from you

This consultation runs until Monday 12 January. You can find out more by visiting one of a number of events we're holding:

Thursday 27 November	Saturday 29 November	Wednesday 3 December
Drop-in event at Middletons Hotel, Skeldergate, York, YO1 6DU	Drop-in event at Middletons Hotel, Skeldergate, York, YO1 6DU	Drop-in event at York Explore Library, Library Square, Museum St, York YO1 7DS
Come along at any time from 2.00pm - 7.00pm	Come along at any time from 11.30am - 2.15pm	Come along at any time from 5.45pm to 7.15pm
Blue Badge parking available on Cromwell Road	Blue Badge parking available on Cromwell Road	Multiple buses serve York Explore. See itravel.york.info for more details. There are Blue Badge parking spaces at the library

You can also take part:

- Online at ourbigconversation.york.gov.uk
- By emailing: ourbigconversation@york.gov.uk
- By writing to us with no stamp needed: Rougier Route Consultation, Freepost RTEG-TYYU-KLTZ, City of York Council, West Offices, Station Rise, York, YO1 6GA



We are keen to hear your views on the project, in particular:

- Who can travel through the bus gates
- The hours of operation
- Whether the route also needs to be a 20mph street in the future
- How we can increase and improve bus services across the whole of York

If you would like this document in an alternative format, please contact us by phone on 01904 551550 or email ycc@york.gov.uk.

Annex 2 – Bishophill & Guildhall residents' information sheet and letter



Rougier Route proposals: Information sheet for Bishophill residents and businesses November 2025

An important part of the consultation on our Rougier Route proposals is to speak to you as immediate neighbours, to understand how the bus priority measures could affect you, and for you to help us shape the project.

This document is part of the consultation and should be read alongside the full proposals. You can read the proposals in several ways:

- via our website - ourbigconversation.york.gov.uk
- or by picking up a copy of our leaflet at your local library or Explore
- or by contacting us via email on ourbigconversation@york.gov.uk
- or by calling Customer Services on 01904 551550

We welcome all comments from you and are holding drop-in events with the project team so that you can speak to us in person. Details of those events are at the bottom of this document and online.

We have produced a map as well as this document to explain the potential changes that may also be needed in Bishophill. Please note, these are proposals, there is still flexibility in the plans and we will listen to local residents and businesses and make adaptations if needed. The online map has a zoom function, and we will have print outs at our events too.

The deadline for comments in this first phase of consultation is Monday 12 January 2026.

[continues over the page]

How do the Rougier Route proposals affect Bishophill?

We want to ensure that all residents and businesses have access to properties, and to prevent non-residents using the streets as 'rat-runs' to get around the bus priority measures.

We are also keen to understand the type of improvements residents and businesses would like to see in the area. This project offers potential to upgrade pavements, bus stops, junctions and streetscape; we welcome ideas on how to use road space made available through the changes.

How could the streets in Bishophill change?

Please note these are our proposals and we welcome your feedback.

Micklegate: The length of Micklegate from Blossom Street junction through Micklegate Bar into town could become one way in an eastbound direction. As well as giving access to properties on these streets, this also gives any driver who has come down Rougier Street a way out of the bus priority route.

Bishophill Senior: The existing bollards on Bishophill Senior could be removed, opening up the full length of Bishophill Senior to traffic from the junction with Fetter Lane to the junction with Buckingham St. Bishophill Senior would be made one way, open to traffic in a southbound direction only.

Trinity Lane: Trinity Lane could be made one way for its full length between Micklegate and Bishophill Junior. At the junction of Trinity Lane/Bishophill Junior and Bishophill Senior/Fetter Lane, we propose to prioritise cyclists and pedestrians by placing bollards or planters to create two separate one-way loops for vehicular traffic, in the southbound directions only. One is accessed from Micklegate via Trinity Lane, the other accessed via Skeldergate and Fetter Lane.

St Martin's Lane: St Martins Lane is currently one way for access only, with resident and business properties able to turn out onto Micklegate. Under our proposals this would remain in place, however vehicles would have to make a right turn out of St Martins Lane onto Micklegate, then follow the new one-way route east bound. The proposal includes additional bollards at the Fetter Lane junction to prevent rat running via St Martins Lane. This could be a bollard with a key provided to local businesses for deliveries.

Victoria Bar: Access from Nunnery Lane onto Victor Street will see additional measures to prevent rat running through Victoria Bar. Access would remain open to cycles / pedestrians and mobility aid users, but vehicles would no longer be able to use Victoria Bar to get in to or out of the Bishophill area.

Bishopgate Street/Terry Avenue: We propose to alter the access at this junction, giving priority to pedestrians, mobility aid users, and cyclists.

What happens next?

This consultation is the first step of listening to you. **The deadline for comments in this first phase of consultation is Monday 12 January 2026.** Your feedback will be taken to a public decision session in early 2026 to decide the next steps.

The Rougier Route is fully funded via our Bus Service Improvement Plan (BSIP) and we aim to start a trial in summer 2026 for an 18 month period using an Experimental Traffic Regulation Order (ETRO), during which we will also gather your feedback and can make changes to the project if needed.

How can you get involved?

We welcome all comments to help shape the trial project. As well as the contact details listed above, we are also holding a series of drop-in events where members of the project team can talk through the proposals, and hear your thoughts and suggestions. These events are all fully accessible with accessible toilets. They are being held on:

Thursday 27 November at Middletons Hotel, Skeldergate, York, YO1 6DU

- Come along at any time from 2pm to 7pm
- Blue Badge parking available on Cromwell Road

Saturday 29 November at Middletons Hotel, Skeldergate, York, YO1 6DU

- Come along at any time from 11.30am to 2.15pm
- Blue Badge parking available on Cromwell Road

[continues over the page]

Wednesday 3 December at York Explore Library, Library Square, Museum St, York YO1 7DS

- Come along at any time from 5.45pm to 7.15pm
- Multiple buses serve York Explore. See itravel.york.info for more details
- There are Blue Badge parking spaces at the library

This document is a download from the full consultation materials online at ourbigconversation.york.gov.uk

Accompanying letter:



Directorate of City Development
West Offices
Station Rise
York, YO1 6GA

Email: ourbigconversation@york.gov.uk

Date: 18 November 2025

Dear resident or business,

Rougier Route proposals: take part in our new consultation

We are proposing to introduce bus priority measures on Rougier Street, George Hudson Street and Micklegate, to improve bus reliability and journey times. We want to hear your views to help form our proposals.

Why we are consulting on this

In Our Big Transport Conversation last year, those who responded made it clear that they wanted to see better bus services across York. 88% of people supported improving public transport and 79% told us they would or maybe would “use buses more often if we introduced dedicated priority routes for buses and sustainable transport”

At the moment, some buses travel at less than 4mph from Stonebow to the railway station, meaning passengers on over a thousand buses a day have longer journey times than they need to. In fact, in 2025 bus journeys are taking six minutes longer than they did in 2019 and with the population growing, doing nothing is not an option. Our proposals aim to make buses more reliable and more appealing, creating a healthier, better connected and more sustainable York.

Our proposed option is that only buses and emergency services would use the bus lane and gate on Rougier Street, George Hudson Street and Micklegate (please see map on following pages). Drivers (including Blue Badge holders) will continue to be able to drive in and access all existing parking bays, but won't be able to drive through. We are seeking your views on whether taxis should also be able to use the bus route, and the times it could operate.

We also propose some changes to the roads around Bishophill Senior, Fetter Lane, Trinity Lane and Victor Street, which would remain open to pedestrians and cyclists, with some new and amended restrictions for cars. We are keen to listen to feedback from local residents and businesses about these proposed changes.

Potential benefits and impacts

The key benefits of the Rougier Route will be:

- improving reliability for the 29 bus routes (1000+ buses a day) which use the corridor
- delivering better bus stops and more accessible waiting areas
- making buses a genuine option for travel across York and beyond
- a safer environment for pedestrians and cyclists

Our modelling suggests that, at peak times, there could be an additional journey time of around 90 seconds for drivers travelling between Blossom Street and Tower Street roundabout, but an expected journey time saving of 3-5 minutes per bus on the Rougier Route.

The consultation sets out how the Rougier Route could work and the possible benefits and impacts. We want to hear your views on the proposals which also include new cycle parking, Blue Badge spaces and improvements to bus stops, streets and pavements.

How to find out more and get involved

This consultation is the first step of listening to you. **The deadline for comments in this first phase of consultation is Monday 12 January 2026.** Your feedback will be taken to a public decision session in early 2026 to decide the next steps. The Rougier Route is fully funded via our Bus Service Improvement Plan (BSIP) and we aim to start the trial in summer 2026 for an 18 month period using an Experimental Traffic Regulation Order (ETRO), during which we will also gather your feedback and can make changes to the project if needed.

You can find out more by:

- looking online at ourbigconversation.york.gov.uk
- emailing us at ourbigconversation@york.gov.uk
- picking up a leaflet at any of York's Explore centres or libraries
- or calling CYC customer services for a copy of the leaflet on 01904 551550.

We are also holding drop-in events to chat to you about the proposals. Below is a list of events. All the venues are fully accessible with accessible toilets.

Thursday 27 November at Middletons Hotel, Skeldergate, York, YO1 6DU

- Come along at any time from 2pm to 7pm
- Blue Badge parking available on Cromwell Road

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- Come along at any time from 5.45pm to 7.15pm
- Multiple buses serve York Explore. See itravelyork.info for more details
- There are Blue Badge parking spaces at the library

Below is a map showing the Rougier Route proposals:



Yours faithfully,

Garry Taylor
 Director of City Development
 City of York Council

ENDS



Non-Technical Summary of Rougier Route Modelling Assessment

1 Introduction

This summary of the Rougier Route Transport Modelling Assessment provides:

- Information about how bus journeys are regulated.
- Information about traffic flows and journey times on Rougier Route.
- The context of the modelling assessment.
- The modelling assessments conclusions.

1.1 Bus Operation

By law, bus operators must deliver their services on time. There is a small amount of flexibility in the timetables, known as a 'window of tolerance' which is set by the Office of the Traffic Commissioner. Bus services should depart from timing points up to 1 minute early, and no more than 5 minutes late. 95% of registered services need to operate within this window.

The Office of the Traffic Commissioner has legal powers under the Transport Act 2000 to fine or otherwise penalise operators who fail to meet expected standards. Any fine is subject to a public inquiry, at which the operators may provide mitigating evidence in their defence.

To meet their timetable obligations, bus operators must account for the probable worst case travel time.

We analysed TomTom journey time data on the Rougier Route corridor (Rougier Street, George Hudson Street, Micklegate, Ouse Bridge Clifford Street and Tower Street) It is clear on average, Friday journey times are significantly slower than the journey times from Monday to Thursday. If the journey time on Rougier Route could be kept close to free flow periods, when there is little traffic on the route, bus services would benefit from quicker and reliable journey times each day of the week, allowing bus operators to remove some slack from the timetable and run more reliable, attractive services. There is still significant variation in Monday – Thursday journey times across the day so a Friday only bus

timetable would not resolve the problem. All a Friday only timetable would achieve is slower journeys on a Friday, but with greater reliability.

Our analysis of Analyse Open Bus Data between the timing points from Clifford Street to the Rail Station suggests, on Monday to Thursday between 1500-1800, the saving could be nearly 6 minutes (05:53minutes) and on Friday nearly 11 minutes (10:52minutes).

Section 0 explores Rougier Route journey times in more detail.

1.2 Pedestrians

There are 2.3 times more pedestrians using Ouse Bridge than there are vehicles. In 2025, 16,305 pedestrians crossed Ouse Bridge over 12 hours compared to 7,040 vehicles. 28 of the 52 casualties on the Rougier Route corridor between 2020 and 2024 inclusive were pedestrians.

Our traffic modelling assessment and traffic survey analysis data suggests vehicular traffic flows over Ouse Bridge could decline by 80-90% with Rougier Route Trial Scheme. This would dramatically improve the pedestrian experience across Ouse Bridge and significantly reduce the risk of vehicle-pedestrian collisions, aligning with our commitment to reach Vision Zero by 2040.

1.3 Impact on Vehicles

We forecast the probable impact on vehicle drivers and passengers using our transport model of York's Highway Network. The methodology is detailed in **Section 4** and key findings in **Section 5**.

Our transport model includes all of York's Highway Network, we can see how a scheme could impact different parts of the city. Our model includes cars, light goods vehicles and heavy goods vehicles. We used our morning peak hour and afternoon peak hour models in this analysis.

Most vehicle trips in York will be unaffected by the Rougier Route trial. In the morning peak hour, only 3% of vehicle trips increased by more than 1 minute, in the afternoon peak 9% trips increased by more than 1 minute.

In the morning peak 92% trips, and in the afternoon peak 71% trips, changed by up to plus or minus 30 seconds. In practical terms these trips are experiencing an insignificant change journey time with or without Rougier Route Trial that is in line with day to variability.

The model does forecast increased travel times on the Inner Ring Road.

Table 4 shows modelled journey time changes in our City Centre. Journeys that use one of or travel near to Museum Street, Queen Street, Nunnery Lane, Skeldergate Bridge will likely be affected.

The largest increase in private car journey times occur on the inner ring road between Museum Street > Station Road > Nunnery Lane > Skeldergate Bridge. This is the main diversion route from the Rougier Route.

Table 1 Inner Ring Road Journey Time Changes with the Highest Increase (minutes : seconds)

Inner Ring Road Section	Morning		Afternoon	
	Journey time Change (mm:ss)	% Change	Journey time Change (mm:ss)	% Change
Blossom Street Station Road to Museum Street	00:50	8%	01:20	14%
Museum Street Station Road to Blossom Street	01:10	17%	02:10	31%
Blossom Street Skeldergate Bridge Tower Street	1:50	23%	01:50	25%
Tower Street Skeldergate Bridge to Blossom Street	01:30	28%	01:10	19%

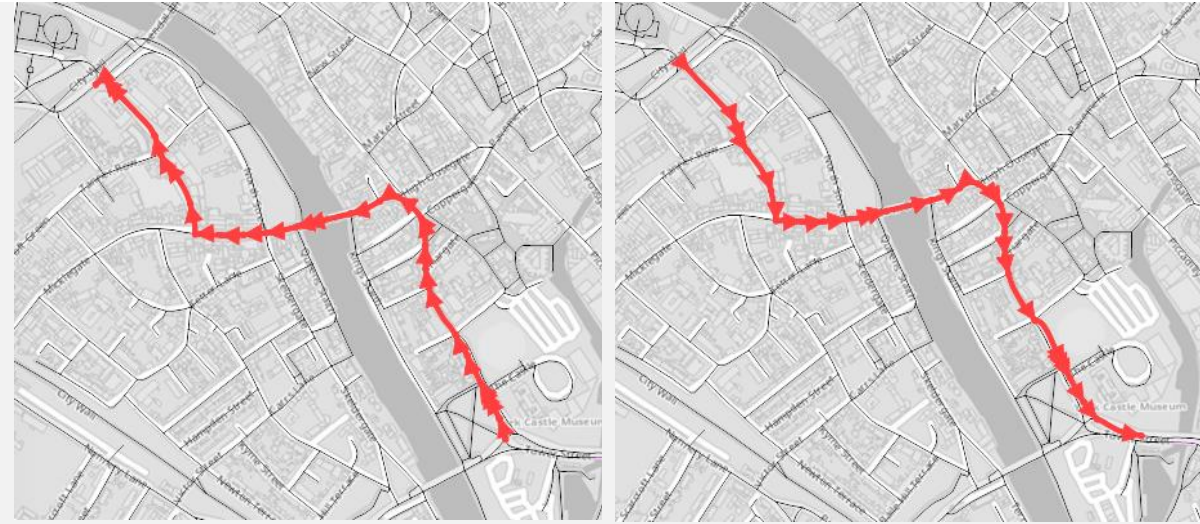
2 Rougier Route Journey Times

We used TomTom journey time data from the entirety of 2025, to assess the journey time, between Rougier Street and Tower Street, and Tower Street and Rougier Street. TomTom journey time data does not include bus journey times. There is no bus priority on the Rougier Route corridor at present. So general traffic journey times act as a good proxy for the actual journey times that bus passengers experience (excluding times spent at bus stops).

The journey time routes are shown below.

Tower Street to Rougier Street

Rougier Street to Tower Street



We cross checked TomTom data with publicly available bus journey time information from Analyse Bus Open Data.

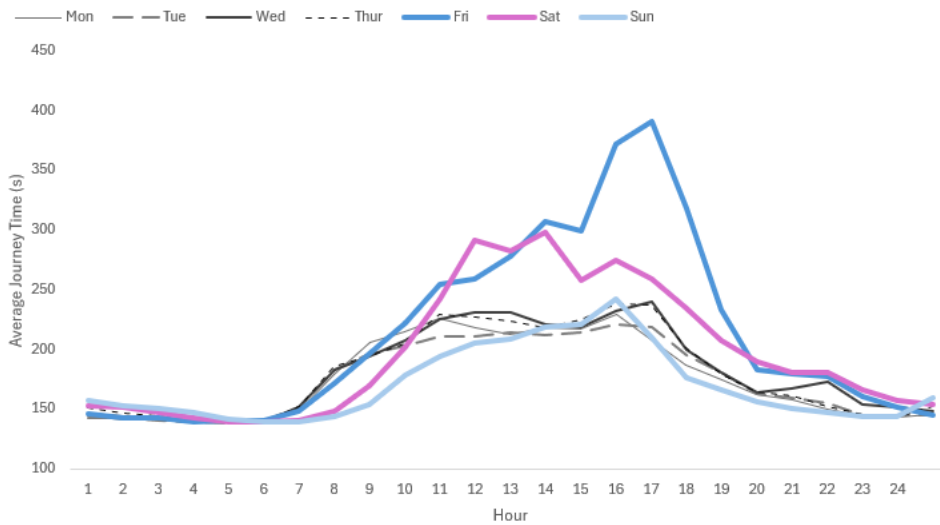
2.1 Tower Street to Rougier Street

The chart below shows average journey time (seconds) from Tower Street to Rougier Street, by hour, by day of week for 2025. The following is clear:

- **Friday** average journey times are slower and less predictable than other weekdays between 10:00 and 20:00.
- **Saturdays** have the next slowest journey times. **Sundays** have the quickest journey times.
- Journey times from Monday to Thursday are broadly comparable.
- If we could maintain free flow journey times there is a potential 4 minute average journey time saving for buses over this roughly half mile route. This is based on the difference between the Friday afternoon peak and free flow journey time. This excludes variable travel times and does not account for slower than average journey times which are significant.

2.1.1 Average Journey Times

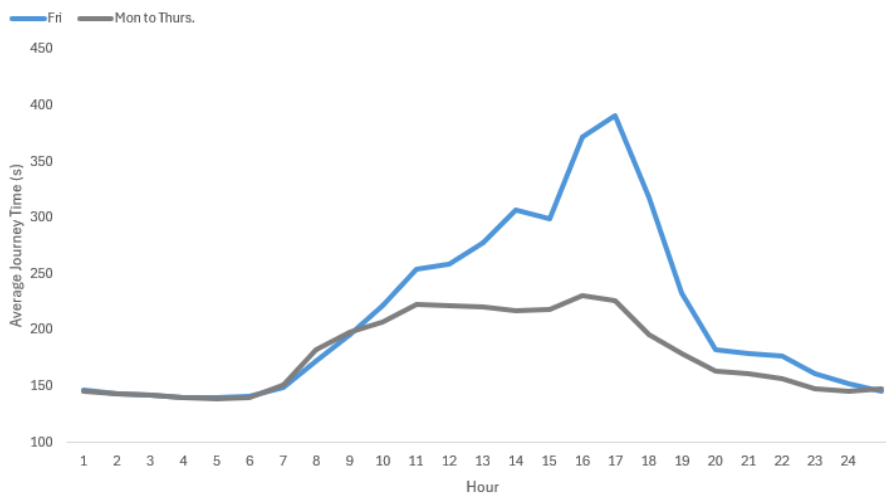
Chart 1 – Average 2025 Journey Time by Hour (24-hour clock) by day Tower Street to Rougier Street



The average free flow journey time when traffic flows are low from 20:00 to 07:00 is 150 seconds. The average Friday journey time between 1700-1800 is 390 seconds. If the Rougier Route journey time could be kept close to the free flow journey times, there are significant time savings (4 minutes) available for buses.

The difference in average journey times between Monday to Thursday compared to Friday can be seen more clearly in Chart 2. This shows Friday and Monday to Thursday average journey times.

