Notice of a public meeting of

Executive

To:	Councillors Douglas (Chair), Kilbane, Kent, Lomas, Merrett, Perrett, Ravilious, Steels-Walshaw and Webb (Vice-Chair)
Date:	Wednesday, 9 September 2026
Time:	4.30 pm
Venue:	West Offices - Station Rise, York YO1 6GA

A G E N D A

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call-in any decisions made on items* on this agenda, notice must be given to Democratic Services by **4.00 pm on Wednesday, 16 September 2026**.

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

1. Apologies for Absence

To receive any apologies for absence.

2. Declarations of Interest

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

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

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

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

	the wider public interest. *In which case, speak on the item <u>only if</u> the public are also allowed to speak, but otherwise do not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.*

(2) Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.

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

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 Monday, 7 September 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. Minutes (Pages 7 - 22)

To approve and sign the minutes of the Executive meeting held on Tuesday, 7 July 2026.

5. Forward Plan (Pages 23 - 26)

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

6. Quarter 1 2026/27 Finance and Performance Monitor (Pages 27 - 88)

To receive a report from the Director of Finance setting out the projected financial position and the latest performance information for the period covering 1 April 2026 to 30 June 2026.

7. Capital Programme - Monitor 1 2026/27 (Pages 89 - 124)

To receive a report from the Director of Finance presenting the projected outturn position for 2026/27, including any under/overspends and adjustments, along with requests to re-profile budgets to/from current and future years.

8. Treasury Management 2026/27 Quarter 1 report and review of Prudential Indicators (Pages 125 - 146)

To receive a report from the Director of Finance providing an update on treasury management activity for the first quarter of the 2026/27 financial year together with an update of the prudential indicators, which are included at Annex A to the report.

9. Recycling Review (Pages 147 - 214)

To receive a report from the Director of Environmental and Regulatory Services presenting a review of the domestic recycling service, including how materials are presented at the kerbside following public engagement and scrutiny. The report also explores the benefits and costs of moving from recycling boxes to recycling wheeled bins for the majority of domestic properties in York.

10. Review of CYC community car park and on-street parking charges in response to petitions (Pages 215 - 440)

To receive a report from the Director of Environmental and Regulatory Services which invites Executive to review the recommendations from the independent review of community car parking and on-street charges focusing on Bishopthorpe Road, East Parade (Heworth), Micklegate, and The Groves. It includes feedback from Place Scrutiny Committee and recommends some changes for Executive's approval.

11. Anti-Terrorism Traffic Regulation Order (ATTRO) - statutory consultation response (Pages 441 - 522)

To receive a joint report from the Director of Environment and Regulatory Services and the Director of City Development presenting a review of the representations received during the statutory consultation process for the proposed introduction of a permanent Anti-Terrorism Traffic Regulation Order (ATTRO) for the city centre.

12. Preparation for Potential Use of Compulsory Purchase Powers at Willow House to Support the Delivery of Affordable Housing (Pages 523 - 584)

To receive a report from the Director of City Development seeking an in-principle decision to enable the Council to continue preparatory work for the potential use of compulsory purchase powers under Section 17 of the Housing Act 1985, should it ultimately be required to support land assembly for the Willow House development.

13. 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
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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	7 July 2026
Present	Councillors Douglas (Chair), Kilbane, Kent, Pavlovic, Ravilious, Steels-Walshaw and Webb (Vice-Chair)
In attendance	Councillor Fenton (Opposition Group Member)

10. Apologies for Absence

Apologies for absence were received from Councillor Lomas and Opposition Group Leader, Councillor Ayre.

Notification had been received that Councillor Fenton was to substitute for Councillor Ayre.

11. Declarations of Interest

There were no declarations of interest.

12. Public Participation

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

Flick Williams spoke remotely in relation to agenda item 10, 'Bus Priority in York City Centre: The Rougier Route'. Flick welcomed the decision to offer exemptions to blue badge holders and hackney carriages. It was in line with the Council's obligations under the public sector equality duty. However, there was some concern that the exemption was not to be extended to private hire vehicles transporting SEND students to and from schools and colleges. Flick expressed support for the comments made by Streamline Taxis that had been published in the agenda supplement. That the exemption should apply to all locally licensed taxi companies. Also, the continued emphasis on the scheme operating as a trial raised concerns that blue badge holder exemptions could be subsequently removed. This should not be predicated on volume of blue badge use since every disabled person's need for access was equally valid.

Mark Venables spoke remotely in relation to agenda item 10, ‘Bus Priority in York City Centre: The Rougier Route’. Mark spoke on behalf of York Civic Trust, Transport Advisory Group. It was reported that York Civic Trust strongly supported the council's proposals for this scheme. That it would significantly improve bus journeys and enhance safety for walkers, wheelers, and cyclists. It also offered an opportunity to enhance the public realm and York Civic Trust was ready to assist in realising the potential for this. There was some concern at the further delay in introducing the scheme which was originally planned for implementation in 2025. Delaying implementation until four months before the council elections presented a risk that the scheme would become a political battleground.

Andrew McGuinness spoke remotely in relation to agenda item 10, ‘Bus Priority in York City Centre: The Rougier Route’. Andrew spoke in in his capacity as Chair of the Enhanced Partnership Bus Forum. It was stated that buses remained Britain's most widely used form of public transport, providing essential connections for people traveling to work, education, healthcare, and local services. However, one significant challenge undermined their effectiveness, and that was congestion. A recent report highlighted that England needed faster buses and that bus speeds had fallen to unacceptably low levels. Average bus speeds were just 7.8mph in congested urban areas increasing to only 9.5 mph in other cities. The report estimated that increasing average bus journey speed by 10% would generate an additional 147 million passenger journeys each year while delivering savings and wider economic benefits worth around £5b nationally. These findings reinforced national evidence that improving bus reliability was not simply about making buses faster. It was about making public transport more attractive, reducing operating costs and supporting local businesses.

Doreen Magill spoke remotely in relation to agenda item 10, ‘Bus Priority in York City Centre: The Rougier Route’. Doreen spoke on behalf of York Bus Forum. It was stated that the main issue was about congestion and everyone, including motorists would benefit if these issues were addressed. The only solution was public transport, specifically buses. The key to a good bus service was encouraging people to use it. The Rougier Route was not expected to solve all the problems, but it would help. It

was the first step to encourage people to use buses, which would free up space to move around more easily.

Andy D'Gorne spoke remotely in relation to agenda item 10, 'Bus Priority in York City Centre: The Rougier Route'. It was stated that York Green Party welcomed the report, a much-needed boost to bus services, albeit slipping again into the most politically contentious timing. There was concern that some suggestions made during the consultation were either not referenced or glossed over in the report and needed to be closely monitored. Firstly, the scheme's operation until 11.00pm was likely to result in illegal right turns into Coney Street. The solution could be an amendment to the foot street order to enable the hostile vehicle mitigation (HVM) barriers at this point to remain closed between 5.00pm and 11.00pm. Secondly, changing Tanner Road, Tough Green and Micklegate roads to one way with cycle contraflow was expected to increase speeds and should be countered by extending the Bishophill 20 mph provision to cover these streets, which would no longer serve as through routes for most of the time. There was also a need for a point closure or camera to ensure that Barker Lane was not used as a vehicle shortcut to Mickelgate on the diversion loop. Finally, there should be further liaison before the scheme commenced with both the Grand Hotel and the NCP car park whose operations would be significantly disrupted by the introduction of a one-way flow at the bottom end of the Tanner row section.

John Iredale spoke in relation to agenda item 10, 'Bus Priority in York City Centre: The Rougier Route'. John spoke on behalf of Bishophill Action Group. It was stated that the consultation opportunities had been thorough and well attended by residents. There was significant support for improvements to the bus transit times and for improvements for pedestrians and cyclists resulting from reduced traffic flows. Suggestions about issues within the Bishophill area had been addressed and the proposals modified. It was acknowledged that there was to be a review of the scheme once the experimental phase had been completed. It was pointed out that Bishophill Action Group were in favour of a 20mph central zone in York.

Diane Roworth spoke in relation to agenda item 10, 'Bus Priority in York City Centre: The Rougier Route'. Diane spoke on behalf of York Access Forum and York Disability Rights Forum. There was support for allowing blue badge holders and hackney

carriages to use the bus gate alongside emergency and other essential vehicles. This proposal recognised the important principle that a vehicle carrying a blue badge was an essential vehicle for its user. It was important to note that a blue badge was not a privilege. It was a mitigation to overcome the limitations of an impairment or disability. It was about levelling the playing field as far as possible. It was noted that other private hire vehicles were not exempt and that no provision had been made for community transport schemes. It was requested that these two areas received further consideration to ensure that no disabled people lost out on their ability to use the streets that they currently had access to.

Stephen Moyle spoke in relation to agenda item 10, 'Bus Priority in York City Centre: The Rougier Route'. Stephen spoke on behalf of First Bus Group in York. It was stated that First Bus Group strongly supported the Rougier Route because it addressed the issue of bus reliability, which was one of the biggest challenges facing public transport in York. That every day buses were delayed by congestion through the city centre. When one bus was held up it impacted on every trip the vehicle was due to make for the rest of the day. That meant passengers arrived late for work, education, medical appointments, and any other important commitments that they had. It also meant that more buses and drivers were needed to maintain the same timetable, which increased costs and reduced efficiencies. The proposed scheme allowed buses carrying thousands of passengers each day to move more reliably through the city. Faster and more consistent journey times for passengers would help encourage more people to use public transport instead of driving and therefore help tackle the issue of congestion. The scheme would help unlock economic, social and environmental benefits. The Rougier Route was considered a positive step towards a better transport network for York. The bus operator supported the Council to approve the trial and allow the scheme to demonstrate its benefits.

Rachel Robinson spoke in relation to agenda item 11 'Fulford Cemetery / Bereavement Services'. Rachel spoke on behalf of Fulford Parish Council (the current owners of Fulford Cemetery). It was stated that the parish council fully supported the proposals for City of York Council (CYC) to take over the management of Fulford Cemetery from the parish council and to terminate the 2006 burial services agreement, as set out in the report. It was pointed out that Fulford Cemetery was unlike any

other parish council managed cemetery. It was the only cemetery in the country owned and managed by a parish providing burial services on behalf of the unitary authority. It had been clear to the parish council for some time that a city-wide operation such as Fulford Cemetery required city level resources. It was stated that CYC had managed much of the cemetery operations since August 2025 and the agreement had been extended to August 2027. Since August 2025, the benefits of the support and professional expertise from the CYC cemetery supervisor, the cemetery administrator and from bereavement services had been evident financially, administratively and in terms of industry and public perception. Additionally, the coordination of volunteering ventures by CYC communities team had also proved extremely valuable in terms of assistance with the maintenance of the grounds, encouraging community engagement, positive feedback, and giving the volunteers a real sense of investment in the site's future. The recommendations provided an opportunity for CYC to have control over York's burial services and the income generated by them.

13. Exclusion of Press and Public

Whilst it was acknowledged that Annex 2 to agenda item 11 was classed as exempt for the reasons set out below, it was not anticipated that there was a need for Executive to consider the documents in private session.

Resolved: That the press and public be excluded from the meeting in relation to Annex 2 to agenda item 11 on the grounds that it contains information in relation 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.

14. Minutes

Resolved: That the minutes of the Executive meeting held on 2 June 2026 be approved and then signed by the Chair as a correct record.

15. 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 the agenda was published.

16. 2025/26 Finance and Performance Outturn

The Director of Finance submitted a report which provided a year end analysis of the overall finance and performance position for the year.

The following annexes were attached to the report:

- Quarter 4 Performance Tables – City Outcomes and Council Delivery Indicators 2023-2027
- York Learning Accountability Statement
- Parking Income and Expenditure and Highway and Transport Expenditure.

Debbie Mitchell, Director of Finance, presented the report.

The Leader of the Council highlighted increased budget pressures, particularly in relation to adult social care. This had impacted on other services to bring the budget under the expected overspend. Millions of pounds had been spent on adult social services. It was noted that the Care Quality Commission (CQC) had rated the service as ‘requiring improvement’ in December 2025. An improvement advisor from Department of Health and Social Care was working with the team to bring the spend under control.

Resolved (unanimously) –

That Executive

a) Notes the finance and performance information within the report and agrees that the underspend of £1.498m will be added to council general reserves.

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

b) Accepts 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 / Executive Member for Children, Young People and Education:

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

c) Accepts 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) Accepts 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) Approves 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.

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

The Director of Finance submitted a report which provided an update on Treasury Management activity and the outturn position for the 2025/26 financial year.

The following annex was attached to the report:

- Prudential Indicators 2025/26 Outturn (31 March 2026).

Debbie Mitchell, Director of Finance, presented the report.

Resolved (unanimously):

That Executive notes

a) The 2025/26 performance and outturn position of Treasury Management activity.
b) The 2025/26 outturn Prudential Indicators outlined in Annex A to the report and notes 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.

18. Capital Programme Outturn 2025/26 and Revisions to the 2026/27 - 2029/30 Programme

The Director of Finance submitted a report which set out the capital programme outturn position for 2025/26, which included any under/overspends and adjustments, along with an update to the future years programme.

The following annex was attached to the report:

- Capital Programme 2026/27 to 2029/30.

Debbie Mitchell, Director of Finance, presented the report. It was advised that an amendment was required in relation to paragraph 10 recommendation v). This sentence was to be deleted on the basis that the information was already contained in recommendation c) to the report.

In response to a query, the Executive Member for Transport clarified that resources transferred to the Station Gateway scheme were from schemes where there was insufficient officer capacity to deliver these. These mostly related to traffic signal replacements. Staff had since been recruited to posts and all programmes were back on pace.

The Leader of the Council highlighted the positive transformation of the Station Gateway scheme. Reference was also made to the challenges and risks associated with a lack of effective programme management and oversight during the initial stages. This had resulted in necessary changes to the scheme. Some of these related to unknowns, for example, the Victorian flyover, which required engineering works to be undertaken. There had also been a significant increase in construction costs.

The Leader of the Council emphasised the positive contribution of York Museums Trust whilst also noting the significant cost of maintaining historic buildings in York. The Arts Council was thanked for supporting the capital request that had been submitted to fix the roof at the Yorkshire Museum. It was hoped there would be further support for historic assets in York, particularly given the financial constraints currently faced.

Resolved (unanimously):

That Executive

a) In relation to the capital programme outturn

i) Notes the 2025/26 capital outturn position of £81.948m and approves the requests for re-profiling totalling £58.432m from the 2025/26 programme to future years.
ii) Notes the adjustments to schemes increasing expenditure in 2025/26 by a net £1.346m.
iii) **Recommends to Full Council** the restated 2026/27 to 2029/30 programme of £441.313m as summarised in Table 3 and detailed in Annex 1 to the report.
iv) Approves the virement of £5.4m from Integrated Transport to fund the updated spend forecast on York Station Gateway.

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) Allocates 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) Accepts grant funding from the MHCLG of £888k, by delegating authority to the S151 Officer to sign the Memorandum of Understanding.
ii) **Recommends to Full Council**, the approval of additional borrowing up to £938k to match fund the scheme.
iii) Delegates 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.

19. Bus Priority in York City Centre: The Rougier Route

The Director of City Development submitted a report which presented the results of public consultation into bus priority in York City Centre and requested 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.

The following annexes were attached to the report:

- Rougier Route Proposals Plan
- Rougier Route Consultation Summary
- Traffic Modelling Summary
- Human Rights and Equality Assessment
- Parking and Moving Traffic Offences Enforcement Policy.

Tom Horner, Head of Transport, Policy and Travel Behaviour, presented the report.

The Executive Member highlighted the issue of congestion. It was reported that 80% of respondents to the consultation had identified congestion as their top concern in the city. To accommodate growth and support a vibrant visitor economy there was a need to address this issue. One of the main ways of dealing with this issue was enabling more people to use public transport. Currently buses were stuck in the same traffic as everyone else with average speed in the city centre at less than four miles per hour. Areas had been identified where the proposed bus priority scheme would bring the most widespread benefit.

The Executive Member acknowledged that there was congestion in other areas of the city but pointed out that there was a need to start somewhere. The Rougier Route would deliver the greatest benefits. Slow bus speeds resulted in higher running costs for bus operators and that in turn resulted in an increase in ticket prices for passengers. People were unwilling to travel on unreliable and expensive buses. An investment in the Rougier Route was much needed. It would increase bus reliability, reduce bus operating costs, and enabled bus operators to add more services, reduce ticket costs, and increase passenger numbers.

Officers were thanked for the level of thought, detail and time that had gone into this piece of work. It was also the result of an extensive consultation exercise. Over 2,000 people had responded to the consultation, which included drop-in sessions with stakeholders and included individuals that had attended today’s Executive meeting to speak. It demonstrated that people in the city were engaged and had provided valuable feedback. As a result of the feedback, some adaptations to the plans had been made.

The Executive Member report that there were still some outstanding concerns to resolve. It was stressed that it was a trial scheme and that approval of the recommendations enabled officers to start looking at the detail of how the scheme works. It was anticipated that some adjustments may be required with some unexpected consequences and tweaks needed. It was advised that for the first six months there were to be no fines. Warning letters were to be issued to people who had made a mistake and did not know about the scheme.

Resolved (unanimously):

That Executive

a) Allocates £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.

b) Delegates 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.

c) Delegates 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.

d) Notes the contents of the petition.

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

e) Approves 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.

20. Fulford Cemetery / Bereavement Services

The Director of Communities submitted a report which invited 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 (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.

The following annexes were attached to the report:

- FPC letter re-affirming request
- FPC letter including proposed terms and conditions **(exempt from publication)**
- The 2025 agreement
- Human Rights and Equalities Assessment.

Pauline Stuchfield, Director of Communities, and Eilidh Carricker Head of Corporate Customer Services, were both in attendance for this item.

The Executive Member (Ward Member) highlighted that this had been a challenging situation. That it was unusual for a Parish Council to run a city cemetery. It was reported that there had been a reduction in burials and an increase in cremations. That had left the cemetery in a financially difficult situation and unable to manage it. The grounds were overgrown and residents and visitors were distressed when visiting their loved ones. It resulted in CYC entering into an agreement with Fulford Parish Council to manage the cemetery on a temporary basis. This had resulted in a positive turnaround due to collaborative working between the Parish Council, CYC and volunteers, particularly Friends of Fulford Cemetery and staff at the Stay City Hotel.

The Leader of the Council emphasised the positive approach undertaken by the Parish Council, the local community and council officers to tackle this sensitive issue in an efficient and business-like manner to ensure a viable cemetery in the city. It was hoped that the people of York recognised the positive benefits and improvements that collective work could deliver.

Resolved (unanimously):

That Executive

a) Approves Option 2 (paragraph 50 to the report) 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 Fulford Parish Council (FPC) for the proposed handover of the Cemetery to City of York Council (CYC) and to negotiate and conclude all necessary legal documentation for this purpose; and

b) Approves Option A (paragraph 51 to the report) 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.

21. Urgent Business

There were no urgent items of business to consider.

Councillor Douglas, Chair

(The meeting started at 4.30 pm and finished at 6.15 pm).

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Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 6 October 2026

Title and Description	Author	Portfolio Holder
Parks Investment Fund Update **Purpose of report:** To provide an update on progress made against the Parks Investment Fund project.	Director of Environmental and Regulatory Service	Executive Member for Environment and Climate Emergency
Adult Social Care Strategy and Delivery Plan **Purpose of report:** To provide oversight and assurance on the progress for Adult Social Care Improvement.	Corporate Director of Adult Services and Integration	Executive Member for Health, Wellbeing and Adult Social Care
Lord Mayoralty Points Allocation **Purpose of report:** To invite Executive to determine the points allocation, and consequently the Lord Mayoralty, for the forthcoming municipal year, 2027/2028.	Director of Governance and Monitoring Officer	Leader of the Council and Executive Member for Policy, Strategy and Partnerships

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 3 November 2026

Title and Description	Author	Portfolio Holder
Capital Programme Monitor Update 2 Report **Purpose of report:** To provide an update on the capital programme.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Quarter 2 2026-27 Finance and Performance Monitor **Purpose of report:** To set out the projected financial position and the latest performance information for the period covering 1 April 2026 to 30 September 2026.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Treasury Management Quarter 2 Prudential Indicators **Purpose of report:** To provide an update on the treasury management position.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Medium-Term Financial Strategy Update **Purpose of report:** To provide an update on the Medium-Term Financial Strategy along with an outline of the 2026/27 budget process.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Safer York Partnership Community Safety Strategy 2026-29 **Purpose of report:** To recommend the endorsement of the Safer York Partnership Community Safety Strategy 2026-29.	Director of Communities	Executive Member for Housing, Planning and Safer Communities
Decision to widen the conditions relating to the City Centre Public Space Protection Order (PSPO) **Purpose of report:** To present the outcome of a city-wide consultation on widening the conditions in the City Centre PSPO to further reduce the incidence of anti-social behaviour for both residents and visitors to the city.	Director of Communities	Executive Members for Housing, Planning and Safer Communities (Joint)
Minerals and Waste Plan **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).	Director of City Development	Executive Members for Housing, Planning and Safer Communities (Joint)

Make It York Limited – Service Contract Renewal Options **Purpose of report:** To set out the service contract renewal options for Make It York Limited (Council Teckal company).	Director of City Development	Executive Member for Economy and Culture

Meeting:	Executive
Meeting date:	9 September 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

Quarter 1 2026/27 Finance and Performance Monitor

Subject of Report

1. This report sets out the projected financial position and the latest performance information for the period covering 1 April 2026 to 30 June 2026. This is the first report of the financial year.

2. The report outlines that, despite the Council's continued financial challenges, performance continues to be good in across many areas of the Council.

3. The forecast for the year is that we will have a net overspend of £2.3m, which is an improvement compared to the same position last year at this time. The main area of overspend is Adult Social Care, where increased costs and complexity remain a very challenging position.

4. As outlined in reports to Executive throughout the previous financial year, the existing cost control measures remain in place, and further action is still needed to bring spending down to an affordable level over the medium term, to safeguard the Council's financial resilience and stability. 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 both the current and future challenges.

5. The outcome of the Fair Funding report has placed the council in a precarious financial position with funding available to the council effectively frozen over the next two years and therefore the need to balance the budget in 2026/27 is essential.

6. 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.

7. 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 Q1 2026-27 there has been positive performance in the below areas.

8. 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 totally or partially breastfeeding at 6-8 weeks** 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.

9. 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.**

10. There has been a positive direction of travel over the last few years in **city centre performance measures**, with low shop vacancy rates. The **workplace earnings gap has reduced** in the last year, as has the **Housing affordability ratio**, 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** continue to grow following a strong recovery post-covid.

11. Many of our **housing indicators** are showing a positive direction of travel, with an increase in the **% of dwellings with an energy rating in the A-C band in the EPC register** 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 a stable number of residents **giving help to a group or club**, high levels of **resident satisfaction** with their local area as a place to live, an increase in the percentage of the panel who think the council are **doing well at improving green spaces** and an **increase in the number who report an 'excellent' experience** when they last contacted the council about a service.

12. 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.

13. 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.

14. The report identifies funding that has been allocated to City of York Council from outside bodies primarily the York and North Yorkshire Combined Authority.

Benefits and Challenges

15. This report is to note the latest financial projections and current performance. The main challenge is delivering on agreed savings whilst also identifying further reductions in expenditure. The benefit of a balanced budget is that resources can be diverted into delivering Council priorities.

Policy Basis for Decision

16. This report is to note the latest projections and current performance. The ongoing financial resilience and stability of the council is essential in ensuring Council priorities can continue to be achieved.

Financial Strategy Implications

17. The report sets out the projected financial position. 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.

18. The report assumes a number of mitigation measures within Adult Social Care which it will be necessary to closely monitor.

Recommendation and Reasons

19. Executive is asked to:

    a) Note the finance and performance information.
    b) Note that work will continue on identifying the savings needed to fully mitigate the forecast overspend.
    c) Accept that the budgeted savings relating to the Explore contract are not to be progressed and that the undelivered savings (£600k) will need to be added into growth as part of 2027/28 budget process
    d) Note the funding awards provided to the council detailed in the report.

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

Background

Financial Summary and Mitigation Strategy

20. The current forecast is that there will be an overspend of £2.3m. This compares to a projected overspend of £4.4m at the same stage of last year. The 2025/26 outturn was an underspend of £1.5m which was added to reserves although as reported at the time many of the underspends in 2025/26 were either one off or budgets have been adjusted however there continues to be a recurring overspend within Adult Social Care, which continues to be of concern. Many of the underspends and mitigations that have allowed us to balance the budget at year end have generally been one off.

21. Members will be aware that the financial position of local government is a national challenge and that the pressures being seen across both Adult and Children's Social Care are not something that is unique to York. Many Councils are experiencing significant financial pressures and struggling to balance their budgets now, so it is vital that we continue the work to reduce our expenditure down to a sustainable level both within the current financial year and over the medium term.

22. The delivery of savings plans 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

23. The Council's net budget is £187m. Following on from previous years, the challenge of delivering savings continues with c£11m to be achieved to reach a balanced budget. Early forecasts indicate the Council is facing net financial pressures of £2.3m and an overview of this forecast, on a directorate by directorate basis, is outlined in Table 1 below.

Service area	2026/27 Net budget £'000	2026/27 Forecast Variation £'000
Children & Education	32,808	-76
Adult Social Care & Integration	81,273	3,722
Environment & Regulation / City Development	16,948	1,184
Housing & Communities	6,676	547
Corporate & Central Services	48,804	-2,583
Sub Total	**186,509**	**2,794**
Contingency	500	-500
Total including contingency	**187,009**	**2,294**

Table 1: Finance overview

Reserves and Contingency

24. 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 2026/27 the reserve stood at £8.9m following the transfer of the 2025/26 underspend into general reserves.

25. Should the mitigation outlined in this report not deliver the required level of savings in the current financial year then this reserve is available to support the year end position. However, in light of the ongoing financial challenges being faced by all Councils it is now more important than ever to ensure the Council has sufficient reserves. Therefore, should it be the case that we need to draw down a substantial amount from this general reserve in 2026/27, growth will need to be included in the 2027/28 budget to ensure that reserves can be maintained at an appropriate level.

26. In addition to the general reserve of £8.9m there are a range of other earmarked reserves where funds are held for a specific purpose. These reserves are always subject to an annual review and these funds will again be reviewed on a quarterly basis and where appropriate to do so 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.

27. As in previous years a contingency budget is in place, and this is currently assumed to be available to offset the pressures outlined in this report.

Loans

28. 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 both loans at 4% plus base rate therefore interest of 7.75% is currently being charged. All repayments are up to date.

Funding Approvals

29. 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.

30. 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.

31. The council has been awarded the following grants over the last quarter.

Vibrant and Sustainable High Streets

32. The Combined Authority have awarded CYC £196k from the Vibrant and Sustainable Highstreets Fund (£50k York Castle, £80.2k Walmgate Improvement Scheme, £66k Acomb Front Street). The fund aims to support projects that will improve highstreets, increasing footfall and encourage people to spend more time in town centres.

Mayoral Transport Fund

33. The Combined Authority's Mayoral Transport Fund has awarded CYC: £1.3m from the Road Maintenance Fund; £1.58m from Highways Improvements (Minor Works) and £5.8m from Highways Maintenance. CYC's share of the Mayoral Transport Fund. The share of funding relating to significant schemes is yet to be determined.

Energy Generation Accelerator Programme (EGAP)

34. The Combined Authority have awarded CYC £420k for EGAP projects in 2026/27 (£100k York Central Heat Network, £200k Harewood Whin, £120k staff support). The programme supports the development of renewable energy projects that accelerate them from concept to investment-ready schemes.

Trailblazer

35. For 2026/27, the Combined Authority awarded £1.012m across 7 projects (Employer Engagement, Mental Health Hubs, 50+ Programme, Overcoming barriers for Young People, Supported Pathways: Construction Skills, Supported Pathways: Opportunity Brokers, Data and Research Integration) and Management & Admin costs. The Trailblazer programme aims to support economically

inactive people into work and support employers to create job opportunities.

Mayoral Investment Fund

36. The Mayoral Investment Fund is part of the regional devolution deal. The Combined Authority awarded CYC £2.85m over 2 years. For 2026/27, the allocation is £2,339,216 across 5 projects (Acomb & Haxby Town Plans, Cultural Passports, Construction Skills, Our City Centre Regeneration and EV Charging Infrastructure).

Connect to Work

37. The Combined Authority awarded CYC £603,664 over 5 years to deliver an Individual Placement and Support (IPS) programme. For 2026/27, the allocation is £99,568. The programme aims to provide a supported employment programme to unemployed and economically inactive people with disabilities, long-term health conditions and/or those in disadvantaged groups.

Adult Skills Fund

38. The Combined Authority awarded CYC £1,548,978 for 2026/27. The Fund supports a wide range of adult education and skills programmes, that aim to widen access and participation in learning.

Directorate Analysis

Children and Education

39. The table below summarises the latest forecast by service area.

	2026/27 Budget	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Children's Safeguarding	27,134	+216	+0.8
Education & Skills	8,647	-57	-0.7
School Funding & Assets	1,562	-186	-11.9
Director and Central Budgets	-4,535	-49	1.1
Total Children and Education	**32,808**	**-76**	**-0.2**

40. The 2026/27 year end position is forecast to be a £76k underspend. This continues the trend of the Directorate delivering its services within the overall budget

41. Children's Safeguarding is currently forecast to overspend by £216k against a budget of £27.134m.

42. The number of Children in Care stood at 225 at the end of May 2026, compared with 230 at the end of March 2026. Placement expenditure continues to be the most significant area of financial risk; however, overall placement costs are expected to be approximately £265k lower than in 2025/26.

43. The service has revised its placement budget structure by separating Residential Care and DCS placements. This change allows individual Heads of Service to monitor costs more effectively and supports clearer identification of cases relevant to potential health funding contributions

44. Overall placement budgets are forecast to overspend by £138k. The most significant pressure relates to DCS Placements and Community Provision, which is forecast to overspend by £301k. Budget realignments have been undertaken, including the transfer of £400k from Residential Care budgets and a further £400k one-off contribution from a brought-forward balance from 2025/26. Without these interventions, the service would have been forecasting an overspend of approximately £1.1m.

45. The Together We Can service is forecasting an overspend of £140k, reflecting the fact that the budget was originally established for a single facility, whereas the service now operates two facilities.

46. Several placement budgets are currently forecasting favourable variances.

47. Independent Fostering Agency (IFA) placements are forecast to underspend by £73k, a significant improvement from the £381k overspend reported in 2025/26. Placement numbers have reduced to 37 placements, compared with 60 placements during 2025/26, while additional growth funding has also been incorporated into the budget.

48. Residential Care placements are forecast to underspend by £158k, despite the inclusion of planned savings targets and budget transfers

to DCS placements. Current activity consists of one residential placement and three semi-independent placements.

49. The Beehive service is forecasting an underspend of £82k, largely due to staffing costs being below budget. The budget has not been reviewed since the facility opened.

50. Direct Payments are currently forecasting an overspend of £158k. Reviews are underway to examine payment arrangements, identify potential recoveries and strengthen approval processes.

51. Legal costs remain a significant pressure and are forecast to overspend by £246k. Regular financial review meetings have been established with Legal Services, and one-off support from restructuring budgets has helped reduce the scale of the pressure during 2026/27.

52. Education and Skills is forecast to underspend by £57k (0.7%) against a budget of £8.647m.

53. The most significant favourable variance relates to York Learning, which is forecast to underspend by £145k, following an underspend of £214k in 2025/26. The service also continues to hold a substantial accommodation reserve balance carried forward from previous years.

54. Home to School Transport remains one of the most financially uncertain budgets within the directorate. Forecasting remains difficult pending implementation of the new transport contract in September. Growth funding of £230k was allocated to the service at the beginning of 2026/27, and future monitoring reports will provide further clarity regarding the long-term financial impact of the new arrangements.

55. School Funding and Assets is forecast to underspend by £186k (11.9%) against a budget of £1.562m. The favourable position is mainly attributable to several recurring underspends across centrally managed budgets, including:

- Schools Interest Charges: £36k underspend
- Pupil Premium balances: £100k underspend
- PFI balances: £50k underspend

56. These budgets also generated underspends in 2025/26, indicating that there may be opportunities to review ongoing budget requirements in future financial planning rounds.

57. Director of Children & Education and Central Budgets are forecast to underspend by £49k.

58. The favourable position arises from small underspends across redundancy budgets, trade union costs and leadership team expenditure.

59. The DSG carried forward a deficit of £664k at 1 April 2026 following an in-year deficit of £1.26m in 2025/26. Monitor 1 forecasts a further in-year deficit of £3.27m, which would increase the cumulative DSG deficit substantially.

60. The primary driver of this deterioration is the High Needs Block, which is forecast to overspend by £5.024m, compared with an overspend of £1.176m in 2025/26.

61. The pressure reflects continuing growth in EHCP numbers and increasing complexity of children's needs. EHCPs have increased from 1,521 in 2024/25 to 1,986 in 2026/27, with further growth expected over the medium term.

62. Although the Authority's DSG allocation has increased by approximately 6% in 2026/27 to £101.7m, this falls significantly short of the growth in demand, with EHCP numbers increasing by approximately 22% over the same period. In addition, the Authority no longer receives the £2m Safety Valve funding that previously helped offset financial pressures.

<u>High Needs Funding and SEND Reforms</u>

63. The financial impact of revised mainstream school banding arrangements is beginning to emerge. Under the revised framework, funding ranges from £4,000 for Specific and Targeted provision to £8,000 for Enhanced provision, with Exceptional cases funded according to individual need.