Chart 2 – Average Mon to Thurs and Friday 2025 Journey Time by Hour by Day Tower Street to Rougier Street

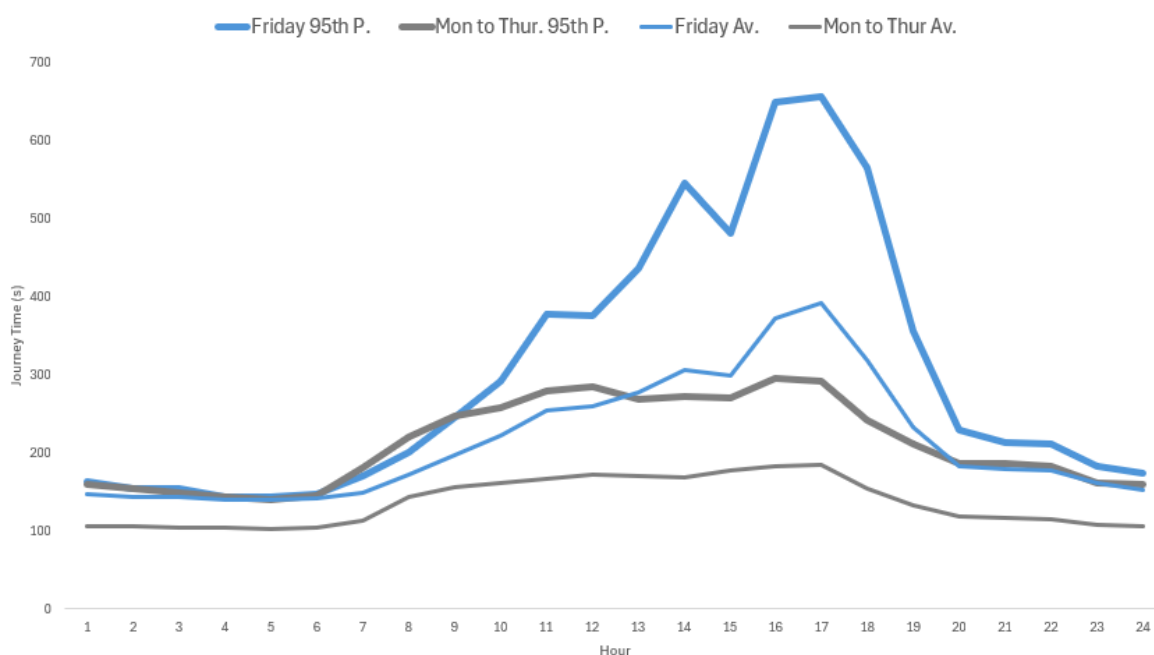


2.1.2 Journey time Variation

Friday journey times are the slowest. They also experience the greatest variation. Meaning journeys are less reliable and predictable.

The chart below shows the average Friday journey time by hour, the 25th, 75th and 95th percentile times. The thick dark blue line is the Friday 95th percentile and the thin blue line is the Friday average. The thick grey line is the 95th percentile time for Monday to Thursday and the thin grey line is the average journey time.

Chart 3 – Average, and 95th Percentile Friday and Monday to Thursday journey times Tower Street to Rougier Street



The 95th percentile means that:

- 5% of journeys took longer than the 95th percentile journey time; and
- 95% of trips were equal to or less than the 95th percentile time.

95% of bus trips should be no later than 5 minutes late or 1 minute early between timing points.

We can see the following about Friday journey time between 1700-1800:

- The 95th percentile time is 11 minutes; and
- the average time is 6 and a half minutes.

- ‘free flow bus time’ is 2 and a half minutes (early mornings and evenings)

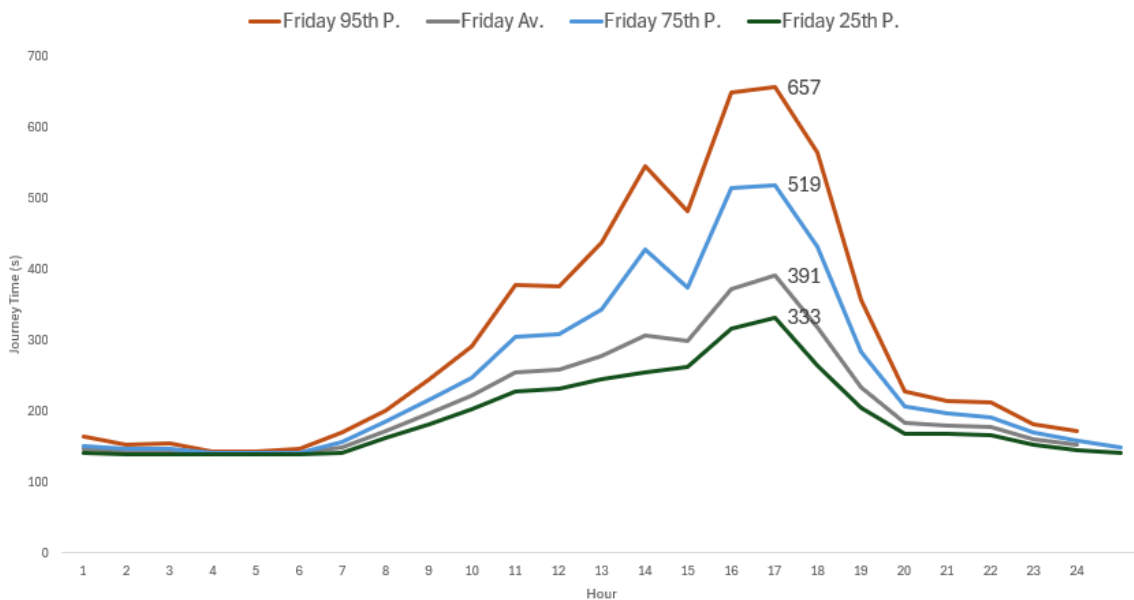
On Monday to Thursday between 1700-1800 we can see that:

- the 95th percentile time is 5 minutes: and
- the average is 3 minutes.
- ‘free flow bus time’ is less than 2 minutes (early mornings and evenings)

If a bus operator wishes to have a Monday to Friday timetable and meet the reliability criteria, they would need to account the for Friday 95th percentile time. Friday’s services account for 20% of the timetable. So, 80% of trips would need to run artificially slow to meet the reliability target.

Arguably a bus operator could run a Friday only timetable. Even that is not simple. The chart below shows Friday Average, 25th, 75th and 95th percentile travel times.

Chart 4 – Average, 25th, 75th and 95th Percentile Friday journey times Tower Street to Rougier Street



If we consider the 1700-1800 journey time:

- The 95th percentile journey time is 11 minutes (675s)
- The 75th percentile is 8 minutes and 40 seconds (519s)

- The average is 6 minutes 30 seconds (391s)
- The 25th percentile is 5 minutes 30 seconds (333s)

There is a 5-minute difference, between the Friday 95th percentile journey time, and the average Friday journey time. Buses on an average day would need to go as slow as on a bad day for the service to meet reliability standards.

2.1.3 Analyse Bus Open Data

Slower Friday journey times are clear from Analyse Bus Open Data. Fortunately, there is a timing point from Clifford Street to Tower Street that aligns reasonably closely to Rougier Route. Analyse Bus Open Data only provides journey time data between timing points.

We compared Service 4's journey time from Tower Street to the Train Station for all of 2025 between 1500 and 1800.

The difference in average journey times is stark, from Monday to Thursday compared to Friday. On Friday only 23.8% services were on time between Clifford Street to Tower Street with average delay of 15 minutes and 12 seconds.

Table 2 – Service 4 Average 2025 travel time between 1500-1800 from Clifford Street to Tower Street

	% On Time	% Late	Average Travel Time (mm:ss)	Average Delay (mm:ss)
Monday to Thursday	60.2%	39.7%	10:28	06:10
Friday	23.8%	75.6%	15:27	15:12

The data for Monday to Thursday between 06:00 and 08:00, shows the average travel time is four and a half minutes. 95.6% services are on time.

Table 3 – Service 4 Average 2025 travel time between 0600-0800 from Clifford Street to Tower Street

	% On Time	% Late	Average Travel Time (mm:ss)	Average Delay (mm:ss)
Monday to Thursday	95.6%	4.4%	04:35	02:41

If travel time between Clifford Street and Rougier Street could be consistently close to travel times that occur between 0600-0800 Monday to Friday, then substantial journey time savings could be made. For Monday to Thursday between 1500-1800, the saving could be nearly 6 minutes (05:53) and on Friday nearly 11 minutes (10:52).

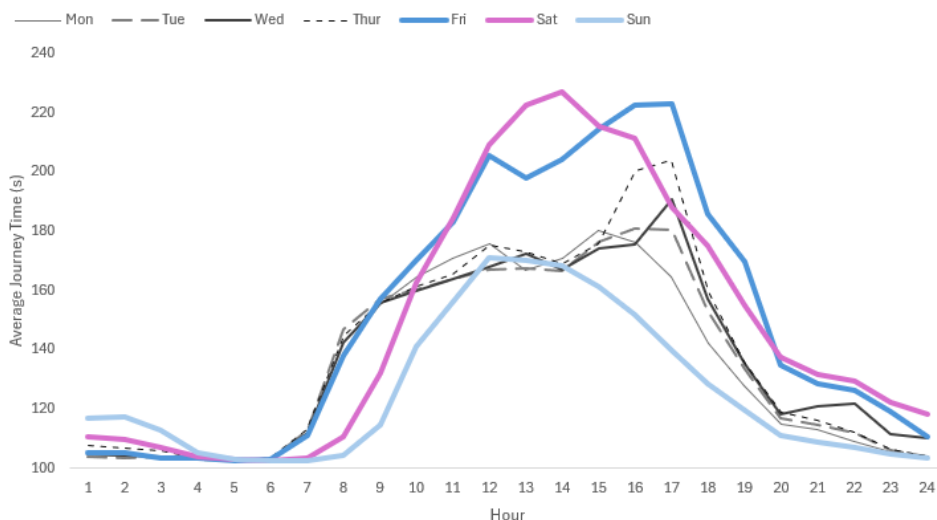
2.2 Rougier Street to Tower Street

The chart below shows average journey time (in seconds) from Tower Street to Rougier Street, by hour, by day of week for 2025. The following is clear:

- The journey time between Rougier Street to Tower Street is less volatile than from Tower Street to Rougier Street.
- The journey times are slowest on **Friday** and **Saturday**, and quickest on **Sunday**.
- Journey times from Monday to Thursday are broadly comparable.
- If the journey time from Rougier Street to Tower Street could be kept close to the free flow journey times, there are significant time savings (nearly 2 minutes) available for buses.

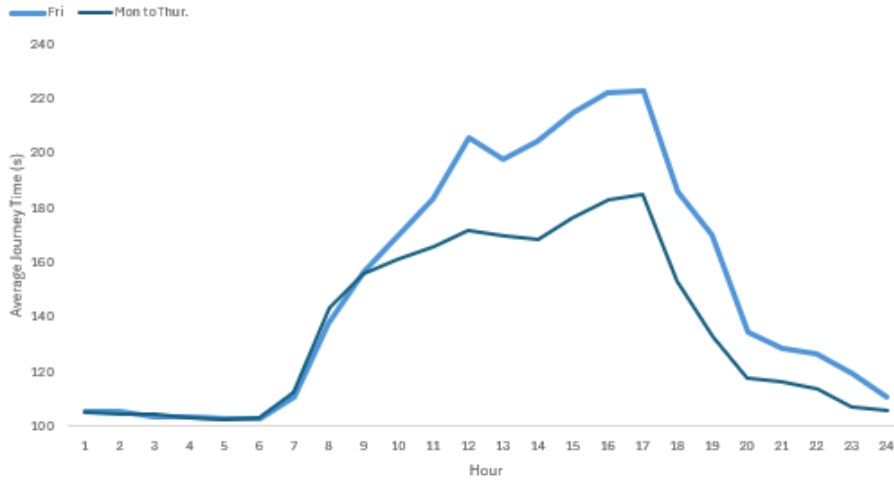
2.2.1 Average Travel Times

Chart 5 – Average 2025 Journey Time by Hour by Day Rougier Street to Tower Street



The difference between the average journey times between Monday to Thursday compared to Friday can be seen in Chart 6.

Chart 6 – Average Mon to Thurs and Friday 2025 Journey Time by Hour by Day Rougier Street to Tower Street

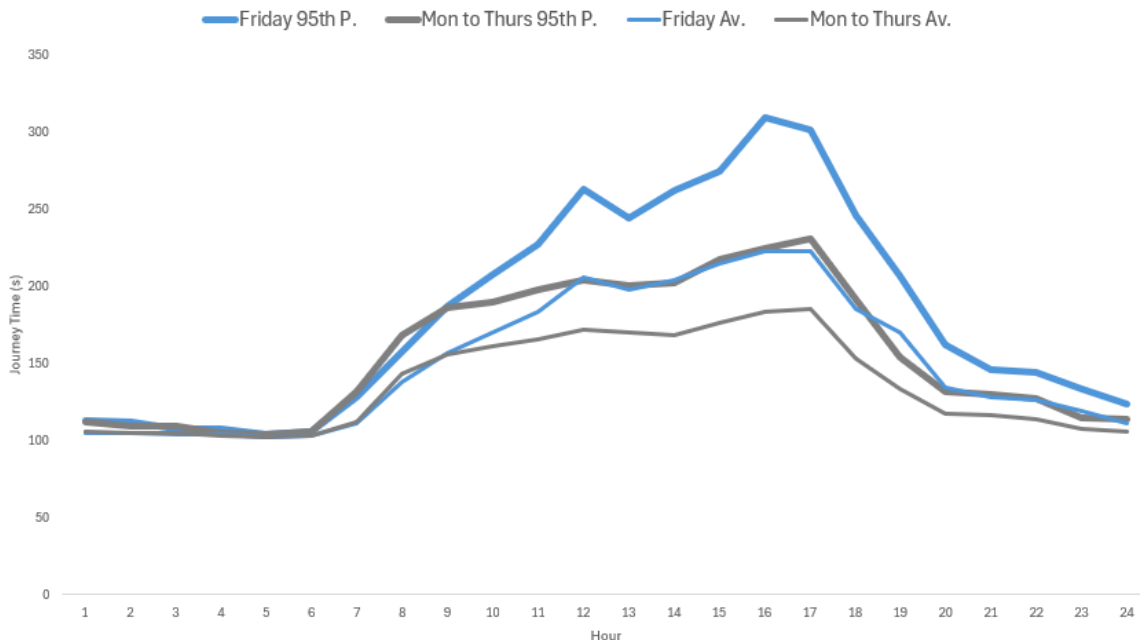


The average free flow journey time when traffic flows are low from 20:00 to 07:00 is 110 seconds. The average Friday journey time between 1700-1800 is 225 seconds (three and a quarter minutes). If the Rougier Route journey time could be kept close to the free flow journey times, there are significant time savings (nearly 2 minutes) available for buses.

2.2.2 Journey Time Reliability

Journey time reliability or predictability is not as significant from Tower Street to Rougier Street.

Chart 7 – Average and 95th Percentile Friday, and Monday to Thursday Journey Time



Between 1700-1800 on Friday the:

- 95th Percentile journey time is 5 minutes; and
- The average journey time is 3 minutes 40 seconds.

On Monday to Thursday:

- The 95th percentile journey time is 3 minutes 50 seconds; and
- The average time is three minutes.

Cross City Centre

We have taken Fulford Road to Salisbury Terrace to reflect the most affected section of a cross-City Centre journey from two parts of York. In the morning the journey time is expected to increase from 13 minutes 50 seconds to 15 minutes 10 seconds – an increase of 1 minute 20. In the evening the reverse route has an increase of one minute 50 seconds. These journeys and the impact of the project on them will be monitored as part of the trial.

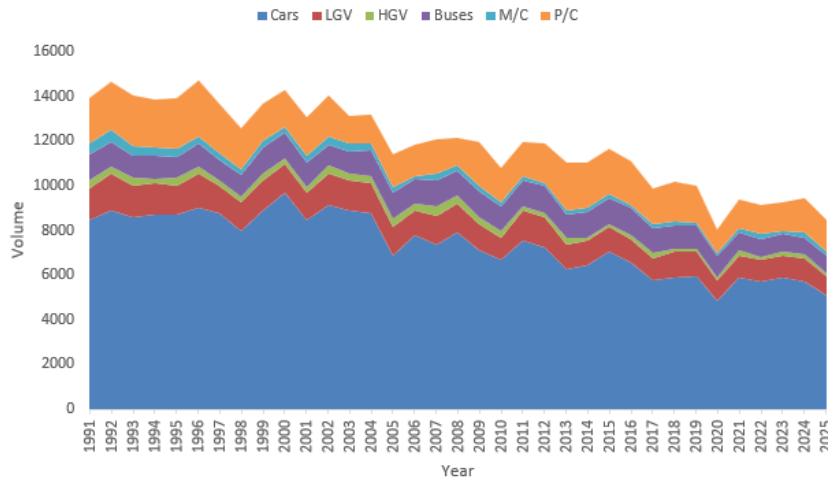
3 Rougier Route Traffic Information

This section summarises our traffic data on Rougier Route. We analysed our annual 12 hour bridge counts on Ouse Bridge for which we have data from 1991, and our October 2024 city centre traffic survey.

3.1 Ouse Bridge Annual Survey

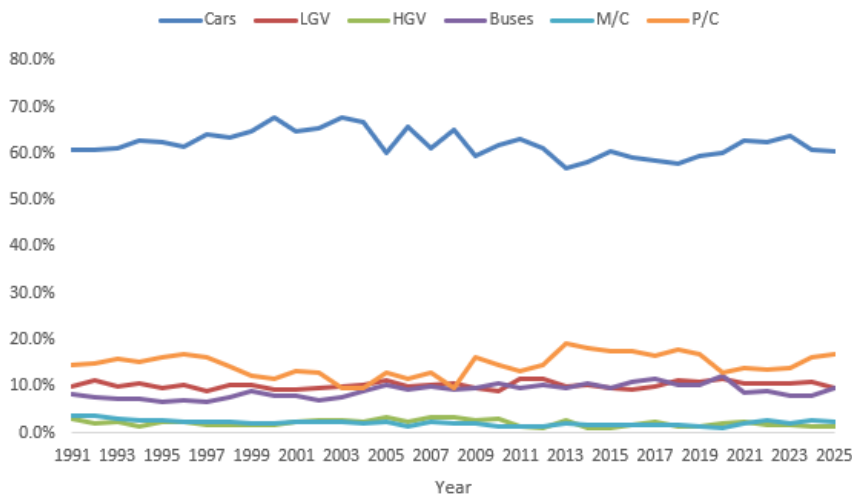
Ouse Bridge two-way 12-hour traffic volume has declined 40% from 1991 to 2025. In 1991 there were 14000 vehicles, this declined to 8500 in 2025.

Chart 8 - Ouse Bridge Traffic Volume 1991 to 2025



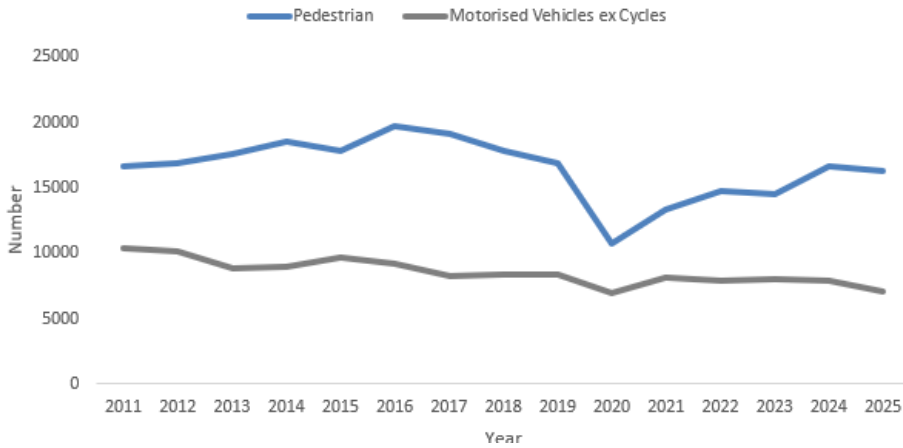
Mode share has been consistent. Car mode share including taxis has fluctuated around 60%, with buses around 9%. M/C is motorcycles and P/C is pedal cycles.

Chart 9 - Ouse Bridge Mode Share 1991 to 2025



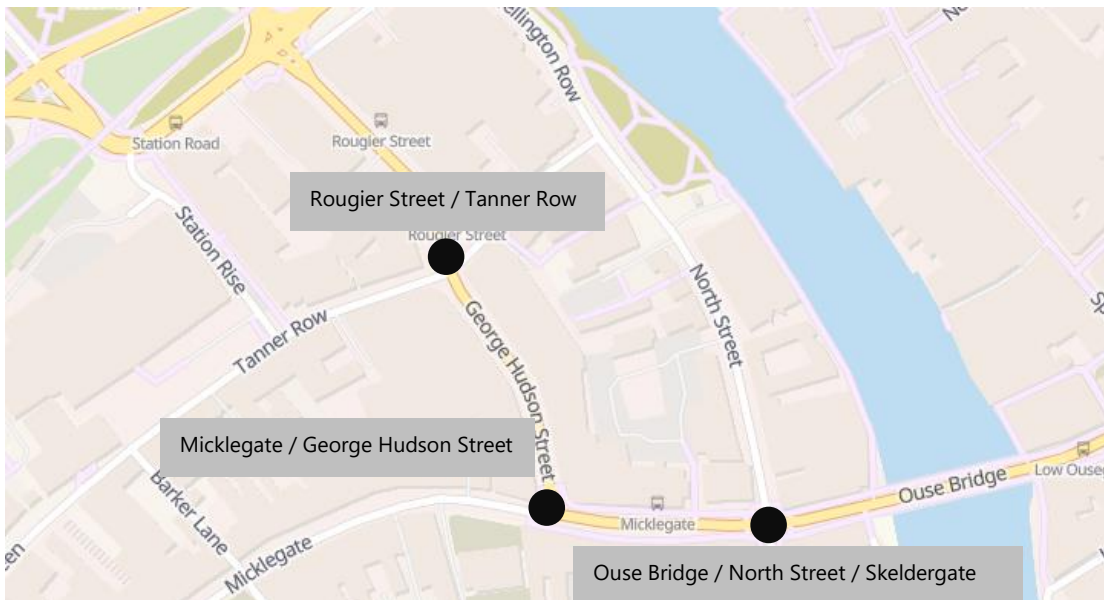
Pedestrians far outnumber motorised vehicles across Ouse Bridge. In 2025 there were 16,305 pedestrians compared to 7,040 vehicles. Pedestrian volume (shown in blue on Chart 10) has fluctuated between 2011 and 2025. Pedestrian flows in 2025 are 3% lower than in 2011, essentially unchanged. During this time vehicle flows declined by 54%.