64. New special school banding arrangements will be introduced from 1 September 2026, with standard funding set at £15,000 per pupil and bespoke packages funded at £75,000. While the standard rate broadly reflects current average funding levels, the number of pupils requiring bespoke packages will significantly influence future DSG costs.

65. In June 2026, York's SEND Reform Plan was approved locally and submitted to the Department for Education. The plan sets out a three-

year programme to strengthen mainstream SEND provision and reduce demand for specialist placements. The Council has secured a £1.3m SEND Transformation Grant to support implementation, with final DfE approval expected during September 2026.

66. Key mitigation actions include tighter review of EHCP funding allocations, reviews of independent placement costs and transport provision, implementation of enhanced DSG monitoring arrangements and ongoing assessment of the financial impact of revised special school funding arrangements.

Adults

67. The Q1 projected outturn position for Adult Social Care is an overspend of £3,722k against budget. The projection assumes savings and mitigations of £1,800k will be achieved by the end of the year.

	2026/27 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
External Care			
Direct Payments	6,778	-241	-3.6
Home and Day Support	5,160	-259	-5.0
Supported Living	21,458	+460	2.1
Residential care	23,840	+873	3.7
Nursing care	7,862	-528	-6.7
Short term placements	1,490	+24	1.6
Rebasing budget adj	-4,033	+4,253	**
In House Services and Staffing			
Staffing (mostly social work staff)	10,357	+1,023	9.9
Contracts and Commissioning	1,875	-107	-5.7
In House Services	5,245	-13	-0.2
Be Independent & Equipment	1,178	+22	1.9
Other	108	+15	13.9
Recharges	-45	0	0
Total Adult Social Care	**81,273**	**+5,522**	**6.8**
Savings and Mitigations		-1,800	
Total After Mitigations	**81,273**	**3,722**	**4.6**

68. ASC 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 last year. A further £4m to cover price inflation pressures with £4m remaining to fund underlying pressures against external care budgets.

69. The summary table has a line in describing a £4.2m pressure from rebasing the budget. This has not been attributed to particular care budget areas but will reduce as savings and mitigations crystallise throughout the year across the directorate. This allowed all budgets to be rebased: managers are aware of the numbers of packages their budgets are based on, each with budgeted unit costs for income and expenditure which can be tracked through the year.

70. As part of the budget setting process for 2026/27, all External Care budgets were rebased using a snapshot of open packages in February 2026. The rebasing exercise also considered the impact of the ASC transformation and improvement project plans with budgeted numbers flexed across the year in-line with ASC strategy.

71. Budget Council approved £400k of savings for Adult Social Care with further savings expected from ongoing business efficiencies and mitigation projects to offset the projected overspend.

72. Mitigation projects are underway to support bringing down the ASC projected outturn. The below table summarises the projects and the expected savings impact for 2026/27 has been included in the Q1 budget projection.

73. The project plans for the mitigations listed are in development and assumptions have been made to project the potential saving opportunities. There are potential risks to the savings as plans are finalised and implemented.

Area	Projects	Savings Projection 26/27 (£k)
	Total	**1,800**
Early Intervention & Prevention.	Generate additional income from Be Independent services by increasing customer base by 10% and support reduction to front door.	220

Front Door & Waiting Lists.	Reduction of package base by 2% over three years by triage, use of advice/ guidance and targeted use of LACs to support individuals.	
Direct Payments	Remove contingency from individuals using agencies where provider would deliver replacement care if carer unavailable	250
Day Support & In-House Services	Expand Community Support Assistant's reablement role to reduce Day support population. Maximise use of spare rooms at 22 The Avenue and remodel service to maximise independence reducing length of stay in this setting	80
Supported Living	Full review of all settings to ensure appropriate care hours provided and use of assistive technology maximised to support individuals' independence. Review vacancies in settings where void costs are incurred to fill from waiting lists and/or other external care placements.	350
Residential & Nursing Care	Reduce short term placements by getting people home first. Review of D2A overspends and working with ICB to address. Stretch target to reduce OP residential care placement by 10% and to working with new providers in the city to secure block beds at standard/ reduced rate.	500
Health Income	Strengthen applications regarding CHC and S117 assessments increase checklists submitted and ensure assessments completed in a timely manner for individuals moving into ASC from Children.	250
Staffing & Agency Use	Reduce use of agency staff across all ASC staffing teams	150

74. The following sections describe any significant variations to budgeted costs, customer numbers and income. The variations are generally due to not fully meeting previous years' savings targets plus significant price pressures in the market. Some variations are large due to having small numbers of individuals within those budgets whose individual needs can vary significantly.

Direct Payments (£241k underspend)

75. Direct Payments (DP) is projected to underspend with the majority of this driven by Physical & Sensory Impairment (P&SI) DPs (£165k) as

package numbers have fallen by 3 and the average weekly rate has also reduced by £21 per week to budget.

76. Older People (OP) DPs have also reduced to budget with 1 less package as the DP package has been replaced with a home care one, and average rates £8 per week less that budget (£57k).

Home and Day Support (£259k underspend)

77. Day support is part of the ASC Community Support Budget (CSB) along with Home Care. The projection here relates purely to the day support expenditure with CSB income reported within Home Care.

78. Individuals in receipt of day support have increased across all cohorts with 22 more packages than budget (£243k) – an increase of 9 in LD. The overspend is offset with a slight reduction in the weekly cost across day support.

79. OP Community Support projection for home care is £824k underspent due to a reduction in the volume of care from block providers and an increase in projected income from personal contributions to care.

80. Mental Health (MH) Community Support is £384k overspent to budget due to increased home care packages including one high-cost package of £5.5k per week with no income.

81. Learning Disability (LD) Transport is projected to overspend by £173k and the budget includes savings of £100k to be achieved through review of the transport provision. The projection is based on actual costs year to end and forecasting this forward for the full year at the same rate.

82. The budget projection for home care includes all income for Community Support including Better Care Fund contributions hence the credit net budget.

Supported Living (£460k overspend)

83. The projected Supported Living (SL) overspend comes from one high-cost placement in LD for an individual moving from Children's to Adults Social Care (£478k). The individual was in receipt of joint health funding and assessments are on-going with the ICB to review funding eligibility for the new placement.

84. Where SL schemes/ settings are not at full capacity, payments are made by CYC to providers for VOIDs. The VOIDs are projected to overspend by £130k to budget. This is a priority area of ASC with a project in place to ensure all schemes are utilised to their full capacity.

85. Contributions from Health have increased in SL placements for P&SI and MH compared to budget with 3 more people receiving continuing health care (CHC) funding and 2 more receiving Section 117 funding (£231k).

Residential care (£873k overspend)

86. The Residential Care budget area is projected to overspend by £873k, of which the majority relates to Older People (OP) Residential Care. This increase is driven by an additional 14 people receiving care at a higher average weekly rate than in budget (£1,287k). This is offset with additional income from personal contributions (£448k) with 25 more individuals contributing to their care compared to budget and 8 more with Universal Deferred Payment agreements (£528k).

87. The increase in OP residential volume is partly driven by short term emergency placements becoming permanent – within the first 2 months of 2026/27, 34% of short-term placements have been recommissioned as permanent residential care packages.

88. The year end position will vary depending on the success of reducing the numbers requiring residential care and the mitigation proposals assume numbers reducing.

89. Residential Care for 18–64-year-olds with Learning Disabilities has reduced in volume by 3 placements with one person moving into Glen Lodge, a CYC in-house service; however, the average weekly rate for this external care has increased by £286 per week (£568k). Income has increased compared to budget through CHC and personal contributions to care, reducing the overspend by £142k.

Nursing Care (£528k underspend)

90. Older People Nursing placements have decreased by 8 placements to budget (£511k) and income from health has increased with 2 more CHC packages than budget (£84k).

91. P&SI nursing care packages have increased in volume by 1; however, there are several high-cost packages with average weekly cost

increasing to budget by £170 per week (£202k). This is offset by additional income received from Section 117 and personal contributions (£87K).

92. Mental Health nursing is projected to underspend by £246k due to a reduction in packages including one placement that is now fully funded by health.

Short Term Placements (£24k overspend)

93. There is a small overspend projected for short term placements driven by Older Person planned respite care for residential and nursing as well as a projected overspend in Discharge to Assess (D2A).

94. Emergency respite and short-term placements are difficult to project given their nature of being unplanned. Year to date there are 32 Older Person emergency respite placements with half coming from hospital discharges with no previous commissioned package of care with CYC. As we have seen a large number of short-term placements become long term, work is being carried out to understand what is driving this to reduce the demand and make the wraparound support more effective.

In House Services and Staffing

95. 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 (£1,023k overspend)

96. The staffing overspend is driven by use of agency workers and a number of teams being over established to manage demand, cover long term sickness and support the improvement work. The teams experiencing these pressures are the Safeguarding Team (£316k), Mental Health Social Work teams (£440k) and the Learning Disability Team (£292k) with some costs being mitigated by temporarily holding posts vacant pending the implementation of the workforce actions in the Improvement programme work.

97. The Improvement programme includes a workstream on Leadership, Workforce and Culture, including a strong focus on increasing the stability of the workforce. This will include a high impact recruitment campaign to fill vacant roles and new roles created as part of the improvement funding; a focus on wellbeing and support to enable people to be in work and reduce absence; and stabilisation of the workforce by creating permanent appointments and reducing temporary arrangements.

Environment and Regulation / City Development

98. The Environment & Regulation and City Development directorates are forecasting an overspend at quarter 1 of £1,184k and the table below summarises the latest forecasts by service area.

	2026/27 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Highways	5,792	0	0
Fleet	-78	-1	1.3
Waste	8,703	235	2.7
Public Realm	3,862	-9	-0.2
Emergency Planning	144	+10	6.9
Planning Services	-96	+418	-435.4
Public Protection	819	+86	10.5
Management	175	0	0
Transport	6,600	-147	-2.2
Parking Services	-10,279	-99	-1.0
City Development	1,306	+691	52.9
TOTAL	**16,948**	**+1,184**	**+7.0**

99. Within Waste Services, an overspend of £235k is forecast. The uncertainty around delivering the savings from waste optimisation (+£260k) has been factored int the projection. At present, it is assumed no savings will be realised until 2027/28. The additional Extended Producer Responsibility grant that was received in 25/26 is not expected to continue and so this is forecast to be on budget instead. Likewise, the additional income received in 25/26 has been built into the budget e.g. garden waste subscription and commercial income around holiday lets.

100. Income from selling spare capacity at Allerton Waste Recovery Plant is again forecast to be higher than budgeted levels, as overall council waste tonnages remain relatively static (£100k).

101. At the HWRCs, income is forecast to be £24k higher than budget, which confirms that the booking system at Hazel Court has been effectively implemented.

102. Planning Services continues to report a shortfall in income. Firstly, there is a reduced number of applications for planning and pre-application advice, although 2 major application receipts will ease the pressure this financial year (+£73k). For Building Control, the income is expected to be £303k less than the budget, as the service continues to operate at a reduced level. The income from land charges is also under pressure this financial year, following a change to the processes (+£83k). These pressures are partly offset by an underspend of £41k within Design and Conversation, taking the overall projected overspend across Development Management and Building Control to £418k.

103. The Emergency Planning budget is reporting a small overspend of £10k, which is the costs of the collaboration agreement with NYC. This is an improved position on the 2025/26 outturn.

104. Public Protection is forecasting an overspend caused by two main factors: an under recovery of consultancy income, due to lack to capacity in the team to deliver external work, and an increase in costs of the case management system, Flare (+£26k).

105. Within Transport there is an underspend of £147k across the service. There are underspends due to additional income levels of Temporary Traffic Regulation Orders (-£108k), Streetworks permits (-£95k) and EV charging activity (-£70k). These are offset by overspends on staffing and maintaining the hostile vehicle mitigation measures +£103k.

106. Revenue from ANPR has an underspend of £40k, as although the camera equipment had not been functioning as required earlier in the year, they returned to operation again and the budget in now back on track.

107. Car park income is currently forecasting a pressure against budget of £200k, which follows a reduction in transaction numbers at the start of the financial year. Additional income of £1.08m has been factored into the budget, which also reflects the inflationary fee increases. In the first

quarter, there has been a reduction in the number of transactions (-7%) and income is -2.1% lower than 2025/26 after quarter 1. There have been a number of factors impacting car park usage such as reduced consumer confidence, spells of hot weather and use of alternative transport methods which all impact parking transactions. The situation will be monitored closely over the next quarter.

108. Across parking services expenditure an underspend of £299k is projected. This is largely due to the impact of the business rates increases across council car parks not being as high as originally assumes as transitional relief has been awarded in year.

109. The net income from all parking sources is utilised to support the council's highways and transport expenditure.

110. The key variance in the City Development directorate sits within the Communications budget. The saving identified to increase advertising revenue from the new contract continues to cause a pressure in 2026/27. Work has progressed to replace the bus shelters in order to fit new digital screens as well as gain planning permission where relevant. This process is ongoing. Without the minimum number of screens in operation however, revenue will not be generated. The pressure in 2026/27 is expected to be £713k.

111. Revenue from ANPR has an underspend of £40k, as although the camera equipment had not been functioning as required earlier in the year, they returned to operation again and the budget in now back on track.

Housing and Community Services

112. The directorate is forecasting an overspend at quarter 1 of £547k and the table below summarises the latest forecasts by service area.

	2026/27 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Housing Services	720	-250	-34.7
Healthy & Sustainable Homes	295	-28	-9.5
Building Services	-531	0	0.0
Communities	6,690	+530	+7.9
Customer Services	-498	+295	-59.2
TOTAL	**6,676**	**+547**	**+8.2**

113. Housing Services are expecting an underspend for 2026/27 from the Homelessness and Resettlement budget of £240k from staff vacancies with a total underspend across all Housing services of £278k. Other budget savings will come from Housing related support of £170k subject to whether this is required to help those in need later in the year.

114. Income from the 4 council run hostels is currently below target due to vacancies greater than the 10% expected in the budget. This is partly offset by lower salary costs pending a restructure and regrading of a number of the hostel and ancillary staff. The total overspend is £69k which may change depending on when the restructure is agreed and implemented across the service.

115. There are other overspends of staffing and legal fees within the service. In particular this is due to resolving landlord lease agreements with the Yorhome letting agency involving the use of external solicitors (£40k) and a post within Housing Strategy working to create self build opportunities that should be funded from the capital receipts (£48k).

116. It is currently assumed that further budget savings will come from Housing related support of £170k subject to whether this is required to help those in need later in the year.

117. This will result in an overall underspend across Housing general fund totalling £250k.

118. There is currently a forecast to overspend by £825k which is caused in the main by unachieved savings targets from previous years. The largest variance is from the York Explore contract where a saving of £600k has still not been achieved following a lengthy process with the client, including the council undertaking a Libraries Assessment of Need (AON), as set out below.

119. The review of the library service has been taking place over the last couple of years, following a statutory process as set out under guidance by the Department for Culture, Media and Sport (DCMS). The largest part of the process has included a city wide engagement to ask what people need from their local library service. This feedback was used alongside existing user trend data, the city's demographical demands and other demand measures to create a York Libraries Assessment of Need (AON).

120. The AON was then used as context to discuss with York Explore Library and Archives Mutual limited, who operate the Library and Archives service on behalf of the Council, to look at the options to make future savings under the terms of the operator contract.

121. The outcome of the process has concluded that in relation to options put forward given the role libraries will play in the future through the developing Neighbourhood Working Model, now is not the right time to make changes to the service.

122. In recognising the need to not progress the saving it will be necessary as part of the 2027/28 budget process to add back the saving as unavoidable growth totalling £600k.

123. There is a further £65k overspend within Community Safety as a result of the saving in this area not expected to be achieved.

124. Income from the crematorium is still down on budget. The prices and budget were increased by 5% in April and this is a difficult and competitive market. People are choosing alternatives to the traditional ceremony which are available at lower cost outside of the local authority run facility. Overall there is a forecast overspend totalling £288k but it should be noted that bereavement service is still contributing £1.68m surplus to general fund.

125. Customer Services have achieved a £100k saving in 2026/27 on staff costs but the Complaints and Web team are forecasting a £69k overspend from staffing and unbudgeted software and licences costs which are necessary for the service to operate.

126. The Registrars service is enjoying additional income through marriage bookings and should achieve an additional £62k to help offset the Bereavement Services overspend.

127. There have been identified some essential repairs needed at children's and youth centres covering electrical safety, roofing, asbestos, boiler and fire safety. Not all the repairs have been completed as yet and the estimated total for all works is £45.5k

<u>Housing Revenue Account</u>

128. The Housing Revenue Account budget for 2026/27 was set as a net surplus of £2,755k prior to debt repayment due in 2027. There were carry forwards of £1,105k agreed as part of the outturn report meaning

the revised budget stands at £1,650k surplus (excluding £10,600k debt repayment).

129. The current forecast is for a very minor underspend of £81k. It is still very early in the year to have any certainty over income levels but it looks like rent income is down due to an increase in vacant properties. Void levels are averaging 2.2% which is 1% above target. Garage rents are also down due to the number of blocks that are now in poor condition. The loss of income is estimated as £480k. Other income though has exceeded the budget with additional income coming from the Independent Living Centres service charges and leaseholder charges bringing in £198k extra.

130. Costs are also up as a programme of electrical installations is required to meet the social housing statutory obligations and is expected to cost £821k which is £442k higher than budget. All other budgets have been reset to match a repairs schedule that requires more efficient use of contractor resources. Rents and insurance are expected to be £121k above budget due to the cost of temporary accommodation properties and the additional cost of council tax payable on the void properties.

131. There are two vacant posts in the Housing leadership Team giving a saving of £156k which are partly being offset by additional software annual fees and above inflation statutory subscription costs of £100k

132. The final underspend is from interest costs as during the last 3 years some of the self financing loans have been paid off and no new loans taken out, a budget saving of £670k. The budget has not been reduced to reflect the reduced debt because new loans are expected in future as part of the strategic building programme. The HRA needs to be able to support the debt costs during the building phase prior to the gain in rental income offsetting the cost of borrowing.

Corporate and Central Services

133. The forecast outturn position for the remaining areas of the Council is a net underspend of £2,583k and the table below summarises the latest forecasts by service area.

	2026/27 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Director of Finance	4,865	-612	-12.6
CO HR & Support Services	11,880	+364	+3.1
Director of Governance	4,428	+265	+6.0
Public Health	125	-100	-80.0
Other Corporate & Treasury Mgt	27,506	-2,500	-9.1
Total	**48,804**	**-2,583**	**-5.3**

134. The underspend in Finance is driven by favourable variances in; External Audit £51k, Transactional Services £132k, AD Finance, £58k and Office of the Chief Executive £60k, which are compensating pressures in Property Services (£153k) and Business Intelligence (£72k) where plans to deliver savings allocated this year are still being finalised.

135. There is a forecast overspend in HR & Support Services of £364k. The £100k saving on Executive Support remains at risk, the postage budget within Business Support remains under pressure (£108k) and ICT is reporting a pressure largely driven by the loss of income from the IT support contract with Explore £100k. Work is still ongoing to further mitigate this position.

136. The overspend in Governance is largely caused by pressures in Legal Services: software licenses £39k and staffing £48k. The Information Governance team has a similar pressure on key software for the service (£57k).

137. Within Public Health the reserve stood at £635k at 31st March 2026. £623k has been drawn from the Public Health Grant Reserve to rebase starting budgets. The Q1 forecast shows a projected underspend of £215k against this budget which will be transferred to the reserve at the end of the year.

138. The main area of underspend is due to staffing vacancies in the core Public Health team

139. There are elements of the public health directorate that are funded from general fund primarily relating to domestic abuse, local area coordinators (LAC's) and sports development. Alternative funding has

been identified for a number of posts across the LAC's and sports development which will deliver a £100k saving.

140. Across corporate budgets it is currently forecast that an underspend of £0.5m can be delivered.

141. Within Treasury Management the budget of £21.1m is forecast to underspend by £2m. This is following a review of the budget requirement following the 2025/26 outturn where borrowing was lower than forecast. This reduces both Minimum Revenue Provision charges in 2026/27 as well as interest charges.

142. There remains £500k set aside as a contingency and this is assumed to be used to offset other financial pressures across the council.

Performance – Service Delivery

143. 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.

144. 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.

145. 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

146. **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.

147. **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. The latter half of 2025-26 showed some reduction in need with 30 families housed in temporary accommodation at year-end (latest data). The number of children across the 30 families housed at year-end was 54 which is a reduction from 76 in Q2 where larger families were in need.

148. 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 48% at Q4 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. Data for Q1 2026-27 will be available in November 2026.

149. **%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.

150. **% 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%).

151. **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.

152. **% 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%).

153. **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%).

154. **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%).

155. **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).

156. **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.

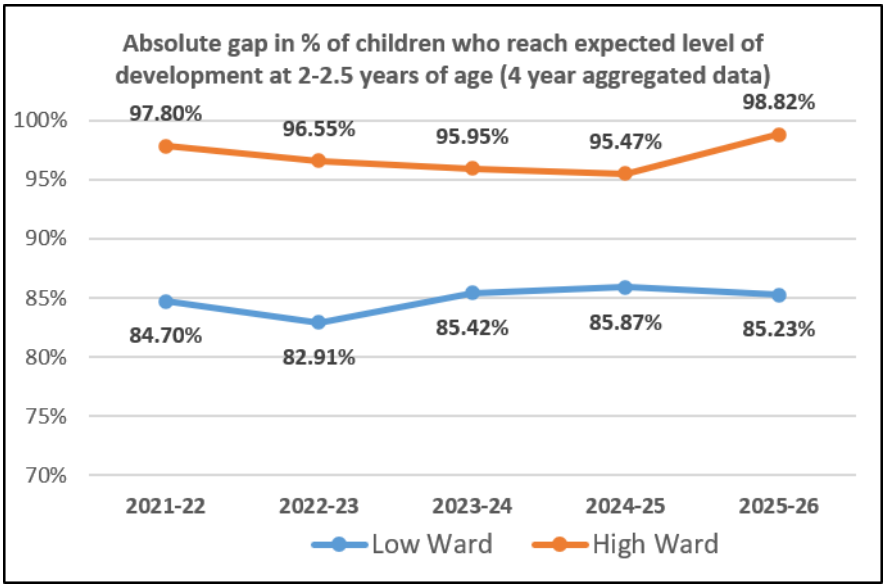
- Absolute gap in mortality ratio for deaths from circulatory disease (under 75) between highest and lowest York MSOA (5 year aggregated) – The value for this indicator for the 5 year period 2019 to 2023 was 145 (the gap between the mortality ratio of 182.4 in Clifton North and 37.4 in Bishopthorpe & 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 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 2022-23 to 2025-26 was 13.6% (the difference between 98.8% in Copmanthorpe and 85.2% in Clifton). For the last three periods the value in the lowest rated ward (Clifton) has remained fairly steady at around 85% but the value in the highest rated ward (most recently Copmanthorpe) has risen to 98.8% which means the gap has increased.

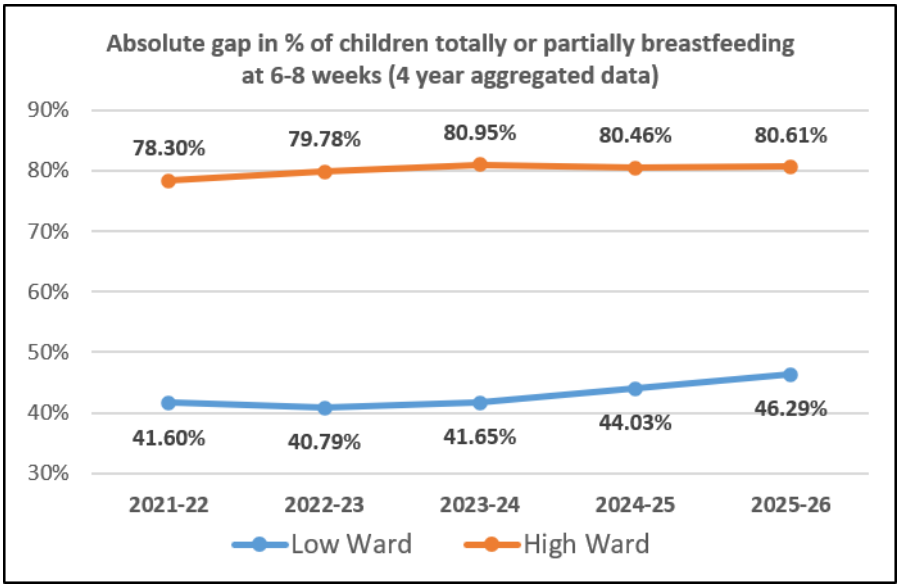
Indicator	Ward / Gap	2021-22		2022-23		2023-24		2024-25		2025-26	
Absolute gap in % of children who reach expected level of development at 2-2.5 years of age (4 year aggregated data)	Low Ward	Clifton	84.70%	Fulford & Heslington	82.91%	Clifton	85.42%	Clifton	85.87%	Clifton	85.23%
	High Ward	Bishopthorpe	97.80%	Bishopthorpe	96.55%	Haxby & Wiggington	95.95%	Haxby & Wiggington	95.47%	Copmanthorpe	98.82%
	Gap	**13.10%**		**13.64%**		**10.53%**		**9.60%**		**13.59%**	



- 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 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 2022-23 to 2025-26 was 34.3% (the gap between 80.6% in Micklegate and 46.3% in Westfield). For the last four periods the value in the highest rated ward (most recently Micklegate) has remained fairly steady at around 80% whilst the value in the lowest rated ward (Westfield) has improved from 40.8% to 46.3% so the gap has narrowed.

Indicator	Ward / Gap	2021-22		2022-23		2023-24		2024-25		2025-26	
Absolute gap in % of children totally or partially breastfeeding at 6-8 weeks (4 year aggregated data)	Low Ward	Westfield	41.60%	Westfield	40.79%	Westfield	41.65%	Westfield	44.03%	Westfield	46.29%
	High Ward	Micklegate	78.30%	Heworth Without	79.78%	Heworth Without	80.95%	Heworth Without	80.46%	Micklegate	80.61%
	Gap	**36.70%**		**38.99%**		**39.30%**		**36.43%**		**34.32%**	



157. **Children and young people in care per 10k, excluding short breaks –** At the end of June 2026, 225 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 June 2026, 14 separated children were in York's care, compared to 15 at the end of March 2026.

158. **Children subject to a Child Protection Plan –** 149 children were the subject of a Child Protection Plan at the end of June 2026, which is higher than York's expected range. As a rate per 10k population, York (at 42.6) is above the National average (40.6 in 2024-25).

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

159. **% 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%).

160. **% 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%).

161. **% 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.

162. **% 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.

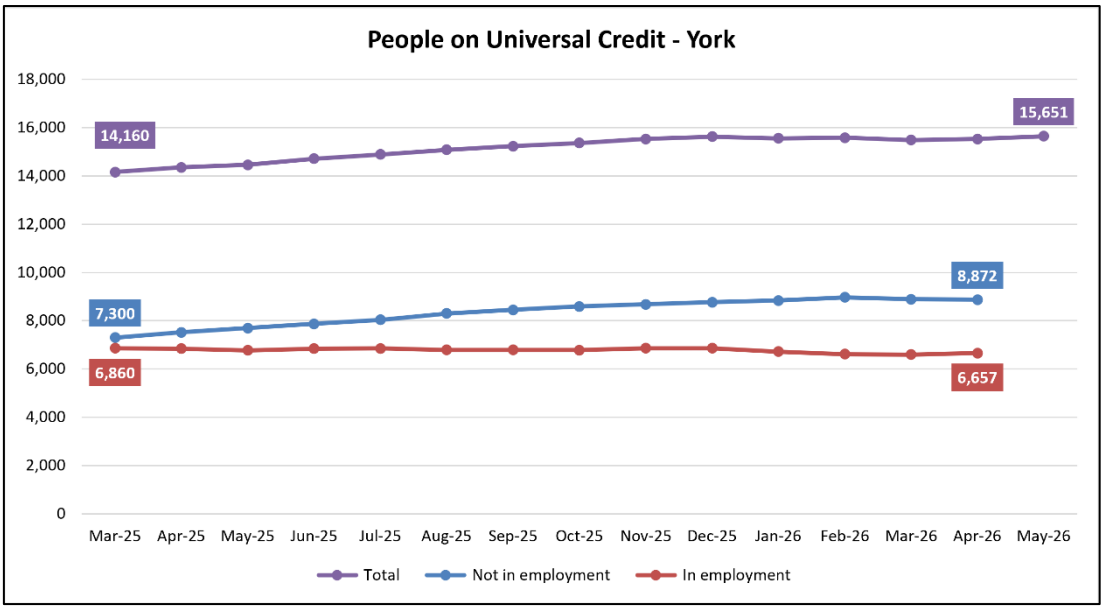
163. **Free School Meals (FSM) –** There has been a slight increase in the percentage of children who are *eligible* for a free school meal in the primary sector (18.3% in 2025-26 compared to 17.5% in 2024-25) but a small decrease in the percentage of children *taking* a free school meal (14% in 2025-26 compared to 14.6% in 2024-25). There has been a slight increase in the percentage of children who are *eligible* for a free school meal in the secondary sector (17.5% in 2025-26 compared to 16.5% in 2024-25) and a small increase in the percentage of children *taking* a free school meal (11.2% in 2025-26 compared to 11.1% in 2024-25).

164. From September 2026, FSM eligibility is moving to a 2-tiered system:
    - Targeted FSM - Families with earnings of £7,400 or less on Universal Credit. Pupils will receive a free school meal, and the school will receive Pupil Premium funding.
    - Expanded FSM – Families receiving Universal Credit with earnings above £7,400. Pupils will receive a free school meal, but the school won't receive Pupil Premium funding for these children.

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

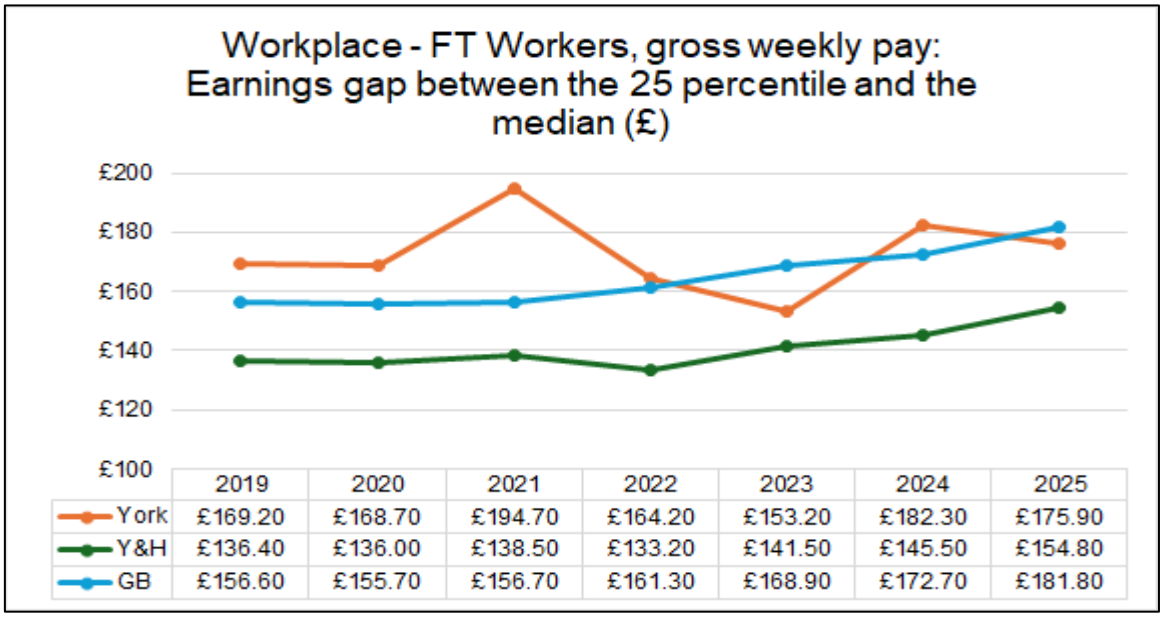
165. **Universal Credit Claimants –** At the end of May 2026 there were 15,651 people, in York, on Universal Credit. This is the highest figure to date, surpassing the previous high of 15,630 in December 2025. The figures dropped to a low of 11,054 in May 2022 but they had been steadily increasing since then. This (claimant total) represents 12% of the working population in York, compared to 23% regionally and 20% nationally.

166. There are two types of claimant: those in employment (PAYE) or self-employment and those not in employment. Both types had been gradually increasing in the last 12 months however both numbers appear to have peaked possibly as all claimants of health-related legacy benefits (e.g. Employment and Support Allowance) have migrated across to Universal Credit.



167. 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.

168. **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. Data for 2026 will be available in November 2026.



	2019	2020	2021	2022	2023	2024	2025
York	£169.20	£168.70	£194.70	£164.20	£153.20	£182.30	£175.90
Y&H	£136.40	£136.00	£138.50	£133.20	£141.50	£145.50	£154.80
GB	£156.60	£155.70	£156.70	£161.30	£168.90	£172.70	£181.80

169. **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.

170. **% of vacant city centre shops –** At the end of June 2026, there were 38 vacant shops in the city centre which equates to 6.1% of all city centre shops. This is one more than at the same point in 2025 and much lower than the latest national benchmark in 2025-26 of 13.4%.

171. **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 September 2026.