Chart 10 - Ouse Bridge Pedestrian and Vehicle Flows 2011 to 2025



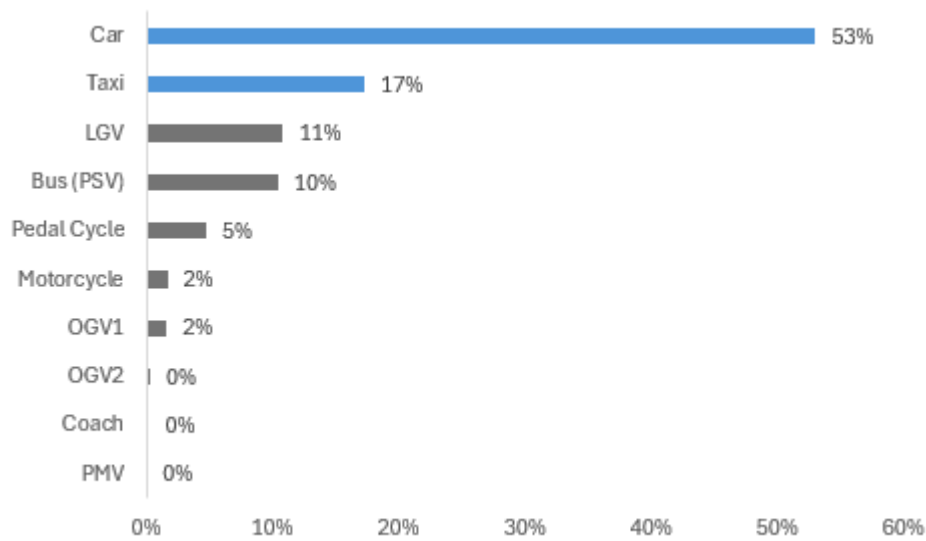
3.2 2024 Mode Share Survey Results

We commissioned a manual classified survey data in the City Centre in October 2024. We have interrogated this data over 12 hours 0700-1900 to determine mode share on Rougier Route at three locations.



3.3 Rougier Street Tanner Row

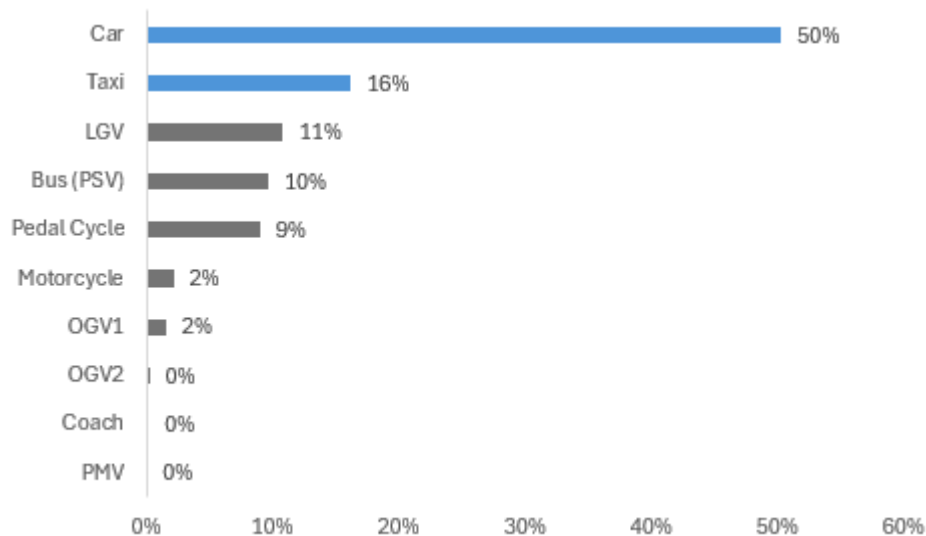
Chart 11 – Rougier Street Tanner Row Mode Split



Cars (53%) and Taxi (17%) account for 70% of vehicles through the junction with buses accounting for 10%.

3.4 Micklegate George Hudson Street

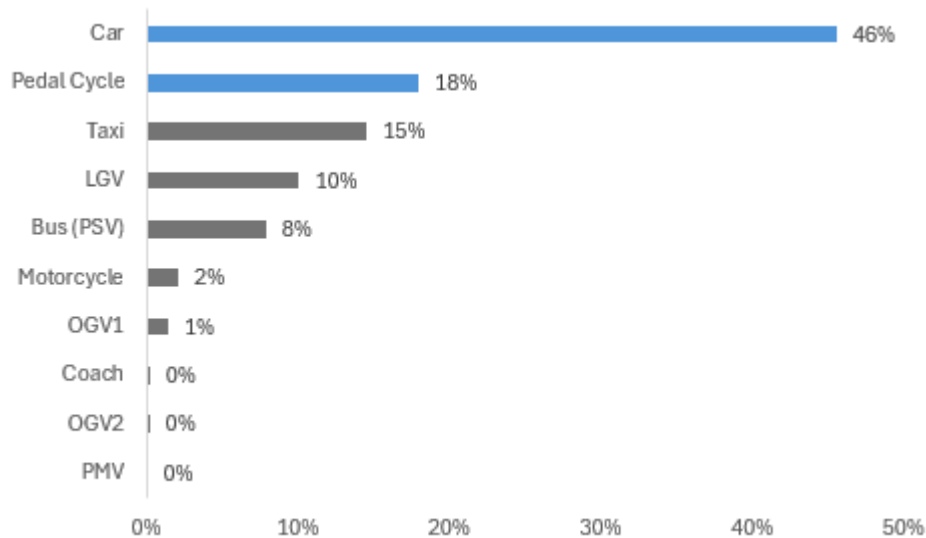
Chart 12 – Micklegate George Hudson Street Mode Split



Cars (50%) and Taxi (16%) account for 66% of vehicles through the junction with buses accounting for 10%.

3.5 Ouse Bridge / North Street / Micklegate / Skeldergate

Chart 13 – Ouse Bridge / North Street / Micklegate / Skeldergate Mode Split



Cars (46%) and Taxi (15%) account for 61% of vehicles through the junction with buses accounting for 8%. Cycle use is 18% at this junction as cyclists travel north and south between Skeldergate and North Street. Taxi percentages rise on a Saturday to 21% eastbound and 29% westbound passing through this junction.

4 Model Context

Our transport model has been developed in accordance with Department for Transport Guidance. Our model, like all models, is a simplification of the real world.

The model includes public transport demand (the trips people make) and the public transport supply (bus and rail services).

The model includes private vehicle demand cars, light good vehicles and heavy good vehicles and the highway network.

Our “base” model represents a typical day in 2024 from a traffic neutral month. Traffic conditions of course vary by time of year, for example during Christmas Markets, school holidays, race days or when roadworks are active.

4.1.1 What we cannot model

We modelled a scenario of the Rougier Route trial in the near future and compared it to a scenario without the Rougier Route trial. See section 4.2.1.1 for more details.

We accounted for known changes in the transport network. We cannot account for unexpected events. These include utility works which we see

frequently in York, can have significant impacts on short term travel behaviour. Other impacts include the changes the economy or events that change either the cost of travel such as increases or decreases in fuel price; added to this, Government bus travel subsidies could increase or decrease.

We have not accounted for how bus operators may respond to the Rougier Route. Should the project be approved, once journey times have been monitored and have settled, we expect that bus operators will run quicker timetabled services to take advantage of consistent travel times on Rougier Route.

4.2 Methodology

4.2.1 Base Year and Revalidation

Our Strategic Model was built with a 2019 base year according to guidance set out in Department for Transport (DfT) Transport Assessment Guidance (TAG).

We decided to revalidate the model with a focus on Yorks City Centre where the Rougier Route scheme will be.

We commissioned manual classified counts in Yorks City Centre in October 2024 we used those counts to revalidate the model in the morning and afternoon peak.

We recorded data from three mid-weekdays in October. We monitored journey times across our network over the survey period. We compared the survey days journey times against typical neutral month journey times. We used the count data from the day that was closest to a typical journey time.

4.2.1.1 Model Scenarios

We use model scenarios to assess the impact of a scheme. In this instance by comparing a scenario without Rougier Route and with Rougier Route.

We modelled the scheme using our morning peak 0800-0900 and afternoon peak 1700-1800 models.

For this assessment the following scenarios were created.

<p>2024 Base Year Models (morning and afternoon)</p>	<p>This was developed to reflect the highway network in October 2024.</p> <p>This scenario is the basis for additional scenarios.</p> <p>The model includes changes to the highway network since 2019 for example:</p>
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	<ul style="list-style-type: none"> • Groves Low Traffic Neighbourhood; • Blossom Street / Queen Street / Nunnery Lane new signal times; • The temporary traffic signals on Leeman Road.
<p>Do Minimum Scenario (DM) (morning and afternoon)</p>	<p>This scenario accounts for committed projects or changes to the transport network.</p> <p>The Do Minimum (Do Min) scenario includes:</p> <ul style="list-style-type: none"> • York Central Spine Road • Government Hub at York Central with car demand as set out in the planning application • York Station turn-around loop for buses and adjustment to bus routes, York Station Car Park • Closure of Castle Car Park, with car trips redistributed to other city centre car parks
<p>Rougier Route Trial Scenario (morning and afternoon)</p>	<p>This scenario is the DM scenario plus the Trial Rougier Route scheme.</p>

4.2.2 Demand Response

It is difficult to accurately forecast how the numbers of people travelling by each mode of transport could change in response to Rougier Route. We did implement a process, to model, how car trips could change in response to the Rougier Route Scheme. This is called variable demand modelling.

People may respond in several ways, some may not change their travel behaviour at all, some may travel by a different mode of transport for example bus or walk, travel to a different location, change the time they travel, travel less or more frequently. It is possible to model this behaviour in an aggregate way, but the circumstances of each individual, cannot be modelled.

We created an own cost elasticity model following Department for Transport Guidance. This is the simplest functional form of an elasticity model. It assumes that changes in the demand for travel between two

points, can be estimated, by a function of the change in travel costs between two locations.

The elasticity model was applied to car user classes only. LGV and HGV trips were not affected as set out in Transport Analysis Guidance Unit M2.1 Appendix A.

We did not develop a cross-elasticity model, where travel demand can change in response to changes in car and bus travel time, we opted to have an own cost elasticity model instead.

We expect a greater demand response than we have modelled.

5 Key Findings

To understand the potential impact of the Rougier Route Scheme on our highway network we undertook a transport modelling assessment. We assessed the scheme in our “strategic” transport model of York, in the morning peak between 0800-0900 and the afternoon peak between 1700-1800.

We wanted to understand:

- Where could private vehicles re-distribute to?
- What impact may Rougier Route have on private vehicle times?
- What is the likely impact on bus journey times?
- How could private vehicle demand change in response to the scheme?
- How many vehicle trips will remain on Rougier Street and Ouse Bridge?

5.1.1 Where could private vehicles re-distribute to?

The primary diversion route for drivers is on the Inner Ring Road in both directions between Queen Street, Nunnery Lane and Skeldergate Bridge.

Modelled vehicle flows increase on Skeldergate Bridge Eastbound in the morning by 22% (170 vehicles in one hour), in the afternoon by 23% (165 vehicles in one hour). In the Westbound direction, flows increase by 18% (125 vehicles in one hour) in the morning and 14% (165 vehicles in one hour) in the afternoon.

A smaller number of drivers use Bishopthorpe Road southbound and Scarcroft Road westbound to avoid Nunnery lane. Modelled vehicle flows on Bishopthorpe Road southbound increase by 10% (50 vehicles) in the morning and 13% (95 vehicles) in the afternoon.

Some vehicles divert to Gillygate, Lord Mayors Walk and Foss Islands Road in the morning peak. On Gillygate in the morning, northbound modelled flows increase by 10% (40 vehicles), and southbound by 7% (30 vehicles). In the afternoon the change is not significant; flows change by 2% northbound and 1% southbound.

Not all vehicles that currently use Rougier Route would divert from its entire length. Drivers can still use Rougier Street to access Tanner Row west and Toft Green. From our 2024 survey over 12-hours 11% of traffic travelling south on Rougier Street turn right into Tanner west. 20% of westbound traffic on Ouse Bridge turns either to North Street or onto Skeldergate, which will still be possible with the scheme in place.

5.1.2 What is the likely impact of Rougier Route on private vehicle journey times?

Most private vehicle trips in York will be unaffected by the Rougier Route trial.

We compared journey times for each trip that took place within Yorks Highway Boundary. For each trip we calculated the journey time difference between the Rougier Route Scenario and the Do-Minimum Scenario.

In the morning peak 92% journeys changed were in practical terms unchanged, being between 30 seconds quicker or 30 seconds slower. In the afternoon this is true for 71% of trips.

In the morning only 3% of trips increased by more than 1 minute and in the afternoon 9%.

Chart 14 - % Trips by change in travel time with Rougier Route in place

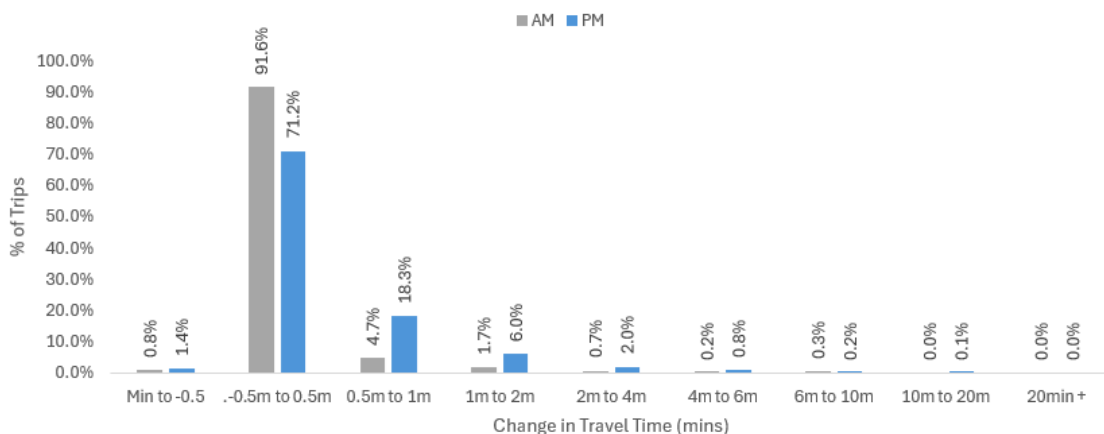


Table 4 shows modelled journey time changes in our City Centre. Journeys that use one of or travel near to Queen Street, Nunnery Lane, Skeldergate Bridge will likely be affected.

The largest increase in private car journey times occur on the inner ring road between Museum Street > Station Road > Nunnery Lane > Skeldergate Bridge because this is the main diversion route from Rougier Route.

Table 4 Inner Ring Road Journey Time Changes (minutes : seconds)

Inner Ring Road Section	Morning		Afternoon	
	Journey time Change (mm:ss)	% Change	Journey time Change (mm:ss)	% Change
Blossom Street Station Road to Museum Street	00:50	8%	01:20	14%
Museum Street Station Road to Blossom Street	01:10	17%	02:10	31%
Blossom Street Skeldergate Bridge Tower Street	1:50	23%	01:50	25%
Tower Street Skeldergate Bridge to Blossom Street	01:30	28%	01:10	19%

5.1.3 What is the likely impact of Rougier Route on Bus journey times?

The modelled journey time for bus passengers on the Rougier Route to Tower Bridge improves by 30% in the morning and afternoon, and 15% in the opposite direction. The modelled journey time is sensitive to signal times at:

- Skeldergate / North Street / Micklegate,
- Micklegate / George Hudson Street,
- George Hudson Street / Tanner Row and
- Lendal Gyrotory signal time.

Different signal times will result in different journey times along Rougier Route.

Table 5 Rougier Route Modelled Journey Time Changes (minutes : seconds)

Inner Ring Road Section	Morning		Afternoon	
	Journey time	% Change	Journey time Change (mm:ss)	% Change

	Change (mm:ss)			
Rougier Ouse Bridge to Tower Street	-01:20	-32%	-01:00	-26%
Tower Street Ouse Bridge to Rougier Street	-00:30	-15%	-00:30	-15%

The Rougier Route journey time will be close to free flow journey times throughout the day, rather than being unpredictable, as it is currently.

We looked at free flow journey times between 20:00 and 07:00 when traffic flows are low. Free flow conditions are a proxy for the journey times we believe will occur with Rougier Route trial in place. We compared those times to the most congested journey times. We found there could be up to a 4 minute journey time saving between Tower Street at Rougier Street and close to 2 minute journey time saving between Rougier Route and Tower Street.

We found Friday journey times were particularly volatile. The average Friday 0700-1800 journey time from Tower Street to Rougier Street was 390 seconds. The 75th percentile journey time was 520 seconds. The average journey time Monday to Thursday was 225 seconds.

This would be a significant benefit to bus passengers. Bus operators have a window of tolerance set by the Office of the Traffic Commissioner. Bus services should depart from timing points up to 1 minute early and 5 minutes late, and 95% of registered services need to operate within this window.

The Office of the Traffic Commissioner has legal powers under the Transport Act 2000 to fine or otherwise penalise operators who fail to meet expected standards. Any fine is subject to a public enquiry at which the operators may provide mitigating evidence in their defence.

To meet this obligation bus operators must account for likely worst case travel time.

If the journey time is consistent, bus operators can reduce the slack in the timetable and run quicker, more reliable services which we know is one of the major barriers to people deciding to take the bus.

5.1.4 How could private vehicle demand change in response to the scheme?

We created a variable demand model based on Department for Transport guidance. This is an “own cost” elasticity model. Whereby the number of car trips increases or decreases in response to change in

travel time. If travel time increases car trips reduce and if travel time decreases car trips increase.

Given that in the city centre car journey times increase and bus journey times decrease we expect a greater demand response than we have modelled; we expect that as we make buses more reliable, more people will take one, and with one double decker bus able to take around 75 passengers, the potential to reduce private cars is significant, especially bearing in mind York's short, narrow streets which fill quickly and easily.

Our demand model concluded that in the morning peak car demand would fall by 95 trips (-0.46% of all trips within York), and by 135 (-0.57%) in the afternoon peak.

We made an adjustment to the variable demand calculation to account for increased parking changes in York and improved park and ride services. These changes cannot be directly accounted for in our transport model. We applied a 30% uplift to the demand response. This reduced morning demand by 28 vehicles and afternoon demand by 40 vehicles. The morning car trips have reduced by 122 and in the afternoon by 175.

Though this is a relatively small percentage change in total car trips in York this is a reduction in every morning and afternoon peak period. Over a week there could be 610 fewer trips in the morning peaks and 875 fewer trips in the afternoon peaks. There would also be a reduction in the inter-peak period from 0900-1700, and during the weekends.

5.2 How many vehicle trips will remain on Rougier Street and Ouse Bridge?

Through trips from Rougier Street to George Hudson Street to Micklegate Lower will not be possible for general vehicle traffic. However, drivers can still use Rougier Street and Ouse Bridge.

5.2.1 Rougier Street Southbound

From our 2024 survey over 12 hours 3120 vehicles (excluding bus, motorcycles & cycles) travelled south on Rougier Street of which 11% (355) turned right into Tanner Row west. These drivers would still be able to turn right into Tanner Row with the scheme in place.

5.2.2 Rougier Route Northbound

3230 vehicles travelled north on Rougier Street. 20% of these vehicles reached Rougier Street from Tanner Row or Micklegate. 420 turned left from Tanner Row and 245 turned left from Micklegate onto George Hudson Street. These drivers could still turn left onto George Hudson Street from Micklegate and would be joined by the drivers who entered Tanner Row west from Rougier Street.

5.2.3 Ouse Bridge Eastbound

3520 vehicles crossed Ouse Bridge westbound on the day of our survey, of which 7% came from North Street or Skeldergate. We would expect that these drivers could make these journeys in the future as they do now.

5.2.4 Ouse Bridge Westbound

3300 vehicles travelled west over Ouse Bridge, 20% of these vehicles turned into North Street or Skeldergate. These drivers could make these turns with the scheme in place.