172. **% of working age population in employment (16-64) –** In Q4 2025-26, 79.9% of the working age population were in employment, which is higher than the national and regional figures (75.5% and 73.3% respectively) and the York performance gives the city a ranking of first regionally. The figure for Q4 2025-26 in York remains high compared to previous years.

173. **% 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.

174. **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

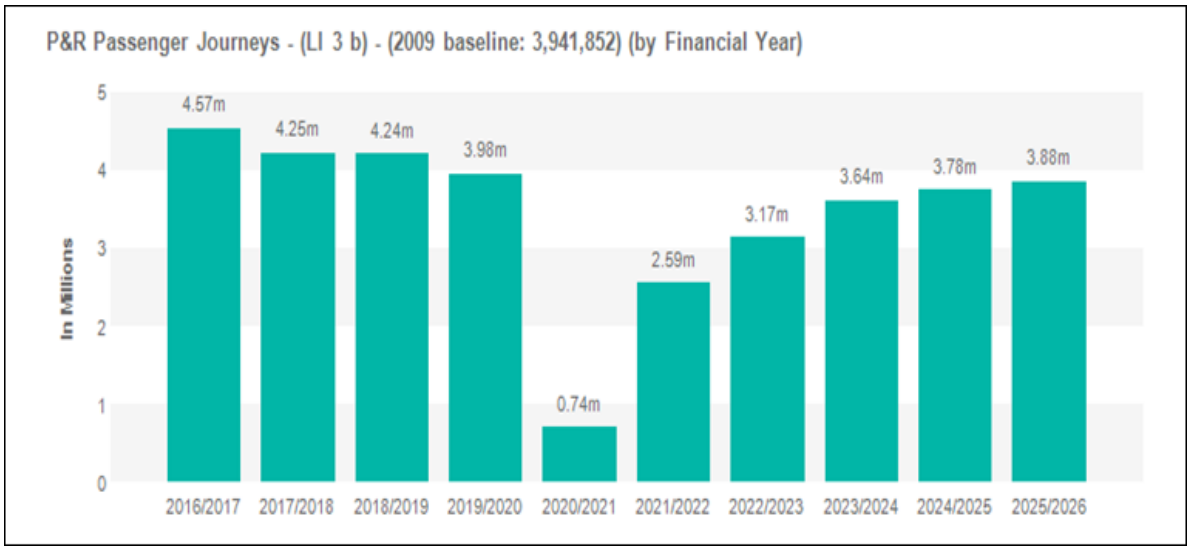
175. The transport data within this report is mainly a number of existing annual measures, and while high-level datasets provide a general understanding of the challenges and direction in the city, they are not detailed enough to draw full conclusions for Transport Policy and local schemes. Therefore 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.

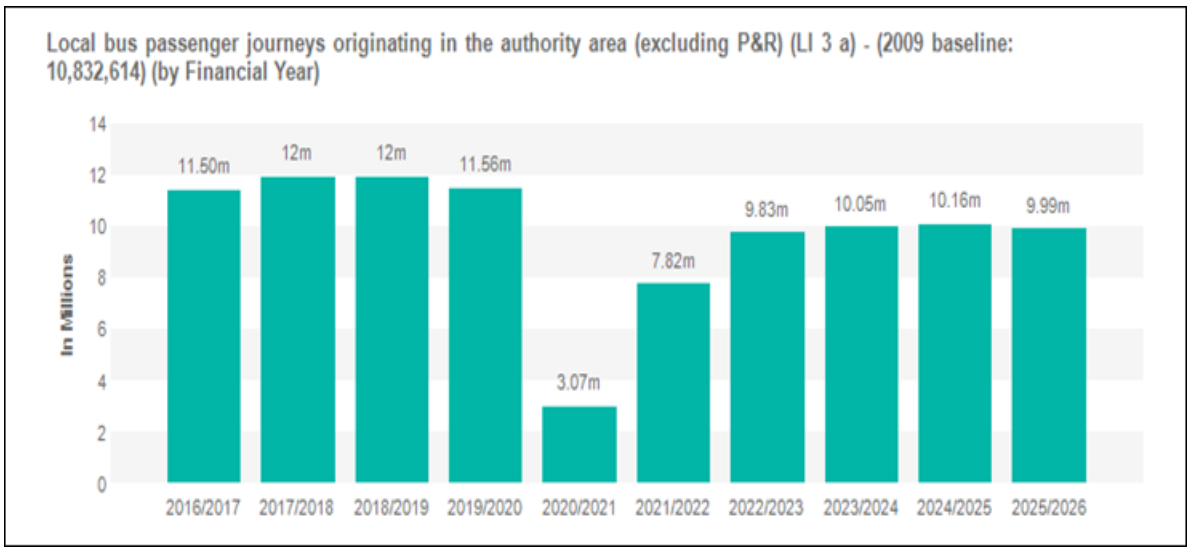
176. **Bus Passenger Journeys** – Passenger journeys for park and ride customers totalled 0.92m during Q1 2026-27, which is higher than 0.87m at the end of Q1 2025-26. Bus usage in this area has increased consistently year on year since lows seen during the pandemic.

177. Passenger journeys on other local providers dropped a little in the last financial year from 10.2m in 2024-25 to 10m in 2025-26. Journeys taken have picked up again during Q1 2026-27 and were 2.39m compared to 2.35m for the same period the previous year.

178. 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

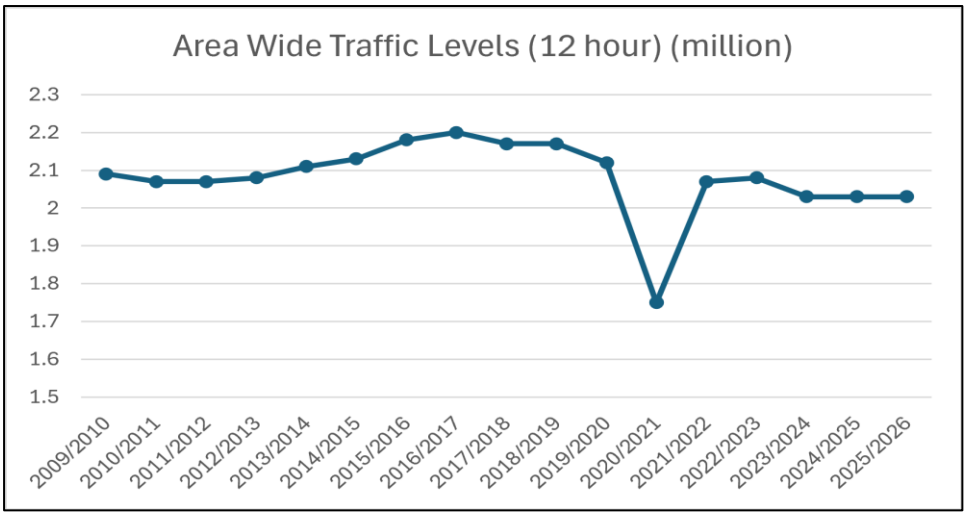
likely to have had some impact alongside the potential impact of increased parking changes, encouraging more people to switch from driving to using the bus. When looking at the latest national data for 2024-25, York services delivered 71.4 journeys per head of population compared to 62.4 nationally and 41.3 for the region. 2025-26 figures are due to be released at the end of 2026.





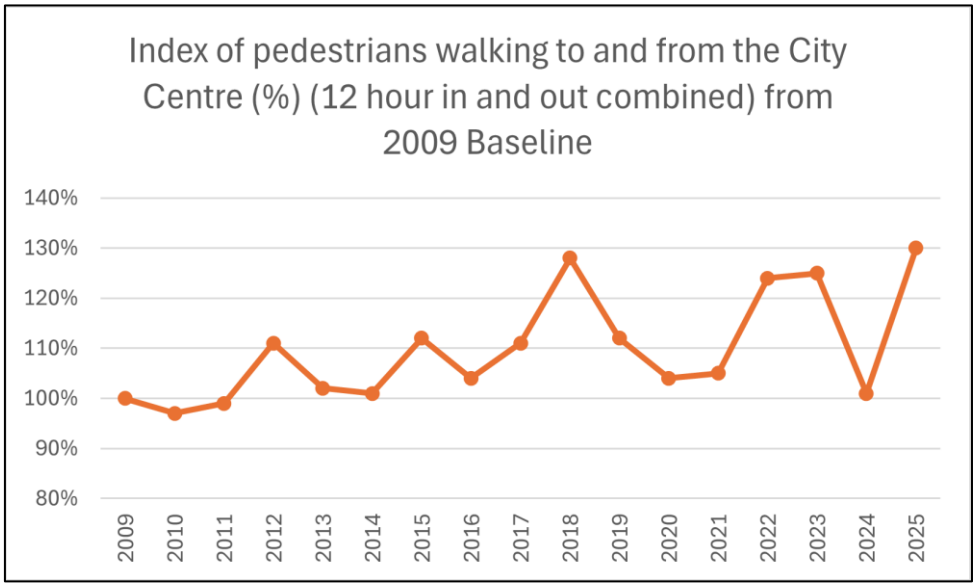
179. **Area Wide Traffic Levels –** Between 2011-12 and 2016-17, the number of vehicles on the city's roads increased year on year to a high of 2.2 million. Following this, the numbers decreased to a low of 1.75m in 2020-21. However, the covid pandemic brought with it numerous national lockdowns and 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 2025-26.

180. 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.



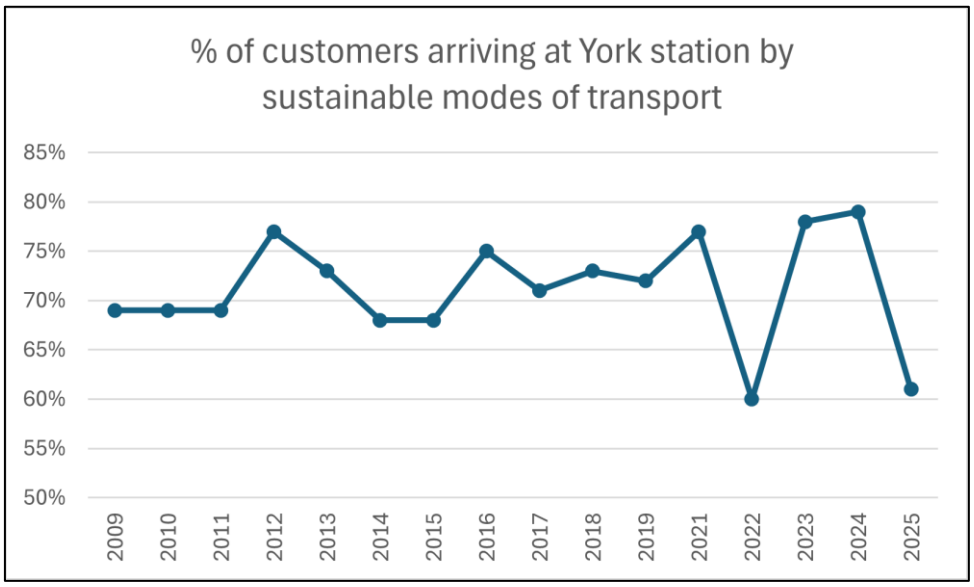
181. **Index of pedestrians walking to and from the City Centre –** Walking data is collected over a 12 hour period once per year (a count of pedestrians crossing an inner cordon set just beyond the inner ring road and includes off-road routes such as riverside paths) and there is a valuable record going 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.

182. From a baseline in 2009 (36,919), our annual 12 hour pedestrian count recorded a 29% increase in pedestrians compared to 2024 and a 30% increase compared to the baseline year of 2009. This is likely to have been heavily influenced by the weather, which was fine and dry in 2025 compared to the wet day for measurements in 2024.



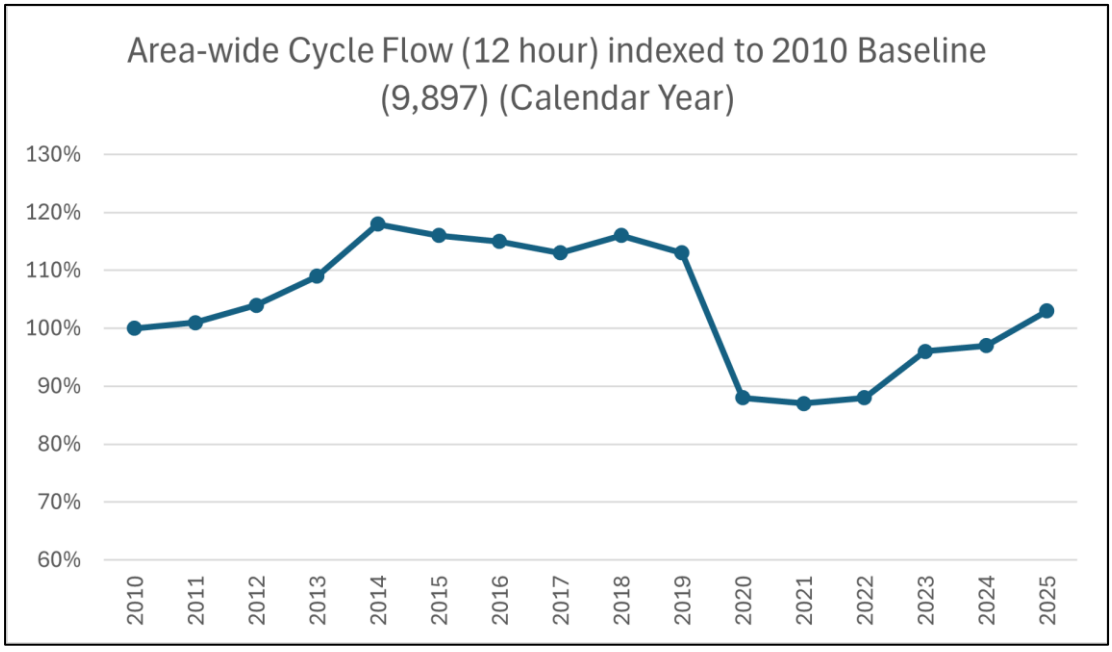
183. **% of customers arriving at York station by sustainable modes of transport –** The data is usually gathered by an annual survey which takes place for a five-hour period in seven locations around the station. Members of the public are asked how they arrive at the station and the results are flow 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.

184. 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.



185. **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.

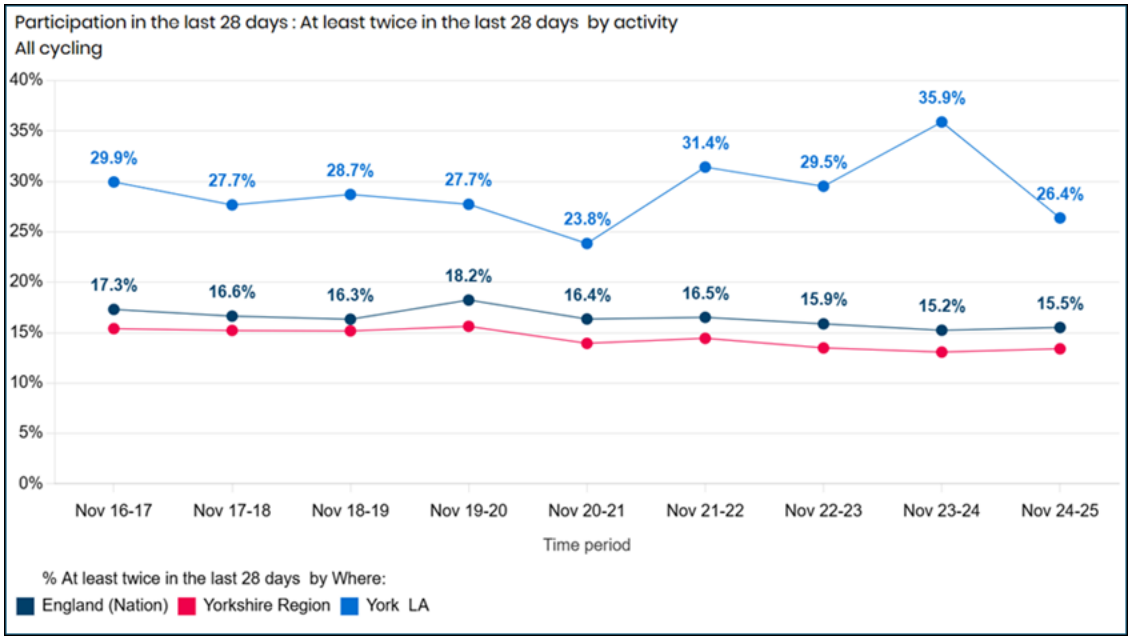
186. From a baseline taken in 2010, cycling figures increased year on year until 2014, where a high of 18% above baseline was achieved. Annual figures from 2014 then slowly started to fall until prior to the pandemic (2019) where cycling levels in the city were around 13% above the baseline. During the 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. This shows a 6.7% increase in cycling levels between 2024 and 2025, which may be linked to the increased parking charges introduced in 2025 and the fine weather experienced throughout much of 2025.

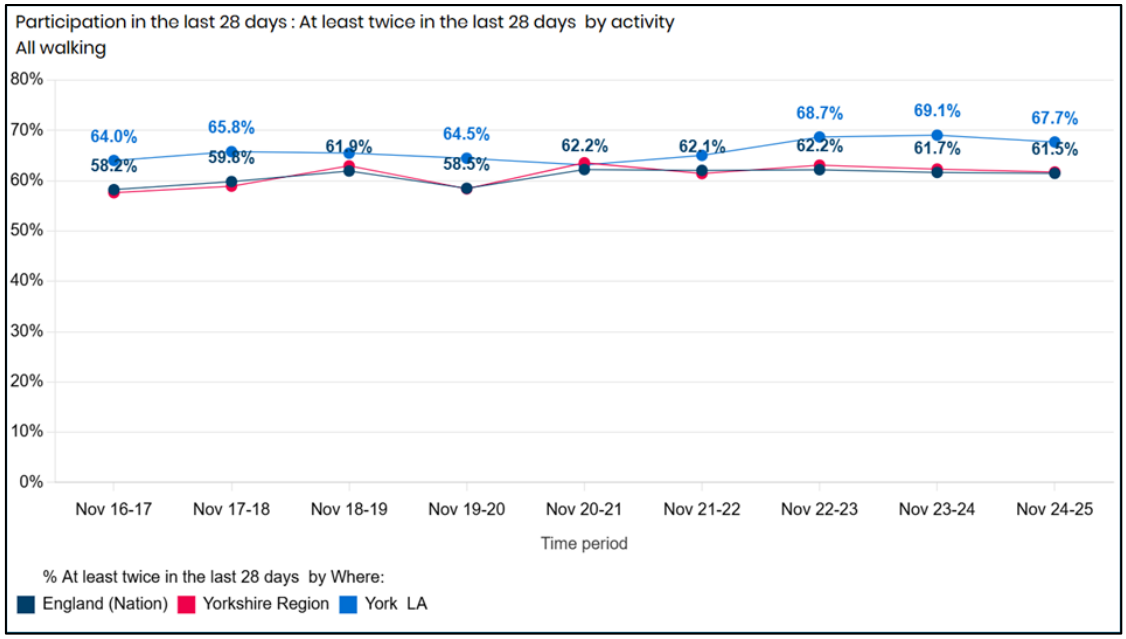


187. The latest data from the Adult Active Lives Survey for the period from mid-November 2024 to mid-November 2025 was published in April 2026. This data is also likely to be dependent on other variables including the weather and will likely fluctuate according to whether the previous month was mainly fine/wet/windy etc. In York, 421 people aged 16 and over took part in the survey. The data shows that:

- 26% of people in York cycled at least twice in the last 28 days compared with 15.5% nationally and 13% regionally.

- 68% of people in York walked at least twice in the last 28 days compared with 62% nationally and regionally.





188. **The number of CYC electric vehicle recharging points** – There were 103 CYC electric recharging points at the end of Q1 2026-27, which is the same as at the end of 2025-26.

189. The Department for Transport have made improvements to data collections on the provision of EV chargers moving from tracking charging devices (which can have more than one charging connector attached) to tracking individual chargers. This is to provide a better understanding of total charging capacity both nationally and at a local level.

190. Statistics are based on an industry source (Zapmap) which is collated from the main networks and operators in the public EV charging space and will exclude any non-operational devices undergoing maintenance work. Two periods of data have been published so far and show the following performance for York.

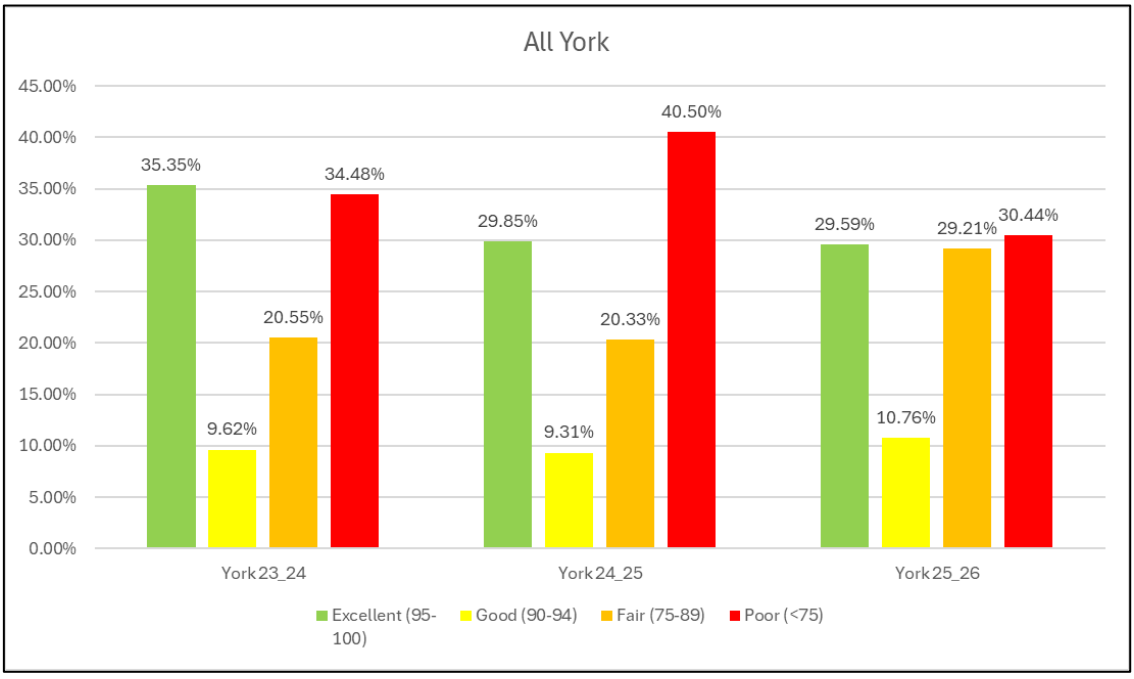
191. There were 255 publicly available chargers in York at the end of Q4 2025-26 which was the same as Q3. This is rate of 122 chargers per 100,000 people in York, compared to 172 nationally and 110 regionally. When looking at 50kW+ chargers, for rapid or ultra-rapid charging, there were 92 in York at the end of Q4 increasing from 77 in Q3. York was above benchmarks for rapid chargers with 44 chargers per 100,000, compared to 40 nationally and 35 regionally. Q1 data is due in August.

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 (193 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. Data for Q1 2026-27 will be available in September 2026.

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.

199. New data processes put in place by the Ministry of Housing, Communities and Local Government caused a temporary interruption to the supply of EPC certificate information while internal processes were realigned to new data sourcing. Progress updates for this area are now available again, however, whilst moving platforms MHCLG carried out a series of data quality improvements, such as removing duplicated or cancelled certificates, which resulted in fewer records carrying across. For York this has meant around 7,500 less properties with information available.

200. When looking at the certificates at the end of April 2026, the % of properties on the register for York with an EPC rating of A-C was

48.8%, this is a slight uplift from 47% in Q4 and may have been influenced by the changes in data sourcing. Although 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 6% less properties rated D-E and around 5% more rated C. Data is based on the last recorded certificate for 57,165 properties on the register for York in April, some of which will have been last assessed more than ten years ago (64,744 properties previously).

201. When looking at certificates updated in the last quarter only (Q1), 1,592 new certificates were lodged for York and 62% of these were rated A-C compared to 61% for the region and 65% nationally for the same period. Data for Q2 2026-27 will be available in October 2026.

202. **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 September 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

203. **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 September 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

204. **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. The latter half of 2025-26 showed some reduction in need with 30 families housed in temporary accommodation at year-end (latest data). The total number of households in temporary accommodation has remained consistent throughout 2025-26 demonstrating there is a now a smaller proportion of households with dependent children in this accommodation. This has reduced from 55% of households in Q2 to 48% at Q4 and is below the latest national rate of 64%.

205. Of the 30 households with children in temporary accommodation at quarter end, all were recorded as accommodated in hostels, this will generally be James House which is designated accommodation for families. 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.

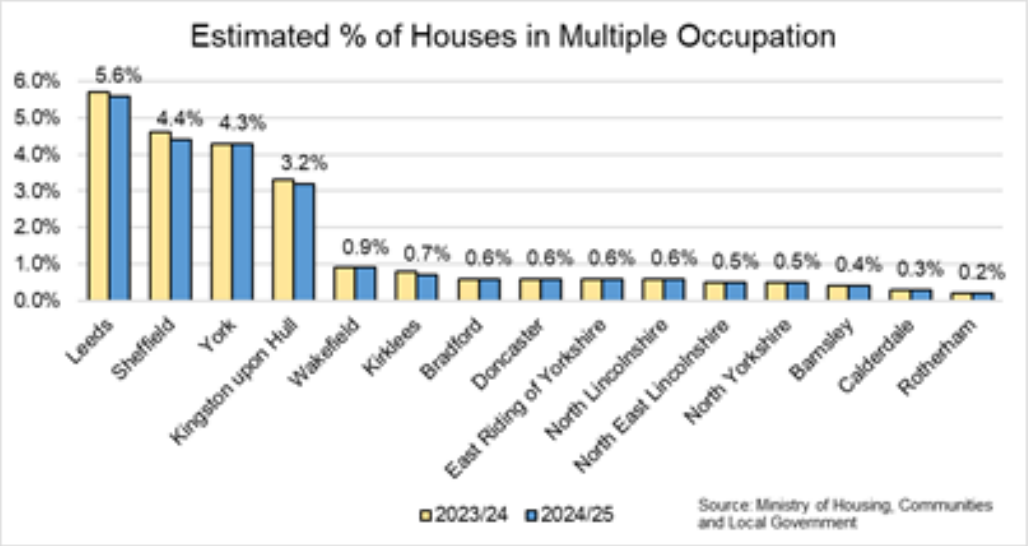
206. When looking at the total number of households in temporary accommodation per households in area (000s), York continues to perform positively compared to benchmarks at Q4 (0.7 in York compared to 5.5 Nationally and 1.68 Regionally). Q1 2026-27 data will be available in November 2026.

207. **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 18 people sleeping rough in York in June 2026, which is lower than the 23 people in June 2025.
        - Of the 18 people, 11 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 5 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.

208. **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.



209. **% 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 was 2% of council housing stock. This was below the national benchmark of 3.2% reported by the regulator for social housing for 2024-25 but a slight increase from 1.9% the year before following home improvements surfacing during the 2024 housing stock condition survey. New and improved housing information enabled the council to act on works needed and following this, provisional year-end numbers for 2025-26 indicate a subsequent reduction in non-decent

homes. Final figures are currently being validated and will available in the next monitor.

210. **% of repairs completed on first visit** – The percentage of repairs completed on the first visit was 81.2% in 2025-26, compared to 80.4% in 2024-25. The latest figure of 81.9% in Q1 2026-27 remains high.

211. **Number of void properties** – There were 55 void properties at the end of March 2025 but this has now increased to 104 at the end of June 2026.

212. 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.

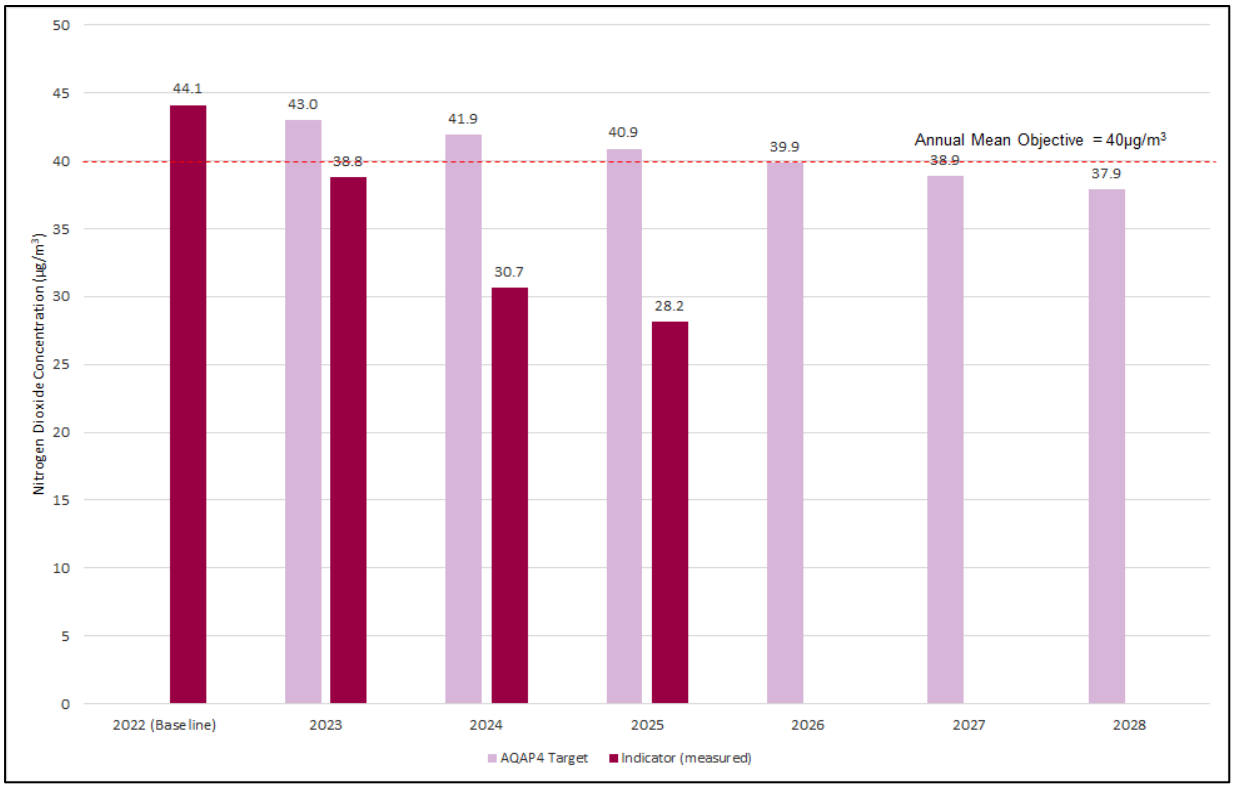
213. **% of tenants satisfied that their landlord provides a home that is well maintained –** Survey responses collected in 2025-26 reflected that 65% of tenants were satisfied that the council provided a well maintained home, increasing from 56% the previous year. This measure is one of the satisfaction 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 37.9% in 2025-26, which is a decrease from 40.8% in 2024-25. The percentage of "dry recycling" (recycling excluding composting) of all household waste decreased to 21.9% from 22.7% last year and the percentage of composting decreased to 15.7% from 17.8% last year. The fall in composting was predominantly in Q1 when there were some issues with the return to services following the planned maintenance at Allerton Park. There was a decrease in the total household waste collected to 831kg per household from last year (855kg). There was a small reduction in reuse, recycling or composting waste per household (315kg from 349kg in 2024-25), but residual (approx. non-recycling) household waste increased to 516kg per household from last year (507kg).

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 first bi-annual resident satisfaction survey taken by the

Talkabout panel took place during Q1 2026-27. Results from the Q1 2026-27 Talkabout survey showed that 81% of the panel were satisfied with York as a place to live, a three percentage point decrease from the previous survey. 82% were satisfied with their local area, which is unchanged from the previous two rounds, and 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 Q1 2026-27 Talkabout survey found that 62% 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 Q1 2026-27 showed that 48% of respondents agreed the Council and its partners are doing well at improving green spaces, an increase from 40% 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. The latest figure is 95.7% in Q1 2026-27 which 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. Data for Q1 2026-27 will be available in September 2026.

229. During the last year there have been challenges with filling vacancies in the team which has caused delays in responding to complaints and a back log to form which has been difficult to manage without being fully staffed. Capacity remains an issue with ongoing recruitment and long-term staff illness affecting the performance of complaints management however having brought in additional temporary resourcing in the area this is starting to improve.

230. In addition to this, some enhancements have been made to CYC website to reduce the number of cases received and administered by the complaints team which are considered to be business as usual requests. Whilst this doesn't affect complaint volumes it has led to increased capacity for complaint handlers to manage complaints and improve timeliness.

231. Permanent recruitment to bring the team back to full capacity is underway. It is expected that although this may initially cause numbers to increase as cases are logged it will then lead to further stabilising of the back log with recording and response times returning to more usual standards for the council. CYC continues to operate out-with the LGSCO complaint handling code timescales with most corporate complaints. Statutory Adults, Children's, and Housing complaints are prioritised and are shared with services within timescales.

232. **% 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 Q1 2026-27 show that the majority of the panel report having a 'good' (32% down from 33%) or 'satisfactory' (33% down from 37%) experience when they last contacted the Council, with 14% reporting an 'excellent' experience (up from 13%) and 21% reporting a 'poor' experience (up from 17%).

233. **Average sickness days per full time equivalent (FTE) employee –** At the end of June 2026, the average number of sickness days per FTE (rolling 12 months) was 12.3 days (compared to 11.8 days in June 2025). The latest benchmarks show that the CIPD public sector benchmark is 13.3 days per FTE, putting us just below national trends.

234. **York Customer Centre average speed of answer –** Phones were answered, on average, in 2 minutes and 25 seconds during Q1 2026-27 by the York Customer Centre. This is slower than in 2025-26 (2 minutes and 11 seconds) and in the previous few years.

Consultation Analysis

235. Not applicable

Options Analysis and Evidential Basis

236. Not applicable

Organisational Impact and Implications

237. The recommendations in the report potentially have implications across several areas. However, at this stage

- **Financial implications** – These 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

238. 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

239. All

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Annexes

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

Glossary of abbreviations used in the report

AON	Assessment of Need
AQAP	Air Quality Action Plan
ASC	Adult Social Care
ANPR	Automatic Number Plate Recognition
ASF	Adult Skills Fund
C&E	Children and Education
CHC	Continuing Healthcare
CIPD	Chartered Institute of Personnel and Development
CO	Chief Officer
CSB	Community Support Budget
CQC	Care Quality Commission
CYC	City of York Council
D2A	Discharge to Assess
DCMS	Department for Culture, Media and Sport
DFT	Department for Transport
DP	Direct Payments
DSG	Dedicated Schools Grant
EGAP	Energy Generation Accelerator Programme
EHCP	Education, Health and Care Plan
EIR	Environmental Information Regulations
EPC	Energy Performance Certificate
EV	Electric Vehicle
FOI	Freedom of Information
FSM	Free School Meals
FTE	Full Time Equivalent
GBC	Good Business Charter
GCSE	General Certificate of Secondary Education
GVA	Gross Value Added
HMO	Homes in Multiple Occupation
HR	Human Resources
HRA	Housing Revenue Account
HWRC	Household Waste Recycling Centre
ICB	Integrated Care Board
ICT	Information and Communications Technology
IDACI	Income Deprivation Affecting Children Index
IFA	Independent Fostering Agency
KS4	Key Stage 4
LA	Local Authority
LAC	Local Area Coordinator
LD	Learning Disability
LE	Life Expectancy

LSOA	Lower Super Output Areas
MRP	Minimum Revenue Provision
MSOA	Middle Layer Super Output Area
NCMP	National Child Measurement Programmes
NDC	National Data Company
NO2	Nitrogen Dioxide
OP	Older People
PAYE	Pay As You Earn
P&R	Park & Ride
PH	Public Health
PFI	Private Finance Initiative
P&SI	Physical & Sensory Impairment
SEND	Special Educational Needs and Disabilities
SL	Supported Living
UASC	Unaccompanied Asylum-Seeking Children
UTLA	Upper Tier Local Authority
WWY	Work With York
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 Outturn (£000s Overspent / -Underspent) - CYC Subtotal (excluding contingency)	£-998 (2025/26)	£2,794 (Q1 2026/27)	⇨	Quarterly	Not available	Q2 2026/27 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						

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)	50 (Q3 2025/26)	54 (Q4 2025/26)	⇨	Quarterly	No benchmarking as local indicator	Q1 2026/27 data available in November 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 September 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 September 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 September 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	2024/25 data available in September 2026

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	2024/25 data available in September 2026
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)	9.6% (2024/25)	13.6% (2025/26)	⇨	Annual	No benchmarking as local indicator	2026/27 data available in July 2027
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)	36.4% (2024/25)	34.3% (2025/26)	⇩ Good	Annual	No benchmarking as local indicator	2026/27 data available in July 2027
Number of children in care, excluding Short Breaks - (Snapshot)	230 (2025/26)	225 (Q1 2026/27)	⇨	Quarterly	National Data 2024/25 67 per 10k	Q2 2026/27 data available in October 2026
Number of children subject to a Child Protection Plan - (Snapshot)	161 (2025/26)	149 (Q1 2026/27)	⇨	Quarterly	National Data 2024/25 40.6 per 10k	Q2 2026/27 data available in October 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)	2,337 (2024/25)	2,369 (2025/26)	⇨	Annual	No benchmarking as local indicator	2026/27 data available in July 2027
% of children who are eligible for a free school meal in the primary sector (excluding Danesgate)	17.5% (2024/25)	18.3% (2025/26)	⇨	Annual	National Data 2025/26 24.9%	2026/27 data available in July 2027
Number of children who are eligible and taking a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	1,942 (2024/25)	1,813 (2025/26)	⇨	Annual	No benchmarking as local indicator	2026/27 data available in July 2027
% of children taking a free school meal in the primary sector (excluding Danesgate) - (Jan Census snapshot)	14.6% (2024/25)	14.0% (2025/26)	⇨	Annual	No benchmarking as local indicator	2026/27 data available in July 2027
Number of children who are eligible for a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	1,872 (2024/25)	1,984 (2025/26)	⇨	Annual	No benchmarking as local indicator	2026/27 data available in July 2027
% of children who are eligible for a free school meal in the secondary sector (excluding Danesgate)	16.5% (2024/25)	17.5% (2025/26)	⇨	Annual	National Data 2025/26 27.3%	2026/27 data available in July 2027
Number of children who are eligible and taking a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	1,262 (2024/25)	1,276 (2025/26)	⇨	Annual	No benchmarking as local indicator	2026/27 data available in July 2027

% of children taking a free school meal in the secondary sector (excluding Danesgate) - (Jan Census snapshot)	11.1% (2024/25)	11.2% (2025/26)	⇨	Annual	No benchmarking as local indicator	2026/27 data available in July 2027
Total number of children who are eligible for a free school meal - (York LA Local Measure) - (Jan Census snapshot)	4,441 (2024/25)	4,596 (2025/26)	⇨	Annual	No benchmarking as local indicator	2026/27 data available in July 2027
Total number of children who are eligible and taking a free school meal - (York LA Local Measure) - (Jan Census snapshot)	3,278 (2024/25)	3,175 (2025/26)	⇨	Annual	No benchmarking as local indicator	2026/27 data available in July 2027
Total number of active EHCPs overseen by SEND Services (Snapshot)	1,893 (2025/26)	1,995 (Q1 2026/27)	⇨	Monthly	No benchmarking as local indicator	Q2 2026/27 data available in October 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	15,744 (2025/26)	15,651 (May 2026)	⇧ Bad	Quarterly	Not available	Q1 2026/27 data available in November 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	5.3% (2025/26)	6.1% (Q1 2026/27)	⇨	Monthly	National Data 2025/26 13.4%	Q2 2026/27 data available in October 2026
GVA per head (£)	37,748 (2022/23)	41,162 (2023/24)	⇧ Good	Annual	Regional Rank 2023/24: 2	2024/25 data available in September 2026
% of working age population in employment (16-64)	77.9% (2024/25)	79.9% (2025/26)	⇨	Quarterly	National Data 2025/26 75.5%	Q1 2026/27 data available in November 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	3.88m (2025/26)	0.92m (Q1 2026/27)	⇨	Quarterly	No benchmarking as local indicator	Q2 2026/27 data available in October 2026
Local bus passenger journeys originating in the authority area (excluding P&R)	9.99m (2025/26)	2.39m (Q1 2026/27)	⇨	Quarterly	No benchmarking as local indicator	Q2 2026/27 data available in October 2026
Area Wide Traffic Levels (07:00 -19:00) (Excluding A64) from 2009/10 baseline (2.09m)	2.03m (2024/25)	2.03m (2025/26)	⇨	Annual	No benchmarking as local indicator	2026/27 data available in August 2027
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 (2025/26)	103 (Q1 2026/27)	⇨	Quarterly	No benchmarking as local indicator	Q2 2026/27 data available in October 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) 2024/25 5%	2025/26 data available in September 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) 2024/25 7%	2025/26 data available in September 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)	193 (2025/26)	⇧ Good	Quarterly	No benchmarking as local indicator	Q1 2026/27 data available in September 2026
% of dwellings with energy rating in A-C band in the EPC Register - Snapshot	47.2% (2025/26)	48.8% (April 2026)	⇧ 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 September 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 September 2026
Number of homeless households with dependent children in temporary accommodation - (Snapshot)	29 (Q3 2025/26)	30 (Q4 2025/26)	⇨	Quarterly	No benchmarking as local indicator	Q1 2026/27 data available in November 2026
Number of people sleeping rough - local data - (Snapshot)	33 (2025/26)	18 (Q1 2026/27)	⇨	Monthly	No benchmarking as local indicator	Q2 2026/27 data available in October 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 September 2026
% of Repairs completed on first visit	81.2% (2025/26)	81.9% (Q1 2026/27)	⇨	Quarterly	Housemark Median 2023/24 88.6%	Q2 2026/27 data available in October 2026
Number of Void Properties - Standard Voids - (Snapshot)	118 (2025/26)	104 (Q1 2026/27)	⇨	Monthly	No benchmarking as local indicator	Q2 2026/27 data available in October 2026
Number of Void Properties - Major Works Voids - (Snapshot)	15 (2025/26)	18 (Q1 2026/27)	⇧ Bad	Monthly	No benchmarking as local indicator	Q2 2026/27 data available in October 2026
Number of Void Properties - Capital Projects Voids - (Snapshot)	0 (2025/26)	0 (Q1 2026/27)	⇩ Good	Monthly	No benchmarking as local indicator	Q2 2026/27 data available in October 2026
Number of Void Properties - Total Voids (Excludes Not Offerable) - (Snapshot)	133 (2025/26)	122 (Q1 2026/27)	⇨	Monthly	No benchmarking as local indicator	Q2 2026/27 data available in October 2026
Number of Void Properties - Not Offerables - (Snapshot)	23 (2025/26)	9 (Q1 2026/27)	⇨	Monthly	No benchmarking as local indicator	Q2 2026/27 data available in October 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	40.8% (2024/25)	38.0% (Prov) (2025/26)	Bad	Quarterly	National Data 2024/25 42%	Q1 2026/27 data available in October 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	81.8% (Q3 2025/26)	81.5% (Q1 2026/27)		Bi-annual	Community Life Survey 2024/25 73%	Q3 2026/27 data available in February 2027
% of Talkabout panel who give unpaid help to any group, club or organisation	63.2% (Q3 2025/26)	61.7% (Q1 2026/27)		Bi-annual	Community Life Survey 2024/25 54%	Q3 2026/27 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						

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 avilable in April 2027
% of Talkabout panel who think that the council are doing well at improving green spaces	40.1% (Q3 2025/26)	48.1% (Q1 2026/27)	Good	Bi-annual	No benchmarking as local indicator	Q3 2026/27 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						

How the Council will operate (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
FOI & EIR - % Requests responded to In time - (YTD)	94.8% (2025/26)	95.7% (Q1 2026/27)		Monthly	Not available	Q2 2026/27 data available in October 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 September 2026
The % of the Talkabout panel reporting an 'excellent' experience when they last contacted the council about a service	12.8% (Q3 2025/26)	13.8% (Q1 2026/27)	Good	Quarterly	No benchmarking as local indicator	Q3 2026/27 data available in February 2027
The % of the Talkabout panel reporting a 'good' experience when they last contacted the council about a service	32.6% (Q3 2025/26)	32.0% (Q1 2026/27)		Quarterly	No benchmarking as local indicator	Q3 2026/27 data available in February 2027
The % of the Talkabout panel reporting a 'satisfactory' experience when they last contacted the council about a service	37.4% (Q3 2025/26)	33.2% (Q1 2026/27)	Bad	Quarterly	No benchmarking as local indicator	Q3 2026/27 data available in February 2027
The % of the Talkabout panel reporting a 'poor' experience when they last contacted the council about a service	17.3% (Q3 2025/26)	20.7% (Q1 2026/27)		Quarterly	No benchmarking as local indicator	Q3 2026/27 data available in February 2027
Average Sickness Days per FTE - CYC (Excluding Schools) - (Rolling 12 Month)	11.8 (Q1 2025/26)	12.3 (Q1 2026/27)		Monthly	CIPD (Public Sector) 2024/25 13.3	Q2 2026/27 data available in November 2026
York Customer Centre average speed of answer	00:02:11 (Phone) (2025/26)	00:02:25 (Phone) (Q1 2026/27)		Monthly	No benchmarking as local indicator	Q2 2026/27 data available in October 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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Meeting:	Executive
Meeting date:	9 September 2026
Report of:	Director of Finance, Debbie Mitchell
Portfolio of:	Councillor Katie Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equalities and Inclusion

Capital Programme – Monitor 1 2026/27

Subject of Report

1. The purpose of this report is to set out the projected outturn position for 2026/27 including any under/overspends and adjustments, along with requests to re-profile budgets to/from current and future years.

2. The Capital Monitor report is one of a number of reports taken to Executive on a regular basis to provide details of expenditure and how that impacts the financial standing of the council.

Benefits and Challenges

3. 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.

4. 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 interests rates.

Policy Basis for Decision

5. The Capital Budget is set as part of the Council's budget setting in February 2026. The capital programme is set alongside decisions to deliver a balanced revenue position.

Financial Strategy Implications

6. The Finance and Performance Monitor 1 report elsewhere on this agenda again outlines the council's financial position. The identification of slippage particularly in relation to Council funding will reduce council borrowing costs and support the annual revenue expenditure.

Recommendation and Reasons

7. Executive is asked to:

a) In relation to the overall programme:

- **Recommend to Full Council** the adjustments resulting in a reduction in the 2026/27 budget of £5.008k as detailed in the report.
- Note the 2026/27 revised budget of £107.982m as set out in paragraph 9 and Table 2.
- Note the restated capital programme for 2026/27 – 2029/30 as set out in Annex 1.

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

b) In relation to the investment at Burnholme:

- Note the award of grant from the Football Foundation of £700k for a new 3G pitch at Burnholme delegating the Director of Finance to sign the grant agreements with Football Foundation and GLL for their contributions
- Agree to adding the scheme to the capital programme with £150k CYC contribution from s106 / leisure sinking fund
- Approval to enter into the framework partner agreements, construction contract and other contract documents required to deliver the contract

- Accept the risk that scheme cost overruns will need to be funded by the council

Reason: To ensure that scheme funding can be accepted and the scheme delivery can progress in line with the Council's Constitution and Financial Regulations.

Background

8. The 2026/27 capital programme was approved by Council on 12 February 2026 and updated for amendments reported to Executive in the 2025/26 outturn report, which resulted in an approved capital budget for 2026/27 of £112.990m.

9. A decrease of £5.008m is detailed in this monitor resulting in a revised capital programme for 2026/27 of £107.982m. There is an increase of £2.954m due to additional funding being awarded / approved and a re-profiling of budgets to future years totalling £7.962m.

10. Table 1 outlines the variances reported against each Directorate area and a summary of the key exceptions and implications on the capital programme are highlighted in the paragraphs that follow.

Department	**Current Approved Budget**	**Projected Outturn**	**Adjustment**	**Reprofile**	**Total Variance**	**Paragraph Ref**
	£m	**£m**	**£m**	**£m**	**£m**	
Children's services	16.738	9.624	**-**	**(7.114)**	**(7.114)**	16 – 27
Adult Social Care	0.903	0.903	**-**	**-**	**-**	28 – 37
Housing	30.345	34.088	**3.492**	**0.251**	**3.743**	38 – 51
Communities	2.452	2.452	**0.000**	**-**	**-**	52 – 61
Transport & Env	53.139	51.604	**(0.314)**	**(1.221)**	**(1.535)**	62 – 117
City Development	2.942	2.965	**0.023**	**-**	**0.023**	118 –129
Property Services	1.598	1.72	**-**	**0.122**	**0.122**	130
ICT	2.293	2.046	**(0.247)**	**-**	**(0.247)**	131
Corporate Services	2.580	2.580	**-**	**-**	**-**	
Total	**112.990**	**107.982**	**2.954**	**(7.962)**	**(5.008)**	

Table 1 Capital Programme Monitor 1 2026/27

11. As a result of the changes highlighted above the revised 5-year capital programme is summarised in Table 2.

Gross Capital Programme	**2026/27 £m**	**2027/28 £m**	**2028/29 £m**	**2029/30 £m**	**Total £m**
Children's services	9.624	4.010	1.845	1.846	**17.325**
Adult Social Care	0.903	0.752	0.776	0.800	**3.231**
Housing	34.088	34.442	35.057	24.179	**127.766**
Communities	2.452	-	-	-	**2.452**
Transport, Highways & Environment	51.604	68.772	71.662	34.312	**226.350**
City Development	2.965	37.010	8.640	-	**48.615**
Property Services	1.720	0.728	0.325	0.275	**3.048**
ICT	2.046	3.470	3.320	4.627	**13.463**
Corporate Services	2.580	0.394	0.200	0.369	**3.543**
Revised Programme	**107.982**	**149.578**	**121.825**	**66.408**	**445.793**

Table 2 – Revised 5-year programme

Funding the 2026/27 – 2029/30 Capital Programme

12. The revised 2026/27 to 2029/30 capital programme of £445.793m is funded from £182.156m of external funding and £263.637m of internal funding. Table 3 shows the projected call on resources going forward.

	2026/27 £m	**2027/28 £m**	**2028/29 £m**	**2029/30 £m**	**Total £m**
Gross Capital Programme	**107.982**	**149.578**	**121.825**	**66.328**	**445.793**
Funded by:					
External Funding	52.149	52.736	56.052	21.219	**176.156**
Council Controlled Resources	55.833	96.842	65.773	45.189	**263.637**
Total Funding	**107.982**	**149.578**	**121.825**	**66.408**	**445.793**

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

13. 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.

14. In financing the overall capital programme, the Director of Finance 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.

Consultation Analysis

15. The capital programme was developed under the capital budget process and agreed by Council on 27 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

Children and Education Services

16. The total approved budget for the Children's Services and Education Capital Programme in 2026/27 is £16.925m.

17. At the start of the financial year a comprehensive review was undertaken of all schemes which required funding from corporate prudential borrowing. To reduce the level of borrowing required in 2026/27 it is recommended that the Basic Need reserve and other available reserves would be utilised in place of borrowing. Following the review, a total of £2.507m of expenditure originally planned to be funded from borrowing in 2026/27 will now to be funded from Basic Needs and other reserves. This has significantly reduced the Council's overall borrowing cost in 2026/27.

18. In 2025/26, York Council received a £1.724m SEND capital grant from the Department for Education and is expected to receive a further £2.312m grant in 2026/27. This funding supports projects that improve provision for children and young people with SEND. These grants form part of a three year capital plan supporting delivery of the local SEND Reform Plan. Schemes are being delivered through the Council's SEND Capital Panel, in line with the government reform. Details of expenditure to be committed through these funds will be provided at a future update.

19. The £946k specialist Social, Emotional & Mental Health (SEMH) expansion project at Inspire is currently in the procurement phase

and is fully funded through the SEND capital grant. The scheme will deliver three additional classrooms and the remodelling of outdoor areas to increase the capacity of in city's specialist SEMH provision. This investment supports the Council's strategic aim to expand local specialist places and reduce reliance on out-of-city placements.

20. Of the £3.195m 2026/27 allocation for the Expansion and Improvement of Facilities for Pupils with SEND, £577k has been reprofiled into 2027/28. The scheme is also supported through the DfE SEND capital grant.

21. The Basic (School Places) Need capital allocation is provided by central government to enable local authorities to meet their statutory duty to ensure sufficient school places. No school expansions are planned for 2026/27, therefore the £5,537k budget has been reprofiled evenly across the next three financial years.

22. The St Paul's Nursery ERP Expansion project is expected to complete in summer 2026.

23. The majority of works at St Oswald's have completed with final elements to be delivered during 2026/27.

24. The £378k Early Years Expansion scheme continues to progress well and is expected to complete during the 2026/27 year.

25. The Danesgate Outdoor Learning Area scheme has now been completed, and it is proposed that the £30k underspend be transferred to the School Maintenance Programme.

26. The 2026/27 School Maintenance Programme is underway with approx. £1,000k already allocated to projects that have passed tender. Many of these works are expected to be completed during summer 2026 and include window replacement at Yearsley Grove Primary School, pipework replacement at Westfield Primary Community School and a kitchen refurbishment at Stockton on Forest Primary School. A remaining maintenance budget of £923k has been allocated to support further works during the year, including window replacement at Clifton Green Primary School and roof works at Huntington School.

27. It is also proposed to re profile £1,000k from the 2026/27 School Maintenance Programme into the existing £400k budget for

2027/28, creating a 2027/28 budget of £1,400k. This will be funded from the DfE Maintenance Grant and S106.

Adults Services

28. The projected outturn position for Adults Social Care capital monitor 1 is in line with budget at £903k.

Disability Support Grant

29. CYC provides equipment to vulnerable individuals which enables them to remain in their own homes and communities. Disabled Facilities 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 for noth major and minor adaptions to help people remain safe and independent in their own homes. It also enables the council to look at relocation packages where it is more reasonable and practicable to adapt another property.

30. In 2025/26, 989 minor adaptations were carried out including the providing of 707 grab rails, 57 half steps, 210 mopstick rails, and other works. Overall, the Healthy and Sustainable Homes Services provide over 3,000 minor adaptations in the year.

31. For 2026/2027 this funding has also been agreed to support the work of the Falls Prevention team with their Slipper Socials campaign, which was started in the last 18 months with initial money provided by Public Health. To date, the Healthy and Sustainable Homes Service has run 13 slipper social events, giving away nearly 900 pair of free slippers to people aged 60 or over to help reduce the likelihood of falls in the home.

Major Items of Disability Equipment

32. The disability equipment budget supplies high cost equipment to customers to help them to remain in their own homes. This can be both social care equipment and equipment which is joint 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.

Telecare Equipment

33. Telecare Equipment 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 individuals 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.

34. The digital switchover programme to upgrade 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 and there remain approximately 270 analogue devices which still need to be replaced. Be Independent are aiming to complete the device replacement programme by December 2026.

Burnholme EPH Development

35. The capital 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.

36. The project was £23k underspent in 2025/26, with the underspend being rolled forward to 2026/27 to cover on-going drainage and sewer works on the access road on Mossdale Avenue.

CRIS Portal Replacement

37. The CRIS Portal capital project will replace the existing in-house provider portal (CRIS), which receives weekly care costs. The project start was delayed last year due to limited capacity within the services needed to progress the project, however the capital project is expected to start later in 2026/27.

Housing Services

Disabled Facilities Grants

38. The 2026/27 budget totals £3.1m, comprising £1.82m Disabled Facilities Grant funding, £475k CYC borrowing, and £805k carried forward from 2025/26. The programme funds adaptations that enable residents to live independently, ranging from minor aids to major works such as stairlifts and level-access showers. Although 2025/26 expenditure was below budget due to additional government funding and reduced referrals, demand has increased significantly in 2026/27, and current projections indicate that the full budget will be utilised.

Aids and Adaptations Grants

39. The 2026/27 budget totals £1,389k, and includes additional funds to deal with backlogs to council house adaptations g, £475k CYC borrowing, and £805k carried forward from 2025/26. 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 HRA budget. A range of adaptations are undertaken, ranging from minor adaptations such as the installation of handrails, steps and other equipment, to more major adaptations such as stairlifts, through floor lifts, level access showers (wet rooms)

Warm Homes Local Grant (WHLG)

40. Funding has been secured through the DESNZ Warm Homes Local Grant (WHLG) programme for the period 2025–2028. For 2026/27, £856k has been allocated, with £475k already committed across 26 properties. Current forecasts indicate full utilisation of the annual budget.

41. Whilst this project has now started to spend, all spend has been on staffing costs involved in setting up the scheme at £25k. The actual budget for this year is £300k, including £45k on admin and ancillary costs (which includes internal staffing), and £255k for capital retrofit works to private sector properties. The admin and ancillary costs are now committed in full and a plan in place to spend the full project budget.

Major Repairs

42. The major repairs budget for 2026/27 is £15,215k and at Monitor 1 no variance is reported. The capital investment team are working up plans for this spend and a full update will be provided at Monitor 2.

Energy Efficiency Retrofit

43. The Warm Homes: Social Housing Fund **Wave 3** programme, supported by Government funding through to 2027/28, has experienced delivery challenges arising from recruitment pressures within the Major Repairs team and contractor mobilisation issues associated with the TrustMark platform. A formal change request has been agreed with the Government funding team, enabling the programme to be reprofiled and delivery to accelerate during 2026/27.

Housing Delivery

44. All 34 Passivhaus homes at **Duncombe Square** reached practical completion in October 2025. To date, 15 homes are occupied, with a further four plots reserved. The project is now approaching the first year of its two-year defect's liability period. The forecast budget has increased to reflect anticipated costs of approximately £65k to rectify a design defect and £345k for settlement of the contractors claim. Provision has also been made for additional plot cleaning prior to resident occupation and for the ongoing servicing of heating systems within unsold properties. An updated financial position for the scheme will be reported when sales positions are further progressed.

45. **Burnholme** has been successfully handed over by the contractor. The development comprises 78 Passivhaus homes set within a high-quality public realm, including communal ginnels designed to encourage social interaction and foster a strong sense of community. A few outstanding defects are currently being addressed by the contractor, following which the programme for tenant occupation of the social rent homes and the sale of the shared ownership and open market properties will progress. The project is currently forecast to be marginally over budget, primarily due to additional construction-related costs and the resolution of project disputes.

46. Tarmac was laid in the summer to the **Lowfield Green** site and the work signed off after significant delays over the past 12 months. The S278 drawings, and procurement documents are being updated with the intention of publishing the tender by the end of July. Following completion of the drawing updates, T&T QS can proceed with the preparation of the Pre-Tender Estimate (PTE).

47. The updated pre-tender estimate for the **Willow House** enabling works has increased significantly, with the base estimate now standing at £1,403k. Despite the additional £678k OPE grant funding, the scheme is currently forecast to exceed budget by approximately £218k, based on a total enabling works cost of £1,493k, including a 10% contingency. The September 2025 demolition estimate of circa £750k was based on limited survey and specification information; subsequent investigations have identified additional scope and cost requirements. Furthermore, not all demolition contract costs have been finalised, and any variance between estimated and actual costs will impact the current overall scheme forecast of £3.029m. The in year position will be funded by bringing forward the use of the Housing Development Investment reserve.

48. RIBA Stage 2 design work has started for **Lowfield Plot A** but the prolonged design development programme, which has been necessary to collaborate effectively with key stakeholders, has resulted in additional design fees. Upcoming engagement activities with professionals and people with lived experience will help guide and inform the development process.

49. **Bell Farm** refurbishment achieved Practical Completion on 31 March 2026, avoiding any additional preliminaries and delay-related costs. The project also delivered a social value initiative, providing improvements to the Bell Farm Community Hall and representing a community investment of approximately £40k. Following completion, all 40 flats at Bell Farm have been successfully let and are now occupied by tenants, demonstrating strong demand and enabling the scheme to achieve its intended housing and community outcomes.

50. Practical completion of the **Glen Lodge refurbishment** was achieved on 13 August 2025. The project team will commence the 12-month defects review on 7 July 2026, with a full report scheduled for submission to Hobson Porter by 7 August 2026. The building is currently fully occupied, with occupancy at 100%.

Outstanding matters include the reinstatement of an assisted bath and the resolution of damp issues within a ground-floor flat, both of which Hobson Porter has committed to addressing. The current budget forecast is £4,005k, comprising a final account payment of £24k and retention of £84k, together with provision for outstanding defect-related works.

51. The **Ordnance Lane** scheme remains on hold pending the procurement and appointment of a strategic delivery partner. As a result, no active development, design, or construction activities are currently being undertaken on site. In the interim, expenditure has been minimised, with only essential project management and governance activities being undertaken as required.

Communities

Future Libraries Investment Programme

52. The three library projects have been combined and are reported within a single FLIP (Future Libraries Investment Programme). The projects are now complete, requested capital slippage from 2025/26 of £297k is needed for a combination of fees to be paid, retention under the building contracts and other identified capital costs that were needed post construction. These elements will be complete by monitor 3 and the programme closed.

Germany Beck s106

53. A sum of £249k has been granted to the Yorkshire Learning Trust (Fulford school) in 2026 to part fund the delivery of a new 3G pitch facility on the grounds of the school. This was subject to a published officer decision. This facility is provided with a Community Usage Agreement and is accessible and bookable out of school hours by neighbouring clubs and members of the community. This project is currently in the build and delivery phase and will be open in late September 2026.

54. The remaining amounts from the Recreational payment are then £1.2m which are currently subject to public consultation and potential agreements with various landowners. It is envisaged that these amounts will be spent, following approval, during 2027 and 2028. Once agreed, these spends will be subject to either Officer Decisions or an Executive report depending upon value. These monies have been received over a number of years and with

staggered payments. The expiry for these remaining funds is March 2031.

Burnholme 3G Pitch

55. The council facility at Burnholme (managed and operated by GLL) includes a Multi Use Games area (MUGA) including 3 football pitches. The MUGA is relatively small, old and in need of improvement. In recognition of this a GLL application for funding to the Football Foundation in Summer 2025, for a new full size 3G pitch at the site. This was supported by the council. The bid was accepted in March 2026 with £700k of support then coming from the Football Foundation (FF) and £250k from GLL toward an overall identified cost of £1.05m to deliver this facility.

56. As the council is the landowner of the site the council will need to be the contracting partner. The scheme has a funding gap of £150k and it is proposed that this is funded from council sport s106 contributions / leisure sinking fund.

57. This is an excellent opportunity to secure funding and deliver new facilities for residents with a £1 in £10 contribution. The York Playing Pitch Strategy identifies this area as lacking in available formal synthetic pitch space and this new facility would also be a supporting addition and increase to the leisure estate revenue model, improvements.

58. The funding grant from the Football Foundation has conditions which require the Council to enter into the following agreements, as all procurements with Football Foundation funding are required to go through their framework and are delivered by the Football Foundation (FF) as ‘turn key’ projects:

- The FF Joining Agreement.
- The FF Framework Fee Undertaking Agreement (FFUA)
- The FF Grant Offer Letter.
- The FF JCT Design & Build Contract

59. The agreement with the Football Foundation requires the applicant to be liable for fees, up to a £35k cap, should the project fail at a stage before construction begins. These fees can be covered by the funding approval if this were ever necessary.

60. As the applicant we would ultimately be responsible for the entire amount of c£1.05m if the funding bodies failed and there were no grant funds to cover the build cost. This is considered a low risk as the funding body is a national agency and funded in part from central Government. GLL have already agreed and secured their contribution through internal capital approvals.

61. Authority is sought to enter into these agreements as well as confirming the funding for the project. The £150k required can be provided through the leisure estate sinking fund but we will endeavour to use S106 contributions for sport as these are identified.

Transport, Environment and Regulation

Transport

Bus Service Improvement Plan (BSIP)

62. The remaining £4,602k BSIP budget available in 2026/27. This will be used for Park and Rides Interchange Upgrades and City Centre Sustainable Corridor – Bus Priority (Rougier Route).

City Centre Sustainable Corridor – Bus Priority (Rougier Route)

63. 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 of construction in Autum/Winter 2026 and implementation in early 2027.

64. Consultation concluded on 12 January 2026 and Executive approval to proceed with a 6-month trial, starting in January 2027, was granted in July.

Park and Rides Interchange Upgrades

65. 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.

66. 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.

67. Executive approved the funding for the project in October 2025. Ongoing conversations with First Group as current operator of the sites to ensure operational requirements inform the detailed design. RIBA4 stage design is ongoing. A planning submission will be made for Grimston Bar in Autumn 2026.

BSIP Bus Stop Upgrades

68. The 2025/26 Bus Grant budget is fully spent and a prioritised list for 2026/27 is in development. A funding bid has been submitted to YNYCA to support the continued rollout of bus stop upgrades throughout 2026/27.

BSIP Real-Time Screens

69. Replacement displays have 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

70. Additional opportunities for small scale bus priority projects are being assessed and funding allocated.

Accessible Routes

71. 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 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.

72. This is a rolling scheme, currently funded for 5 years, which started in 2025/26 (removing 16 barriers of various types and location variety) and is ongoing in 2026/27 (64 barriers programmed to come out, 18 already delivered in Q1). 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.

73. 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

74. Design works for the project at Bishopthorpe Road High Street have been completed and permissions granted for works to be completed on site during August 2026. Works will be completed in conjunction with CYC Highways drainage and resurfacing works to reduce impact for the general public.

75. Pre construction survey works for the project at Huntington Road/Hayleys Terrace have identified existing utilities which prevent the installation of the proposed new diagonal pedestrian crossing provision. The issue is being addressed with the utility owner but this has resulted in construction of the project being delayed until the start of 2027/28.

76. Proposals for replacement of the pedestrian crossing of Heworth Green near the junction with Dodsworth Avenue have been progressed with the project proposed for potential delivery during 26/27 if a basic update of the existing layout can be approved.

77. Detailed Design works for the project at Clifton Moorgate/Water Lane have progressed. Issues with currently installed utilities are being investigated with the operator and land ownership issues regarding potential expansion of existing adopted highway are

being addressed with CYC legal officers. Construction of the project is currently scheduled for early 2027.

78. Discovery works have commenced for proposed projects at Skeldergate Bridge/Tower Street and Hull Road/Melrosegate. Construction of these schemes is proposed for the 2027/28 financial year.

Riverside Path Improvements

79. A detailed design commission has been produced and a designer selected to progress the Riverside path project, tasks planned for Q2/Q3 involve carrying out surveys to rule out embankment failure and progressing the design to construction. The outcome of these surveys will inform a construction date for the project.