We cannot model qualitative impacts on other modes of travel for example the positive impact on cyclists or pedestrians from less traffic on Rougier Route, or improved air quality.

The transport model like all transport models in the UK is based on Zones which represent Origins and Destinations. The zones use census zones in our case Lower Super Output Areas. This is an unavoidable simplification of how people travel to and from an origin.

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City of York Council and Centre for Applied Human Rights

Human Rights and Equality Assessment Tool (HREA)

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

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

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

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

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

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

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

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

Who is submitting the proposal?

Directorate	City Development		
Service Area	Transport and Highways - Transport Policy & Sustainable Travel		
Name of proposal	Rougier Route		
Lead Officer	Tom Horner		
Date Assessment Started	19/11/2025		
Date Assessment Completed	Ongoing		
Names of those who contributed to the assessment			
Name	Job Title	Organisation	Area of Expertise
Tom Horner	Head of Transport Policy & Travel Behaviour	CYC	Sustainable Travel
Ian Boddice	Senior Project Manager	CYC	Major Projects Delivery
Lara Thornton	Communications Manager	CYC	Communications & Engagement

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal
	<p>Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.</p> <p>The main purpose of the proposal seeks to shorten bus journey times into and through York City Centre and to make those journeys more reliable. This is important to ensure as many people as possible use the bus, which then improves the environment and frees up space on the roads for the people who really need to use them.</p> <p>Several ideas and options have been looked at. The proposal is a trial of a bus lane and two bus gates (parts of road that only buses and other selected vehicles can use) for 18 months. The bus lanes and bus gates will be located on George Hudson Street (southbound) and Lower Micklegate (both ways). In addition to the bus gates, three further camera enforced locations are proposed at Victoria Bar, on Fetter Lane and on Tanner Row (between Rougier Street and North Street) to protect residential areas from cut through traffic.</p> <p>The proposal has been modified following public consultation to allow buses, emergency services, Blue Badge holders and Hackney Carriages through the bus lane and bus gates. Local residents, business owners and local permit holders only would be allowed through the camera enforced locations at Victoria Bar, Fetter Lane and the section of Tanner Row between Rougier Street and North Street.</p> <p>The report requests funding approval, delegates responsibility to the Director of City Development to implement the project and to amend the conditions of the Experimental Traffic Order and updates the Council's Parking and Moving Traffic Offences Enforcement Policy.</p>
1.2	Are there any external considerations?
	Legislation / government directive / codes of practice etc.

The Council is under a duty contained in section 16 of the Traffic Management Act 2004 to manage its road network with a view to securing the expeditious movement of traffic on that network, so far as may be reasonably practicable while having regard to their other obligations, policies and objectives. This is called the network management duty and includes any actions the Council may take in performing that duty which contribute for securing the more efficient use of their road network or for the avoidance, elimination or reduction of road congestion (or other disruption to the movement of traffic) on their road network. It may involve the exercise of any power to regulate or coordinate the uses made of any road (or part of a road) in its road network.

In exercising functions under the Road Traffic Regulation Act 1984, the Council must consider the criteria within Section 122 of that Act 1984 and, in particular, the duty to make decisions in accordance with s.122 so far as practicable having regard to the matters in s.122(2) to “secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. The matters set out in s.122(2) are:

- a) the desirability of securing and maintaining reasonable access to premises;
- b) the effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- b) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);
- c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- d) any other matters appearing to the local authority to be relevant.

The proposed bus priority is an integral part of City of York Council’s Bus Service Improvement Plan and the City of York Local Transport Plan.

Bus Operators Traffic Commissioners Code of Conduct - “The Traffic Commissioner’s “window of tolerance” for local bus services in England and Wales requires 95% of services to operate within a specific timeframe: **no more than 1 minute early and 5 minutes late.**”

1.3 Who are the stakeholders and what are their interests?

Consider both internal and external stakeholders.

Blue badge holders – interested in accessing the City Centre and areas where Blue Badge holders can park.

Disabled people who use the corridor – interested in changes to road layouts, cycling facilities and wider improvements.

Local residents – interested in the potential impacts of cut through traffic in their local area and how they will undertake their journeys if there are changes to the operation of the road network and any local improvements to be made.

Wider York residents – interested in changes to routes they can travel on

Taxi companies and Hackney Carriage licence holders – interested in how the routes available to them to use may change and potential impacts on their customers.

Taxi users – interested in how their journeys may change.

Businesses with a frontage onto the bus lane/bus gated area – interested in their servicing arrangements and any changes to accessing their business and potential impacts on their customers.

Businesses in the wider area - interested in any changes to accessing their business and potential impacts on their customers.

Bus Users – interested in changes that will benefit/change their journeys.

Bus operators – interesting in changes to the road network and potential journey time and reliability improvements.

Major engagement has taken place on the proposal from initial stakeholder conversations to understand the priorities of key groups, to speaking in person with members of public through two rounds of consultation. The consultation report annexed to the report considered consultation responses in detail.

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

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

The proposal aims to increase the number and proportion of bus users in city to help free up road space for those who really need to use it. Shorter bus journey times and better reliability of bus service are important factors in people's choice of whether to take the bus or travel by other means. Bus operators currently have to 'pad out' with extra time to make sure they are compliant with the requirements of the Traffic Commissioner. Reducing through traffic on one of York's busiest bus corridors should enable buses to have a consistent, quicker journey, therefore increasing passengers.

The project directly contributes to three priorities in the Council Plan. These are;

1. Health & Wellbeing. The project could have significant road safety benefits along the corridor as well as enabling more active travel and improving air quality.
2. Sustainability. Reducing bus journey times on the Rougier Street – Micklegate – Tower Street corridor will make bus travel more attractive, enabling a shift away from car use, which will in turn reduce congestion in the city. Mode shift towards public transport also strongly contributes towards reducing carbon emissions from transport and helps the Council meet its net zero target.
3. Economic. A safer environment for pedestrians, wheelchair users, wheelers and cyclists will help to connect the eastern and western sides of the river, linking the footstreets to Bishophill and increasing footfall on Micklegate and Tower Street. A more reliable bus service will attract more people to travel by bus to the city centre, alleviating congestion.

Step 2 – Resources utilised

3.1	What sources of data, evidence and consultation feedback have you used to help understand the impact of the proposal on equality rights and human rights?	
	Please consider a range of sources, including consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	Source of data / supporting evidence	Reason for using this source
	Stakeholder engagement in advance of public consultation, including York Access Forum	To understand the initial views of key people and groups across the city to inform the proposal presented in the public consultation
	Stakeholder engagement during public consultation, including York Access Forum	To understand the views of key people and groups across the city with regard to the detail of the proposal and any issues with its implementation
	Public consultation responses (in person and online)	To understand views on the project from a wide range of people across the city
	Dedicated session with young SEND students	To understand the impacts of delayed bus journeys on young people in the city
	Further conversations with the Bishophill community	To identify any access barriers or further issues with the project following refinement of the proposals after the initial public consultation
	Our Big Transport Conversation data and information	To provide data on the strategic approach that respondents felt the Council should be taking – improving buses across the city emerged as a key priority.
The case for faster buses, Confederation of Passenger Transport, 2026.	Research report provides data on the impact of speeding up bus journeys.	

	Why are we waiting? Disabled people's experiences of travelling by bus. Bus users UK, 2024.	Research report identifying challenges associated with bus travel, includes themes around the impact of bus unreliability
	Traffic Survey Data	To understand current traffic flows
	Satellite Navigation Journey Time data	To understand current journey times
	Traffic modelling outputs	To estimate the impact of traffic flows and journey times as a result of the proposal
	Photographic survey and bus journey video analysis	Determine extent of issues with congestion affecting the route

Step 3 – Screening the impacts or effects.

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

Step 3.1 Table 1 – Screening the impacts or effects

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

Right to education***	N	N	N	N	N	N	N	N	N	N	N	N	N	N
Right to free elections***	N	N	N	N	N	N	N	N	N	N	N	N	N	N
Right to housing***	N	N	N	N	N	N	N	N	N	N	N	N	N	N

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Step 3.2 Table 2 – Assessing the impact of your proposal

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

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

Rights clashes and restrictions

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

Use the following guidance to inform your responses:

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

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

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

Table 2

Protected Characteristics or Human Rights	Key findings / impacts	Positive (+) Negative (-) (Neutral (0)	High (H) Medium (M) Low (L)
Age	The 2024 National Travel survey identifies that young people, particularly those between 17 and 20 make the most bus journeys. Young people should therefore benefit most from reduced bus journey times and better reliability.	+	M
Disability	<p>The original proposal did not include access through the bus gate for Blue Badge holders – we heard through the consultation that this was an important priority for disabled people and have amended the project to include Blue Badge holder access through the main bus gates. This will provide easier access to York City Centre for Blue Badge holders than non Blue Badge holders.</p> <p>We also heard from disabled residents in the Bishophill area about the importance of access into their home streets and have modified the initial proposal to enable easier access in Bishophill and between Micklegate and the Bishophill area for residents and their carers.</p> <p>Additional segregated cycling infrastructure on Micklegate and Toft Green/Tanner Row will provide dedicated infrastructure for disabled cyclists. Longer term, the one-way loop around Toft Green and Micklegate could enable widened pavements.</p> <p>Hackney carriages are proposed to be allowed through the bus gates and along the bus lane – this should be advantageous for disabled</p>	+	M

	people who do not own their own vehicle and cannot use the bus. For those who use private hire taxis, some selected journeys may increase in journey time and price. The project team will work with Private Hire taxi firms throughout the trial to evaluate and understand this impact.		
Gender reassignment	No findings	0	
Marriage and Civil Partnership	No findings	0	
Pregnancy and Maternity	No findings	0	
Race	No findings	0	
Religion and Belief	No findings	0	
Sex	The 2024 National Travel Survey identifies that women are more likely to use the bus than men – improving the reliability of buses and reducing their journey times will provide significant benefit to bus users in future.	+	M
Sexual Orientation	No findings	0	

Other social – economic groups			
Carer	No findings	0	
Care Leavers	No findings	0	
Low income groups	Department for Transport Annual Bus Statistics show that people in the lowest income quintile make roughly 2.5 times more local bus trips per year (around 67 trips) than those in the highest income quintile (around 25 trips). Low income groups should therefore benefit from improve bus reliability and shorter journey times.	+	M
Veterans and armed Forces	No findings	0	
Other	No other findings	0	
Human Rights (list any rights impacted)			
n/a			

Step 4 – Gaps in data and knowledge

4.1	What are the main gaps in information and understanding of the impact of your proposal?		
	<p>When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities.</p> <p>Please indicate actions you will take to resolve this gap.</p> <p>As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.</p>		
	Gaps in data or knowledge	Action to deal with this	Date resolved
	Impacts on SEND students	Conversations with Education Access team – these conversations identified a need to engage with parents of SEND students to support them with Blue Badge applications for their regular private hire taxi.	
Exact impact on journey times of affected adjacent routes	Monitor vehicle journey time changes using the Council’s access to TomTom data and regularly review with a view to making changes to the project if required.		
Exact bus journey time reliability improvements are unknown	Monitor bus reliability throughout the trial.		

	Whether any unforeseen specific access issues may occur	Monitor communications channels, provide a dedicated email and option to phone the project team should any local residents or businesses experience any access issues	

Step 5 - Maximising positive impacts

5.1	<p>What has been done to optimise opportunities to advance equality / human rights or foster good relations?</p> <p>Blue badge holders have been allowed access to the proposed bus lane and bus gates on George Hudson Street and Micklegate for the trial period. Extensive consultation has been undertaken and identified that providing access through the bus gates for Blue Badge holders was a priority for York Access Forum and York Disability Rights Forum.</p> <p>The project team will work with the Equalities Officer, York Access Forum and other relevant groups to design the Blue Badge registration process to support the project. This process will be transferable to other projects that the Council is currently working on, such as school streets. It is fully understood that Blue Badge holders will, in many cases, need to register more than one vehicle and that requirement will form part of the process design work.</p> <p>A warning letter will be issued within the first six months – this warning letter can build in text to inform Blue Badge holders from further afield how to register. The project team is also aware that there could be visitors to the area who have a Blue Badge and may not be aware of the registration process and consequently may accidentally travel through the bus gates or along the bus lane several times in one visit to York. This situation will be considered as part of the process design.</p> <p>Detailed engagement with SEND students has enable further wider conversations to be undertaken around transport priorities which can help to inform future strategy and policy work.</p> <p>Hackney Carriages have been recommended to be allowed access through the bus gates and along the bus lane to provide a public transport option for people who cannot use the bus and who need to use accessible vehicles.</p> <p>This HERA will continue to develop and be updated with more information if the project is approved and as the detailed processes develop through the design process.</p>
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Step 6 – Recommendations and conclusions of the assessment

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

	Option Selected	Conclusion / justifications
	Adjust the proposal	The proposal has been adjusted following the public consultation to introduce additional local resident access routes and blue badge holder access through the main bus gates and bus lane on George Hudson Street and Micklegate.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.			
	List below the actions or mitigations that have been identified and who will be responsible to carrying them out. Add as many lines as you need.			
	Impact / Issue	Actions to be taken	Person Responsible	Timescale
	Journey times	Monitoring during trial period	Project Manager	18 months
	Bus journey reliability	Monitoring during trial period	Project Manager	18 months
	Allow blue badge holders through the bus gates/into the bus lane	Create registration process for blue badge holders	Project Manager	January 2026
	Communicate the changes effectively and simply	Create and deliver the communications and engagement plan	Transport Communications Manager	July 2026 – May 2027.

Step 8 - Monitor, review and improve

8.1	How will the impact of your proposal be monitored and improved upon going forward?
	Consider how will you identify the impact of activities on protected characteristics, other marginalised groups and human rights going forward? How will any learning and enhancements be capitalised on and embedded?
	<p>The proposal will be subject to extensive monitoring throughout the 18 month trial period ahead of a decision on whether to the make the project permanent. Monitoring will include;</p> <ul style="list-style-type: none">• Real time bus journey times• Bus reliability information• Wider vehicle journey times• Views of users of the corridor• Further engagement with users of the corridor and key stakeholders (including York Access Forum) and taking into account any feedback received.• Air quality• Road traffic casualties

Appendix A

Equality, Diversity & Inclusion (EDI): Protected characteristics

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

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

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

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

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

Human rights differ from equalities in two main ways:

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

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

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

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

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

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

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

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

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

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

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

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

City of York Council Parking and Moving Traffic Offences Enforcement Policy

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1 Purpose and scope

This policy outlines the principles and procedures for enforcing parking and moving traffic offences within the City of York. It is to be considered within the framework of the Council's overarching enforcement policy (available here:

<https://www.york.gov.uk/business-licences/enforcement-policies-1>).

This policy, focussing on parking and moving traffic offences, aims to:

- Encourage compliance with highway rules for the benefit of all highway users, including disabled people, pedestrians and cyclists;
- Promote road safety and accessibility for all road users;
- Support sustainable transport;
- Reduce congestion and environmental impact; and
- Ensure fair and consistent enforcement action.

2 Policy alignment

This Parking and Moving Traffic Offences Enforcement Policy is closely aligned with the city's Local Transport Strategy (LTS) 2022–2040, which sets out a transformative vision for a healthier, more sustainable, and better-connected York. The Enforcement Policy supports and integrates with the strategy by:

- 1. Supporting climate and environmental goals
The LTS aims to reduce transport-related carbon emissions by 71% by 2030, including a 20% reduction in vehicle miles. Enforcement of parking restrictions and moving traffic offences support this aim by discouraging unnecessary car use, encouraging modal shift to walking, cycling, and public transport and reducing congestion.
- 2. Promoting active and sustainable travel and enabling behaviour change
The strategy prioritises active travel and public transport through infrastructure investment and behavioural change. Enforcement plays a key role by deterring and penalising illegal parking that obstructs footways, bus lanes or cycle routes and supporting schemes like School Streets, bus priority corridors, and Low Traffic Neighbourhoods.
- 3. Enhancing safety and accessibility

The LTS includes objectives to improve safety and personal security and support inclusive mobility. Enforcement contributes by targeting dangerous driving behaviours (e.g. illegal turns, box junction violations) and protecting access for disabled users and emergency services.

3 Legal framework

Enforcement is carried out within the following legal and regulatory framework:

- The Traffic Management Act 2004
- The Road Traffic Regulation Act 1984
- Traffic Signs Regulations and General Directions 2016 (as amended) and related circulars and the Department for Transport's (DfT) Traffic Signs Manuals;
- The Civil Enforcement of Road Traffic Contraventions (Approved Devices, Charging Guidelines and General Provisions) (England) Regulations 2022;
- The Civil Enforcement of Road Traffic Contraventions (Representations and Appeals) (England) Regulations 2022;
- The Civil Enforcement Officers (Wearing of Uniforms) (England) Regulations 2007;
- The Removal and Disposal of Vehicles (Amendment) (England) Regulations 2007;
- The Refuse Disposal (Amenity) Act 1978;
- The Relevant Traffic Regulation Orders (TROs) for the York area.

The Council must also have regard to statutory guidance, including:

- Statutory guidance for local authorities in England on civil enforcement of parking contraventions; and
- Traffic Management Act 2004: statutory guidance for local authorities outside London on civil enforcement of bus lane and moving traffic contraventions.

Civil enforcement powers derived from this legal framework enables the Council to issue Penalty Charge Notices (PCNs) for:

- Parking contraventions, such as parking on yellow lines, zigzag markings, disabled bays, bus stops, taxi ranks, dropped kerbs, ResPark zones without a permit, or paid parking areas without paying, and obstructive parking across driveways or pedestrian dropped kerbs; and

- Moving traffic offences - where civil enforcement is implemented and the required monitoring equipment is in place - including illegal turns, driving in bus lanes, stopping in yellow box junctions, ignoring one-way systems or no entry signs, ignoring access restrictions (such as for pedestrianised areas or School Streets).

Most restrictions enforced using PCNs must have been created through a TRO. Some restrictions do not require a TRO however and can be created simply by placing the necessary traffic signs/road markings, such as bus stop clearways, yellow box junctions, and pedestrian/cycle crossing controlled areas (marked by white zig zags). Some enforcement can be undertaken based on specific circumstances, such as where parking occurs at dropped kerbs.

3.1 TROs and traffic signs

A TRO is a legal document which sets out the Council's intended restrictions, including how and where they apply. Councils must follow a set process to create TROs. This includes a statutory consultation process where objections have to be fully considered (unless restrictions are only temporary).

Signage and markings are then used on the streets to inform drivers of the relevant restrictions. These are required to comply with the Traffic Signs Regulations and General Directions. DfT approval is required where a restriction is not provided for in the national regulations or to use a non-standard traffic sign.

3.2 The Highway Code

All road users should be familiar with the Highway Code, including the rules relating to driving, parking, road markings, and traffic signs. Drivers should also keep up to date with changes to traffic signs, road layouts, and relevant legislation.

3.3 Exemptions, waivers and suspensions

3.3.1 Exemptions

TROs may contain exemptions which are listed within the order and usually indicated on the relevant traffic signs and markings.

3.3.2 Waivers

Where there is no relevant TRO exemption but access or parking is required for a specific purpose (for example a works vehicle), a waiver needs to be obtained in advance from highway.regulation@york.gov.uk.

Waivers are always vehicle specific. If a dispensation is not used in accordance with the waiver's terms and conditions, or for the activity for which it was issued, a PCN may be issued.

3.3.3 Suspensions

Some access restrictions sometimes need to be suspended, usually to enable works to take place, for example where a one-way street needs to be closed. This is usually indicated by temporary traffic signs and road users must abide by those signs.

There are also occasions when parking bays must be suspended – usually to enable works to be carried out.

Suspension applications will generally be considered for reasons such as:

- Highway maintenance and utility works;
- Maintenance of adjacent property where highway access is required for deliveries, essential vehicles, skips, etc;
- Maintenance of trees;
- Police request;
- Events (on the highway or on adjacent land); and
- Filming.

We will not suspend bays which are usually available to the public or residents to provide parking for specific vehicles unless they are essential for works in the suspended area.

Where a parking suspension is granted, signs are placed to deter parking in the suspended area, but we are not able to guarantee that vehicles will not park there. Our enforcement team can be contacted to report vehicles. Vehicles seen by the Civil Enforcement Officers parked in contravention of a suspension may receive PCNs and vehicles may be removed if required.

4 Enforcement approach

Enforcement is generally data and risk- led, prioritising locations where there are identified safety concerns, persistent accessibility issues, congested areas or persistent non-compliance issues.

4.1 Enforcement objectives

Enforcement is carried out at locations where restrictions are correctly signed, and a Traffic Regulation Order (TRO) is in place (where required).