EV Schemes

80. The tender exercise to replace the existing EV back office/supply/install/maintenance contract has obtained the required approval from CYC executive and is scheduled to be released to market through the Oxford DPS framework as soon as external review of the documentation has been completed by OZEV.

81. Detailed design outputs for the Union Terrace Hyper Hub are expected during Q2 2026/27, followed by the award of the build contract under CYC procurement waiver. Construction of the project is programmed to commence before the end of 2026/27.

82. Feasibility design outputs for the Askham Bar Hyper Hub 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. Costings for the establishment of additional energy supply connection requirements at the site have been agreed with the DNO and a refundable commitment has been provided due to the long lead times required for the DNO to design and organise these works. Construction of any scheme would not commence until 2027/28.

83. 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.

84. EVCAR completion works are reliant on the establishment of the new EV back office/supply/install/maintenance contract. Monk Bar car park has been returned to its original layout and all required refunds for the non-delivery of these works has now been received by CYC.

Safety Schemes

85. We are currently progressing bids with YNYCA to support our on-going safety, safe routes to school and safer neighbourhood projects. Design work is on-going with the following projects having external consultation in quarter 1:

- Hamilton Drive Safe Route to School
- Manor Church of England Safe Route to School
- Alness Drive Speed Reduction
- Huntington Road Danger Reduction
- Outgang Lane access improvements.

YNYCA Local Transport Grant

86. We are working closely with YNYCA to formalise the 2026/27 Local Transport Grant and confirm the list of funded projects for development and delivery. Adjustments made to this monitor period reflect current bid values.

Highways

87. An overview of the achievements across the Highways Capital Programme at M1 are as follows:

Resurfaced Roads

88. Carriageway resurfacing schemes have been successfully delivered at Keble Park North, Murton Way, Sandy Lane and Heslington Lane.

89. Further, urgent resurfacing works, have been carried out at three separate locations on the A1237 including Askham Bryan Roundabout, A19 Roundabout Approach and Little Hopgrove Roundabout.

90. The Surface Dressing programme is largely complete, including works completed at Priory Wood Way, Malton Road, Whitestone Drive, Kestrel Wood Way and extensive works on Elvington Lane. The final scheme on York Road will be completed shortly in July. On completion, the Surface Dressing programme will have delivered more than 100,000 square meters of treated carriageway.

Footpaths

91. Works have commenced on Beckfield Lane to replace approximately 750 square metres of the existing asphalt footpath surface, between Grayshon Drive and Norman Drive.

Highway Structures Maintenance

92. General Inspections have commenced, with three completed to date. These inspections will include reports, identifying any defects, and the proposed remedial works to these structures. All information will be updated on the Structures Asset Management System (AMX).

93. Further reactive inspections have also been carried out on structural assets at Sandy Lane and the Lock House Footbridge, which were identified as being in need or urgent attention. In addition to this, two Principal Inspections have been booked in with Network Rail at Poppleton Railway and Red Lion Railway.

Street lighting columns

94. The lighting team are looking to finalise the concrete lighting column replacements within the financial year, including the improvement scheme on A19 North Shipton Road. This will complete several programs, of concrete column replacements, which have been carried out over several years.

95. We are further focusing on replacing the age-expired, steel lighting columns, which range from between eight and ten metres in

height. This will take place in maintenance areas three and five, which include various locations within Huntington and Heworth.

City Walls Maintenance

96. Conservation work to the walkway between Monk Bar and the Northeastern Gate, Porta Decumana, has been carried out, including further works between Harlots Tower and New Tower. In addition to this, the boundary walls around Lower Priory Street and Vicotria Bar have undergone significant conservation work.

97. Initial condition assessment and feasibility studies have been undertaken at Monk Bar, where roof leaks and some evident stone spalling, present a serious conservation concern.

98. New lighting and interpretation boards were installed in Bootham Bar, which led to a 33% increase in the donations, during May, and this is expected to continue throughout June also.

Drainage

Pre-Carriageway Drainage Schemes

99. The team have carried out significant repairs to the pipework and five gullies on Heslington Lane, caused by root ingress and damage from utilities. New gullies and kerbs have been installed on Sandy Lane, to proceed the vital carriageway resurfacing works. Significant works have been required at Beckfield Lane, including the installation of new gullies and kerb lines, to direct the flow of any surface water drainage.

Proactive Drainage Investigation / Repair Programme

100. Repairs to the existing drainage gullies have been carried out in Strensall, which will reduce the risk of any flooding from surface water. Further drainage repair schemes have been carried out on Wiggington Road, Church Street Dunnington, Village Green Haxby and Carr Lane.

Sink Holes

101. The team were required to carry out the initial response and investigation work, when a sinkhole opened on Micklegate,

including extensive excavation work, before Yorkshire Water took over the site, and carried out repairs, to their combined drainage system.

Castle Mills Lock

102. An essential scheme to replace the existing timber lock gates at Castle Mills is ongoing, with the installation of the new downstream gates now complete. The new upstream gates should be complete by the end of June, followed by the commissioning of both sets of new gates, plus all equipment and sluices, and finally demobilisation from the site in July.

Parks Investment Fund

103. The Park Investment Fund project has progressed well. Improvements have already been made to increase accessibility at Chesney Fields, Bell Farm and Cornlands Road play areas as well as several areas of work taking place in Hull Road Park. These have included new paths and safety surfacing and removing some fencing and gates. Crombie Avenue play area will benefit from a complete refurbishment and consultation has taken, or is currently taking, place to engage with school children and the wider community about improvements for major refurbishments to Ashton Park, Cemetery Road, Chesney Fields and Hull Road Park play areas. Results of this engagement will be merged with information received through a city-wide Parks Accessibility and Inclusion survey. The survey asks disabled children and their parents or carers their views on how we can improve parks to make them available to everyone. Designs to reflect the consultation results will be sought from suppliers and children and communities will be able to vote for their favourite design in the autumn.

104. Meanwhile improvements to our basketball courts, other smaller play area schemes and accessibility improvements are being worked on and developed with progress due over the coming months.

Flood (Ousewem)

105. Ousewem, our strategic, catchment scale Natural Flood Management (NFM) project, has completed 90% of the hydraulic and water quality modelling to help inform the most beneficial

locations for NFM across the 3500km2 SUNO catchment. This information will feed into development of the Medium-Term Plan (MTP) to provide a prioritised list of areas suitable for investment in NFM.

106. In tandem with this, work has commenced on the Ousewem Financial Strategy which will outline investment opportunities for future NFM delivery in North Yorkshire and York. 7 projects in Hawes, Hunton and Bishop Monkton have completed their main works and will be finalised in 2027. 7 projects in Hawes and Masham will be delivered from August 2026.

107. Following our successful Local Levy Bid we are working to manage recruitment of the Farm Delivery Officer and Project Manager for 2027 to 2029 to ensure the legacy of Ousewem. We are working to understand partner forums across the NFM landscape to best share our innovation and look to embed NFM delivery within the flood risk management landscape in North Yorkshire.

Major Projects

York Outer Ring Road (YORR)

108. 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.

109. As suggested in the 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 West Yorkshire Transport Fund.

110. The funding in place for 2026/27 (£2,122k) is being utilised to carry out discharge or pre-commencement planning conditions, undertake land negotiations and prepare the full business case for

the project. In addition to this, advanced works are planned for Q4. All remaining consultancy support contracts are expected to be in place for the end of Q2.

York Station Gateway

111. During the first quarter of 2026/27 works have continued on the Package 2 Highways Contract (P2) including the below:

a) 4-week closure period to complete the Highways works some works remain outstanding due to the size of the challenge, with some quality issues / remedial works required.

b) We have completed the new crossing and traffic islands in front of the RI building along Queen Street.

c) Super Crossing Traffic lights commissioned and in partial use

d) Cycle Lane on City Wall side 95% complete

e) Tea Room Square Works and works outside Milner Hotel completed

f) Railings behind the Bus stops on station side (part of P2/3 Interface works) installation commenced

g) Hardicrete to bus laybys

h) Works within the existing retail units in the station have been reinstated following substation ducting and cabling

i) The infra structure elements of the new sub station are now practically complete. However, work continues and we forecast an end date of late Summer 2026. This creates a delay against the contractor's current programme.

112. There have been some changes to scope to the reordering of works between P2 and Package 3 Station Works (P3). Due to the delay of the existing substation demolition and the later start of the P3 station works there will be an extended period of incomplete works on the station frontage behind the bus shelters. This period may be up to 2 years and therefore the works within this zone are not considered temporary under the Highways provisions and

need to be of a sufficient finish and quality to endure safely for this period.

113. This will require a P2/P3 interim works package including a new fencing line to avoid the need to hire fencing from the contractor. Follow on works to demolish the substation, make good and introduce new paving to the area, provision of a new cycle way on a temporary alignment, provision of an additional crossing on a temporary alignment. This work will then be removed once the P3 demolition of parcel square has taken place and the scheme for taxi drop off, pick up, cycle way and pedestrian crossings can be delivered in the final alignment.

114. We continue to monitor additional time and works through our professional team.

Haxby Station

115. 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.

116. 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, which CYC officers are currently looking into design options for. 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.

117. 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 winter 2026. The council is now working to produce detailed designs of the highways works which it has responsibility for, ready for anticipated delivery in 2027.

City Development

Castle Gateway

118. In November 2025, Executive considered the business case for Castle and 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 was 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.

119. 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 of £250k has been secured from the Mayoral Combined Authority Vibrant Highstreets fund to deliver additional digital and accessible interpretation works as part of the project.

120. Grant funding of £1.1m has been reconfirmed from WYCA to fund the transport elements of the Castle and Eye of York scheme. The governance of this re-confirmation is being agreed to allow us to draw the allocated funding down.

121. A recent grant application to YNER for 2026/27 Local Transport Plan significant schemes fund includes £2m for Castle and Eye of York. If awarded this grant would cover off the 'budget to be identified' noted in the November 2025 Executive paper on Castle and Eye of York. We have yet to have formal approval of this bid which will be subject to further assurance with the Mayoral Combined Authority, early indications however are that it will be supported

York Central

122. The project funding position for York Central has been reprofiled and a change request has been submitted from the developer teams to align the drawdown profile against the revised project expenditure profile. This Change Request has been approved as

an officer decision in line with the governance of the funding agreement, as agreed at Exec (SDT has asked SK for date of exec meeting).

123. Delivery of **York Central Highway Infrastructure** - The spine road has now been completed, and Part 1 certification has been issued by the Authority. This milestone has enabled progress on the stopping up of Leeman Road. The ECML bridge lift is also complete, with works now underway to deliver the remaining infrastructure required to establish a direct connection between the site and Water End. The Council and the developer continue to work collaboratively to develop a roadmap towards achieving Part 2 certification.

124. The Reserved Matters Application (RMA) for York Central has been submitted, and we are working closely with the applicant towards a planning decision in the autumn. In addition, an application for the Wilton Rise Footbridge has been approved.

Carbon Reduction Schemes

125. The Climate Change programme forecast capital spend for 2026/27 is £450k. This has been profiled on improvement works across the corporate estate, including rooftop solar PV and heating improvements.

126. A decision is still pending regarding the potential land purchase for additional car parking at the York Community Woodland. The Board have postponed a decision until 2027/28 once the full impact of car parking charging is better understood.

127. Opportunities to maximise budget by match-funding external grants will continue to be explored.

128. Ongoing maintenance and watering of the York Green Streets trees will continue for a further 2 years, funded by the grant from the White Rose Forest

Vibrant and Sustainable Highstreets Projects

129. As well as the funding for Castle & Eye of York secured from YNYCA, funding from the Vibrant and Sustainable Highstreets grant has also been allocated for the project at Front Street,

Acomb (£250k) and a contribution made to the Walmgate Improvement Scheme (£217.3k).

Property

130. Property has a capital budget of £2,223k for 2026/27 including £385k requested slippage from 2025/26.

- Data cooling installation works have been completed at West Offices along with structural repairs at a property at Castlegate.
- Remedial works are due to commence on the salt barn at the Eco Depot later this year, along with heating system works at the Eco Centre.
- Remedial works to West Offices roof are currently being considered and planned to be used from existing budget allocation.
- Asbestos survey works continue and it is requested to slip £100K into next year pending the outcome of such.

HR and Support Services – IT

131. The ICT capital programme has a budget of £2,293k for 2026/27 and the following works are in train:

- Major technology refresh of the network hardware has commenced beginning with a replacement of the security firewall. This will be continuing throughout the year with the replacement of the wi-fi and voice recording hardware.
- Barracuda and Trend have been renewed for 12 months, both essential elements of the ICT Security Technology Stack.
- Replacement of Nutanix hardware has commenced with the initial phase completing in June and further replacements planned for August/September.
- All standard ICT kit for hybrid workers including laptops, mobile devices etc is now funded within the capital budget.
- SNOW (software asset management tool) has moved to a cloud-based platform, moving the capital budget requirement to Revenue.

Organisational Impact and Implications

132. The report has the following implications:

- ***Financial*** – are 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*** – 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 of 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

133. 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

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

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Background papers

- Capital Budget 2026/27 to 2029/30 - Executive 27 January 2026
- Capital Programme Outturn 2025-26 - Executive 7 July 2026

Annexes

- Annex 1 – Capital Programme 2026/27 – 2030/31

Abbreviations

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 and 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
OZEV	Office for Zero Emission Vehicles
P&R	Park and Ride
PGS	Parking Guidance System
RIBA	Royal Institute of British Architects
RNEP	Rail Network Enhancements Pipeline
SEMH	Social, Emotional & Mental Health (Needs)
SEND	Special Educational Needs and Disabilities
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 2026/27 to 2029/30 Mon 1

	2026/27 £'000	2027/28 £'000	2028/29 £'000	2029/30 £'000	Total £'000
CHILDRENS SERVICES					
DfE Maintenance	1,923	1,400	0	0	3,323
Basic Need	0	1,846	1,845	1,846	5,537
Expansion and Improvement of Facilities for Pupils with SEND	2,198	577	0	0	2,775
St Oswalds Classrooms	150	0	0	0	150
Schools Essential Mechanical & Electrical Work	1,581	0	0	0	1,581
SEND - St Paul's Nursery ERP Expansion	635	0	0	0	635
SEND - Applefields Extension (Phase 3)	115	0	0	0	115
SEND - Specialist SEMH Expansion (Inspire)	946	0	0	0	946
Hob Moor Oaks Classrooms	50	0	0	0	50
Danesgate Outdoor Learning Area	0	0	0	0	0
NDS Devolved Capital	187	187	0	0	374
Mainstream Schools SEND fund	573	0	0	0	573
Children in Care Residential Commissioning Plan	246	0	0	0	246
Early Years Expansion Premises Investment	378	0	0	0	378
Schools Essential Building Work	142	0	0	0	142
Improving School Accessibility	420	0	0	0	420
SEND - Huntington School ERP	30	0	0	0	30
Clifton Green Primary - Re-organisation and Security	10	0	0	0	10
Family Hubs	40	0	0	0	40
TOTAL GROSS EXPENDITURE	**9,624**	**4,010**	**1,845**	**1,846**	**17,325**
ADULT SOCIAL CARE					
Telecare Equipment and Infrastructure	291	300	309	318	1,218
Disabled Support Grant	307	290	300	310	1,207
Major Items of Disability Equipment	157	162	167	172	658
CRIS Portal Replacement	125	0	0	0	125
OPA - the Centre@Burnholme including enabling works	23	0	0	0	23
TOTAL GROSS EXPENDITURE	**903**	**752**	**776**	**800**	**3,231**
HOUSING (HRA & Gfund)					
Major Repairs & Modernisation of Local Authority Homes	15,215	12,623	12,780	12,680	53,298
LA Homes - Hospital Fields/Ordnance Lane	14	11,486	17,802	7,960	37,262
Disabled Facilities Grant (Gfund)	3,101	2,252	2,207	1,704	9,264
LA Homes - Burnholme	1,680	888	0	0	2,568
Gypsy & Traveller Site Investment (Gfund)	1,277	3,900	0	0	5,177
Bell Farm Improvement Works	245	36	0	0	281
Local Authority Homes - Phase 2	4,976	0	843	0	5,819
Assistance to Older & Disabled People	1,389	660	680	680	3,409
Duncombe Barracks	890	244	0	0	1,134
Local Authority Homes - Project Team	609	500	500	500	2,109
Warm Homes Grant (Gfund)	856	860	0	0	1,716
LA Homes Energy Efficiency Programme	644	483	0	0	1,127
Willow House Housing Development	2,032	0	0	0	2,032
Glen Lodge Refurbishment	108	0	0	0	108
Housing Environmental Improvement Programme	253	250	245	245	993
Alex Lyon House - Renewable Heating Upgrade	12	0	0	0	12
Lowfield Housing	451	0	0	0	451
Honeyscuckle House - heat pump communal heating upgrade	9	0	0	0	9
Lowfield Plot A specialised housing	31	260	0	0	291
Water Mains Upgrade	0	0	0	410	410
Union Terrace & Robinson Court (Gfund)	296	0	0	0	296
TOTAL GROSS EXPENDITURE	**34,088**	**34,442**	**35,057**	**24,179**	**127,766**
COMMUNITIES					

	2026/27 £'000	2027/28 £'000	2028/29 £'000	2029/30 £'000	Total £'000
Mansion House Urgent Repairs	31	0	0	0	31
Future Libraries Investment Programme	297	0	0	0	297
Leisure Facilities Solar Arrays	750	0	0	0	750
Crematorium Waiting Room / Refurbishment	539	0	0	0	539
Crematorium Refurb Phase 2	585	0	0	0	585
Westfield Multi Use Games Area	192	0	0	0	192
Energise Roof	58	0	0	0	58
TOTAL GROSS EXPENDITURE	**2,452**	**0**	**0**	**0**	**2,452**
TRANSPORT, HIGHWAYS & ENVIRONMENT					
Highway Schemes	9,028	10,370	10,770	11,570	41,738
York Outer Ring Road - Dualling	2,122	14,190	25,787	0	42,099
Integrated Transport	13,042	6,050	8,170	8,990	36,252
York Station Gateway	9,286	9,043	11,150	0	29,479
Replacement Vehicles & Plant	3,389	10,323	9,510	8,532	31,754
Bus Service Improvement Plan	5,052	2,000	2,000	2,000	11,052
Drainage Investigation & Renewal	1,000	1,000	1,000	1,000	4,000
Haxby Station	820	1,720	1,220	0	3,760
Special Bridge Maintenance (Struct maint)	364	1,617	605	605	3,191
Innovative Flood Resilience	2,150	0	0	0	2,150
Essential Bridge Maintenance (Lendal Bridge)	100	2,837	0	0	2,937
Flood Alleviation Schemes incl Germany Beck	100	2,803	0	0	2,903
Replacement of Unsound Lighting Columns	545	550	550	550	2,195
York City Walls Restoration Programme	447	550	550	550	2,097
Askham Bar Hyperhub (Levi)	250	1,748	0	0	1,998
Flood Scheme Contributions	0	1,495	0	0	1,495
Electric Vehicle Charging Infrastructure (LEVI)	10	1,476	0	0	1,486
Castle Mills Lock	651	0	0	0	651
Access Barrier Review	339	200	200	200	939
Parks Investment Fund	720	0	0	0	720
Garden Waste Bins	100	100	100	265	565
Riverside Path	590	0	0	0	590
Smarter Travel Evolution Programme	125	198	0	0	323
Non-Highways Structures Investigations & Renewals	75	50	50	50	225
Fordlands Road Flood Defences	0	183	0	0	183
EV Charging Asset Replacement	738	0	0	0	738
River Bank repairs	0	148	0	0	148
National Cycle Network 65 Targeted Repairs	115	0	0	0	115
P&D machines Parking	125	0	0	0	125
Fleet & Workshop Compliance	64	40	0	0	104
CCTV Asset Replacement (incl ANPR)	40	0	0	0	40
Hyper Hubs	86	0	0	0	86
Knavesmire Culverts	0	81	0	0	81
Flood Risk Operational Improvements	64	0	0	0	64
Rufforth Bridge	44	0	0	0	44
Better Play Areas	23	0	0	0	23
TOTAL GROSS EXPENDITURE	**51,604**	**68,772**	**71,662**	**34,312**	**226,350**
CITY DEVELOPMENT					
York Central Infrastructure	767	29,234	8,186	0	38,187
Castle Gateway (Picadilly Regeneration)	1,500	6,562	0	0	8,062
Climate Change Schemes incl Northern Forest	473	914	454	0	1,841
LCR Revolving Investment Fund	0	300	0	0	300
Cultural Asset Masterplan	219	0	0	0	219
Built Environment Fund - Shopping Area Improvements	6	0	0	0	6
TOTAL GROSS EXPENDITURE	**2,965**	**37,010**	**8,640**	**0**	**48,615**

	2026/27 £'000	2027/28 £'000	2028/29 £'000	2029/30 £'000	Total £'000
PROPERTY SERVICES					
Asset Maintenance + Critical H&S Repairs	975	422	275	275	1,947
West Offices Data Centre	24	0	0	0	24
Removal of Asbestos	122	50	50	0	222
Hostel Fire Resillience Building Fabric Improvements	200	0	0	0	200
Commercial Property Acquisition incl Swinegate	0	125	0	0	125
Guildhall	127	0	0	0	127
West Offices - Major repairs	100	0	0	0	100
Hazel Court - LED Lighting	65	0	0	0	65
West offices - LED Lighting	30	0	0	0	30
Photovoltaic Energy Programme	0	81	0	0	81
Fire Safety Regulations - Adaptations	77	0	0	0	77
Hazel Court welfare facilities	0	50	0	0	50
TOTAL GROSS EXPENDITURE	**1,720**	**728**	**325**	**275**	**3,048**
ICT					
IT Development plan	2,046	3,470	3,320	4,627	13,463
TOTAL GROSS EXPENDITURE	**2,046**	**3,470**	**3,320**	**4,627**	**13,463**
	2,046	3,470	3,320	4,627	13,463
CORPORATE SERVICES					
Project Support Fund	369	394	200	369	1,332
Capital Contingency	2,211	0	0	0	2,211
TOTAL GROSS EXPENDITURE	**107,982**	**149,578**	**121,825**	**66,408**	**445,793**
TOTAL GROSS EXPENDITURE	107,982	149,578	121,825	66,408	445,793
Developers Contributions	2,270	332	4,500	0	7,102
Government Grant	49,144	51,904	51,552	21,219	173,819
Capital Receipts in Lieu of SCA/GG	0	0	0	0	0
Non Government Grant	0	0	0	0	0
Other Contributions	735	500	0	0	1,235
TOTAL EXTERNAL FUNDING	52,149	52,736	56,052	21,219	182,156
Revenue Contribution Departmental (HRA)	1,305	910	925	1,335	4,475
Capital Receipt Departmental	2,496	36	0	0	2,532
Right to Buy Receipt	892	5,650	1,527	4,356	12,425
MRR	15,954	12,623	12,780	12,680	54,037
Earmarked Reserve	2,375	633	500	500	4,008
Departmental Prudential Borrowing	4,402	2,712	10,951	950	19,015
Corporate Prudential Borrowing	27,788	69,721	37,173	23,368	158,050
Revenue Contribution Corporate	77	0	0	0	77
Capital Receipts Mkt Sales	544	4,557	1,917	2,000	9,018
TOTAL INTERNAL FUNDING	55,833	96,842	65,773	45,189	263,637

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Meeting:	Executive
Meeting date:	9 September 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 2026/27 Quarter 1 report and review of Prudential Indicators

Subject of Report

1. The purpose of this report is to provide a regular update to the Executive Member for Finance on treasury management activity for the first quarter of the 2026/27 financial year and to provide the latest update of the prudential indicators which are included 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 quarterly report detailing the activities undertaken so far, performance, and monitoring of the Prudential Indicators. It provides an update on activity for the period 1 April 2026 to 30

June 2026. This report ensures this Council is implementing best practice in accordance with the Code.

Financial Strategy Implications

5. 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

6. Executive is asked to note:

    a) The 2026/27 Treasury Management activity up to the first quarter date ending 30 June 2026.
    b) The Prudential Indicators outlined in Annex A (updated where applicable) 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.*

7. It is a statutory duty for the Council to determine and keep under review the affordable borrowing limits. During the first quarter of the 2026/27 financial year, the Council has operated within the Treasury and Prudential Indicators set out in the Council's Treasury Management Strategy Statement for 2026/27.

8. There are no policy changes to the Treasury Management Strategy Statement 2026/27 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.

Background

9. This quarterly 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 first quarter of the 2026/27 financial year.

- A review of the Treasury Management Strategy Statement and Annual Investment Strategy.
- A review of the treasury position as at 30th June 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. The first quarter of the 2026/27 financial year saw:

- The Bank of England base rate maintained at 3.75% on 30 April 2026 and 18 June 2026. At the next decision meeting outside this quarter on 30 July 2026, the rate was also maintained at 3.75%.
- A 0.1% m/m fall in real GDP in April 2026.
- CPI inflation at 2.8% in May 2026, with a rise in core CPI inflation from 2.5% to 2.6%.
- The 3myy rate of average earnings growth excluding bonuses at 3.4% in April 2026.
- Services output contracted by 0.2% m/m in April 2026.
- The 10-year gilt yield fluctuate between 5.18% and 4.69%, ending the quarter at 4.76%.
- Public sector net borrowing of £23.3bn in May 2026 was above the OBR's forecast of £17.7bn and £5.4bn above May's figure last year.

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. 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). This forecast was released on 3rd August 2026.

	Bank rate %	**PWLB borrowing rates % (including certainty rate adjustment)**			
		5 year	**10 year**	**25 year**	**50 year**
Sep 2026	3.75	5.20	5.70	6.30	6.10
Dec 2026	3.75	5.00	5.50	6.00	5.80
Mar 2027	3.75	4.80	5.30	5.80	5.60
Jun 2027	3.75	4.70	5.20	5.70	5.20
Sep 2027	3.50	4.50	5.00	5.40	5.20

Dec 2027	3.50	4.30	4.80	5.30	5.10
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	5.20	5.00
Mar 2029	3.25	4.20	4.70	5.20	5.00
Jun 2029	3.25	4.20	4.70	5.20	5.00
Sep 2029	3.25	4.20	4.70	5.30	5.10

Table 1 – MUFG Corporate Markets interest rate forecast 3rd August 2026

13. At the start of the second quarter of 2026/27, Market consensus is that Bank Rate may increase by 25 basis points to 4% later in 2026, or early in 2027, if the Bank of England's Monetary Policy Committee deems it prudent to protect against any secondary round effects of inflation. MUFG Corporate Markets believes that Bank Rate will remain unchanged at 3.75% for the remainder of 2026, and that the next movement will be downwards if the CPI measure of inflation gets no higher than a peak of c3.5% before trending lower towards the 2% inflation target rate.

Treasury Management Strategy Statement 2025/26

14. Full Council approved the Treasury Management Strategy Statement for 2026/27 on 12 February 2026. Details can be viewed here (item 72) https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=14610 and here (item 195) https://democracy.york.gov.uk/%28S%28aw2b23jofoyuejfc1asnl055%29%29/ieListDocuments.aspx?CId=733&MId=15178

15. There are no investment policy changes and the details in this report do not amend the Statement.

Overall Treasury position at 30 June 2026

16. Table 2 shows the Councils net Treasury debt and investment position for the quarter end as at the 30 June 2026, shown with the financial year end 2025/26 position.

	Principal 30/06/26	Average Rate 30/06/26	Principal 31/03/26	Average Rate 31/03/26
External Debt				

General Fund Borrowing	£209.74m	3.54%	£217.74m	3.57%
Housing Revenue Account (HRA) Borrowing	£133.21m	3.37%	£133.21m	3.38%
Total Borrowing	£342.95m	3.48%	£350.95m	3.42%
Other Long-term Liabilities inc. PFI	£49.35m		£49.35m	
Total External Debt	£392.30m		£400.30m	
Investments				
Investment balance	£21.62m	3.77%	£4.38m	4.03%
Net Treasury Position				
Debt less Investments	£370.68m		£395.92m	

Table 2 Summary of Treasury position as 30 June 2026

Investment Portfolio

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 and 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 Councils risk appetite. The Council had no liquidity difficulties during the first quarter of the 2026/27 financial year.

20. 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.

21. The average level of cash balances available for investment purposes in the first quarter up to 30th June 2026 was £26.94m (£26.08m for quarter ending 30 June 2025). The average rate of return earned on cash balances in this period was 3.77% (4.31% for quarter ending 30 June 2025).

22. Table 3 shows the current fixed term investments at 30 June 2026.

Institution Type	Principal Balance 30/06/26	Average Balance 01/04/26-30/06/26	Average Rate 01/04/26-30/06/26	Principal Balance 31/03/26	Average Balance 01/04/25-31/03/26	Average Rate 01/04/25-31/03/26
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	£21.30m	£25.60m	3.85%	£3.90m	£27.29m	4.11%
Cash in bank	£0.32m	£0.48m	0.00%	£0.48m	£0.53m	0.00%
Total Investments	£21.62m	£26.08m	3.77%	£4.38m	£27.82m	4.03%

Table 3 Investment Portfolio by type at 30 June 2026

23. Figure 1 shows the investments 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.

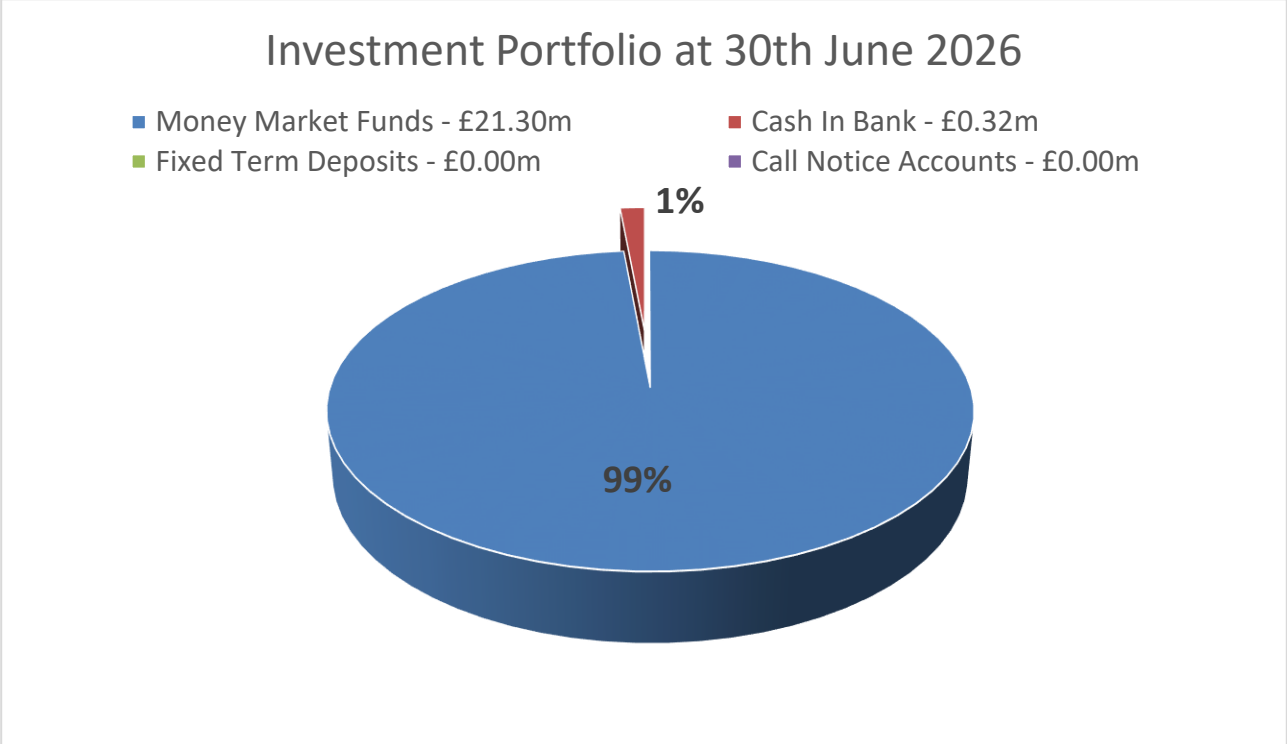


Figure 1 Investment Portfolio by type at 30 June 2026

24. The Council uses a benchmark indicator to assess the Councils 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.

25. The Council's average rate of return for the quarter ending 30 June 2026 in table 3.

	2026/27 (Quarter 1)	2025/26 (Quarter 1)	2025/26 (Full year)
Average CYC Rate of Return	3.77%	4.31%	4.03%
Benchmarks			
Average Overnight SONIA	3.73%	4.31%	4.01%

Table 3: CYCs investment rate of return performance vs. SONIA benchmark

26. The average rate of return achieved for invested cash during the first quarter of 2026/27 has remained slightly above the average overnight SONIA rate due to the Council keeping cash in highly liquid Money Market Funds which provide instant access to cash.

27. Figure 2 shows the average SONIA rates for a number of investment durations compared with the Bank of England base rate and the Council's rate of return achieved in the first quarter of 2026/27. 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.