The Council's enforcement activity aims to:

- Support the needs of disabled people, including those who rely on the use of a vehicle;
- Discourage parking, which is dangerous or obstructs access for disabled people, pedestrians, cyclists, and other drivers;
- Support the objectives and policies set out in the Local Transport Strategy, including encouraging the use of sustainable and active transport modes; improving the quality and accessibility of public transport and bus journey times, supporting high streets and local centres, balancing the needs of different road users, including vehicles required for deliveries;
- Meet the authority's duties under the Traffic Management Act 2004, to secure the expeditious movement of traffic, so far as may be reasonably practicable having regard to their other obligations, policies and objectives;
- Deliver the objectives of specific parking and traffic management schemes (such as pedestrianised areas, low traffic neighbourhoods, and School Streets);
- Improve compliance with parking and traffic restrictions - issuing PCNs acts as a deterrent but the aim is to inform the public of restrictions and provide advice to support compliance to reduce the need for enforcement.

4.2 Enforcement priorities

When planning enforcement activities, the Council must prioritise funding and resource allocation against the objectives set out above. This applies to fixed camera enforcement, mobile camera enforcement, and CEOs observing contraventions.

. Different restrictions and locations may be prioritised at different times. For example, areas near schools are usually prioritised at school start and finish times. Areas near the stadium or other large venues and events are more likely to be prioritised when events take place.

To cover different areas throughout the city, officers are assigned routes to patrol on foot or by car. These are kept under review to enable some flexibility for the enforcement team to address hot spots areas or new issues which have been reported by residents and customers, local councillors or other stakeholders such as emergency services, bus operators, waste collection teams, etc.

Restrictions and areas which are generally considered enforcement priorities include:

- Moving traffic restrictions which have been prioritised for camera enforcement;
- Red routes, stopping and loading restrictions on key corridors and junctions;
- Bus lanes/gates and key bus stop locations;
- Designated Blue Badge parking spaces and suspected Blue Badge misuse;
- Restrictions in school areas at school start and finish times;
- Mandatory cycle lanes;
- Tactile crossing points;
- Restrictions linked to events (including temporary restrictions); and
- Temporary restrictions for works such as highway maintenance and utility works.

4.3 How to report issues

Illegal parking can be reported via the Parking Hotline (0800 1381119), which operates daily between 8am to 9pm. Serious obstructions should be reported to North Yorkshire Police (using the non-emergency 101 number).

Additional information on how to report issues is available here:

<https://www.york.gov.uk/parking-tickets-enforcement-1/parking-enforcement>

4.4 Parking enforcement approach

4.4.1 Grace periods and observation periods

Civil Enforcement Officers (CEOs) may observe vehicles for a period of time before issuing a Penalty Charge Notice (PCN) in order to establish whether an exemption may

apply, such as loading/unloading or passengers boarding or alighting. Observation periods may vary depending on the restriction, location, road safety considerations, and the nature of the contravention.

A statutory grace period is different from an observation period. Where required by legislation, a grace period will be applied before a PCN is issued to a vehicle which has remained parked after a permitted parking period has expired.

Observation periods are discretionary and are not required in all circumstances. Some restrictions, including bus stops, school keep clear markings, pedestrian crossing zig-zags, taxi ranks, mandatory cycle lanes, clearways, and certain moving traffic restrictions, may be enforced immediately where a contravention is identified.

4.4.2 Picking up and setting down passengers

The Council recognises that restrictions on waiting do not generally prevent vehicles from stopping for as long as is reasonably necessary to allow passengers to board or alight.

This may include reasonable assistance for elderly, disabled, or vulnerable passengers, where genuinely necessary. However, the exemption does not normally extend to leaving a vehicle unattended while accompanying passengers into premises, including schools, nurseries, or other buildings.

The exemption does not normally apply where waiting, loading, or stopping restrictions prohibit stopping, or where a vehicle is parked for longer than reasonably necessary.

4.4.3 Broken down vehicles

A vehicle which has broken down may not be issued with a PCN where satisfactory evidence is provided demonstrating that the vehicle could not reasonably be moved.

Drivers should arrange recovery as soon as reasonably practicable. The Council may request supporting evidence, such as recovery invoices or garage documentation.

4.4.4 Multiple PCNs

Where a vehicle remains stationary in contravention at the same location, the Council will generally avoid issuing multiple PCNs within the same 24-hour period unless:

- the vehicle has been moved and returned;
- a different contravention occurs;
- the restriction changes; or
- further enforcement action is considered necessary and proportionate.

4.4.5 Warning notices and new restrictions

Where new parking or traffic restrictions are introduced, or where restrictions are significantly amended, the Council may initially issue warning notices rather than PCNs for a temporary period.

The use and duration of warning notices will depend on the nature of the restriction, road safety considerations, compliance levels, and operational requirements.

4.4.6 Statutory undertakers and utility works

The Council recognises that statutory undertakers and contractors carrying out highway, utility, telecommunications, or other essential works may need to stop in restricted areas while undertaking their statutory duties.

Vehicles must still be parked safely and with reasonable regard to other road users. Evidence may be requested where necessary to confirm that works were actively being undertaken.

4.4.7 Carers and medical circumstances

The Council recognises that carers and those assisting elderly, disabled, or otherwise vulnerable persons may sometimes need to stop for short periods while providing essential assistance.

CEOs and back-office staff may consider the circumstances of each case and discretion may be exercised where appropriate, taking account of factors such as the nature of the restriction, road safety considerations, whether obstruction was caused, the duration of the stop, whether the vehicle was attended, and any supporting evidence provided.

This does not provide a general exemption from parking or traffic restrictions and vehicles must not be parked in a manner which causes danger, obstruction, or significant disruption to other road users.

The Council also operates permit schemes and other parking arrangements which may assist some carers and regular visitors, subject to eligibility criteria and applicable charges. Further information is available on the Council's website.

4.4.8 Exercise of discretion

The Council recognises that each case must be considered on its individual circumstances.

CEOs and back-office staff may exercise discretion where appropriate and proportionate, taking account of relevant legislation, statutory guidance, the available evidence, public safety, and the wider public interest.

The exercise of discretion does not create an entitlement to cancellation, and each case will be considered on its own merits.

4.4.9 Loading activity

Some loading activities may be exempt from the enforcement of parking restrictions, where loading restrictions are not in force, provided certain criteria are met. Each case is considered on its own merits, and all relevant circumstances are considered, taking into account the commonly used CHART principles:

- C – continuous: The motorist should not break off the activity of loading or unloading. However, this does not infer that activities such as completing paperwork or locating the goods in the premises are not part of the loading or unloading process.
- H - heavy goods: The goods that are being loaded or unloaded must be of a weight or bulk so that they cannot reasonably be transported without a vehicle and/or of a type that cannot easily be carried by one person in one trip.

In some circumstances several small or lightweight items delivered in the course of a trade or business may be considered as goods. Shopping may also be classed as goods.

The exemption does not normally apply while goods are being selected, ordered, prepared, or purchased. Activities such as entering a shop or premises to place an order, collect small items, or wait for food preparation are not normally considered loading or unloading for the purposes of parking enforcement.

- A – adjacent: The vehicle must be parked adjacent to where the loading activity is occurring. If the vehicle was parked in another street, more than 50 metres away, it would be difficult to argue that it was adjacent.
- R – reasonable: Unloading vast quantities of goods and taking all day to do it would not be considered reasonable. Where the loading or unloading is likely to take a long time and cause a lot of disruption, the Council should be notified in advance to enable arrangements to be made to accommodate it where possible. The vehicle does not have to be a goods vehicle, but it must be necessary for the activity and not merely convenient to use a vehicle.
- T – timely: The loading or unloading should be completed as quickly as possible.

CEOs may observe a vehicle for a period of time to establish whether loading or unloading activity is taking place. Observation periods are discretionary and may vary depending on the restriction, location, and circumstances observed.

A CEO may issue a Penalty Charge Notice where they reasonably believe a contravention has occurred, including where no loading or unloading activity has been observed.

The statutory grace period only applies in circumstances prescribed by legislation, such as where a vehicle has remained parked in a permitted parking place after the permitted parking period has expired. It does not generally apply to waiting restrictions such as yellow lines, loading restrictions, bus stops, taxi ranks, clearways, mandatory cycle lanes, or similar restrictions where parking is prohibited.

4.4.10 Disabled drivers and passengers

The Council recognises the importance of accessible parking and the role of the Blue Badge scheme in supporting disabled people who rely on access by vehicle.

A Blue Badge may only be displayed when the badge holder is travelling in the vehicle or is being picked up or dropped off by the vehicle. A badge must not be used by another person for their own benefit where the badge holder is not present.

Blue Badges and any required parking clock should be clearly displayed in accordance with the conditions of the scheme so that the relevant details can be inspected from outside the vehicle.

Where time limits apply to Blue Badge parking concessions, the parking clock must be correctly set to show the vehicle's arrival time.

The Council recognises Blue Badges and equivalent disabled parking permits issued outside the United Kingdom, provided they are valid in the country of issue and clearly displayed. Supporting documentation may be requested where appropriate.

Misuse of a Blue Badge may result in enforcement action, and, in some circumstances, badges may be reported to the issuing authority or relevant enforcement agencies for further investigation.

4.4.11 Private roads/land

A road is legally defined for the purposes of traffic regulation as *"any length of highway or other road to which the public has access"*.

Highways are regarded in common law as being land on which all members of the public have a right to pass and re-pass. Different types of highways may be used by different types of traffic. For example, highways which are footpaths provide a public right of passage on foot only.

Highways can be adopted or unadopted – the adoption status only determines who is responsible for maintaining it. Even if an area of highway is unadopted or privately owned, if it is still highway (i.e., all members of the public still have a right to pass over this section of land), then parking restrictions may still apply.

If a vehicle is parked on a section of road where a parking restriction applies, a PCN may be issued.

4.5 Moving traffic enforcement approach

Automatic Number Plate Recognition (ANPR) cameras and other approved camera technologies may be used to enforce moving traffic offences, bus lane restrictions, and other traffic restrictions (as permitted by legislation).

When ANPR enforcement for moving traffic is introduced at a new location, or where restrictions are substantially changed at an existing location, the Council will normally issue warning notices (instead of PCNs) for the first contravention for the first 6 months, in accordance with statutory guidance issued by the Department for Transport. Further

contraventions by the same vehicle at the same location during the first 6 months may result in the issue of a PCN.

In general, when enforcing moving traffic contraventions, directional traffic signs only apply once the sign has been passed. The direction is only active in the area behind the sign. These are referred to as 'positive' instruction signs.

Other moving traffic restrictions may be indicated by road markings, traffic signals, or other prescribed traffic signs.

Enforcement footage should show the sign and the vehicle passing it. However, it is not necessary for the footage to show the front of the sign. The evidence required may vary depending on the type of restriction being enforced.

4.6 Use of CCTV and ANPR

The Council can issue parking, bus lane, bus gate, and moving traffic PCNs for contraventions detected using CCTV and associated recording equipment which meets the requirements for an approved device under relevant legislation.

Parking restrictions which may be enforced using approved devices include:

- In a bus lane where waiting and loading restrictions apply;
- In bus stop clearway or bus stand clearway;
- On 'keep clear' zig-zag markings outside schools;
- On a red route;
- In a mandatory cycle lane, which has waiting or loading restrictions.

Recorded footage and images are reviewed before a PCN is issued to confirm that a contravention has appeared to have occurred and the vehicle details are correct. Where reasonably practical, vehicles that are known to be exempt or authorised are filtered out prior to enforcement action being taken.

PCNs issued using approved devices are generally served by post after the keeper details have been obtained from the DVLA.

4.7 Penalty charges

PCNs range from £50 to £70, depending on the type of contravention. The penalty levels are set nationally.

In accordance with statutory guidance, first-time moving traffic offences detected at newly enforced locations may receive a warning during the initial six-month rollout of new enforcement powers.

4.8 Appeals and Representations

Recipients of PCNs may dispute them through the Council's statutory process.

An informal challenge may be made to the Council before a Notice to Owner is issued.

Following the issue of a Notice to Owner, the recipient or owner may make formal representations to the Council. Representations are considered in line with relevant legislation, statutory guidance, and local policy.

Claims that a CEO has made an error whilst issuing a PCN will be considered as part of the Council's challenge or representation process and a written response will be provided.

Where a challenge or representation is received within the applicable discount period, the Council will normally place the case on hold and suspend further enforcement action whilst challenge or representation is being considered. If the challenge or representation is rejected, the discounted payment period will normally be re-offered for a further period as set out in the response correspondence.

If formal representations are rejected, the Council will issue a Notice of Rejection (NoR). The recipient may then appeal to the Traffic Penalty Tribunal within the period specified in the Notice of Rejection.

Any allegation of misconduct, inappropriate behaviour, or rudeness involving a member of the Council's enforcement team will be investigated in accordance with the Council's relevant internal procedures and codes of conduct. Concerns relating to the conduct or behaviour of enforcement staff will be considered separately from the enforcement process and do not automatically invalidate a PCN.

4.9 Clamping and removal

The Council has powers to immobilise (clamp), relocate or remove vehicles parked in contravention of parking restrictions, in addition to the issue of a PCN.

The Council would generally only immobilise incorrectly parked vehicles when a fourth PCN is issued to a vehicle for which three PCNs have already been issued in the

previous 6 months, and those PCNs haven't been paid, or cancelled following a successful challenge. If a vehicle has been clamped for at least 24 hours, or it is causing an obstruction, it may be removed.

The Council would generally only consider immobilising incorrectly parked vehicles where repeated contraventions have occurred and previous PCNs remain unpaid or outstanding.

Removal without clamping can happen when vehicles are parked:

- causing a major obstruction to traffic or a danger to pedestrians or other road users;
- on a bus stop, taxi rank or clearway where stopping is prohibited;
- in a specially designated reserved parking place (for doctors or Blue Badge holders);
- in a suspended parking place;
- in a loading bay or loading gap;
- where waiting and loading restrictions are in place (including temporary restrictions); or
- when a road is closed.

Vehicles parked in contravention of temporary restrictions associated with events, emergency works, or safety requirements within the city centre may be particularly likely to be relocated or removed where necessary to maintain access, safety, or the operation of the event.

When considering whether a vehicle should be immobilised or removed, the Council will act in accordance with the *“Statutory guidance for local authorities in England on civil enforcement of parking contraventions”*.

The Council may also investigate and remove abandoned vehicles, in line with existing legislation and national guidance.

5 Use of revenue surplus

Income from on-street parking charges and penalty charges must be used in accordance with Section 55 of the Road Traffic Regulation Act 1984. Any surplus income generated from enforcement must be applied towards purposes permitted by the legislation

including transport services, infrastructure, and highway/transport improvements and/or environmental improvements.

6 Review and Monitoring

This policy will be reviewed annually to ensure alignment with:

- Council policies and strategies;
- National legislation and guidance; and]
- Feedback from stakeholders.



Meeting:	Executive
Meeting date:	7 July 2026
Report of:	Pauline Stuchfield, Director of Communities
Portfolio of:	Councillor Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equality, and Inclusion

Fulford Cemetery / Bereavement Services

Subject of Report

1. Fulford Cemetery (the “**Cemetery**”) is the main burial site for the City of York and is open to people of all faiths and from any area (including out of York). There is designated space for commonwealth war graves (official term), infants, and green burials.
2. There is no statutory duty on a local authority to provide burial facilities, but if one should choose to, the management is governed by the Local Authority Cemeteries Order 1977 (the “**Cemeteries Order**”).
3. Previously, City of York Council (“**CYC**”) entered into an agreement Fulford Parish Council (“**FPC**”) on 27 March 2006 (the “**2006 Burial Services Agreement**”), under which CYC had delegated its cemetery and burial functions under Section 214 and Schedule 26 of the Local Government Act 1972 (the “**1972 Act**”) and the Cemeteries Order to FPC, to allow such persons who would have rights of burial within CYC’s district, or the bodies of other inhabitants of CYC’s district, to be brought to the Cemetery for burial but who were not residents within the area of FPC.

4. Under the terms of 2006 Burial Services Agreement, CYC is also liable for 80% of any losses incurred by FPC in their management of the Cemetery on an annual basis. The 2006 Burial Services Agreement commenced on 1 April 2006 and is meant to continue for a period of 50-years until 31 March 2056, unless terminated by either CYC or FPC on no less than 36-months' written notice.
5. FPC also took out a £105,000 Public Works Loan in 2005 for cemetery expansion. The loan is to be repaid over 25 years (up to 2030) and is at 4.4% APR.
6. CYC separately agreed on 27 March 2006 (the “**2006 Loan Repayment Agreement**”) to indemnify all repayments (i.e., fifty half yearly payments of £3,483.46). There are 10 payments left, totalling £34,834.50.
7. On 21 August 2025, CYC entered an agreement with FPC pursuant to Section 101 of the 1972 Act where it was agreed that CYC would temporarily act as managing agent for FPC and discharge certain of FPC’s functions as Local Burial Authority (within the meaning of Section 214 and Schedule 26 of the 1972 Act and the Cemeteries Order) in respect of Fulford Cemetery for a period of 12-months commencing on 1 August 2025 and due to expire on 31 July 2026, in order to stabilise the finances of the burials service for the city and determine future management arrangements for this vital service (the “**2025 Agreement**”). The 2025 Agreement can be terminated at any time by either CYC or FPC on 3-months' written notice.
8. FPC have now formally requested that CYC permanently take over the management of the Cemetery (**Annex 1**). Terms and conditions of the formal request are included at **Annex 2 (exempt from publication)**, including matters relating to the existing legal agreements, transfer of assets, the Cemetery Development Fund, use of the office and staff welfare facilities at the Cemetery Lodge, staffing matters and cemetery records.

9. At the time of writing this report, the 2025 Agreement is about to be extended for a further 12 months, with authority from the Head of Paid Service (Chief Executive), in consultation with the Leader of the Council, to allow both FPC and CYC time to approve, negotiate and agree the terms of any proposed handover and the necessary documentation. Legal Services are currently assisting Bereavement Services with finalising this extension.
10. For the duration of the temporary management arrangements CYC and FPC will continue to work together to deliver service and site improvements for the benefit of everyone who visits the Cemetery.
11. The purpose of the report is to decide whether CYC should accept the proposals and take over the management of the Cemetery from FPC and terminate the 2006 Burial Services Agreement early or consider any other options to minimise the impact on burial ground provision and capacity in York.
12. This decision is needed to determine the options and final recommendation for the long-term sustainability of the Cemetery and is important as CYC's residents expect and deserve a professionally managed cemetery service that safely supports and respects the bereaved and their loved ones in a cost-effective way.

Benefits and Challenges

13. The benefits of accepting FPC offer (subject to negotiations) are:
 - I. long-term commitment to the residents of York for sufficient burial space for the next 50 plus years.
 - II. skilled people managing the site in accordance with the burial laws.
 - III. expert and knowledgeable resource to support income generation across all sites.
 - IV. cross directorate working from other areas of CYC to create and maintain a biodiverse green space.

14. The decision to accept FPC's request would come with financial challenges. Historically, the burial service at the Cemetery operated a small profit. CYC is responsible for 80% of any losses incurred under the terms of the 2006 Burial Services Agreement.

Policy Basis for Decision

15. The York Health and Wellbeing Strategy has one big vision and four big "communities." One of which is "whenever they reach the end of life, people in York die well" however, there is no reference to looking after people after they die. People deserve dignity and respect in death as well as in life. This is important to the health and wellbeing of their families too.
16. One theme of The York Climate Change Strategy is "natural environment," with objectives including increase tree planting with "new parks and woodlands providing green, biodiverse spaces for people and nature to enjoy." The Fulford site provides an opportunity to create biodiversity, with many people choosing to spend time strolling and reflecting in cemeteries. There are opportunities to expand the climate change benefits of both the burial experience and use of the site in the future to meet the council's objectives.
17. Core Policies of the Council Plan:
 - I. Affordability: the opportunity to improve the range of services provided, such as simple burials which will increase options for people who want a burial but cannot afford the cost of a full service.
 - II. Environment: there is an opportunity to create biodiversity at Fulford Cemetery, creating a welcoming and tranquil environment for loved ones and others to visit, reflect and enjoy.

- III. Equalities and Human Rights: everyone deserves dignity in death and families deserve the right to have a professionally managed cemetery in York.
- IV. Health Inequalities: the site and associated activities / developments create opportunities to reduce social isolation, increase volunteering, as well as a new space for walking and reflection which are known to improve wellbeing.

Financial Strategy Implications

18. At present, Bereavement Services operates with a net surplus budget of £1.9m. The transfer of Fulford Cemetery would not require any additional financial resource as the cemetery sets a balanced annual budget. Should the Executive accept the offer, it is proposed that Bereavement Services manage the operation alongside their duties at York Crematorium and Dringhouses closed Cemetery.
19. The table below sets out a draft budget for the next 2 years for the cemetery. It forecasts a positive outturn for 27/28 and reflects inflationary increases as well as minor efficiencies from the consolidation of services.

	Budget	
	26/27	27/28
Expenditure:		
Employees	176,948	144,526
Premises	19,593	20,181
Transport	4,250	4,378
Supplies & Services	29,323	28,603
	230,114	197,687
Income	-230,114	-237,761
Net Budget	0	-40,074

20. Some existing roles within Bereavement Services may have job descriptions re-evaluated due to the additional responsibilities such as sites and direct reports.

21. The funeral industry is facing financial challenges as more people seek to cut the cost of a funeral. Nationally, since 2019 to 2025 there has been a shift in the way in which families say farewell to their loved ones:

- The percentage of attended cremations has reduced from 74% to 53%. Whereas direct cremations (no service/attendees) have increased from 3% to 21%.
- During the same period, the % of burials increased from 23% to 26%.