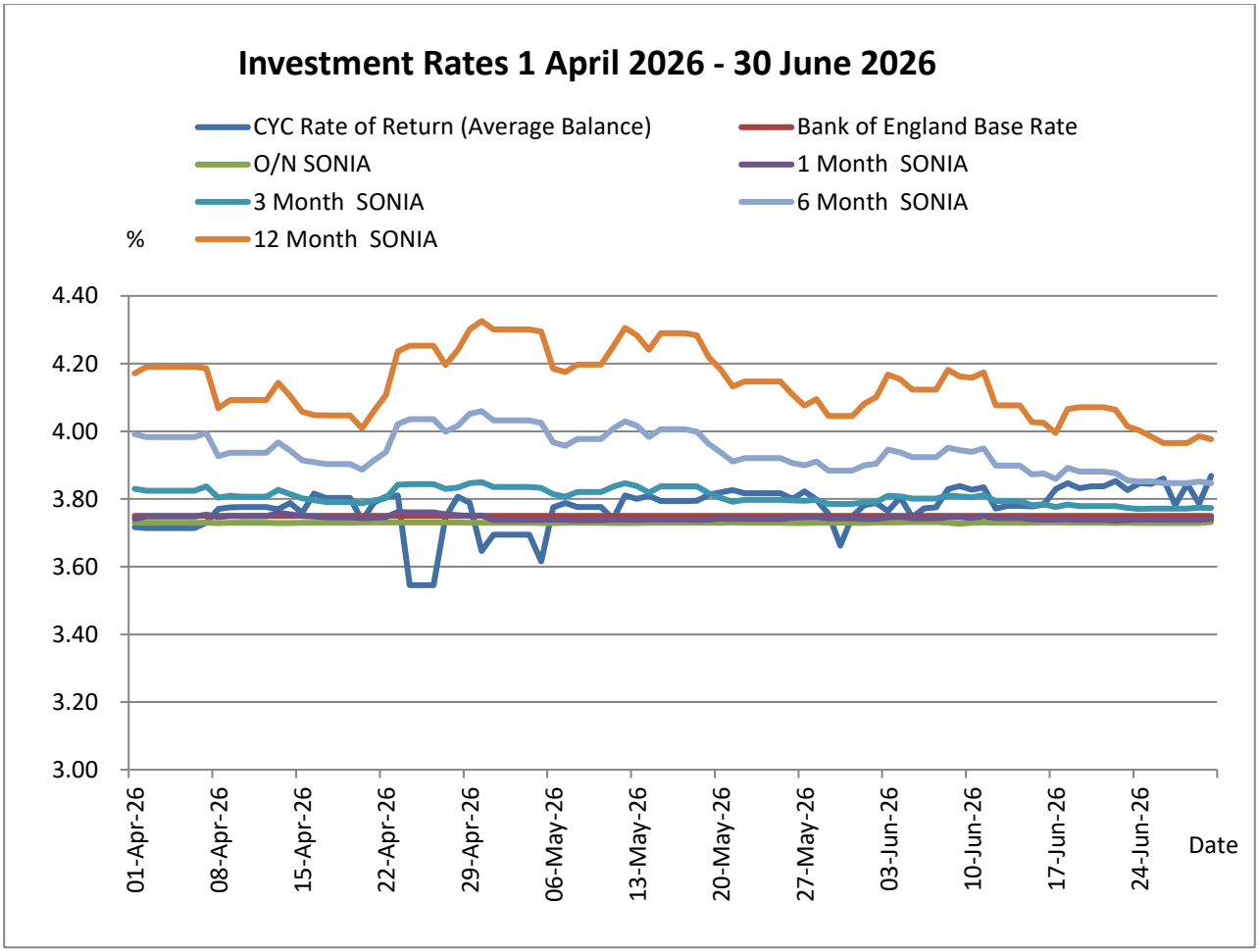


Figure 2 CYC Investments vs Bank of England base rate and SONIA up to 30 June 2026

28. The Council is using its cash balances to delay taking on long-term borrowing. 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 and cash balances are held in more liquid funds meaning lower interest returns.

29. 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 it's under borrowed CFR position.

30. In the current interest rate environment medium and long-term fixed rate interest deals are currently above the rates the Council is achieving on its investments in liquid Money Market Funds, this is on the expectation that

base rate may increase before further cuts are made in line with Market predictions. While the opportunity to fix could contribute to a higher rate of return overall should interest rates follow Market predictions, the Council, by running a lower average cash balance position, does not consider it prudent at this point to enter into medium and longer fixed term deals. This position is kept under review.

Borrowing requirement and debt at 30 June 2026

31. 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.

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. 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.

34. 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.

35. Table 5 shows the Council's underlying need to borrow to finance capital expenditure and is termed the Capital Financing Requirement (CFR).

	31 March 2027 Qtr. 1 Forecast (30.06.26)	**31 March 2027 Budget Forecast (TMSS 26/27)**	**31 March 2026 Outturn Actual (31.03.26)**
CFR General Fund	£352.21m	£405.92m	£331.95m
CFR HRA	£132.00m	£130.20m	£133.53m
CFR Other Long-term Liabilities	£47.89m	£44.09m	£49.35m
Total CFR	£532.10m	£580.21m	£514.83m

Table 5 Capital Financing Requirement Forecast 30 June 2026

36. The borrowing strategy takes into account the borrowing requirement, the current economic and market environments and is also influenced by the interest rate forecasts.

37. During the first quarter of 2026/27, the Council has maintained its under-borrowed position. This meant 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 as shown by the gap between the loans outstanding and CFR.

38. While this strategy is still prudent in 2026/27 as long-term borrowing rates have remained elevated across the curve (see Table 9). Where debt is required to finance the capital programme the Treasury team will look at temporary and short-term borrowing options if internal borrowing cannot be maintained. Where there are opportunities 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

39. The Councils long-term borrowing started the year at a level of £350.95m. The current borrowing portfolio position as at 30th June 2026 is £342.95m.

	30 June 2026			31 March 2026		
Institution Type	**No. of Loans**	**Principal**	**Average Rate**	**No. of Loans**	**Principal**	**Average Rate**
Public Works Loan Board PWLB – Money borrowed from the Debt Management Office (HM Treasury)	61	£340.60m	3.50%	61	£340.60m	3.50%
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	0	£0.00m	0.00%	1	£8.00m	4.25%

Total Borrowing (GF & HRA)	**65**	**£342.95m**	**3.48%**	**66**	**£350.95m**	**3.42%**

Table 6 Current borrowing position 30 June 2026

40. During the first quarter of 2026/27 financial year no new loans have been taken.

41. During the first quarter of 2026/27 financial year one existing loan has matured.

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 7 Expired loans up to 30 June 2026

42. There are 10 scheduled repayments of long-term borrowing that will occur this financial year totalling £63.30m. These are detailed in Table 8 below.

Lender	Issue Date	Repayment Date	Amount	Rate	Duration (years)
Local Authority	30/03/2026	15/06/2026	£8.00m	4.250%	0.21
PWLB	19/09/2025	19/09/2026	£5.00m	4.530%	1.00
PWLB	04/02/2003	31/10/2026	£3.00m	4.500%	23.74
PWLB	08/10/2025	08/10/2026	£5.00m	4.560%	1.00
PWLB	20/02/2026	20/02/2027	£5.00m	4.310%	1.00
WYCA	23/03/2017	28/02/2027	£1.22m	0.000%	9.94
WYCA	01/09/2017	28/02/2027	£0.62m	0.000%	9.49
WYCA	02/02/2018	28/02/2027	£0.10m	0.000%	9.07
WYCA	13/04/2018	28/02/2027	£0.41m	0.000%	8.88
PWLB	16/03/2026	16/03/2027	£10.00m	4.800%	1.00
PWLB	31/03/2026	31/03/2027	£4.80m	4.640%	1.00
PWLB	28/03/2012	31/03/2027	£5.00m	3.050%	15.01
PWLB	28/03/2012	31/03/2027	£5.60m	3.050%	15.01
			£53.75m		

Table 8 All maturing loans in 2025/26

43. No loan rescheduling was done during the first quarter of the 2026/27 financial year.

44. The Councils £342.95m of fixed interest rate debt, is split between £133.21m for HRA and £209.74m for General Fund as shown in Figure 3.

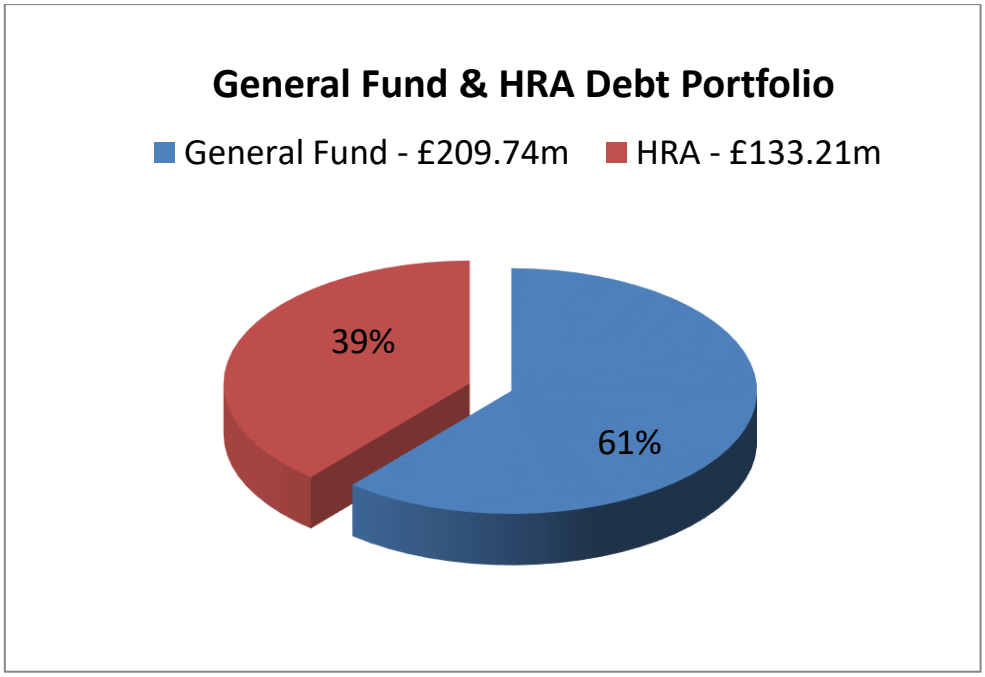


Figure 3 General Fund and HRA debt at 30 June 2026

45. Figure 4 illustrates the 2026/27 maturity profile of the Council's debt portfolio at 30 June 2026.

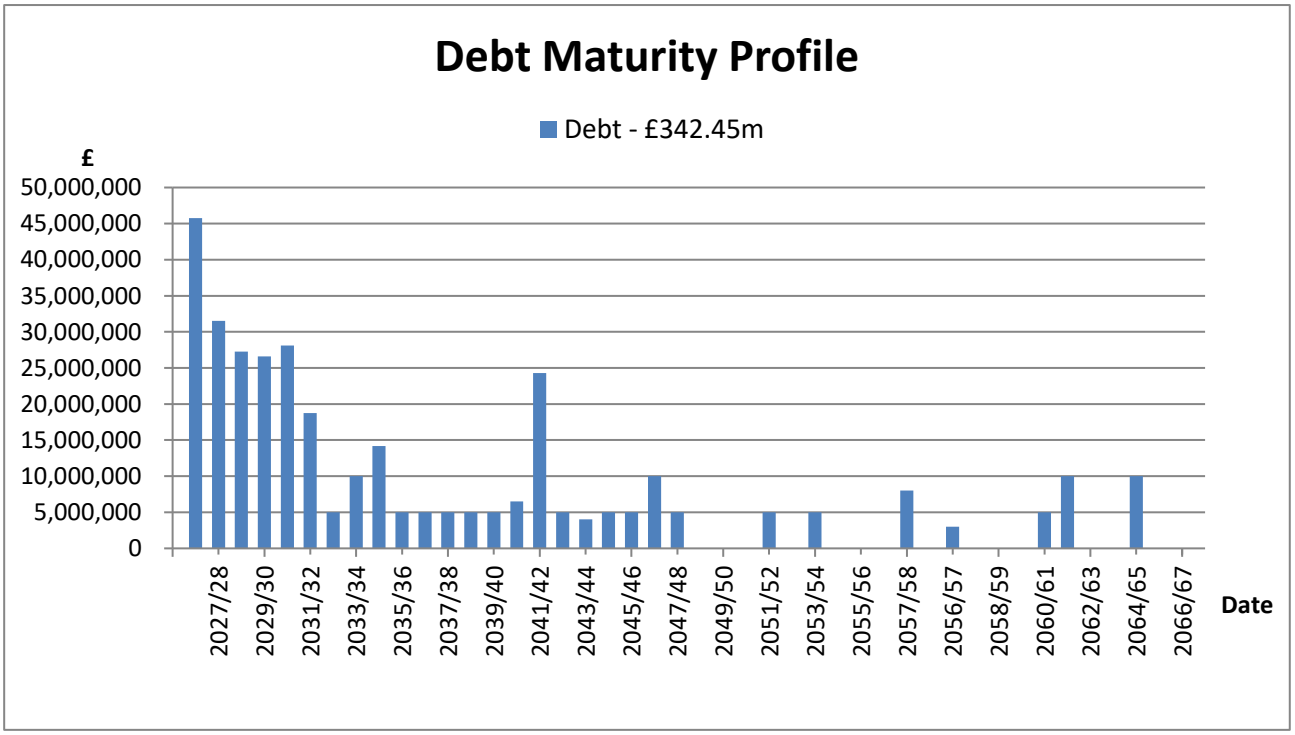


Figure 4 – Debt Maturity Profile at 30 June 2026

46. The maturity profile shows a higher concentration of loan maturities out to 6 years before a more even spread of yearly maturities in future years.

47. The current maturity profile is based on the borrowing decisions taken during financial year 2025/26 (see the Treasury Management 2025/26 Outturn report) to draw down new debt in the 1 – 6 year maturity periods and move away from drawing down new debt and refinancing 1 year maturing loans on 1 year maturities, thereby helping to reduce refinancing risk and interest rate risk dependency in the immediate year following debt drawdown.

48. Short dated 1 year borrowing has formed the majority of loans taken in the last few years but means a growing number of loans to refinance in the year following the debt drawdown, therefore, to smooth the short-term debt maturity profile new debt in the 1 – 6 year maturity period was taken in 2025/26 as those maturity periods offered the best interest rate value against a backdrop of borrowing rates for longer term debt continuing to remain elevated.

49. Since the outbreak of conflict in the Middle East in March 2026, borrowing rates have sharply increased and have not yet fallen back to levels seen in the immediate period before the conflict. Borrowing rates across the board are currently higher than they were at this time last year (see Table 9). This will impact future borrowing decisions and borrowing costs to the Council.

50. The timing of when that debt is drawn down depends on the progress of the capital programme. 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.

51. Table 9 shows PWLB Certainty borrowing rates available for selected loan durations between 1st April 2025 and 30th June 2025 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	5.17%	5.49%	5.98%	6.57%	6.35%
Low	4.75%	5.04%	5.50%	6.09%	5.89%
Average	4.92%	5.23%	5.71%	6.31%	6.11%

Table 9 – PWLB Borrowing Rates 1 April 2026 to 30 June 2026

Compliance with Treasury policy Prudential Indicators

52. The Prudential Indicators for 2026/27 included in the Treasury Management Strategy Statement (TMSS) are based on the requirements of the Council's capital programme and approved at Full Council on 12th February 2026. Details can be viewed here (item 72) https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=14610 and here (item 195) https://democracy.york.gov.uk/%28S%28aw2b23jofoyuejfc1asnl055%29%29/ieListDocuments.aspx?CId=733&MId=15178

53. 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 quarter of financial year 2026/27 the Council has operated within the treasury limits and Prudential Indicators set out in the TMSS for 2026/27.

54. An update of the Prudential Indicators is shown in Annex A.

Consultation Analysis

55. 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

56. The Treasury Management quarterly report and Prudential Indicators details the treasury management portfolio at 30 June 2026 and is for the review of the Executive Member for Finance to show compliance with treasury policy and ensure the continued performance of the treasury management function.

Organisational Impact and Implications

57. 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 quarterly report are contained in the body of the report.

- ***Human Resources (HR)*** – n/a

- ***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*** – n/a

- ***Health and Wellbeing*** – n/a

- ***Environment and Climate action*** – n/a

- ***Affordability*** – The financial implications of the Treasury Management Strategy are in contained in the body of the report and set out in the Financial Strategy and Capital Strategy reports also on this agenda.

- ***Equalities and Human Rights*** – n/a

- ***Data Protection and Privacy*** – n/a

- ***Communications*** – n/a

- ***Economy*** – n/a.

- ***Specialist Implications Officers*** – n/a

Risks and Mitigations

58. 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

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Background papers

- Treasury Management Strategy Statement and Prudential Indicators for 2026/27 to 2029/30 and Annexes A, B, C and D to that report can be viewed here (item 195) https://democracy.york.gov.uk/%28S%28aw2b23jofoyuejfc1asnl055%29%29/ieListDocuments.aspx?CId=733&MId=15178

Annexes

- Annex A – Prudential Indicators 2026/27 Quarter 1 (30 June 26)

Glossary of Abbreviations used in the report

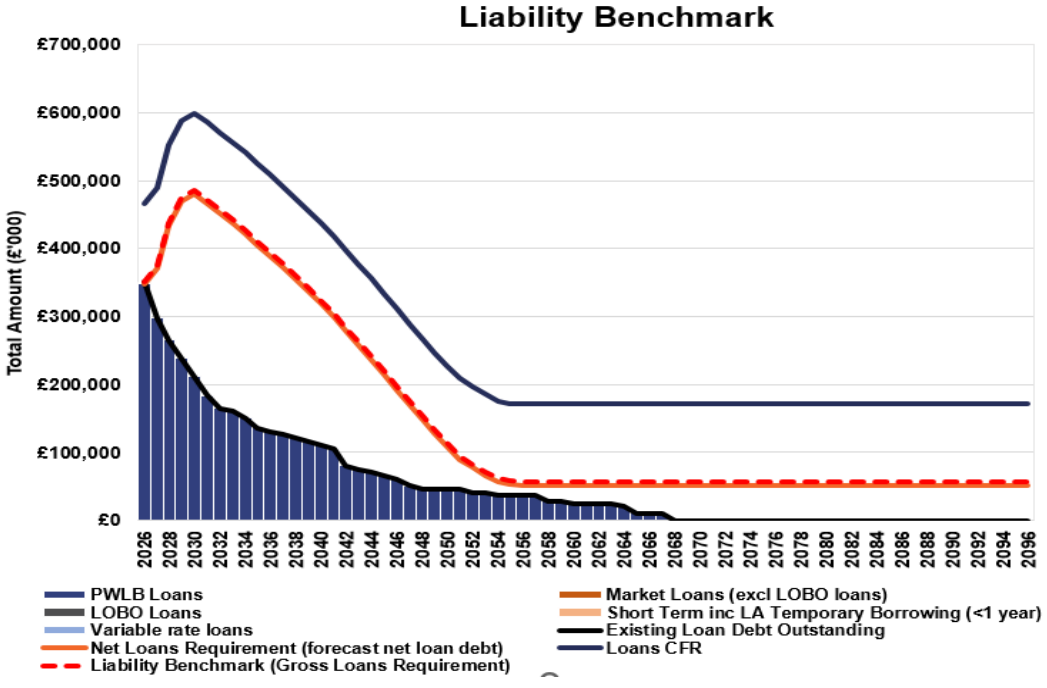
CIPFA	Chartered Institute of Public Finance & Accountancy
CFR	Capital Financing Requirement
CPI	Consumer Prices Index
CYC	City of York Council
GDP	Gross Domestic Product

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

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Annex A

Prudential Indicators 2026/27 Quarter 1 (30 June 2026)

	Prudential Indicator		2026/27 Estimate	2027/28 Estimate	2028/29 Estimate	2029/30 Estimate	2030/31 Estimate	
1	**Capital Expenditure** To allow the authority to plan for capital financing as a result of the capital programme and enable the monitoring of capital budgets. *Estimate for year-end outturn positions.*	GF HRA Other LT Total	£77.9m £30.1m £0.5m £108.5m	£118.2m £31.3m £0.5m £150.0m	£89.0m £32.9m £0.5m £122.4m	£43.9m £22.4m £0.5m £66.8m	£0.0m £0.1m £0.5m £0.6m	
2	**CFR** Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR. *Estimate for year-end outturn positions.*	GF HRA Other LT Total	£352.2m £132.0m £47.9m £532.1m	£410.9m £136.0m £46.5m £593.4m	£435.9m £147.4m £45.1m £628.4m	£446.3m £148.3m £43.6m £638.2m	£432.3m £148.3m £42.3m £622.9m	
3	**Liability Benchmark** The Liability Benchmark is based on current capital plans and cash flow assumptions, therefore giving the Council an indication of how much it needs to borrow, when it is likely to need to borrow, and where to match maturities to its planned borrowing needs. The liability benchmark makes no assumption about the level of future prudential borrowing in unknown capital budgets.							

Annex A

	Prudential Indicator		2026/27 Estimate	2027/28 Estimate	2028/29 Estimate	2029/30 Estimate	2030/31 Estimate	
4	**Ratio of Financing Costs to Net Revenue Stream** 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. *Estimate for year-end outturn positions.*	GF HRA Total	15.90% 11.34% 14.94%	18.36% 11.29% 16.92%	20.13% 11.23% 18.37%	20.74% 11.17% 18.91%	20.34% 11.12% 18.64%	
5	**External Debt** 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. *Estimate for year-end outturn positions.*	Gross Debt Invest Net Debt	£428.8m £5.0m £423.8m	£499.8m £5.0m £494.8m	£546.5m £5.0m £541.5m	£569.3m £5.0m £564.3m	£568.0m £5.0m £563.0m	

Annex A

	Prudential Indicator		2026/27 Estimate	2027/28 Estimate	2028/29 Estimate	2029/30 Estimate	2030/31 Estimate	
6 a	**Authorised Limit for External Debt** 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. *Estimate for year-end outturn positions, unless stated as an actual.*	Borrowing CFR / Other long-term liabilities	£590.2m £30.0m £620.2m (£620.2m actual set at 2026/27 Strategy)	£603.4m £30.0m £633.4m (Estimate based on current CFR projection)	£638.4m £30.0m £668.4m (Estimate based on current CFR projection)	£648.2m £30.0m £678.2m (Estimate based on current CFR projection)	£632.9m £30.0m £662.9m (Estimate based on current CFR projection)	
6 b	**Operational Boundary for External Debt** 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. *Estimate for year-end outturn positions, unless stated as an actual.*	Borrowing CFR / Short Term Liquidity Requirement	£532.1m £58.1m £590.2m (£590.2m actual set at 2026/27 Strategy)	£593.4m £10.0m £603.4m (Estimate based on current CFR projection)	£628.4m £10.0m £638.4m (Estimate based on current CFR projection)	£638.2m £10.0m £648.2m (Estimate based on current CFR projection)	£622.9m £10.0m £632.9m (Estimate based on current CFR projection)	

Annex A

	Prudential Indicator		2025/26 Estimate	2026/27 Estimate	2027/28 Estimate	2028/29 Estimate	2029/30 Estimate	
7	**Maturity Structure of Borrowing** 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.	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 2026/27 Strategy.
			Less than 1 yr	£45.7m	13%	0%	30%	
			1 to 2 Yrs	£36.5m	11%	0%	30%	
			2 to 5 Yrs	£77.0m	22%	0%	40%	
			5 to 10 yrs	£58.0m	17%	0%	40%	
			10 to 20 yrs	£64.8m	19%	30%	90%	
			20 to 30 yrs	£25.0m	7%			
			30 to 40 yrs	£26.0m	8%			
			40 to 50 yrs	£10.0m	3%			
			Total	£343.0m	100%			
7	**Upper Limit for Total Principal Sums Invested for Over 364 Days** 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.	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:	9 September 2026
Report of:	Dave Atkinson, Director of Environmental and Regulatory Services
Portfolio of:	Councillor Jenny Kent, Executive Member for Environment and Climate Change

Recycling Review

Subject of Report

1. York residents are good at recycling. York consistently achieves high levels of washed and separated types of recycling, achieving good value in recycling income and onward use, supporting both council services and the environment. This report outlines proposals to further improve overall recycling waste collection rates and separation by supporting residents to recycle as much as possible from home, helping eliminate the need to put any recyclable items into household waste.

2. The change from boxes to fixed lid wheelie bins will also improve our environment and street scene by reducing litter in our neighbourhoods that is often blown out of the current boxes. Wheeled bins will make handling of recycling containers easier for residents and waste crews alike, by avoiding lifting and carrying.

3. This report summarises findings from extensive, positive consultation, both online and in person, addresses York's particular needs around heritage and terraced housing stock. It also outlines a proposal to meet future government legislation around recycling, enabling CYC to ensure maximum efficiency in waste services.

Benefits and Challenges

4. The implementation of recycling bins in place of recycling boxes would increase domestic recycling capacity for those who

transition on to recycling bins, increasing our recycling rates and supporting our commitments to reduced waste and a circular economy.

5. Wheeled bins with lids attached by hinge for storing recycling materials would contain recycled contents much better, helping with the management of material and enhancing the environment by reducing litter, which can currently cause unsightly littering on our streets, and necessitates cost of separate clean-up. Paper and card are better protected from rain and water damage meaning more of it can be recycled.

6. Wheeled bins are easier to manoeuvre. This will reduce the bending, carrying and lifting for residents when moving recycling boxes and will reduce musculoskeletal injuries within the service, reducing sickness absence and agency costs.

7. The optimal operating model for the majority of properties would mean collecting recycling bins on a two weekly cycle and alternating between Paper/Card and Tins/Plastics/Glass. Wheeled bins would have twice the capacity per stream and each stream would be collected every 4 weeks.

Week 1	**Week 2**	**Week 3**	**Week 4**
Refuse	Recycling (Paper/Card)	Refuse	Recycling (Tins/Plastic/Glass)

8. Refuse and Garden waste collection frequencies would remain unchanged and on 2 weekly collections.

9. The move would mean a majority of the city would move from 3 boxes to 2 wheeled bins for recycling. While this is likely not to pose a problem for most, there are exceptions such as terraced areas that may have storage and presentation challenges. The Council in considering the scope of properties moving from boxes to bins, will take a resident focus on storage and presentation and carefully consider factors including aesthetics, accessibility and functionality.

10. In looking at storage and presentation capacity CYC will look to principles of:

a) Accessibility – Presentation points for containers must be operationally viable. However, maintaining appropriate width across pavements to support accessibility for residents with mobility aids, pushchairs and such like will be at the forefront of decisions on presentations points for containers on collection days.

b) Aesthetics – Where operationally viable, the service will support rear storage and central collection points (CCP) in support of maintaining aesthetics.

11. It would not be possible to move to one recycling bin as government guidance dictates that paper and card is kept separate from other materials. This keeps paper and card at a higher quality to be able to recycle and the Council's disposal arrangements mean co-mingling and separation would be costly.

Policy Basis for Decision

12. **Affordability:**

a) Kerbside collection costs are funded by council tax contributions and therefore there will be no increase in collection costs.

b) Currently recycling boxes are free to residents with no limit on the number of boxes required. Currently on average households have 3 recycling boxes. Replacement wheeled bins will be chargeable to residents if lost or damaged, unless this occurs through fault by the Council.

13. **Environment:**

a) The move to recycling bins would increase recycling capacity increasing the opportunity to recycle and reducing the need to make journeys to the HWRC for extra items.

b) Simpler recycling reforms require the Council to increase and simplify how recycling happens at the kerbside. Bins with fixed lids will contain new and existing materials better, reducing litter on the streets and improving neighbourhood environments.

14. **Equalities and Human Rights:**

a) Kerbside recycling collections are a universal service and therefore all domestic properties will continue to receive kerbside recycling collections.

b) It may not be possible for some domestic properties to store additional bins, and they may have to remain on box collections. These properties will not be included in any first phase of this proposal. Where possible, recycling bins will be offered to those who want them.

15. **Health**:

a) The introduction of recycling bins has many benefits including increased capacity per household, which contributes to a sustainable environment.

b) Recycling bins have musculoskeletal benefits for residents and operational staff with no crouching, bending, lifting or carrying required.

Financial Strategy Implications

16. The implementation of recycling bins sits alongside ongoing waste optimisation transformation work and would deliver further efficiencies. There will need to be a capital investment of £2.8m in recycling bins which will result in a revenue cost of capital of c.£280k per annum.

17. Depending on the operating model further savings can be found in revenue and potentially future capital for fleet replacement, if single cell vehicles are used for collection. This will be the subject of a future report, if a proposal is taken forward.

Recommendation and Reasons

18. Executive is asked to:

i) **Recommend to Full Council** approval of the increase in general fund borrowing required to fund capital investment of up to £2.8m in recycling bins.

Reason: *To ensure that the capital programme is fully funded and can be effectively monitored.*

ii) Approve moving from recycling boxes to 180l recycling bins as standard based on the financial business case supporting the project. The scope of properties in the first phase is up to 63,000. For those properties producing additional recycling materials, larger contain can be requested.

Reason: *To improve efficiency of collections, increase recycling capacity, reduce operating costs, decrease musculoskeletal injuries and reduce street litter as well as providing an adequate kerbside collection service to meet simpler recycling reforms.*

iii) Delegate authority to officers to find solutions, in partnership with third parties, for some properties in the first, and future phases that may have storage challenges for wheeled bins. This could mean a small proportion of properties within the first scope of change remain on box collections.

Reason: *To ensure residents have appropriate storage space within property boundaries and can benefit from outside space within their property boundary, allowing officers more time to find appropriate solutions for these properties to transition onto wheeled bins for recycling.*

iv) Approve Waste Services to consider requests for larger 240l containers following standard roll out to support increased recycling and waste minimisation. Special requests for 140l wheeled bins based on exceptional circumstances and a resident is able to reasonably justify the request.

Reason: *To ensure residents have appropriate capacity to increase recycling materials. To allow appropriate storage space within property boundaries and can benefit from outside space within their property boundary.*

Background

19. Kerbside recycling collections started in the 1990s under a series of trials. City wide fortnightly recycling collections were introduced in 2005.

20. Recycling was collected in three streams (Paper/Card, Tins/Plastics, and Glass). Households on average had three recycling boxes, one for each stream.

21. In 2020, this moved to a twin stream, and the glass was able to be mixed with tins and plastics due to improvement to material recycling facilities by our disposal contractor.

22. Recycling is taken to the Harewood Whin facility, treated to further separate out the collected materials and then traded to generate income for the Council.

23. In November 2025, the Council increased the recycling materials collected from kerbside to include tetra packaging and toothpaste tubes to comply with simpler recycling reforms due in March 2026.

24. In March 2026, CYC introduced the kerbside collection of plant pots and toothpaste tubes to widen the scope of materials recycled.

25. National simpler recycling reforms are due to continue to expand over the next few years in an effort to increase recycling rates and improve the environment. It is expected local authority's meet these targets by deadline or accelerate to introduce reforms in advance of requirements. https://www.gov.uk/government/publications/simpler-recycling-in-england-policy-update/simpler-recycling-in-england-policy-update

26. DEFRA have recently recognised the processing market for soft films presents a new challenge and there is currently not an adequate market for processing. Therefore, the introduction of soft film kerbside collections has moved to April 2030, however it is

expected that local authorities continue to prepare to collect soft films from the kerbside and if possible, collect in advance of 2030.

27. Officers are investigating how best to gather soft films so they can be recycled, they are permitted to be collected with tins/plastic/glass streams. Options for future collection of soft films at the kerbside are as follows:

a) Loose within containers and these will be processed at the Councils disposal facilities and traded as a commodity. Some off takers prefer this method due to significant investment into mechanical technology.

b) Soft films placed in a survival bag (and then placed in containers). This is easier to separate at the disposal facility when picking off disposal lines, and some off takers will accept this as a commodity, but not those who have invested in mechanical technology.

28. Residual waste is processed through a mechanical treatment plant at the Allerton Waste Recovery Park (AWRP) waste disposal facility to remove any remaining metal and plastics for recycling.

29. The Council already complies with national legislation on simpler recycling reforms that mandate paper/card materials, which are kept separate to other dry recycling streams.

30. Some local authorities currently mix all dry recycling materials together, but simpler recycling reforms are likely to mean they may need to separate the materials at kerbside as York do currently.

31. Keeping Paper/Card and Tins/Plastics/Glass in two streams is a cleaner way of recycling and as a commodity has much higher value. This currently generates £800k of income for the Council annually and it is critical to maintain this income for Council finances and to meet our environmental objectives of reducing waste and increasing high quality recycling.

32. St Nicks undertake city centre recycling collections on behalf of CYC under contract and includes circa 2568 properties. Collections are aligned to CYC's recycling streams. These properties would not be eligible for bins due to storage challenges.

33. The collection of bins is much more efficient than collecting boxes, and as the service undertakes an optimisation of the whole waste service in 2026, there is an opportunity to ensure that recycling collections are as efficient as possible by moving to recycling wheeled bins.

34. The collection of recycling in boxes does cause challenges with litter. Spilt or dropped materials are sometimes not recovered or weather conditions can lead to materials being blown into the highway. Recycling bins offer better containment of materials.

35. Although recycling boxes are an approved standard of material, they are susceptible to damage, bins are much more durable. CYC provides recycling boxes free to residents at a cost of circa £70k per annum on average to the Council.

36. Emptying of recycling boxes requires crouching, bending, lifting and carrying. Emptying of bins only requires a pushing and pulling movement, which is much safer for operational crews and residents.

37. In the calendar year of 2024, 1281 absence days were recorded as musculoskeletal related. In 2025 calendar year, 1386 absence days were recorded as musculoskeletal related.