22. The table below details the chosen method of service in York whereby York Crematorium, Dringhouses and Fulford Cemetery are the place of rest:

Financial year	% of full-service cremations	% of direct cremations	% of simple cremations	% of total burials	Total
2019-2020	93%	7%			2411
2020-2021	85%	15%			2693
2021-2022	86%	10%		4%	2357
2022-2023	85%	11%		4%	2599
2023-2024	83%	13%		4%	2491
2024-2025	84%	12%		3%	2346
2025-2026	78%	16%	2%	4%	2274

23. Bereavement services as a complete service will generate sufficient income to cover all staffing and operational costs, and CYC will continue to benefit from a net surplus budget.

24. Another point for consideration is the build of the new Crematorium at Sand Hutton. Whilst not impacting the management of the Cemetery, it will compete with York Crematorium which may further reduce the income generated.

Recommendation and Reasons

25. Executive is asked to:

- approve Option 2 (paragraph 50) as follows:

to delegate authority to the Director of Communities (in consultation with the Director of Finance and Director of Governance) to commence negotiations with FPC for the proposed handover of the Cemetery to CYC and to negotiate and conclude all necessary legal documentation for this purpose; and

- II. approve Option A (paragraph 51) - the termination of the 2006 Burial Services Agreement without the full 36 months' notice period, and to delegate authority to the Director of Communities (in consultation with the Director of Finance and Director of Governance) to negotiate and conclude all necessary legal documentation for this purpose.

Reason: To mitigate the ongoing financial risk to CYC and use the opportunity to generate income and to safeguard a long-term burial space for CYC residents.

Background

26. Since 1968, FPC has owned and maintained Fulford Cemetery.
27. Whilst FPC own and manage the Cemetery, CYC provide financial support through an agreement to underwrite 80% of any losses at the end of each financial year, any surplus is added to a capital Cemetery Development Fund.
28. There are two agreements between CYC and Fulford Parish Council, both dated 27 March 2006:
 - I. the 2006 Burial Services Agreement”, under which CYC had delegated its cemetery and burial functions under Section 214 and Schedule 26 of the 1972 Act and the Cemeteries Order to FPC, which provides for FPC to facilitate “City Council Burial Services” at agreed rates in lieu of CYC expanding its own burials capacity. Also under the terms of 2006 Burial Services Agreement, CYC is also liable for 80% of any losses incurred by FPC in their management of the

Cemetery on an annual basis. The 2006 Burial Services Agreement commenced on 1 April 2006 and is meant to continue for a period of 50-years until 31 March 2056, unless terminated by either CYC or FPC on no less than 36-months' written notice.

- II. The 2006 Loan Repayment Agreement, under which CYC agreed to indemnify all repayments (i.e., fifty half yearly payments of £3,483.46) in relation to a 25-year £105,000 Public Works Loan at 4.4% APR that FPC took in 2005 for cemetery expansion. There is approximately £34,835 that remains to be repaid under the Loan.

29. Until 2022/23, the Cemetery operated with a profit. After that, two years of losses were recorded of £12,003.12 and £90,418.00 were recorded, resulting in a loss to CYC of £81,936.90, a revenue implication for the council.

30. The table below summarises the year end net position for the last 6 financial years.

Financial Year	Year End Net Position
2020-2021	£4,884
2021-2022	£2,111
2022-2023	£1,324
2023-2024	-£12,033
2024-2025	-£90,418
2025-2026	£30,733

31. The loss in 2024-2025 includes approximately £67,000 redundancy costs and associated pension strain, as well as higher staffing costs.

32. Provision of burial services requires employment of staff to manage sites, administer records, facilitate burials, and maintain the grounds. The cost of this expenditure is met by generating income via burials and memorials etc.

33. FPC implemented various measures to reduce the loss including increasing fees and reducing staffing numbers. Other ideas were also considered such as selling the lodge, leasing of land for solar panels, a pet cemetery, the pre-sale of multiple plots and a garden of remembrance.
34. Finally, FPC wrote to local Councillors to highlight the local and national issues affecting bereavement services. The letter included a request for “any assistance that Government can provide to help local authorities faced with such unaffordable expenditure, during what appears to be a transition away from public sector provided bereavement services to private sector low-cost cremation services, the Fulford Cemetery Committee would welcome any help in its current predicament.”
35. In October 2024, FPC made a formal request that CYC take over the ownership and maintenance of the Cemetery. The decision was made for CYCs bereavement services to temporarily take over the management of the Cemetery from 1 August 2025 for a 12-month period under the 2025 Agreement detailed at **Annex 3**.
36. In the lead up to the 2025 Agreement, FPC (and CYC, as assumptions were made that the Cemetery was CYC’s responsibility) were subjected to negative sentiment on social media as the grounds were not maintained to the expected public standard due to budget constraints. Following this CYC, FPC and residents through volunteering worked in partnership to improve the appearance and maintenance of the grounds.
37. The purpose of the 2025 Agreement was for CYC to manage and evaluate the service to determine if the cemetery could return to profit and reduce the financial burden to CYC imposed by the 2006 agreement.
38. The original forecast outturn for 2025/26 was to “break-even”. The service achieved a profit of £30,733.36.
39. Since August 2025, several improvements to the Fulford Cemetery service have been made including:

- Reducing waste in processes, resulting in a more efficient way of working.
- Adoption of the FBCA code of burial practice, giving reassurance to the bereaved.
- Quality checks to ensure identification matches on paper and coffin.
- Opening the day after bank holidays to improve access.
- Volunteering days from Stay City (and exploring other options such as York Racecourse and Askham Bryan College).
- Friends of Fulford set up with support from Community services.
- Support from Community Payback with strimming and litter picking.
- Review of income opportunities with new “memorial” options coming available in the new future.
- Inviting feedback from stakeholders to help identify improvement opportunities / issues.

40. These improvements prevented further negative social media sentiment, increased burial numbers, and returned the cemetery to a profitable position.

41. If CYC was to continue to provide the service – in addition to those above there could be the additional benefits:

- a combined strengthened team as administrators and grounds-staff / technicians could work cross sites, increasing resilience.
- integrated approached to income generating opportunities; and
- co-ordination of volunteering opportunities across Bishopthorpe, Dringhouses and Fulford sites.

42. Other opportunities will present themselves if the decision is approved, such as efficiencies in systems etc.; however, the financial impact of those changes is likely to be minimal.

43. The Cemetery has between 50 to 63 years of burial capacity which will lead to income generation opportunities with possible diversification of burial practice and use of the space.
44. FPC have made their intentions clear, that managing the Cemetery is no longer an option for them. Should CYC choose not to take over the management of the Cemetery permanently, FPC could decide to close the Cemetery which will restrict available burial space for the City of York residents even further.
45. Current complications and challenges lie in the dual management of the site and staff by CYC and FPC, which would disappear whichever option was chosen.
46. At the time of writing this report, the 2025 Agreement is to be extended for a further 12-months, with authority from the Head of Paid Service (Chief Executive), in consultation with the Leader of the Council, to allow both FPC and CYC time to approve, negotiate and agree the terms of any proposed handover and the necessary documentation. Legal Services are currently assisting Bereavement Services with finalising this extension.

Consultation Analysis

47. At this time consultation has been undertaken with Fulford Cemetery Committee and the Parish Council, CYC Legal services and HR and Corporate Scrutiny Committee. The Corporate Scrutiny Committee held on 22nd June 2026 supported the recommendations contained in this report. The options analysis below sets out some of the issues to be considered when making any decision.
48. There is nothing specific under the 1972 Act or the Cemeteries Order that mandates that there must be a public consultation prior to handover of management of the cemetery from FPC to CYC, although it would be considered best practice to ensure transparency, especially if the transfer affects burial rights, fees, consecrated land.

Options Analysis and Evidential Basis

49. Options are presented below for the decisions to manage the Fulford Cemetery site and the future of the 2006 Cemetery Agreement.

Options on management of the site

50. There are four options to consider:

Option 1

Accept FPC's offer including the proposed terms and conditions and take over all aspects of managing the Cemetery and accept the possibility of increased income generation. This option is not recommended as it seems prudent for CYC to enter negotiations surrounding the terms and conditions associated with the offer.

Option 2

Accept FPC's offer to take over the management of the Cemetery and commence negotiations on the proposed terms and conditions.

Option 3

Reject the offer from FPC, continue providing temporary management and administration support under the 2025 Agreement, and continue with the current 2006 Burial Services Agreement (including 80% share of any losses and no share of profits). Whilst this option protects against losses, it precludes the return of any surplus to the council.

Option 4

Reject the offer from FPC, withdraw the current management and administration support under the 2025 Agreement, but continue with the current 2006 Burial Services Agreement (including 80% share of any losses and no share of any surplus).

The preferred recommendation is Option 2 in conjunction with options on the 2006 Burial Services Agreement below.

Options on the 2006 cemetery agreement

51. There are three further options to consider alongside the options above:

Option A

Accept early termination of the 2006 Burial Services Agreement, waiving the 36 months' notice period. If this happens without CYC also accepting to manage the site permanently, further consideration needs to be given to the outstanding monies on the public works loan agreement and the financial and reputational implications of FPC continuing to manage the site with insufficient skills and resources to do so or any suitable alternative options in place.

Option B

Reject early termination of the 2006 Burial Services Agreement waiving the 36 months' notice period and continue as before under the existing 2006 burial agreement for the full notice period, accepting CYC will incur 80% of any losses and no share of any surplus (with or without CYC agreeing to manage the site).

Option C

Reject any termination of the 2006 Burial Services Agreement and continue as before under the existing 2006 burial agreement, accepting CYC will incur 80% of any losses and no share of any surplus (with or without CYC agreeing to manage the site) for the full remaining period of the agreement.

The preferred recommendation is Option A, alongside Option 2, in respect of the management of the site.

Organisational Impact and Implications

52. Organisational impact and implications are:

Financial

The recommended option to accept the offer to manage FPC and the additional staff costs estimated in the report, can be managed within the existing bereavement services budget and the additional income that the FPC will generate for CYC. There is risk around the income levels however this would be monitored as part of the regular budget monitoring process. Further efficiencies may be identified through the consolidation of the services.

Were CYC to reject the offer to manage the cemetery, CYC remains at risk of having to fund 80% of losses for FPC, without being able to exert influence over the operation and seek efficiencies.

For the outstanding PWLB loan, the current understanding is that CYC will remain liable to make repayments over remaining term of the loan.

Human Resources (HR)

Management of site

Should Option 4 be taken forward, any CYC employees temporarily seconded to manage the Cemetery under the current management arrangements would revert to their substantive post within CYC.

Should the recommended options be taken forward it is likely that a relevant transfer will be deemed to take place and the Transfer of Undertakings (Protection of Employment) regulations 2006 (TUPE) are likely to apply. TUPE provides those employees assigned to the entity with certain protections in relation to their employment.

Should TUPE be deemed to apply, any employees assigned to the entity, in the organised grouping conducting the activities, would transfer to CYC on their existing terms and conditions. As with any workforce change any such transfer would be managed in accordance with the

legislation and CYC's workforce change procedures. The TUPE process may take 8 months.

Legal

Local authorities have the power to provide and manage cemeteries under Section 214 of the 1972 act, but they are not legally required to do so. The only statutory duty relating to funerals arises under the Public Health (Control of Disease) Act 1984, which obliges authorities to arrange a funeral where no one else will; however, this does not require the provision of burial land and may be fulfilled using existing public or private facilities.

Accordingly, CYC has no legal duty to accept FPC's proposal regarding the Cemetery. Any decision to take on management or operational responsibility is entirely discretionary. Should CYC choose to proceed, Legal Services will need to advise on the required agreements, which vary by option:

- I. **Option 1:** Potentially includes asset transfer, lease arrangements, staff transfers, as well as termination of the 2006 Burial Services Agreement, and termination/amendment of the 2006 Loan Repayment Agreement.
- II. **Option 2:** Asset transfer, lease arrangements, staff transfers, and potentially modifications to the 2006 Agreements.
- III. **Option 3:** Potential modifications to the 2006 Agreements only.
- IV. **Option 4:** Potential modifications to the 2006 Agreements only.

If CYC accepts the Cemetery back and terminates the 2006 Agreements, this would simply return the burial services function to CYC and would not constitute a delegation under the 1972 Act.

Procurement

There are no procurement implications as there are no works, or services required moving forwards if the responsibility is transferred back to CYC.

Health and Wellbeing

Public Health supports the recommendations in the report. This option gives longevity to the commitment to our residents on funeral options. Peace of mind at a time of great stress.

Environment and Climate action

Under CYC management, there are opportunities to explore increased tree planting, and biodiversity gain at the site. As well as creating new habitats and tranquil environment for visitors, these activities could generate revenue for the site.

As well as improvements to the grounds, the Climate Change team could support alternative burial experiences to reduce the overall environmental impact of the service.”

Affordability

The proposed changes would improve affordability for residents on low incomes by enabling the council to offer a broader range of burial options, including simpler and lower-cost services, while maintaining a professionally managed local cemetery within the city. A more resilient and integrated bereavement service would also help the council to manage costs more effectively over time, reducing pressure for higher charges and giving families greater choice at a time when people are seeking more affordable funeral arrangements.

Equalities and Human Rights

Every Decision Report must consider whether to have an Equalities Impact Assessment (EIA) and this section will include the key recommendations from the EIA or explain why no EIA is required.

The Human Rights and Equalities assessment is included as Annex 3.

Data Protection and Privacy

Every report must consider whether to have a Data Protection Impact Assessment (DPIA) and this section will include the compliance requirements from the DPIA or explain why no DPIA is required.

The Data Protection Impact Assessment (DPIA) screening questions have been completed in relation to the recommendations and options set out within this report. At this stage, no personal data, special category data, or criminal offence data is being processed and, as such, a full DPIA has not been required.

Subject to approval of the recommendations and preferred option(s), a DPIA will be undertaken at the appropriate stage to ensure that any data protection and privacy risks are fully identified, assessed, and appropriately managed.

Communications

This issue may require communications support if there is any change to service or how the site operates that has an impact on residents. To be kept under review, depending on the agreed next steps.

Economy

The report is noted and has no direct economic implications.

Risks and Mitigations

53. The key risks associated with the recommended changes are that income levels may not be sustained, staffing costs may be higher than currently forecast, legal negotiations on the proposed terms and conditions may take longer or prove more complex than anticipated.
54. These risks would be mitigated through detailed due diligence and legal documentation before any final transfer, continued budget monitoring and review of income performance, ongoing dialogue

with HR colleagues regarding staffing matters and clear governance and oversight throughout negotiations and implementation.

55. There should not be any service disruption during the negotiation period due to the extension of the temporary management arrangements which also ensures public confidence is maintained.

Wards Impacted

All wards will be affected by this decision.

Contact details

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

Author

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Report approved:	Yes
Date:	23 June 2026

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Background papers

- Officer decision report:
<https://democracy.york.gov.uk/documents/s184468/>
- Decision summary:
<https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=7472>

Annexes

Annex 1: FPC letter re-affirming request

Annex 2 (**exempt from publication**): FPC letter including proposed terms and conditions

Annex 3: The 2025 agreement

Annex 4: Human Rights and Equalities Assessment.

Abbreviations

CYC – City of York Council

FPC – Fulford Parish Council

FBCA – Federation of Burial and Cremation Authorities

HR – Human Resources

PWLB – Public Works Loan Board

TUPE – Transfer of Undertakings (Protection of Employment)

EIA – Equalities impact assessment

DPIA – Data protection impact assessment

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Fulford
Parish Council

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21 January 2026

By email to: pauline.stuchfield@york.gov.uk;
c.c. eilidh.carricker@york.gov.uk; Cllr.kRavillious@york.gov.uk

Dear Pauline

Re: Reaffirmation of Offer for Fulford Cemetery Management

Further to our letter dated 6 December 2024, Fulford Parish Council reaffirms its request to City of York Council to rescind the Cemetery Agreement by mutual consent at the earliest opportunity. This request includes rescission of the provisions relating to any notice period within the Cemetery Agreement and to offer the management of Fulford Cemetery to City of York Council.

The Parish Council continues to sincerely hope that City of York Council can agree to take over management of Fulford Cemetery and that further negotiations towards this arrangement can be dealt with expediently.

Yours sincerely

Rachel Robinson
Clerk and RFO to Fulford Parish Council

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By virtue of paragraph(s) 3, 4 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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DATED

2025

FULFORD PARISH COUNCIL

AND

THE COUNCIL OF THE CITY OF YORK

AGREEMENT

**Relating to the management of burial services
pursuant to section 101 of the Local Government Act 1972**

THIS AGREEMENT is made on the _____ day of _____ 2025

BETWEEN:

1. **FULFORD PARISH COUNCIL** of Cemetery Lodge, Fordlands Road, York, YO19 4QG ("**the Parish Council**"); and
2. **THE COUNCIL OF THE CITY OF YORK** of West Offices, Station Rise, York YO1 6GA ("**the City Council**")

BACKGROUND

- (1) The Parish Council and the City Council are local authorities constituted by the Local Government Act 1972.
- (2) The Parish Council is the owner of the cemetery known as Fulford Cemetery, located at Fordlands Road, Fulford, York YO19 4QG ("**the Cemetery**"), situated in the district of the City Council.
- (3) Both the Parish Council and the City Council are burial authorities within the meaning of Section 214 and Schedule 26 of the Local Government Act 1972 ("**the 1972 Act**") and the Local Authorities Cemeteries Order 1977 ("**the Cemeteries Order**") or any order modifying or re-enacting the same subject.
- (4) By virtue of Section 101 of the 1972 Act and, subject as provided therein, a local authority may arrange for the discharge of any of its functions by another local authority. This discharge of functions is made in accordance with Section 9EA of the Local Government Act 2000 and the Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012.
- (5) Previously, the parties entered into an agreement on 27th March 2006 ("**the 2006 Agreement**"), under which the City Council had delegated its cemetery and burial functions under Section 214 and Schedule 26 of the 1972 Act and the Cemeteries Order to allow such persons who would have rights of burial within the City Council's district, or the bodies of other inhabitants of the City Council's district, to be brought to the Cemetery for burial but who were not residents within the area of the Parish Council.
- (6) The parties have now agreed that the City Council will temporarily manage Fulford Cemetery until 31st July 2026, in order to stabilise the finances of the burials service for the city and determine future management arrangements for this vital service.
- (7) Further to the terms of this Agreement, the Parish Council and the City Council have therefore agreed that the City Council will act as managing agent for the Parish Council and discharge certain of the Parish Council's functions as Local Burial Authority in respect of the Cemetery on the terms set out in this Agreement ("**the Agency**").
- (8) For the avoidance of any doubt, this Agreement will exist alongside the 2006 Agreement, for the duration of the management services at the Cemetery that the City Council has agreed to provide the Parish Council as part of the Agency.

IT IS AGREED THAT:

1. TERM AND TERMINATION

1.1. This Agreement shall commence on 1st August 2025 (“**the Commencement Date**”) and shall continue until:

1.1.1. the Agreement expires on 31st July 2026 (“**the Expiry Date**”); or

1.1.2. it is ended earlier by either party giving a minimum of three (3) months' written notice before the Expiry Date; or

1.1.3. it is ended by the Parish Council under Clause 11.1 (serious breach by the City Council),

whichever comes first.

2. PARTNERSHIP WORKING

2.1. The parties are committed to the efficient delivery and operation of the Agency for the benefit of the local community and will co-operate in a spirit of partnership to comply with their obligations under this Agreement.

2.2. For the avoidance of any doubt, and without prejudice to the commitment of the parties under Clause 2.1 above, nothing in this Agreement shall constitute or be construed as constituting or establishing any formal partnership or joint venture between the parties to this Agreement for any purpose whatsoever.

3. THE PARISH COUNCIL'S FUNCTIONS

3.1. The Parish Council may continue to exercise the functions described, and to the level and frequency set out, in Schedule 1 (**Schedule of Functions**) within the area edged in red shown in Schedule 3 (**Boundary Plan**), in accordance with Section 101(4), Section 214 and Schedule 26 of the 1972 Act, the Cemeteries Order (or any order modifying or re-enacting the same subject), and this Agreement.

4. THE CITY COUNCIL'S FUNCTIONS

4.1. The City Council is empowered in the performance of the Agency to exercise on behalf of the Parish Council, such powers of the Parish Council with respect to the management and operation of the Cemetery as listed in Schedule 1 (**Schedule of Functions**) (“**the Agency Functions**”).

4.2. The Agency Functions under this Agreement are exercisable solely within the Cemetery.

- 4.3. The authority given in Clause 4.1 shall include power to take or defend any legal proceedings on behalf of the Parish Council and to issue any consent or licences or enter into any agreements that may be necessary, subject to the terms of this Agreement.
- 4.4. The City Council will notify the Parish Council within twenty-one (21) days of receipt of any such claim.
- 4.5. The City Council shall not further delegate these functions except to a committee, sub-committee or an officer of the City Council.

5. CITY COUNCIL'S OBLIGATIONS

- 5.1. The City Council shall provide the Agency to the highest standard with reasonable care and skill in compliance with this Agreement (including the Schedules hereto) and shall conform with such legislative requirements and current specifications as are relevant to the provision of the Agency.
- 5.2. In performing the Agency, the City Council shall conform to all relevant policies and procedures of the Parish Council, including but not limited to those contained in Schedule 4 (**Parish Council's Policies and Procedures**) and in relation to health and safety matters.
- 5.3. The City Council shall properly manage and monitor performance of the Agency and immediately inform the Parish Council if the Agency or any part of the Agency is not, or may not be performed, and whether or not this is the result of any act or omission by the City Council giving details, reasons and likely duration.
- 5.4. The City Council shall take such precautions for the protection of public and private rights or interests as though they were the Parish Council and in accordance with Schedule 1.
- 5.5. The City Council must comply with all legislative provisions, regulations and guidance relating to the Agency Functions as though the City Council were the Parish Council.

6. COMMUNICATIONS

- 6.1. The City Council shall provide a bi-monthly update on the performance of the Agency to include such information as specified in Schedule 2 (**Reporting of Agency**). This update must be given to the Contact Officer.
- 6.2. The City Council shall operate a complaints procedure for dealing with complaints from members of the public regarding Agency Functions.
- 6.3. The Contact Officer is Head of Customer Services, or any other officer specified to the City Council in writing.

7. CITY COUNCIL'S PERSONNEL

- 7.1. The personnel assigned by the City Council to the performance of the Agency will be suitably qualified, trained, experienced and properly supervised with regard to the provision of the

Agency Functions and will be made fully aware of the City Council's obligations under the Agreement as it affects them in the performance of their functions.

7.2. The City Council shall employ sufficient persons to ensure the Agency Functions are provided at all times and in all respects in accordance with the Agreement.

7.3. For the purposes of this Clause, 'personnel' shall mean all persons employed by the City Council to perform the functions of the Agency together with the City Council's servants, City Councils and sub-contractors.

8. OPERATIONAL MANAGEMENT OF PARISH COUNCIL STAFF

8.1. Further to and in accordance with the Schedule 1 (**Schedule of Functions**) and Schedule 5 (**Operational Management Terms**), the City Council shall as part of its Agency at the Cemetery assume responsibility for the operational management of any Parish Council staff members and/or volunteers assigned to the Cemetery.

9. COSTS RECEIVED BY THE CITY COUNCIL

9.1. The City Council shall only receive costs in line with the staffing costs and expenses listed in Schedule 1 (**Schedule of Functions**).

9.2. Regarding the staffing costs the parties acknowledge and accept that these costs:

9.2.1. shall be payable in twelve (12) equal instalments, in arrears, on a monthly basis during the Agency; and

9.2.2. are subject to adjustment in line with the 2025/2026 Pay Award. The City Council will inform the Parish Council, in writing, prior to the 2025/2026 Pay Award taking effect.

9.3. In addition to the above, the parties acknowledge and accept that all costs received by the City Council in respect of the Agency Functions carried out on behalf of the Parish Council under this Agreement shall belong exclusively to the City Council.

9.4. All charges and costs payable to the City Council under this Agreement are exclusive of VAT, which may be payable in addition.

10. PAYMENTS

10.1. The City Council shall invoice the Parish Council on the first working day of each month during this Agency, addressed to the Parish Clerk and setting out the time and the charges incurred which are due under this Agreement in relation to the preceding month. For the purposes of this clause 10.3, "**working day**" shall mean any day Monday to Friday which is not a public bank holiday in England or Wales.

10.2. Such invoices shall be payable by the Parish Council within 30 days of the date of the invoice.

- 10.3. Any overdue sums will bear interest from the due date until payment is made at three per cent (3%) per annum over the Bank of England base rate from time to time. The remedies for late payment contained in this clause 10.4 above are substantial remedies within the meaning of Part II of the Late Payment of Commercial Debts (Interest) Act 1998 and that both Parties to this Contract acknowledge that this term was not imposed on either to the detriment of the other and that the Provider did not receive any inducement to agree to this term

11. INDEMNITY AND INSURANCE

- 12.1. The City Council shall indemnify the Parish Council against all and any action, claim, costs, demands, proceedings and liabilities arising out of:
- 12.1.1. any failure of the City Council to discharge the Agency in accordance with the requirements of this Agreement or with any provision of law or to comply in the exercise of the Agency with any requirement referred to herein; or
 - 12.1.2. any negligent act or omission on the part of the City Council, its City Councils or servants in performing the Agency, except to the extent that any claim is due to any act or omission of the Parish Council or to any person for whom the Parish Council is responsible.
- 12.2. The City Council shall arrange insurance cover appropriate to the provision of the Agency Functions under this Agreement.

12. INADEQUATE PERFORMANCE

- 12.1. In the event of a serious breach of the Agreement or if non-compliance occurs the Parish Council may issue an improvement notice detailing the nature of the breach. Where the subject of the improvement notice has not been rectified to the satisfaction of the Parish Council within twenty-eight (28) days of issue of the notice, the Agreement may be terminated forthwith.

13. VARIATION OF AGREEMENT

- 13.1. This Agreement may only be varied in writing, in the form of an addendum to this Agreement and with both parties' signed consent.

14. REVIEW OF AGREEMENT

- 14.1. This Agreement shall be subject to formal review bi-monthly.

15. DISPUTE RESOLUTION

- 15.1. If any dispute arises out of this Agreement the parties will first attempt to settle it by negotiation.

- 15.2. If resolution cannot be agreed between the officers directly involved, the matter shall be referred to the parties' duly authorised representatives at the earliest opportunity and within twenty-eight (28) days of the original identification of a possible dispute.
- 15.3. Where the matter remains unresolved, it shall be referred to Director of Housing & Communities for resolution.

16. GOVERNING LAW AND JURISDICTION

- 16.1. This Agreement shall be construed in accordance with English Law and the Parties hereby submit to the exclusive jurisdiction of English Courts.

Executed as a deed and delivered by **THE**
COUNCIL OF THE CITY OF YORK affixing the
common seal in the presence of:

-)
-)
-)
-) Authorised Officer's signature
-)
-)
-) Print name
-)
-)
-) Print role

.....

Sealing Number

SCHEDULE 1

Schedule of Functions

1. THE PARISH COUNCIL'S CONTINUING FUNCTIONS

The Parish Council shall continue to:

- maintain accurate accounting records, and share these with the City Council on a monthly basis;
- continue to be responsible for any employment related Issues for all Parish Council workers, including those assigned to the City Council for the purposes of the Agency;
- explore the long-term options of retaining or transferring ownership and management of the Cemetery to another body;
- respond to formal complaints about the Cemetery and share relevant information with the City Council to aid service improvements;
- maintain accurate information on the Fulford Cemetery website;
- respond to (if appropriate) social media activity relating to the Cemetery and share relevant information with the City Council to aid service improvements;
- provide any information reasonably requested by the City Council which is pertinent to the Agency and the successful operation of the Cemetery; and
- work alongside the temporary management support provided by the City Council to explore and implement new ways of working to improve efficiency and generate income and/or reduce costs at the Cemetery.

In addition, to enable the City Council to execute the functions outlined in section 2 below, the Parish Council will provide access to relevant systems and appropriate training.

2. THE CITY COUNCIL'S AGENCY FUNCTIONS

To provide resources to the Parish Council to:

- assume responsibility of the operational management of any Parish Council staff members and/or volunteers assigned to the Cemetery, in accordance with Schedule 5 (**Operational Management Terms**) of this Agreement;
- provide a dignified and efficient burial service for the residents of York and neighbouring communities;
- develop and implement administrative systems, computerised and manual databases whilst having awareness of Data Protection Legislation and managing data within specific statutory guidelines;
- manage the daily / weekly / monthly / annual tasks, including monitoring development progress, discussing issues with stakeholders, third parties, tackling arising issues, and tweaking plans to meet its purposes and goals;
- undertake on the job training of other support staff providing administrative services to the department;
- answer incoming telephone calls, responding to requests for information, where appropriate, transferring calls to other members of staff and taking accurate messages if staff are unavailable;

- receive and process statutory forms from cemeteries for necessary full burials;
- process of issuing permits for new memorial work and installations, and if required to contact memorial masons and/or applicants to take remedial action should new headstones found to be unstable;
- maintain supervision of the operation of the business to provide services in accordance with the religious, cultural, and individual needs of the bereaved;
- exercise creativity and innovation in the marketing of various forms of memorials to maximise income and meet customer needs;
- organise and participate in any open days, public events, or official visits to the Cemetery;
- support the Parish Council to strive to improve the services offered;
- assist in the development of the service through additional special projects such as maximising income; and
- keep statutory documentation up to date including burial registers, burial index, purchased grave register, grave register.

3. THE CITY COUNCIL'S AGENCY COSTS

The staffing costs for the Agency will cost sixty-six thousand seven hundred and ninety-three Pounds Sterling (£66,793), which pays for the gross salary of two (2) members of support staff. This amount will be subject to any adjustments as a result of the 2025/26 Pay Award. The City Council will inform the Parish Council, in writing, prior to the 2025/2026 Pay Award taking effect.

In addition to the above, and subject to the prior agreement between parties, the City Council may also recharge any other expenditure (e.g. travel disbursements, accommodation, subsistence) incurred in connection with the Agency to the Parish Council.

In addition to the above, all costs received by the City Council in respect of the Agency Functions carried out on behalf of the Parish Council under this Agreement shall belong exclusively to the City Council.

All costs described in this part of this Schedule 1 are exclusive of VAT, which may be payable in addition.

SCHEDULE 2

Reporting of Agency

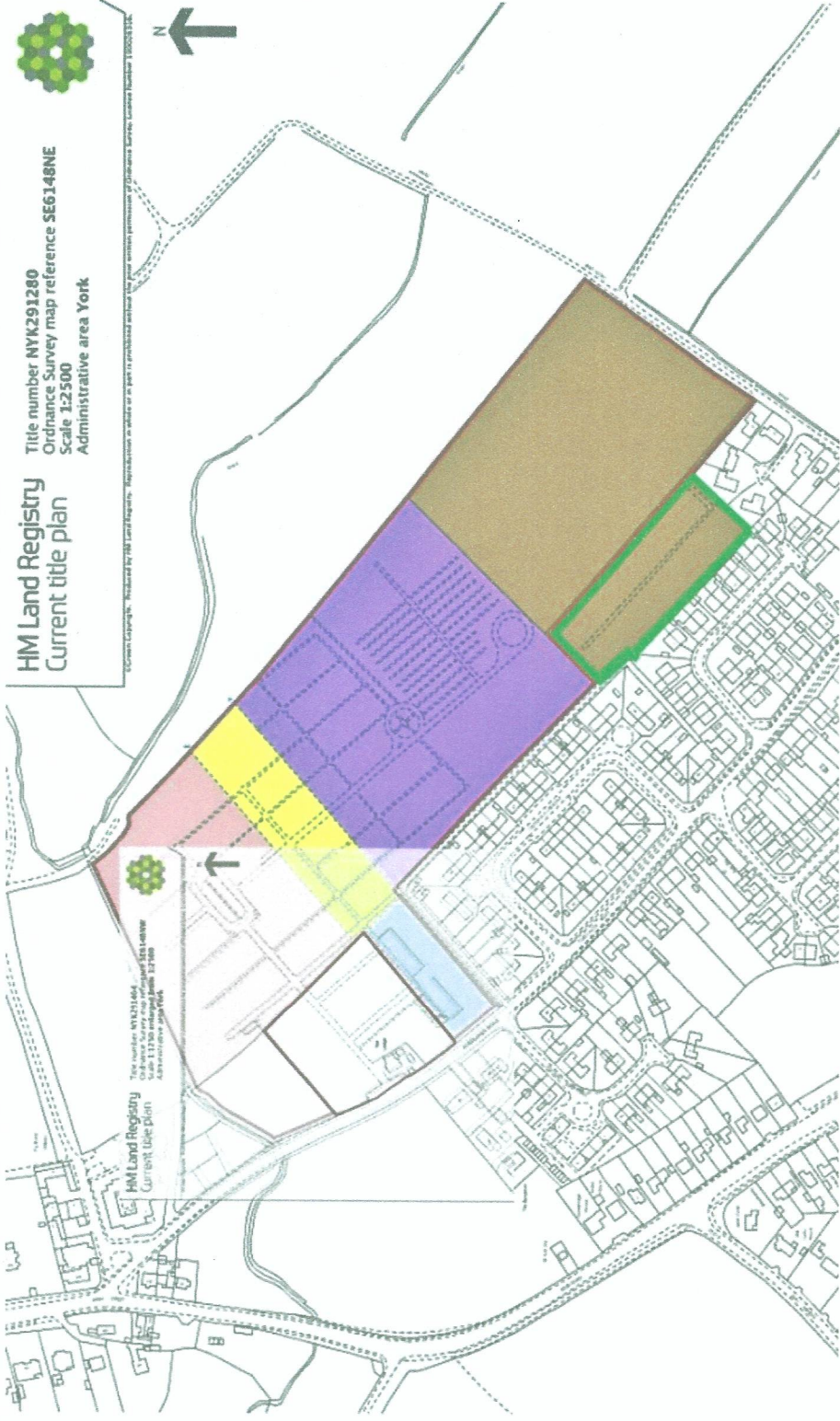
The Agreement will be monitored by the City Council's Head of Customer Services and Parish Clerk, who will jointly report to the Parish Council on a monthly basis. Such reporting shall include (but may not be limited to) a performance update in respect of the Agency and a financial review for the previous month.

SCHEDULE 3
Boundary Plan

Boundary Plan

Fulford Cemetery Edged in Red

Fulford Parish Council Allotments Edged in Green



SCHEDULE 4

Parish Council's Policies & Procedures



Social Media Policy
Adopted 20241204.pr



Sexual_Harassment_
Policy Adopted 2024C



Safeguarding Policy -
Approved 20211012



Information_Security
_Policy Adopted 2024



Health & Safety
Policy - Reviewed 202



Grievance Policy
Adopted 20240626.px



FOI Publications
Scheme.pdf



Equality_Diversity_Po
licy Adopted 2024062



Disciplinary Policy
Adopted 20250514.pr



Data Protection
Policy Adopted 26 Jur



Complaints
Procedure Policy - Ap

SCHEDULE 5

Operational Management Terms

1. Operational Management of the Cemetery

- 1.1. During the Agency, those staff employed by the Parish Council assigned to the Cemetery, will be operationally managed by City Council in accordance with this Schedule.
- 1.2. Operational management will include, but not be limited to:
 - 1.2.1. the allocation of work;
 - 1.2.2. direction and day to day supervision of tasks;
 - 1.2.3. the approval of annual leave requests in accordance with Fulford Parish Council staff terms and conditions;
 - 1.2.4. arranging cover to ensure continuity of service; and
 - 1.2.5. performance management and training of the employees assigned.
- 1.3. The City Council managers who will be responsible for the operational management of this service will include:
 - 1.3.1. the Supervisor, Cemeteries, who will provide day to day supervision and direction.
 - 1.3.2. the Crematorium Manager;
 - 1.3.3. the Deputy Head of Corporate Customer Services; and
 - 1.3.4. the Head of Corporate Customer Services,

all of whom are employed within the Housing and Communities Directorate of the City Council.

2. Employment status of Parish Council Staff

- 2.1. The Parish Council employees, who will remain employees of Fulford Parish Council during this Agency but will be assigned to City Council for day-to-day direction and supervision, are:
 - 2.1.1. Cemetery Officer
 - 2.1.2. Grounds Foreman
 - 2.1.3. Groundsman & Maintenance Foreman
 - 2.1.4. Groundsman (confirmed retirement date 14th August 2025)
- 2.2. The Parish Council will ensure all assigned employees, subject to the management and supervision of the City Council, shall perform all duties assigned by the City Council staff including such duties which are not within the employee's current job description, but which are reasonably related to them, and that all assigned employees shall perform those duties as if they were specifically required under the contract of employment.

- 2.3. The City Council will be responsible for providing the Parish Council with all relevant management information to enable the Parish Council, as the Employer, to pay the employees correctly and complete necessary returns (e.g. sickness, other absence and reportable incidents/accidents).
- 2.4. For the avoidance of any doubt however:
- 2.4.1. nothing in this Schedule or any other provision of this Agreement will be construed to have effect as forming or recording any relationship of Employer and Employee between the City Council and the assigned workers from the Parish Council;
 - 2.4.2. the Parish Council shall comply with the terms of the contracts of employment for these employees throughout the continuance of this Agreement;
 - 2.4.3. if any employee assigned to the Cemetery is held to be employed by the City Council at any time, the City Council may dismiss said employee, and the Parish Council shall offer that person employment with the Parish Council on the terms that applied immediately before that dismissal;
 - 2.4.4. the Parish Council shall indemnify the City Council fully and keep the City Council indemnified fully at all times against any claim or demand by these employees arising out of their employment by the Parish Council or their termination throughout the continuance of this Agreement (except for any claim relating to any act or omission of the City Council or its employees or agents); and
 - 2.4.5. further to clause 2.2 of the Agreement, nothing in this Schedule or any other provision of this Agreement shall constitute or be construed as constituting or establishing any partnership or joint venture between the parties to this Agreement for any purpose whatsoever.

3. Pay and Expenses

- 3.1. For employment purposes, the employees assigned to the City Council during the Agency shall continue to be employed by the Parish Council under their contracts of employment, which shall remain in force including their substantive pay and terms and conditions of employment.
- 3.2. The Parish Council shall therefore continue to pay these employees' salary and any allowances, provide any benefits due to these employees or their dependants, make any payments to third parties in relation to the employees and make any deductions that it is required to make from these employees' salary and other payments, in accordance with their contracts of employment.

- 3.3. The City Council will authorise any travel, telephone and other expenses in line with the Employer's own travel and expenses policies as apply from time to time and which are reasonably and properly incurred by these Parish Council employees, these expenses to be countersigned by an authorised signatory and paid by the employer in the normal way.

4. Place of work and Equipment

- 4.1. The Parish Council employees' base during the Agency shall remain the Cemetery, but they may be expected to attend other City Council work locations as may be reasonably required by the City Council.
- 4.2. The Parish Council will provide all pieces of equipment required for the employees to undertake their role.
- 4.3. During the Agency, the Parish Council shall provide the City Council employees with access to the building, offices and welfare facilities at the Cemetery Lodge.

5. Hours of Work

- 5.1. The Parish Council's employees shall continue to supply their services within the terms of their contracts of employment.

6. Insurance & Health and Safety

- 6.1. The City Council shall be responsible for ensuring that these employees observe the City Council's health and safety policies and procedures and maintains a safe method of working.
- 6.2. The City Council shall take out and maintain in full force with a reputable insurance company adequate insurance cover for any loss, injury and damage caused by or to the employees during its management of the Cemetery under the Agency.
- 6.3. The Parish Council will instruct its employees to observe all reasonable safety instructions given to them from time to time by the City Council.

7. Grievance, Discipline, Conduct Standards, Attendance Management and Capability

- 7.1. All matters of attendance management, capability, grievance and discipline shall be dealt with by the Parish Council in accordance with the contracts of employment and its normal procedures.
- 7.2. The City Council agrees to co-operate fully with the Parish Council to resolve grievances raised by any employee assigned by the Parish Council to the Cemetery.

- 7.3. The City Council shall use its reasonable endeavours to report to the Parish Council at the earliest possible opportunity, all matters which may require disciplinary or other management action (including matters related to attendance and or capability) by the Parish Council and to participate promptly in any subsequent action which may be necessary.

8. Periods of Leave

- 8.1. The employees assigned by the Parish Council to the City Council as part of the Agency shall book all leave to which they are entitled with the City Council, with the City Council honouring all annual leave pre-booked by the employee with the Parish Council, prior to this management arrangement at the Cemetery being put in place.
- 8.2. In the event of sickness, the employees shall notify both the Parish Council and the City Council's Cemetery Supervisor in accordance with the agreed procedures of the Parish Council.

9. Supervision and Appraisal

- 9.1. The City Council will hold regular supervision discussions with the employees assigned to the Cemetery in line with the employer's policy.
- 9.2. A copy of any objectives set by the Parish Council for each employee will be shared with the City Council for their information.
- 9.3. The Parish Council shall continue to provide all reasonable support and assistance to the employees throughout the continuance of the Agency at the Cemetery. Specifically, the Parish Council will have regular contact with the employees throughout the Agency.

10. Summary termination of Parish Council employees

- 10.1. The Parish Council may terminate any contract of employment, in line with its terms and conditions and the Parish Council's policies, of any member of staff assigned by the Parish Council to the City Council under the Agency. Any delay by the Parish Council in exercising the right to terminate shall not constitute a waiver of such rights.
- 10.2. Unless expressly stated to the contrary, the termination by the Parish Council of any member of staff assigned by the Parish Council to the City Council under this arrangement shall not operate as a notice to terminate this Agreement as a whole.
- 10.3. On termination by the Parish Council of any member of staff's employment who was assigned to the City Council under the Agency, howsoever arising, the Parish Council shall procure that the employee in question shall (if the City Council so requests):

- 10.3.1. deliver to the City Council all documents (including, but not limited to, correspondence, lists of clients or customers, plans, drawings, accounts and other documents of whatsoever nature and all copies thereof, whether on paper, computer disc or otherwise) made, compiled or acquired by them during this arrangement and relating to the business or affairs of the City Council or its or their clients, customers or suppliers and any other property of the City Council which is in their possession, custody, care or control;
- 10.3.2. irretrievably delete any information relating to the business of the City Council stored on any magnetic or optical disc or memory and all matter derived from such sources which is in their possession, custody, care or control outside the premises of the City Council; and
- 10.3.3. confirm in writing and produce such evidence as is reasonable to prove compliance with their obligations under this **Error! Bookmark not defined.** 10.3.