38. Absence days are either covered by pool staff or by agency employees, which increases operating costs. CYC should ensure we do what we can to mitigate risk of injuries and increase welfare of employees, and reduce agency staffing costs wherever possible

39. The proposal to move to recycling bins would not initially include properties in the scope of the recent Bags to Bins project during 2025 and 2026, see Annex G for those streets not in scope of the first phase. Further investigation would need to be undertaken to determine if these properties, and those in some other parts of the city, have the capacity to store additional wheeled recycling bins before any decision is made on a changeover.

40. Of the 63,000 in scope, circa 16,000 are terraced properties. Waste Services officers have undertaken a desktop assessment of these properties and streets to determine their suitability for storing and presenting wheeled bins as it is accepted these properties may also have challenges. Annex G demonstrates the assessment

outcome of all terraced properties, circa 16,000 terraced properties would receive wheeled bins in the first phase.

41. The remaining circa 10,000 terraced properties (including 2025/26 bags to bins properties) would receive further analysis as part of a second phase given the complexity of these properties and areas.

42. 180 litre bins offer a 30 litre increase in capacity over the 4 week collection cycle, compared to the average household's current output of 3 recycling boxes of 55 litres.

43. 240 litre bins offer an increased capacity of 150 litres as compared to 3 recycling boxes of 55 litres

44. The properties that are identified as "out of scope" will be the subject of a further review where suitability to move to wheeled recycling bins will be assessed and options explored by 2030.

45. A key benefit to collecting bins and a single recycling stream each time is that the service would also be able to also take small amounts of side recycling waste and larger items which we currently are not currently able to do. This can be monitored and of a property is consistently presenting side recycling waste, larger containers could be offered i.e. increase from 180l to 240l.

46. DEFRA propose to introduce a future deposit return scheme, (DRS) however the proposals are not yet clear on how such a scheme would work and what the impact on kerbside collections would be, it is anticipated that this might reduce the amount of recycling presented at home. Considering this, a standard and suitable container size should be carefully considered.

47. North Yorkshire Council (NYC), with whom the Council share disposal arrangements, are harmonising and optimising their collection routes to follow the method outlined above.

48. Collecting recycling wheeled bins under a new method, would mean single cell vehicles could be procured in the future for recycling collections. This would be a reduction in cost of replacement vehicle of approximately £480k, in current prices meaning reduced capital investment would be required. CYC would also have a standardised waste fleet which offers much more flexibility for the service.

Consultation Analysis

49. A 6-week consultation and engagement with residents took place between 23 March to 1 May 2026.

50. The consultation received over 13,000 responses. This is a positive response in terms of numbers, and demonstrates residents feel strongly about how their waste and recycling collections take place. Annex A shows the responses per ward.

51. The majority of the responses were from semi-detached and detached properties with this house type amounting to over 80% of the responses. Annex B provides further detail of house type response and ward detail.

52. Annex C shows the main questions and responses from the survey and as expected demonstrated that most properties use 3 recycling boxes.

53. In terms of current recycling capacity for properties, the highest two responses showed that residents use additional containers if they do not have space for materials or they store them until the next collection. Annex C supports this.

54. Residents felt that the main barriers to the current kerbside recycling collections were litter created on the streets and not enough capacity to recycle all items that households can recycle, meaning recyclable items are still being put in the general household waste.

55. The majority of responses felt a move to recycling bins would make recycling easier to recycle.

56. Almost 39% of responses show the main barrier to supporting a switch to bins was lack of storage space although 55% felt there was no barrier.

57. Annex D shows the email communication the service received during the consultation. This is again broken down by house type and varies in feedback. Annex E is drop-in feedback captured.

58. Annex D and E shares feedback in detail but consistently showed common themes:

    i) Space and storage concerns
    ii) Options for smaller bin sizes
    iii) Cost of the investment
    iv) Obstruction and enforcement concerns during collection and just after collection days.

59. Officers answered all queries and questions openly and transparently. This was well received and welcomed by residents and shared mixed outcomes and views, although demonstrated positive engagement and a good example of consultation.

60. Officers presented an overview and analysis of the consultation outcome to the Place Scrutiny Committee on 16 June 2026.

61. The committee welcomed the report and offered positive feedback. Annex H demonstrates the feedback and things the committee suggested the service should consider as part of any transition to wheeled recycling bins.

62. Week commencing 3 August 2026, further consultation was undertaken and led by the Communities team. This was in the form of drop-in sessions targeted at densely populated terraced areas in a bid to gather additional feedback from terraced areas in addition to the consultation held earlier in 2026. The feedback can be seen in Annex H.

63. Further engagement will be undertaken as part of second phase with those properties “out of scope” not included in the initial transition to wheeled bins for recycling collections. This is circa 10,000 properties in total.

64. Another theme highlighted from the consultation was the fire risk with wheeled bins. CYC have sought advice from North Yorkshire Fire and Rescue, the following advice was given: “*We are not aware of any issues with wheelie bins, the main issue known is hot ashes being placed in wheeled bins, which are isolated incidents”.*

Options Analysis and Evidential Basis

65. Options for recycling collections below:

i) Do nothing and continue with the collection of recycling boxes. This doesn't address ongoing musculoskeletal risks for operational crews and residents. There is also less opportunity to reduce operational costs and optimise recycling rounds to optimum efficiency, and means continued complaints around street litter from boxes, including associated costs to the public realm team of reactive clearing. There is also a risk that we are not able to meet simpler recycling reforms by not offering enough capacity through container size.

ii) Introduce recycling wheeled bins to replace recycling boxes for the properties in scope, circa 63,000 properties. This presents an opportunity to reduce operational costs and increase recycling rates as well as aid meeting simpler recycling reforms. Also to reduce the physical stress and injury risks for residents of lifting and moving boxes. Collecting bins also reduces the musculoskeletal risks for operational crews. Better containment of materials will contribute to less litter and an improved, cleaner environment.

Organisational Impact and Implications

66. Below are the implications for this subject:

67. ***Financial****:* The report recommends approval by Full Council of the investment in recycling bins for purchase and distribution. The revenue cost of borrowing up to £2.8m will be c.£280k per annum. There will be a revenue budget saving through reduced operating costs from the reduction in loaders required per round as well as revenue cost reductions from reduced staff sickness and agency cover, the level of which will depend on the extent of the roll out of recycling bins. This saving will be used to fund the revenue cost of capital, meaning that the recommendation has a cost neutral impact on revenue budgets.

68. ***Human Resources (HR)****:* The proposal has the potential to have a positive impact on the wellbeing of the workforce specifically in relation to muscular skeletal issues. Any changes to operating practices will be managed in accordance with the Councils workforce change policies.

69. ***Legal****:* Any commissioning of an any new waste receptacles must be done so with advice from the Commercial Procurement Team (see Procurement below). An appropriate form of contract for the supply of any waste receptacles and/or equipment will need to be drafted and completed with support from Legal Services.

70. ***Procurement****:* Any proposed works or services will need to be commissioned via a compliant procurement route under the Council's Contract Procedure Rules and where applicable, Procurement Act 2023 and any other relevant procurement regulations. All tenders will need to be conducted in an open, fair, and transparent way to capture the key principles of procurement. Further advice regarding the procurement routes, strategies and markets must be sought from the Commercial Procurement team.

71. ***Health and Wellbeing****:* The move to more manoeuvrable containers with less lifting will be of benefit to both residents presenting waste and operating loading the material.

72. ***Environment and Climate action****:* Waste management accounts for the emission of 21,000 tonnes of carbon dioxide equivalent (CO_2e) in York (3% of total emissions). There is a need to increase reuse, repair and recycling rates, which is acknowledged in Objective 4.2 of the York Climate Change Strategy. The proposals in this review have the potential to contribute to that objective with improved messaging for residents and a simplified collection process. Changes to recycling rates should be monitored as a result of any new processes being introduced.

73. ***Affordability****: There would be no additional cost to residents with a move from boxes to bins.*

74. ***Equalities and Human Rights****:* The equalities impacts are assessed within the initial draft EIA in **Annex A**. The action plan will be monitored upon implementation.

75. ***Data Protection and Privacy:*** The completion of data protection impact assessment (DPIA) screening questions evidenced there would be no processing of personal data, special categories of personal data or criminal offence data processed, so there is no requirement to complete a DPIA.

76. ***Communications****:* The introduction of recycling wheeled bins will require a clear, timely and well-planned communications approach to ensure residents understand the reasons for the change, how it will work in practice, and what it means for their household. Communications will need to explain the benefits in terms of safety, efficiency, capacity and environmental outcomes, set out container arrangements (including the two-tier model for properties unable to store bins), and provide clear guidance on collection schedules and acceptable materials. Targeted engagement will be important for affected groups, including residents with limited storage space, city-centre properties, and those transitioning from boxes to bins, alongside internal communications to support operational staff. Effective communication will be critical to managing expectations, minimising confusion during implementation, and maintaining public confidence in the recycling service.

77. ***Economy****:* The planned investment will result in net savings to the authority whilst better safeguarding our workforce and improving its resilience, placing the authority and city in a better position to support our economy.

Risks and Mitigations

78. There may be a significant capital investment needed to introduce recycling bins, however, there would be significant revenue and future capital savings in changing the operating model.

79. There are ongoing musculoskeletal risks inherent in collecting boxes. Musculoskeletal related absences are the biggest contributor to lost absence days for the service.

80. As a collection and disposal waste authority, we have a duty to meet simpler recycling reforms and increase recycling rates, adequate sized containers need to be provided to deliver this.

81. Some properties, in particular terraced areas in scope of the first phase, may be concerned about container storage and presentation points. There may be opportunity to review how collections continue to be undertaken for some areas, for example opportunity to move front edge of property collections to central collection points.

82. In support of the previous paragraph, Waste Services will continue to assess and review presentation points and front, or rear storage based on:

i) Operational viability and safety
ii) Accessibility
iii) Aesthetics.

Wards Impacted

83. All Wards.

Contact details

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

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Date:	18 August 2026

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Background papers

EPAT Scrutiny Bags to Bins
https://democracy.york.gov.uk/documents/g14754/Public%20reports%20pack%20Tuesday%2029-Apr-2025%2017.30%20Economy%20Place%20Access%20and%20Transport%20Scrutiny%20Commi.pdf?T=10

EMDS Waste Services
https://democracy.york.gov.uk/documents/s162668/Waste%20Report%20October%202022.pdf

Executive Waste Services – Service Updates
https://democracy.york.gov.uk/documents/s172775/Waste%20Report%20January%202024%20FINAL.pdf

Executive Recycling Review
https://democracy.york.gov.uk/documents/s187583/Item%209%20-%20Recycling%20Review.pdf

Place Scrutiny Recycling Review Consultation Analysis
https://democracy.york.gov.uk/documents/s189647/Recycling_Review_Scrutiny%20Report.pdf

Annexes

Annex A – Participation by ward

Annex B – Types of households by ward

Annex C – Survey responses

Annex D – Email communication analysis

Annex E – Drop-in sessions summary

Annex F – Human Rights Equalities Impact Assessment (HREIA)

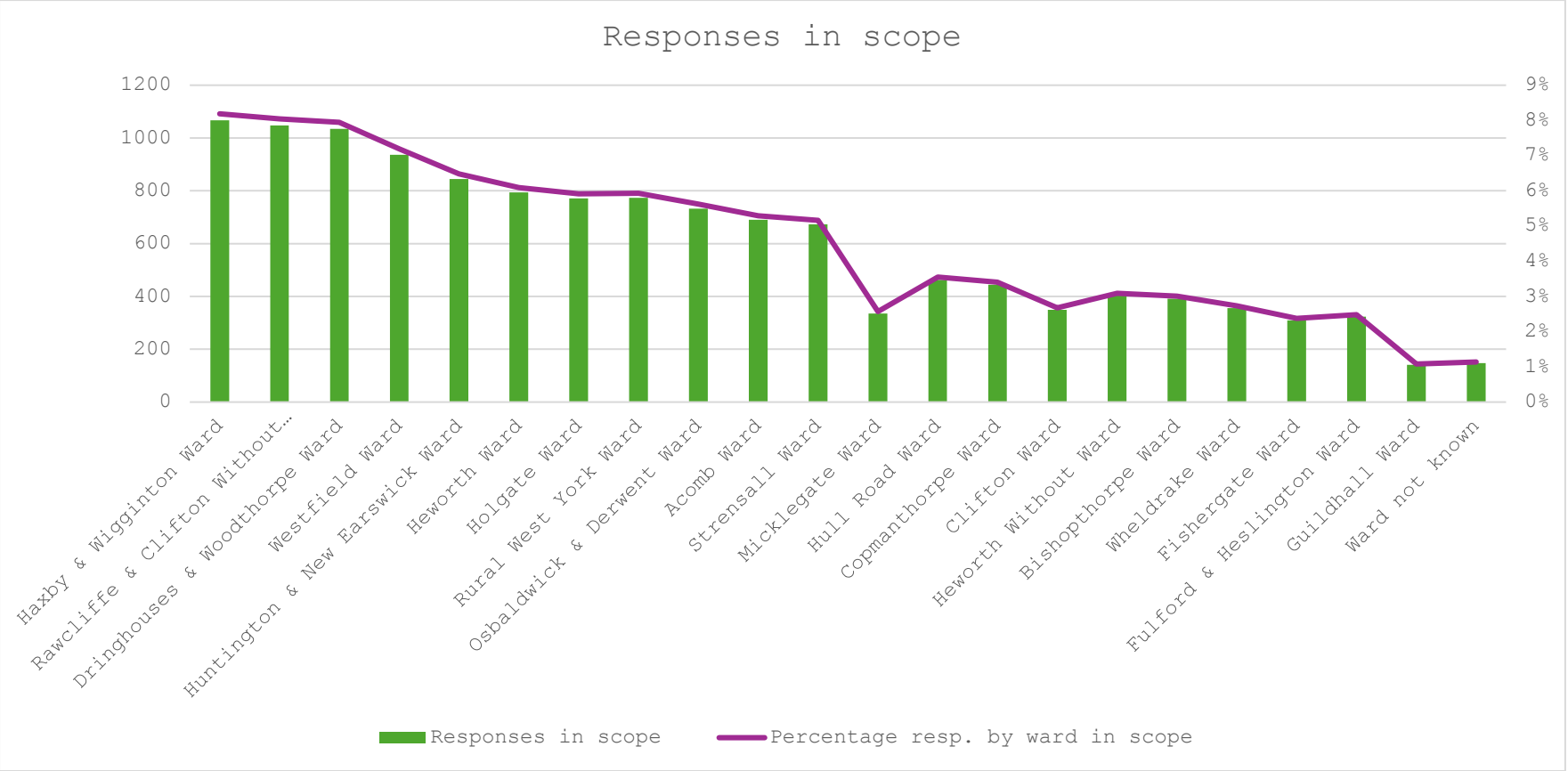
Annex G – Terraced Properties Assessment

Annex H – August 2026 consultation feedback.

Annex A – Participation by ward

Ward	Responses	Percentage resp. by ward	B2B	Responses in scope	Percentage resp. by ward in scope
Haxby & Wigginton Ward	1067	8%		**1067**	**8%**
Rawcliffe & Clifton Without Ward	1048	8%		**1048**	**8%**
Dringhouses & Woodthorpe Ward	1035	8%		**1035**	**8%**
Westfield Ward	937	7%		**937**	**7%**
Huntington & New Earswick Ward	845	6%		**845**	**6%**
Heworth Ward	802	6%	8	**794**	**6%**
Holgate Ward	796	6%	25	**771**	**6%**
Rural West York Ward	773	6%		**773**	**6%**
Osbaldwick & Derwent Ward	733	5%		**733**	**6%**
Acomb Ward	690	5%		**690**	**5%**
Strensall Ward	673	5%		**673**	**5%**
Micklegate Ward	487	4%	152	**335**	**3%**
Hull Road Ward	467	3%	4	**463**	**4%**
Copmanthorpe Ward	444	3%		**444**	**3%**
Clifton Ward	409	3%	60	**349**	**3%**
Heworth Without Ward	403	3%		**403**	**3%**
Bishopthorpe Ward	392	3%		**392**	**3%**
Wheldrake Ward	356	3%		**356**	**3%**
Fishergate Ward	351	3%	41	**310**	**2%**
Fulford & Heslington Ward	324	2%		**324**	**2%**
Guildhall Ward	184	1%	43	**141**	**1%**
Ward not known	148	1%		**148**	**1%**
Grand Total	**13364**		**333**	**13031**	

Table 1 – All responses by ward

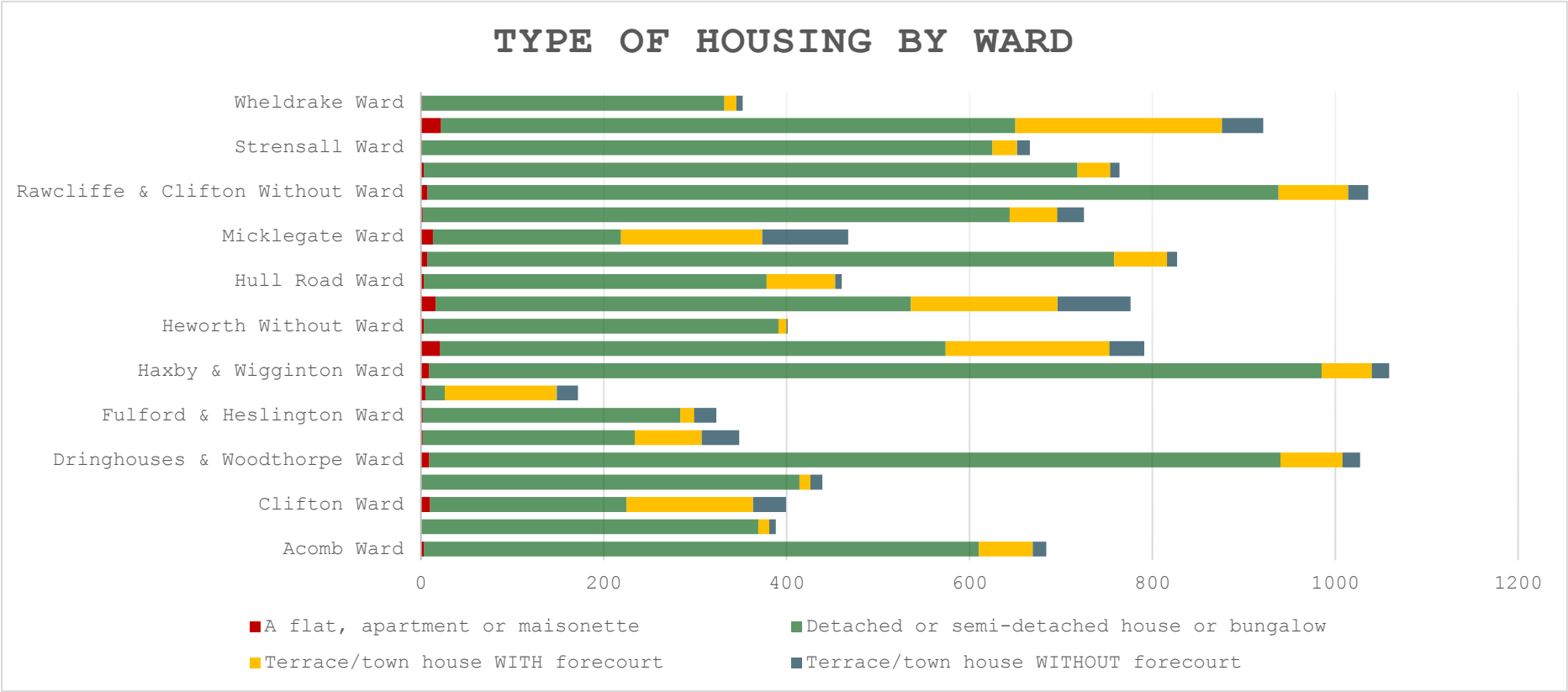


Graph 1 – Responses by ward excluding ‘Bags to Bins’ areas

Annex B – Types of households by ward

Ward	A flat, apartment or maisonette		Detached or semi-detached house or bungalow		Terrace/town house WITH forecourt		Terrace/town house WITHOUT forecourt		Total
Acomb Ward	3	0.44%	607	88.74%	59	8.63%	15	2.19%	684
Bishopthorpe Ward	0	0.00%	369	95.10%	12	3.09%	7	1.80%	388
Clifton Ward	10	2.51%	215	53.88%	138	34.59%	36	9.02%	399
Copmanthorpe Ward	0	0.00%	414	94.31%	12	2.73%	13	2.96%	439
Dringhouses & Woodthorpe Ward	9	0.88%	931	90.65%	68	6.62%	19	1.85%	1027
Fishergate Ward	2	0.57%	232	66.67%	73	20.98%	41	11.78%	348
Fulford & Heslington Ward	2	0.62%	282	87.31%	15	4.64%	24	7.43%	323
Guildhall Ward	5	2.92%	21	12.28%	122	71.35%	23	13.45%	171
Haxby & Wigginton Ward	9	0.85%	976	92.16%	55	5.19%	19	1.79%	1059
Heworth Ward	21	2.65%	553	69.91%	179	22.63%	38	4.80%	791
Heworth Without Ward	3	0.75%	388	96.76%	9	2.24%	1	0.25%	401
Holgate Ward	16	2.06%	520	67.01%	160	20.62%	80	10.31%	776
Hull Road Ward	3	0.65%	375	81.52%	75	16.30%	7	1.52%	460
Huntington & New Earswick Ward	7	0.85%	751	90.81%	58	7.01%	11	1.33%	827
Micklegate Ward	13	2.78%	206	44.11%	154	32.98%	94	20.13%	467
Osbaldwick & Derwent Ward	2	0.28%	642	88.55%	52	7.17%	29	4.00%	725
Rawcliffe & Clifton Without Ward	7	0.68%	931	89.86%	76	7.34%	22	2.12%	1036
Rural West York Ward	3	0.39%	715	93.59%	36	4.71%	10	1.31%	764
Strensall Ward	1	0.15%	624	93.69%	27	4.05%	14	2.10%	666
Westfield Ward	22	2.39%	628	68.19%	226	24.54%	45	4.89%	921
Wheldrake Ward	1	0.28%	331	94.03%	13	3.69%	7	1.99%	352

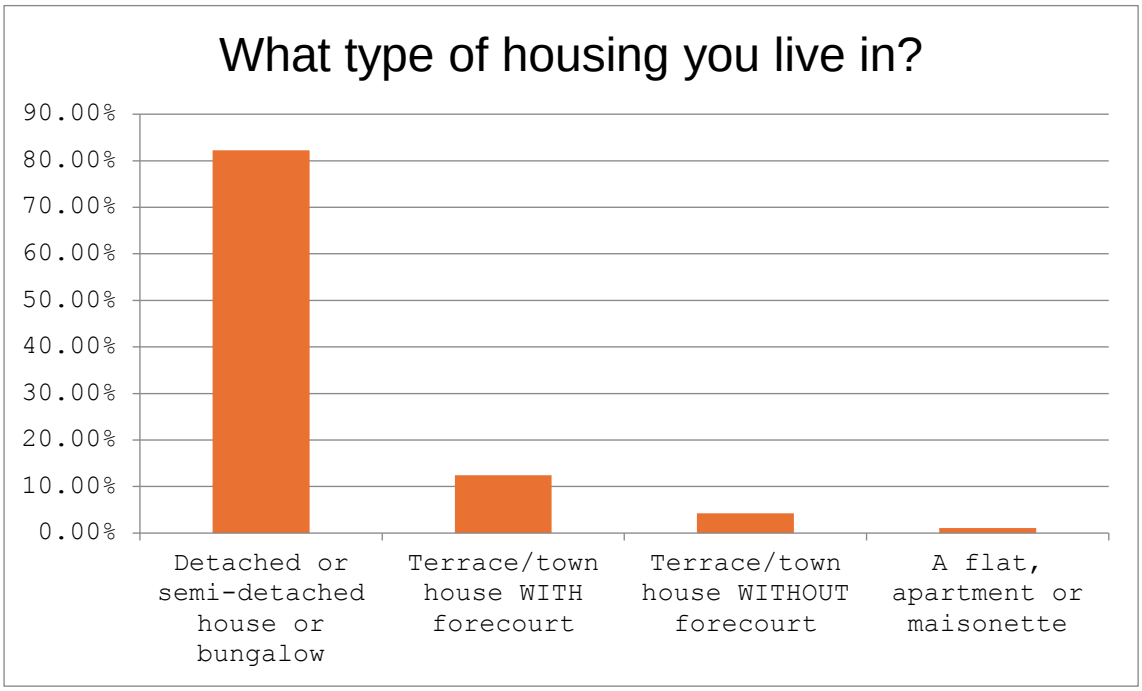
Table 2 – Ward responses by housing type



Graph 2 – Ward responses by housing type

Answer Choices	Responses	
Detached or semi-detached house or bungalow	82.25%	10829
Terrace/town house WITH forecourt	12.43%	1636
Terrace/town house WITHOUT forecourt	4.25%	560
A flat, apartment or maisonette	1.07%	141
	Answered	**13166**

Table 3 – Total responses by housing type

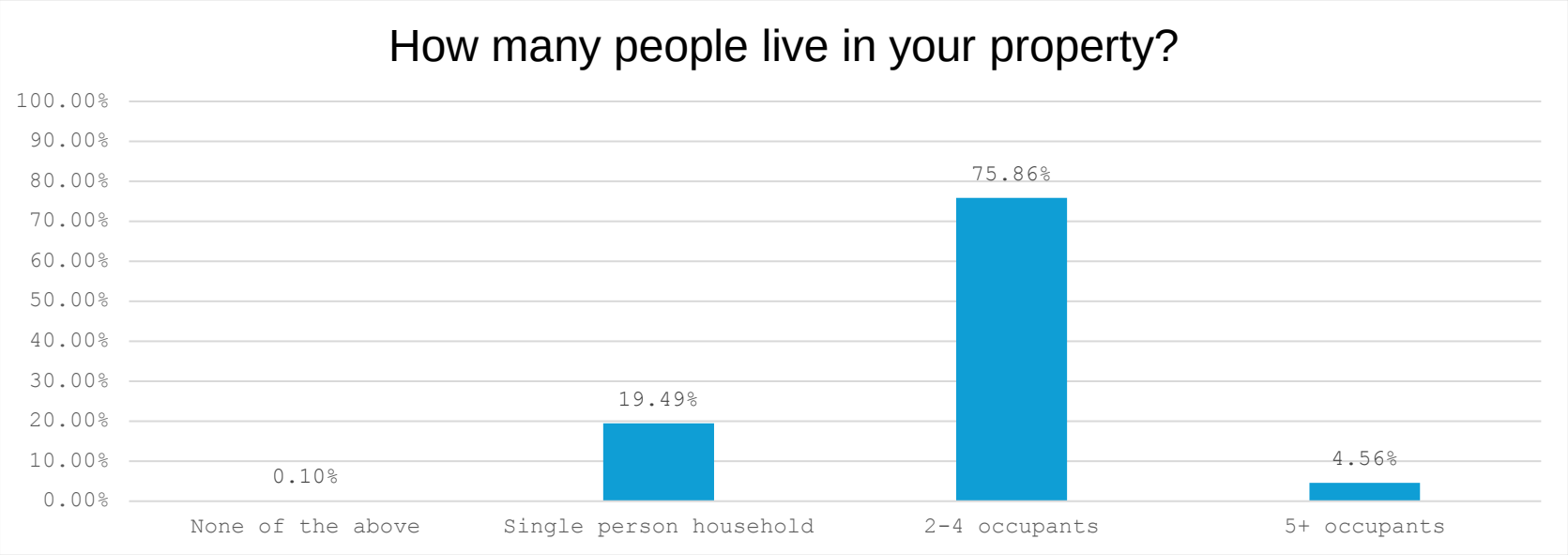


Graph 3 – Total responses by housing type

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Annex C – Survey responses

Question 2

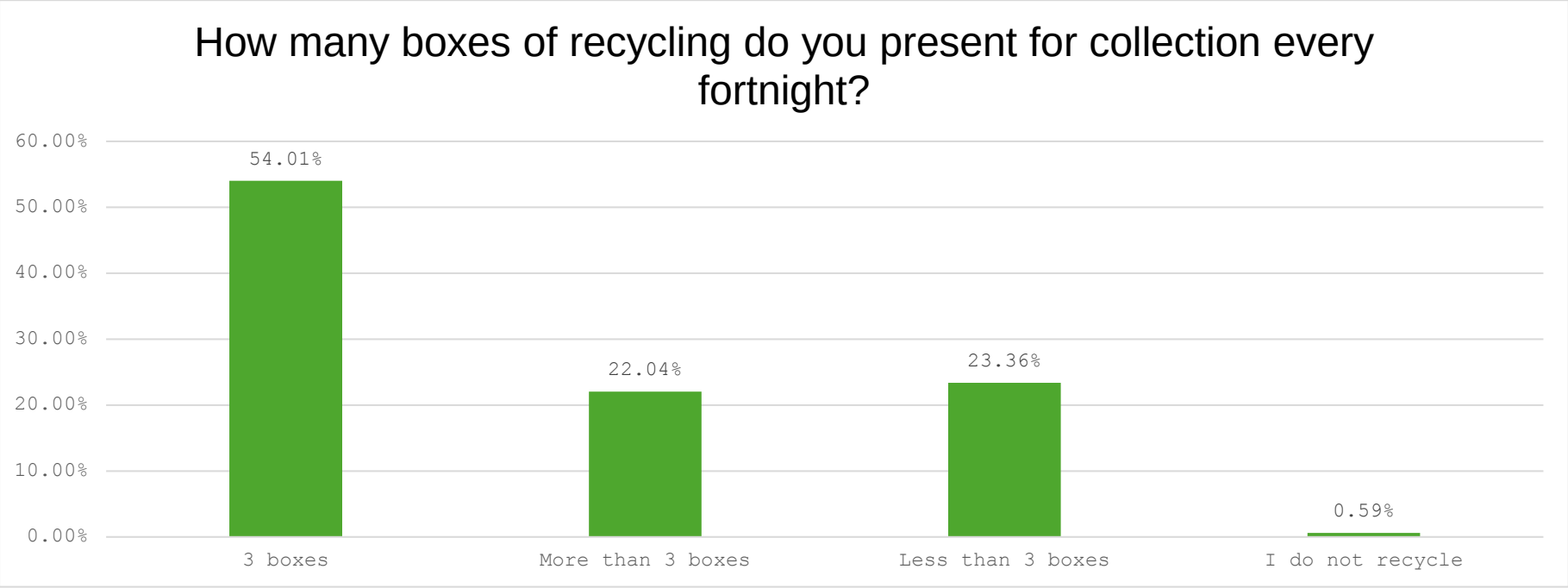


Graph 4 – How many people live in the property

Answer Choices	Responses	
None of the above	0.10%	13
Single person household	19.49%	2604
2-4 occupants	75.86%	10138
5+ occupants	4.56%	609
	Answered	**13364**

Table 4 - How many people live in the property.

Question 6

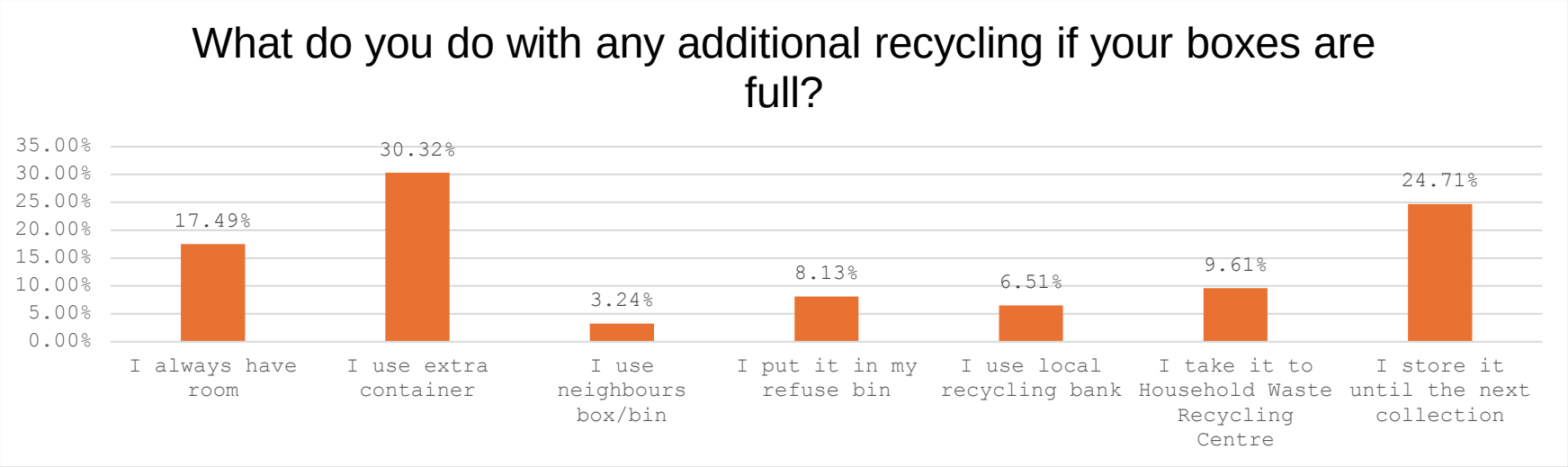


Graph 5 - How many boxes of recycling do you present for collection every fortnight?

Answer Choices	Responses	
3 boxes	54.01%	7011
More than 3 boxes	22.04%	2861
Less than 3 boxes	23.36%	3032
I do not recycle	0.59%	76
	Answered	**12980**

Table 5 - How many boxes of recycling do you present for collection every fortnight?