11. Data protection

- 11.1. The Parish Council needs to provide relevant information about the employees assigned to the City Council in connection with the Agency. A data processing schedule setting out what personal data relating to the employees that the Parish Council needs to process, and why, is annexed to this Schedule.
- 11.2. In addition, throughout the City Council's management of the Cemetery:
 - 11.2.1. The City Council will collect and process information relating to the Parish Council employees assigned to the Cemetery in accordance with the City Council's Privacy Notice. This can be found at <https://www.york.gov.uk/privacy> and should be read in conjunction with other City Council privacy notices that are available in our Privacy Notice and/or any City Council policies and procedures in force from time to time.
 - 11.2.2. The Parish Council shall ensure that any of its employees assigned to the Cemetery will comply at all times with the City Council's current and up to date data protection policies and procedures in force from time to time when handling personal data relating to any employee, worker, contractor, customer, client, supplier or agent of the City Council.
 - 11.2.3. The Parish Council shall ensure that any relevant employees assigned to the City Council with access to any personal data will also comply with the City Council's Data Protection and Information Governance Procedures/Policies, including the regular mandatory training on Data Protection and Information Security and also the City Council's Complaints Policies/Procedures.

- 11.2.4. Failure to comply with any of the policies and/or procedures referred to above may be dealt with as a disciplinary matter and referred to the Parish Council and, in serious cases, may result in the termination of employment with the Parish Council.

12. Confidentiality

- 12.1. The Parish Council shall use its reasonable endeavours to procure that any employees assigned to the City Council shall not:

12.1.1. (except in the proper course of carrying out the Agency in relation to the management of the Cemetery, as required by law or as authorised by the City Council) throughout the duration the Agreement or after its expiry or termination (howsoever arising) use or communicate to any person, company or other organisation whatsoever (and shall use best endeavours to prevent the use or communication of) any Confidential Information relating to the City Council that any Parish Council employee assigned to the City Council creates, develops, receives or obtains at any time during the continuance of this Agreement. This restriction does not apply to any information that is or comes in the public domain other than through the employees assigned to the City Council's unauthorised disclosure; or

12.1.2. make (other than for the benefit of the City Council) any record (whether on paper, computer memory, disc or otherwise) containing Confidential Information relating to the City Council or use such records (or allow them to be used) other than for the benefit of the City Council. All such records (and any copies of them) shall be the property of the City Council and shall be handed over by the Parish Council employees assigned to the City Council on the termination of this Schedule or at the request of the City Council at any time during the continuance of this Agreement.

- 12.2. Nothing in this Schedule shall prevent the Parish Council employees assigned to the City Council from disclosing information that they are entitled to disclose under the Public Interest Disclosure Act 1998, provided that the disclosure is made in accordance with the provisions of that Act and the Parish Council employees assigned to the City Council has complied with the City Council's policy from time to time in force regarding such disclosures.

- 12.3. Both the City Council and the Parish Council shall:

12.3.1. keep any Confidential Information relating to the other party that it obtains as a result of this arrangement secret;

12.3.2. not use or directly or indirectly disclose any such Confidential Information (or allow it to be used or disclosed), in whole or in part, to any person without the

prior written consent of the other party (such consent not to be unreasonably withheld or delayed);

12.3.3. use its reasonable endeavours to ensure that no person gets access to the Confidential Information from it, its officers, employees or agents unless authorised to do so; and

12.3.4. inform the other party immediately on becoming aware, or suspecting, that an unauthorised person has become aware of such Confidential Information.

12.4. Notwithstanding the rest of this paragraph 12, each party may disclose this Agreement and the other party's confidential information to its legal advisers who may need to know such information for the purposes of exercising and/or enforcing the party's rights or carrying out its obligations under or in connection with this Agreement. Each party shall ensure that its legal advisers to whom it discloses this Agreement and/or the other party's confidential information comply with this paragraph 12.

13. Intellectual Property Rights and moral rights

13.1. The Parish Council warrants to the City Council that:

13.1.1. each of the employees assigned by the Parish Council to the City Council has validly assigned to the Parish Council in writing all patents, utility models, rights to inventions, copyright and neighbouring and related rights, moral rights, trademarks and service marks, business names and domain names, rights in get-up and trade dress, goodwill and the right to sue for passing off or unfair competition, rights in designs, rights in computer software, database rights, rights to use, and protect the confidentiality of, confidential information (including know-how and trade secrets) and all other intellectual property rights, in each case whether registered or unregistered and including all applications and rights to apply for and be granted, renewals or extensions of, and rights to claim priority from, such rights and all similar or equivalent rights or forms of protection which subsist or will subsist now or in the future in any part of the world ("**Intellectual Property Rights**") that will be created by the employees assigned by the Parish Council to the City Council during the Agency, to the fullest extent permissible by law, and has also agreed in writing to hold on trust for the Parish Council all the rights referred to in this paragraph in which the legal title does not pass to the Parish Council and to perfect a written assignment of such title to the City Council at the request of the Parish Council;

13.1.2. each of the Employees assigned to the City Council has validly waived in writing all their moral rights arising under Part I of the Copyright, Designs and Patents Act 1988 in respect of all works created in the course of providing the Services under this Schedule;

- 13.1.3. it will procure that each of these employees will provide to the City Council promptly on request a copy of the assignment, agreement and waiver referred to in paragraph 13.1.1 and 13.1.2 above; and
- 13.1.4. it will procure that each of these employees shall provide to the City Council in writing full details of each invention, idea, discovery, development, improvement and innovation made by the Parish Council employees assigned to the City Council during the Agency, whether or not patentable or capable of registration, and whether or not recorded in any medium, promptly after creating it.
- 13.2. The Parish Council assigns to the City Council with full title guarantee all Intellectual Property Rights created by the Parish Council employees assigned to the City Council during the course of the Agency at the Cemetery and all materials embodying such rights to the fullest extent permitted by law and will at the City Council's request provide those materials and execute all further documentation necessary to effect and confirm the City Council's ownership of those rights.

Annex to Schedule 5

Data Processing Schedule

1. The contact details of the City Council's Data Protection Officer is:

Lorraine Lunt, Information Governance & Feedback Team Manager
Information.governance@york.gov.uk

2. The contact details of the Parish Council's Data Protection Officer or Lead is:

Rachel Robinson, Clerk to the Parish Council
clerk@fulford-pc.gov.uk

3. Pursuant to paragraph 11 of Schedule 5 of this Agreement, the City Council shall process the Personal Data as follows and any such further written instructions shall be incorporated into this Schedule.

Description	Details
Subject matter of the processing	The City Council processes the personal data and special categories of personal data under the Agreement for the purposes set out in the Agreement and otherwise in the furtherance of the arrangements between the Parties, in each case in connection with the Agency.
Duration of the processing	For as long as is necessary for the City Council to comply with its obligations under this Agreement and for the furtherance of the arrangements between the Parties in respect of the Agency, and as otherwise permitted by this Agreement.
Nature and purpose of the processing	<p>The nature of the processing means any operation such as collection, recording, organisation, structuring, storage, adaptation or alteration, retrieval, consultation, use, disclosure by transmission, dissemination or otherwise making available, alignment or combination, restriction, erasure or destruction of data (whether or not by automated means) etc.</p> <p>The purpose of the processing means any processing required for the purposes of the Agreement.</p> <p>Processing activities such as collection, recording, organisation, structuring, storage, adaptation or alteration, retrieval, consultation, use, disclosure by transmission, dissemination or otherwise making available, alignment or combination, restriction, erasure or destruction of data (whether or not by automated means) may all be undertaken by the City Council for the purposes set out in the Agreement.</p>

Type of data being processed	Only the minimum amount of personal data and special categories of personal data to be processed for the purposes set out in the Agreement.
Categories of Data Subject	<p>Depending on the circumstances, the personal data and special categories of personal data may concern one or more of the following categories of Data Subjects (as determined by the Parish Council or agreed between the Parties) and such other categories as the Parish Council may specify, or the Parties may agree from time to time:</p> <ul style="list-style-type: none"> • City Council staff (including volunteers, agents, and temporary workers), • Parish Council staff (including volunteers, agents, and temporary workers), • Customers/clients
Plan for return and destruction of the Personal Data and special categories of personal data once the processing is complete UNLESS requirement under union or member state law to preserve that type of Data	The personal data and special categories of personal data (and any copies of it) will be returned to the Parish Council once the processing activity to which it relates has been completed and/or on termination of this Agreement unless the Parties agree in writing that it can instead be securely destroyed in any particular case in accordance with an agreed document retention and destruction policy.
International Transfers and Legal Gateway	<p>Where any data is or potentially will be transferred outside of the UK, the legal gateway(s) being relied on and/or any safeguards or measures required will be in place. This may include (but shall not be limited to):</p> <ul style="list-style-type: none"> • Adequacy decision • International data transfer risk assessment • International data transfer agreement • Contract clauses

City of York Council and Centre for Applied Human Rights

Human Rights and Equality Assessment Tool (HREA)

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

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

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

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

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

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

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

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

Who is submitting the proposal?

Directorate	Communities		
Service Area	Bereavement Services		
Name of proposal	Fulford Cemetery		
Lead Officer	Eilidh Carricker		
Date Assessment Started	28 May 2026		
Date Assessment Completed	03 June 2026		
Names of those who contributed to the assessment			
Name	Job Title	Organisation	Area of Expertise
Eilidh Carricker	Head of Corporate Customer Services	City of York Council	Bereavement Services
Paula Wilkinson	Web Services Manager	City of York Council	HREAT
Michael Broadley	Cemetery Supervisor	City of York Council	Bereavement Services

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal
	Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.
	The purpose of the proposal is for CYC (subject to negotiations) to take over the permanent management of Fulford Cemetery. The intention is for Bereavement Services to manage Fulford Cemetery on a permanent basis once temporary management arrangements end of 31 July 2027.
1.2	Are there any external considerations?
	Legislation / government directive / codes of practice etc.
	There is no statutory duty on a local authority to provide burial facilities, but if one should choose to, the management is governed by the Local Authority Cemeteries Order 1977.
1.3	Who are the stakeholders and what are their interests?
	Consider both internal and external stakeholders.
	<ul style="list-style-type: none">• The deceased families will have a long-term interest in the management of the Cemetery.• Funeral directors use the Cemetery to conduct burials.• York’s Islam community support families who use the Cemetery to bury loved ones.• SANDS has a dedicated memorial with space for families to visit, spend time and place flowers.• CWWG (Commonwealth War Graves) has war graves throughout Fulford Cemetery. There is a contract in place for the upkeep and maintenance of these graves.• Bereavement services staff currently support the management of the Cemetery this may become permanent.• Various volunteering groups who support the general upkeep of the Cemetery.

- Stonemasons – NAMM or BRAMM registered monumental masons may erect memorials within the cemetery subject to permission being granted by the cemetery office. Permits to carry out the work is subject to the relevant fee being paid by the monumental mason.

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 outcome is for all of York’s residents and beyond to have access to a properly managed cemetery service that safely supports and respects the bereaved and their loved ones in a cost-effective way.

Core Policies of the Council Plan:

- I. Affordability: the opportunity to improve the range of services provided, such as simple burials which will increase options for people who want a burial but cannot afford the cost of a full service.
- II. Environment: there is an opportunity to create biodiversity at Fulford Cemetery, creating a welcoming and tranquil environment for loved ones and others to visit, reflect and enjoy.
- III. Equalities and Human Rights: everyone deserves dignity in death and families deserve the right to have a properly managed cemetery in York.
- IV. Health Inequalities: the site and associated activities / developments create opportunities to reduce social isolation, increase volunteering, as well as a new space for walking and reflection which are known to improve wellbeing.

Step 2 – Resources utilised

3.1	What sources of data, evidence and consultation feedback have you used to help understand the impact of the proposal on equality rights and human rights?	
	Please consider a range of sources, including consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	Source of data / supporting evidence	Reason for using this source
	Web Services Manager	HREAT champion
	Michael Broadley	Bereavement services expert
	Kate Haigh	Bereavement services expert
https://www.equalityhumanrights.com/human-rights/human-rights-act	Additional research	

Step 3 – Screening the impacts or effects.

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

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

Although table one looks complex, its purpose is to facilitate an initial screening of equalities and human rights impacts of your proposal.

Many human rights and equalities will not be affected by the decision you are seeking Executive or Council approval for and so can be left blank. The aim here is to identify pressure points regarding human rights and equalities that require attention.

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

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

Step 3.1 Table 1 – Screening the impacts or effects

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*	X													
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***	X													
Freedom of thought, conscience, and belief***	X								X					
Freedom of expression***	X													
Freedom of assembly***	X													
Right to marry***														
Right to property***														

Right to education***														
Right to free elections***														
Right to housing***														

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Step 3.2 Table 2 – Assessing the impact of your proposal

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

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

Rights clashes and restrictions

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

Use the following guidance to inform your responses:

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

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

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

Table 2

Protected Characteristics or Human Rights	Key findings / impacts	Positive (+) Negative (-) (Neutral (0)	High (H) Medium (M) Low (L)
Age			
Disability			
Gender reassignment			
Marriage and Civil Partnership			
Pregnancy and Maternity			
Race			
Religion and Belief	Changing the management of Fulford Cemetery from Fulford Parish Council to City of York Council should not impact the practise of aligning the service with the deceased's faith.	0	L
Sex			
Sexual Orientation			

Other social – economic groups			
Carer			
Care Leavers			
Low income groups	Changing the management of Fulford Cemetery from Fulford Parish Council to City of York Council creates the opportunity to implement lower cost burial options such as direct burials (with no service, mourners or ceremonies).	+	H
Veterans and armed Forces			
Other	Changing the management of Fulford Cemetery from Fulford Parish Council to City of York Council creates opportunities for cross directorate working to create a tranquil and safe green space for everyone to visit.	+	L
Human Rights (list any rights impacted)			
Prohibition of torture	Changing the management of Fulford Cemetery from Fulford Parish Council to City of York Council should not impact the level of care and dignity shown to the deceased and their loved ones.	0	L
Right to private and family life***	Changing the management of Fulford Cemetery from Fulford Parish Council to City of York Council should not affect the privacy of any correspondence between the deceased families and the service.	0	L
Freedom of thought,	Changing the management of Fulford Cemetery from Fulford Parish Council to City of York Council should not affect the freedom of	0	L

conscience, and belief***	thought, conscience, and belief of the deceased loves ones when requesting funeral arrangements.		
Freedom of expression***	Changing the management of Fulford Cemetery from Fulford Parish Council to City of York Council should not affect the expression of views when requesting funeral arrangements.	0	L
Freedom of assembly***	Changing the management of Fulford Cemetery from Fulford Parish Council to City of York Council should not affect the assembly of the deceased loves ones when attending a burial.	0	L

Step 4 – Gaps in data and knowledge

4.1	What are the main gaps in information and understanding of the impact of your proposal?		
	<p>When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities.</p> <p>Please indicate actions you will take to resolve this gap.</p> <p>As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.</p>		
	Gaps in data or knowledge	Action to deal with this	Date resolved
	None	Not applicable	Not applicable

Step 5 - Maximising positive impacts

5.1	What has been done to optimise opportunities to advance equality / human rights or foster good relations?
	<p>Under the UK's Human Rights Act 1998, deceased individuals generally do not have legal standing to bring claims, as human rights are tied to living persons. However, the immediate family or personal representatives can bring claims, particularly regarding the state's duty to investigate deaths or protect life.</p> <p>Nevertheless, time has been spent considering the human rights and the impact the change in management may have on those rights and protected characteristics.</p>

Step 6 – Recommendations and conclusions of the assessment

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

	Stop and remove the proposal	If there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.
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	Option Selected	Conclusion / justifications
	No major change to the proposal	The proposal is to change the Council responsible for managing the service. There are no proposed changes to policies and procedures that may affect the deceased's loved one's human rights at this time. If that were to change a further HREAT would be documented.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.			
	List below the actions or mitigations that have been identified and who will be responsible to carrying them out. Add as many lines as you need.			
	Impact / Issue	Actions to be taken	Person Responsible	Timescale
	Stakeholder engagement	Maintain good working relationships with all stakeholders of the Cemetery	Bereavement services	TBC

Step 8 - Monitor, review and improve

8.1	How will the impact of your proposal be monitored and improved upon going forward?
	Consider how will you identify the impact of activities on protected characteristics, other marginalised groups and human rights going forward? How will any learning and enhancements be capitalised on and embedded?
	<p>There are no impacts identified.</p> <p>The proposal is to change the Council responsible for managing the service. There are no proposed changes to policies and procedures that may affect the deceased's loved one's human rights at this time. If that were to change a further HREAT would be documented.</p>

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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 ***.

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Right	Description	Focus Area
Right to life	<p>Nobody, including the Government, can take someone's life away. Public authorities must take appropriate measures to safeguard life including by protecting people whose life might be in danger.</p> <p>Public authorities should also consider the right to life when making decisions that might endanger or affect life expectancy.</p> <p>When public officials may be involved in an instance when someone died, public authorities must investigate.</p>	<ul style="list-style-type: none"> • Benefits and money • Births, deaths and marriages • Children and families • Environment and animals • Health and social care • Housing • Planning and building • Waste and recycling
Right to liberty and security	<p>It focuses on protecting individuals' freedom from unreasonable detention, as opposed to protecting personal safety. However, there is case law from other jurisdictions where this right also covers personal safety in conditions other than detention.</p>	<ul style="list-style-type: none"> • Right to liberty and security
Freedom from torture and inhuman or degrading treatment	<p>Torture consists in causing very serious and cruel physical or mental pain or suffering.</p> <p>Inhuman treatment or punishment is treatment which causes intense physical or mental suffering. Degrading treatment means treatment that is extremely humiliating and undignified.</p> <p>Inhuman or degrading treatment could include:</p> <p>serious physical assault; very severe detention conditions or restraints; serious physical or psychological abuse in a health or care setting.</p>	<ul style="list-style-type: none"> • Children and families • Health and social care
Right to marry and start a family	<p>Right of men and women of marriageable age to marry and to start a family.</p>	<ul style="list-style-type: none"> • Births, deaths and marriages

Right	Description	Focus Area
Prohibition of slavery and forced labour	<p>Slavery is when someone owns someone else like a piece of property.</p> <p>Servitude is when someone provides services to a person for no reward and is unable to stop due to coercion.</p> <p>Forced or compulsory labour is when someone is forced to do work to which they have not agreed to, under the threat of punishment.</p>	<ul style="list-style-type: none"> • Children and families • Jobs, training and volunteering • People and communities
Right to a fair trial	<p>This right is triggered when someone is charged with a criminal offence and have to go to court, or</p> <p>a public authority is making a decision that has an impact on someone's civil rights or obligations.</p>	<ul style="list-style-type: none"> • Environment and animals • Health and social care • People and communities • Streets, roads and pavements
No punishment without law	<p>No one can be charged with a criminal offence for an action that was not a crime when it was committed.</p> <p>Public authorities must explain clearly what counts as a criminal offence so that people know when they are breaking the law.</p>	<ul style="list-style-type: none"> • Environment and animals • People and communities • Streets, roads and pavements
Right to property	<p>No public authority, without very good reason can take away one's property, which may include things like land, houses, objects, shares, licences, leases, patents, money, pensions and certain types of welfare benefits. This right applies to companies as well as individuals.</p>	<ul style="list-style-type: none"> • Benefits and money • Business • Council tax • Environment and animals • Housing • Planning and building • Travel and transport • Streets, roads & pavements • Waste and recycling

Right	Description	Focus Area
Right to private and family life, home and correspondence	<p>This includes one's right to determine their sexual orientation, lifestyle, and the way one looks and dresses. It also includes the right to control who sees and touches one's body. It further covers one's right to develop their personal identity and to forge friendships and other relationships, the right to participate in essential economic, social, cultural and leisure activities. In some circumstances, public authorities may need to facilitate the enjoyment of one's right to a private life, including their ability to participate in society.</p> <p>It also means that personal information about anyone (including official records, photographs, letters, diaries and medical records) should be kept securely and not shared without their permission, except in certain circumstances.</p>	<ul style="list-style-type: none"> • Benefits and money • Births, deaths and marriages • Children and families • Health and social care • Jobs, training and volunteering • Parking and permits • Planning and building • Schools and education • Sports and leisure
Right to free elections	<p>Public authorities must support the right to free expression by holding free elections at reasonable intervals. These elections must enable anyone to vote in secret.</p>	<ul style="list-style-type: none"> • Births, deaths and marriages • People and communities

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

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