Question 7

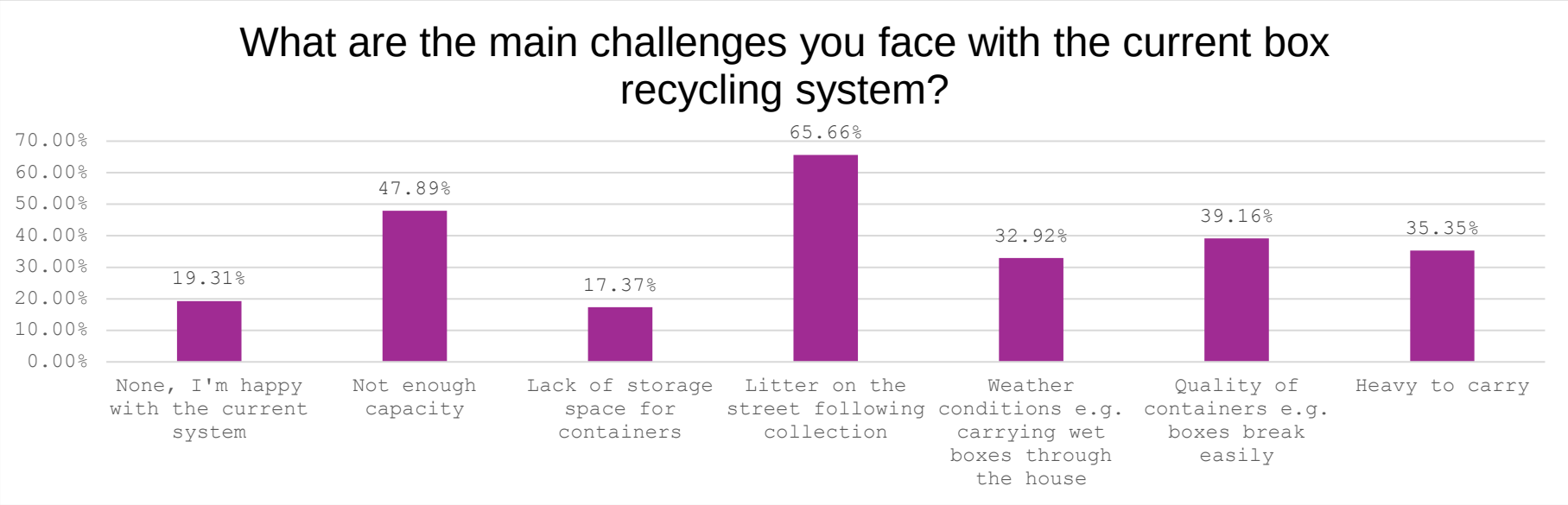


Graph 6 - What do you do with any additional recycling if your boxes are full?

Answer Choices	Responses	
I always have room	17.49%	1726
I use extra container	30.32%	2992
I use neighbours box/bin	3.24%	320
I put it in my refuse bin	8.13%	802
I use local recycling bank	6.51%	642
I take it to Household Waste Recycling Centre	9.61%	948
I store it until the next collection	24.71%	2439
	Answered	**9869**

Table 6 - What do you do with any additional recycling if your boxes are full?

Question 8

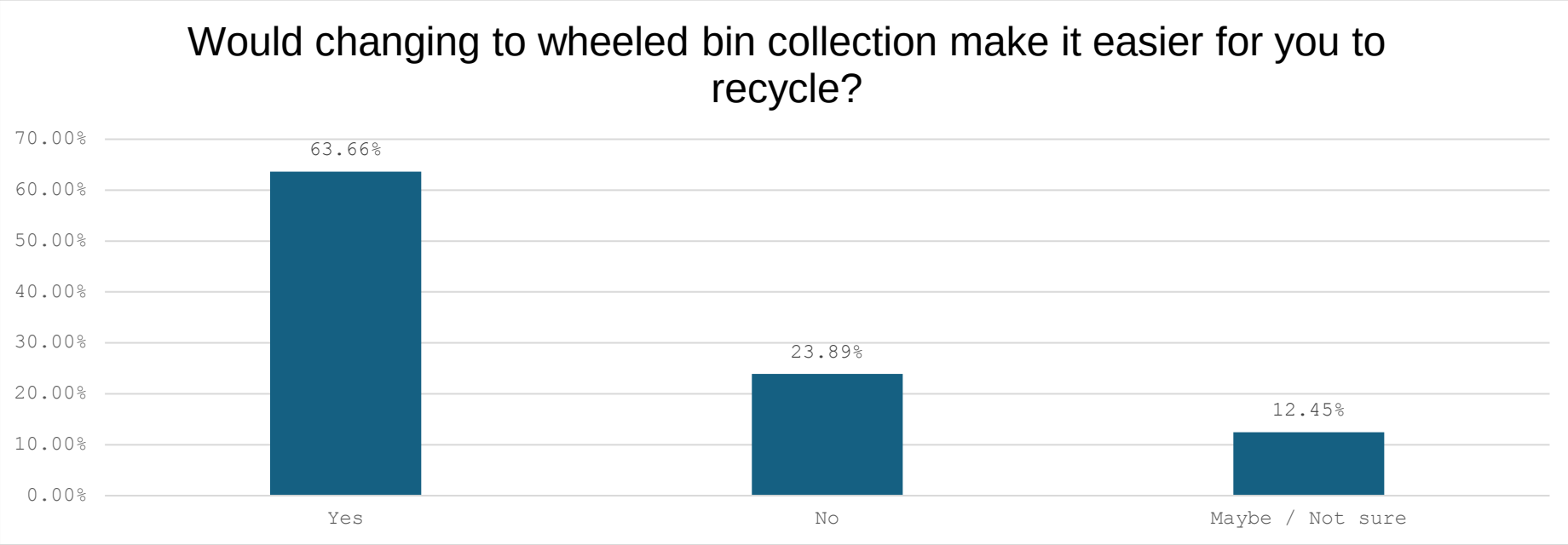


Graph 7 - What are the main challenges you face with the current box recycling system?

Answer Choices	Responses	
None, I'm happy with the current system	19.31%	2485
Not enough capacity	47.89%	6164
Lack of storage space for containers	17.37%	2236
Litter on the street following collection	65.66%	8450
Weather conditions e.g. carrying wet boxes through the house	32.92%	4237
Quality of containers e.g. boxes break easily	39.16%	5040
Heavy to carry	35.35%	4549
	Answered	**12870**

Table 7 - What are the main challenges you face with the current box recycling system?

Question 11

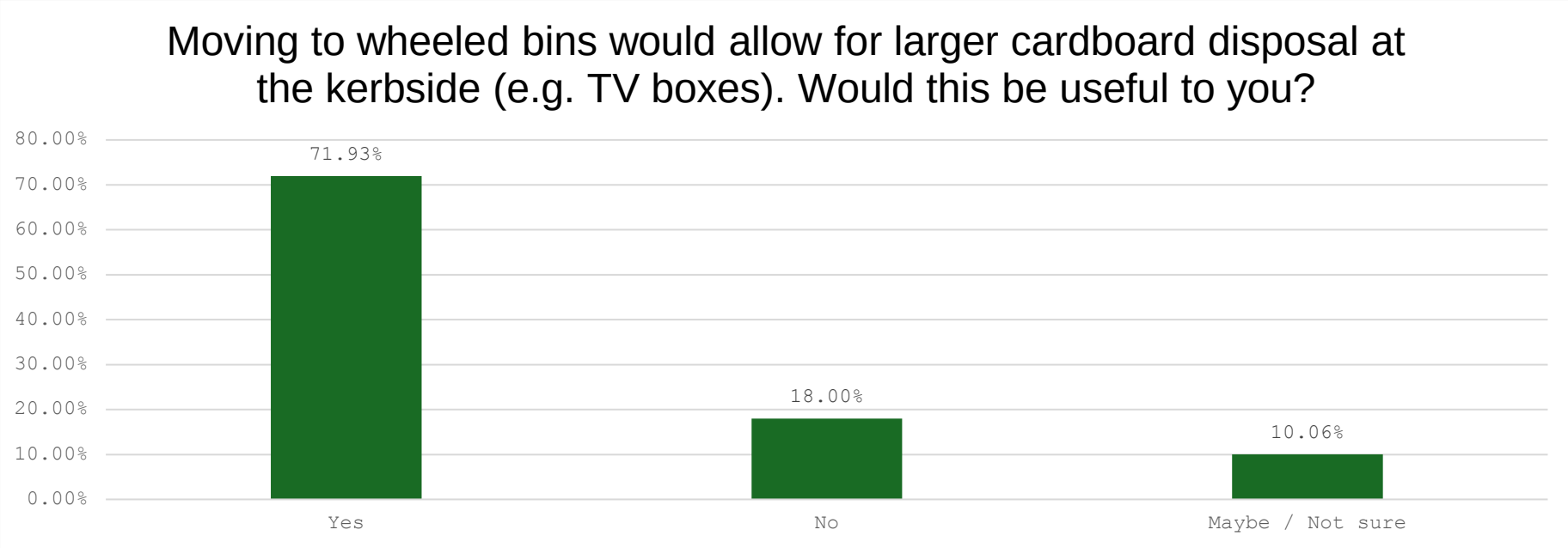


Graph 8 - Would changing to wheeled bin collection make it easier for you to recycle?

Answer Choices	Responses	
Yes	63.66%	8200
No	23.89%	3077
Maybe / Not sure	12.45%	1603
	Answered	**12880**

Table 8 - Would changing to wheeled bin collection make it easier for you to recycle?

Question 12

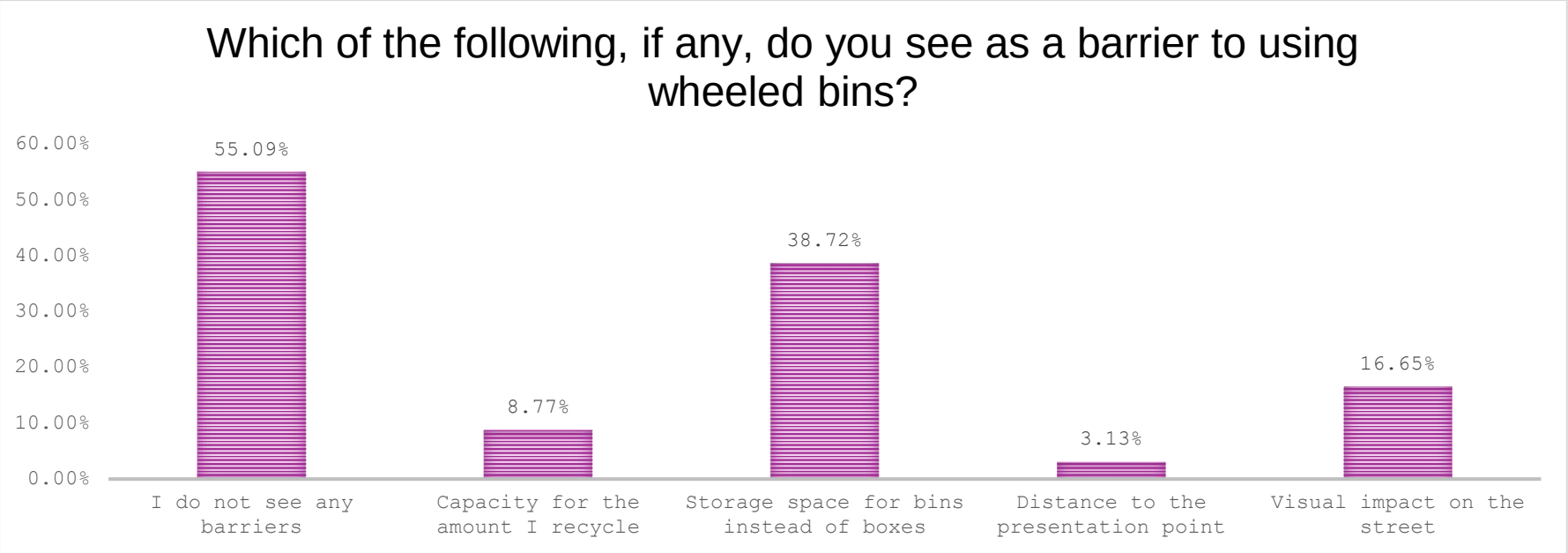


Graph 9 - Moving to wheeled bins would allow for larger cardboard disposal at the kerbside (e.g. TV boxes). Would this be useful to you?

Answer Choices	Responses	
Yes	71.93%	9265
No	18.00%	2319
Maybe / Not sure	10.06%	1296
	Answered	**12880**

Table 9 - Moving to wheeled bins would allow for larger cardboard disposal at the kerbside (e.g. TV boxes). Would this be useful to you?

Question 13



Graph 10 - Which of the following, if any, do you see as a barrier to using wheeled bins?

Answer Choices	Responses	
I do not see any barriers	55.09%	7096
Capacity for the amount I recycle	8.77%	1129
Storage space for bins instead of boxes	38.72%	4987
Distance to the presentation point	3.13%	403
Visual impact on the street	16.65%	2145
	Answered	**12880**

Table 10 - Which of the following, if any, do you see as a barrier to using wheeled bins?

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Annex D - Email communication analysis

Property type	Overall sentiment	Main concerns raised	Typical questions / requests	Key risks identified
Terraced – no front storage space	Predominantly negative	• No storage space for 2 additional bins • Bins left permanently in alleys • Fire risk and arson concerns • Obstruction of escape routes and pavements • Visual clutter	• Can boxes be retained? • Can smaller bins be offered? • Are communal or shared hubs possible? • How will fire risks be managed?	• Fire hazard in alleys • Enforcement challenges • Reduced participation in recycling • Increased street clutter
Terraced – with forecourt or front garden	Mostly negative to mixed	• Limited space despite forecourt • Difficulty moving multiple bins • Noise (glass) • Hygiene and contamination	• Option for smaller bins? • Can boxes remain alongside bins? • Help for older residents?	• Obstruction on collection days • Increased contamination • Accessibility issues
Semi-detached houses	Mixed	• Bins too large for low recyclers • Storage space still limited for some • Bins blocking driveways/pavements	• Choice of bin size? • Can low-waste households opt out? • What happens if a collection is missed?	• Under-used capacity • Resident dissatisfaction rather than operational failure
Detached houses	Generally neutral to supportive	• Capacity vs frequency confusion • Aesthetics of large bins • Missed collections	• Could larger bins be offered for large households? • Why not food waste?	• Lower risk overall • Risk mainly reputational if concerns ignored

Assisted collection households	Cautious to negative	• Difficulty manoeuvring bins • Fear of changed collection points • Do not generate enough recycling to justify bins	• Will assisted collections remain unchanged? • Can smaller containers be used?	• Reduced independence • Increased service complaints
Across all property types	Widespread concern	• Lack of free-text comment boxes • Perception of a predetermined decision • Confusion over legislation vs council choice • Cost and value for money	• Why no open comments in survey? • What evidence supports bins over boxes? • Can education be prioritised over container changes?	• Loss of trust in consultation • Reduced public buy-in

Table 11 – Analysis of email communication by household type.

Annex E - Drop in sessions summary

Date	Location	Number of participants	Issues raised/Questions asked	Key concerns
Thursday, 02 April 2026	St Nicholas Church, Dunnington	7	• Costing of the project, how it will be funded, and the time needed for repayment. • Storage issues. • Smaller households do not need larger bins for the amount they recycle.	• **Lack of storage space -** This is the most consistent concern, particularly in terraced properties, where residents feel there is insufficient room for additional bins. • **Visual impact (aesthetics) -** Many residents feel that multiple bins at the front of properties are unsightly and negatively affect the appearance of streets. • **Bin size and suitability -** Concerns that bins are too large for smaller households, elderly residents, or those who do not generate much recycling. There is demand for smaller or flexible bin size options. • **Desire for flexibility and choice -** Residents want options such as: ➢ Opting out of the scheme ➢ Sharing bins with neighbours ➢ Communal bins ➢ Split bins for multiple waste streams • **Safety concerns -** Including potential fire risks (particularly from paper/card bins) and vermin (e.g. rats accessing bins). • **Collection frequency and service design -** Some residents feel proposed collection schedule will be insufficient and would prefer more frequent collections and/or different bin capacities. • **Cost and funding transparency -** Questions about how the project will be funded and the cost implications for residents. • **Practical/operational concerns -** Including obstruction of pavements, where bins can be
Thursday, 09 April 2026	Village Hall, Bishopthorpe	1	• Will there be an option to opt out?	
Monday, 13 April 2026	Explore Library, Clifton	10	• The aesthetics of four bins are unsightly. • There are issues with space for four bins. • Concerns regarding terraced streets and the future timeline of Phase 2. • The frequency of collections is inadequate – would prefer 180L bins collected every fortnight. • Different bin size options are needed – especially for elderly or single people who may take longer to fill recycling. • Concerns about the fire hazard posed by the 240L paper and card bin. • Concerns about rats accessing the recycling bins.	
Tuesday, 14 April 2026	Online	9	• Limited storage in terraced houses. • Fire hazards from combustible materials in bins. • Obstruction of pedestrians. • General service queries regarding recyclable materials.	

Monday, 20 April 2026	St Barnabas Church, Holgate	11	• Storage in terraced areas is a huge issue. • Smaller bins are preferred, or residents would like to have their say on the size. • Can neighbours share bins? • There should be an opt-out option. • The survey is not clear regarding bin sizes and no option to indicate a smaller bin will be sufficient. • Residents that are happy with the bins, can they store them on the pavement? • Is there an option to have only one bin for plastics if paper is composted?	stored (e.g. on pavements), and general confusion about recycling rules. • **Enforcement concerns -** Questions around whether residents will be fined for not recycling.
Friday 24 April 2024	Door 84 Community Centre, The Groves	2	• The option of communal bins for residents with limited space. • Concerns that storage space is at a premium, and bins kept at the front of properties are unsightly, particularly on terraced streets. • What will happen if residents refuse to recycle – will fines be issued? • Interest in having the option to share bins with neighbours. • A request for a single bin divided into two sections for different waste streams.	

Table 12 – Summary of drop-in sessions

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

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

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

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

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

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

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

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

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

Who is submitting the proposal?

Directorate	Environmental and Regulatory Services
Service Area	Environmental Services – Waste
Name of proposal	Recycling Review
Lead Officer	Ian Hoult
Date Assessment Started	02.02.2026
Date Assessment Completed	13.08.2026

Names of those who contributed to the assessment

Name	Job Title	Organisation	Area of Expertise
Ian Hoult	Head of Environmental Services	City of York Council	Environmental Services
David Smith	Access Officer	City of York Council	Access and Disability

Step 1 – Aims and intended outcomes

Environmental and Regulatory Services	**What is the purpose of the proposal**
	Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.
	To replace most kerbside recycling boxes with wheeled bins (paper/card in one bin; tins/plastics/glass in another), increasing household recycling storage capacity, improving health and safety for crews and residents by reducing lifting and carrying, and enabling operational efficiencies and cost reductions. A two-tier model will retain boxes for properties that cannot safely store bins. **Simpler Recycling** **'Simpler Recycling'** reforms and changes to national policy state that paper and card should be collected at kerbside separately to tins, plastics and glass. CYC are already complying with new national policy and would not be exempted to change to kerbside mixed collections. For too long, households in England have been presented with a muddled and confusing patchwork of approaches to bin collections. This policy statement sets out the government's approach to delivering Simpler Recycling in England, subject to spending review outcomes. This government inherited legislation that could have required households to have up to 7 bins, placing an unnecessary burden on people and businesses. We are simplifying the rules to make recycling easier for people in England, while stimulating growth and maximising environmental benefits. Simpler Recycling will enable consistent, more streamlined collections from all households, businesses and relevant non-domestic premises (such as schools and hospitals). Local authorities and other waste collectors will be able to co-collect some waste streams by default meaning that they will no longer need to collect 7 separate streams. These common-sense changes will not lead to the proliferation of bins but will ensure the same set of materials are collected everywhere in England.

	https://www.gov.uk/government/publications/simpler-recycling-in-england-policy-update/simpler-recycling-in-england-policy-update Therefore CYC will be providing two separate bins to ensure paper and card are kept separate to tins, plastics, and glass. City of York Council (CYC) have done this since introducing recycling collections to maintain the quality of materials and ensure continued strong income for the Council. Mixed materials are harder to trade and have significantly lower value. For this reason, the **Material Recovery Facility** was not invested in to treat mixed materials. For residents, in addition to kerbside collections, the main recycling and disposal sites are **Hazel Court Household Waste Recycling Centre (HWRC)** (YO10 3DS) and **Towthorpe/Strensall HWRC** (YO32 9ST) where there are separate recycling streams.

1.2	**Are there any external considerations?**	
	Legislation / government directive / codes of practice etc.	
	Yes. The proposal aligns with national “Simpler Recycling” reforms mandated by Department, Environment, Food, Rural Affairs (DEFRA), including the separate collection of paper/card and the planned inclusion of soft plastics/films by March 2027 https://www.gov.uk/government/publications/simpler-recycling-in-england-policy-update/simpler-recycling-in-england-policy-update It is underpinned by the Environmental Protection Act 1990 s45–46 duties on waste collection authorities to specify receptacles https://www.legislation.gov.uk/ukpga/1990/43/section/45 A transitional arrangement exempts CYC from mandatory food waste collections until 2043. This is because the authority has a recycling process in place for food waste. Residual waste is taken to our waste disposal facility and treated. Food waste, where possible, is removed from the residual waste and treated through an anaerobic digestion plant that treats the organic waste part and produces a biogas which generates renewable electricity.	

	DEFRA recognise we have this process in place under a long term contract and have granted the exemption until the end of the contract. In York, material recovery and waste processing are primarily managed through the Allerton Waste Recovery Park, which uses mechanical treatment, anaerobic digestion, and energy-from-waste technologies to process household waste. Allerton Waste Recovery Park, processes up to 320,000 tonnes of waste annually, diverting over 90% from landfills by recovering metals and plastics and generating energy.

	Who are the stakeholders and what are their interests?
	Consider both internal and external stakeholders.
	• Residents • St Nicks (A partner organisation that has charitable status and the work they do is for environmental benefit). • Waste collection crews and supervisors • Trade unions (Unison / GMB / Unite) • Procurement and finance • Yorwaste (Harewood Whin facility)

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.

	• Safer collections with fewer musculoskeletal injuries for crews and residents • Increased contained capacity (per 4 weeks on average) and reduced litter • Clear, equitable service offer across York with a two-tier model where bins cannot be stored • Financial sustainability: revenue savings from operating efficiencies and reduced absence • Readiness for future materials (e.g., soft plastics) consistent with national simpler recycling reforms and national policy • Contribution to Council Plan objectives on Equalities (fair access to recycling containers and presentation points), Climate (higher recycling, less litter), Health (reduced injuries), and Affordability (cost control).

Step 2 – Resources utilised

	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**
	Service data (injury absence days 2024–2025)	Quantified benefits, operational risks, and financial implications.
	Environmental Protection Act 1990	Establishes statutory powers to specify receptacles
	DEFRA Simpler Recycling policy	External driver shaping materials collected and service design choices.

	Operational experience: box vs bin collection ergonomics; littering from uncontained materials	Identifies likely equality and health impacts (manual handling; street environment).
	Stakeholder knowledge	Understanding constraints for dense/heritage areas
	NYC Route harmonisation and optimisation	Regional alignment.

Published Version

Step 3 – Screening the impacts or effects.

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

Step 3.1 Table 1 – Screening the impacts or effects

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

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

David Grant

Step 3.2 Table 2 – Assessing the impact of your proposal

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

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

Rights clashes and restrictions

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

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

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

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

Table 2

Characteristic or Human Right affected	Positive or Negative impact	Impact Description	Evaluation or justification
Disability (including mobility impairments, visual impairments)	Positive	**Negatives:** Potential barriers where residents cannot manoeuvre / store wheeled bins. **Positives:** Reduced carrying versus boxes.	Retain box service where bins cannot be stored; assisted collections; property-level assessments; guidance on safe placement.
Age (older people)	Positive	Similar to disability; risks where steps/long distances exist; benefits from reduced lifting.	Assisted collections
Low-income households	Neutral	**Negative:** Replacement charges for lost or damaged bins could create financial pressure (Note initial containers will be provided free).	Transparent charging; possible discretion for hardship through ASC and Housing; minimise losses through numbering and clear presentation points.
Carers & Pregnancy/Maternity	Positive	**Positive**: Less lifting and carrying than boxes; clearer set-out routine.	Clear guidance and calendars; reasonable adjustments when required.
Everyone (Right to property; private/family life)	Positive	Change in container type may affect home storage; improved street cleanliness and hygiene.	Lawful under EPA; proportionate to achieve safety/efficiency/environment aims; two-tier model provides

			flexibility for those with storage challenges.
Workers (H&S – crews)	Positive	Reduced musculoskeletal risks; potential reduction in absence and agency costs.	Monitor H&S data; union engagement; training in safe bin handling.
Digital exclusion (cross-cutting)	Negative risk if comms only online	Residents without internet access may miss changes during rollout.	Multi-channel comms: printed leaflets/calendars, contact centre support.

Step 4 – Gaps in data and knowledge

4.1	**What are the main gaps in information and understanding of the impact of your proposal?**		
	When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities. Please indicate actions you will take to resolve this gap. As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.		
	Gaps in data or knowledge	**Action to deal with this**	**Date resolved**
	Exact count of properties unable to store bins by ward/type	Undertake desktop and on-street storage audits; use GIS and crew knowledge to refine two-tier list.	10.08.2026
	Impact on injury absence post-implementation	Baseline 2024–2025 data; track monthly and annually post-rollout.	

	Resident sentiment and behaviour change	Pre and post change surveys; monitor side-waste and contamination; adjust comms	
	Financial hardship due to replacement charges	Monitor requests/complaints. (Note initial containers will be provided free).	

Step 5 - Maximising positive impacts

	What has been done to optimise opportunities to advance equality / human rights or foster good relations?
	• Clear assisted-collection policy and proactive identification of eligible residents via referrals (adult social care, housing and self-referral). • Offer reasonable adjustments (alternative presentation points) where feasible following assessment. • Inclusive communications for digital and non-digital access. • Property-level assessments for storage; two-tier model (retain boxes) for constrained properties including many city-centre addresses. • Numbered bins and guidance to reduce loss/damage; fair and transparent replacement charging. • Staff training on ergonomics and safe use of moving containers through service H&S training. • Monitor litter incidents around collection days.

Step 6 – Recommendations and conclusions of the assessment

6.1	**Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision.**
	Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column. There are four main options you can take:

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

Option Selected	**Conclusion / justifications**
	No major change to the proposal – there is no unlawful discrimination against any groups and the proposal offers flexibility for those properties with storage challenges and residents in need of assisted collections.

Step 7 – Summary of agreed actions resulting from the assessment

Adjust the proposal	**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
	Residents unable to store bins	Complete storage audits, confirm two-tier list and maintain box service	Environmental Services	During roll-out of bins.
	Disabled/older residents needing assistance	Publicise and process assisted collection applications; proactive identification via partners	Environmental Services	During roll-out of bins or if already identified through refuse collection.
	Digital exclusion	Issue printed to Ward Councillors and Council offices/buildings (Libraries etc.)	Communications	From comms launch
	Financial hardship from replacement charges	Publish charging, track impacts	Environmental Services	No change to policy in place for replacement refuse bins.
	Crew H&S outcomes	Training on bin handling (already in place) monitor musculoskeletal absences monthly and annually.	Environmental Services	Post roll-out and ongoing.
	Service performance, recycling rates and contamination	KPIs on presentation rates, side-waste, contamination, recycling rates increase/decrease.	Environmental Services	Post roll-out and ongoing.

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?
	Monitoring dashboard aligned to service KPIs. Disaggregate complaints and assisted collection uptake by ward and protected characteristics where appropriate. Report quarterly to Directorate Management Team and publish a summary. Review mitigations at 3, 6 and 12 months post-implementation, and adjust operational practices and communications accordingly.

Scrutiny Copy

Appendix

Equity, Diversity & Inclusion (EDI): Protected characteristics

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

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

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

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

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

Human rights differ from equalities in two main ways:

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

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

Three types of human rights

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

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

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

	Description[1]	**Focus Area**
Right to life	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. Public authorities should also consider the right to life when making decisions that might endanger or affect life expectancy. When public officials may be involved in an instance when someone died, public authorities must conduct an investigation.	• Benefits and money • Births, deaths and marriages • Children and families • Environment and animals • Health and social care • Housing • Planning and building • Waste and recycling

Freedom from torture and inhuman or degrading treatment	Torture consists in causing very serious and cruel physical or mental pain or suffering. Inhuman treatment or punishment is treatment which causes intense physical or mental suffering. Degrading treatment means treatment that is extremely humiliating and undignified. Inhuman or degrading treatment could include: serious physical assault; very severe detention conditions or restraints; serious physical or psychological abuse in a health or care setting.	• Children and families • Health and social care
Prohibition of slavery and forced labour	Slavery is when someone owns someone else like a piece of property. Servitude is when someone provides services to a person for no reward and is unable to stop due to coercion. Forced or compulsory labour is when someone is forced to do work to which they have not agreed to, under the threat of punishment.	• Children and families • Jobs, training and volunteering • People and communities
Right to liberty and security	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. Under the HRA 1998 and the ECHR, it means that no one can be imprisoned or detained without good reason.	• Health and social care • Housing • People and communities

Right to a fair trial	This right is triggered when someone is charged with a criminal offence and have to go to court, or a public authority is making a decision that has an impact on someone's civil rights or obligations.	• Environment and animals • Health and social care • People and communities • Streets, roads and pavements
No punishment without law	No one can be charged with a criminal offence for an action that was not a crime when it was committed. Public authorities must explain clearly what counts as a criminal offence so that people know when they are breaking the law.	• Environment and animals • People and communities • Streets, roads and pavements
Right to private and family life, home and correspondence	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. 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.	• 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
Freedom of thought,	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,	• Business • Schools and education

conscience and belief	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. This right protects a wide range of non-religious beliefs including atheism, agnosticism, veganism and pacifism.	
Freedom of expression	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.	• Business • Environment and animals • People and communities • Schools and education • Sports and leisure
Freedom of assembly and association	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.	• Environment and animals • Jobs, training and volunteering • People and communities • Travel and transport • Streets, roads and pavements
Right to marry and start a family	Right of men and women of marriageable age to marry and to start a family.	• Births, deaths and marriages • Children and families
Right to property	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.	• Benefits and money • Business • Council tax • Environment and animals • Housing • Planning and building

		• Travel and transport • Streets, roads and pavements • Waste and recycling
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.	• Children and families • Environment and animals • Jobs, training and volunteering • People and communities • Schools and education • Sports and leisure
Right to free elections	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.	• Births, deaths and marriages • People and communities
Right to housing	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: 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	• Benefits and money • Housing • People and communities • Planning and building • Waste and recycling

	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.	

[1] The wording of each description box has been adapted from the following sources: Equality and Human Rights Commission or British Institute for Human Rights.

Page 204

Colour	Assessment Category	Description	Solution	Option
Green – Suitable for Conversion	No significant issues identified.	Street is viable for standard wheeled bin conversion with collections from the front of the property.	standard 240L bin and FEOP	
Amber – Viable with Constraints	Small issues identified.	Street is viable for standard wheeled bin conversion due to presence of front storage with collections from the front of the property or central collection point where applicable .	standard 240L bin and FEOP or CCP	smaller bin or collection from CCP if FEOP not acceptable
Purple – Viable with Constraints	Medium issues identified.	Standard bin conversion may not be suitable, but smaller wheeled bins or alternative presentation point options could be considered.	smaller 180L bin and/or CCP	
Red – Not Suitable for Wheeled Bin Conversion	High number of issues identified.	Significant constraints mean conversion is not currently viable; existing collection method should remain.	remain on boxes	
Blue – St Nicks option paper	High number of issues identified.	Significant constraints mean conversion is not currently viable; existing collection method should remain.	remain on boxes	
Pink – Bags 2 Bins areas not in scope	High number of issues identified.	Significant constraints mean conversion is not currently viable; existing collection method should remain.	remain on boxes	

Ward	# of streets in scope	# of properties in scope	Suitable for Conversion	Assessment/Issues/Options	Viable with Small Constraints	Assessment/Issues/Options	Viable with Medium Constraints	Assessment/Issues/Options	Not Suitable	Assessment/Issues/Options	St Nicks
Acomb	32	600	534	Driveways or front gardens, often with ginnels providing additional access to the back. No space for CCP presentation. Standard bins can be accommodated without issue.	22	Driveways used as access for garage, alternative storage space available at the back of the property. Possible presentation at CCP or alternatively a smaller bin.	44	Driveways used as access to garages may not provide suitable alternative storage, leaving back gardens as the only storage option. Possible presentation at CCP where access allows, or may benefit from smaller bins.	0	N/A	0
Bishopthorpe	18	193	187	Driveways, front gardens or shared courtyards/parking, often with ginnels allowing additional access to the back. Includes farms with long single tracks or new-build properties. No space for CCP presentation (except farms). Standard bins can be accommodated without issue.	7	Forecourts but may have visual impact on street scene, alternative storage available at the back of the property. Possible presentation at CCP.	0		0	N/A	0
Clifton	37	1397	1226	Driveways or front gardens, often with ginnels providing additional access to the back. No space for CCP presentation. Standard bins can be accommodated without issue.	115	Forecourts with back alleys, some with additional ginnel allowing for back access. Possible presentation at CCP or alternatively a smaller bins.	26	No front storage, small landscaped forecourts, or forecourts used as access to cellars. Back alley access is present, allowing CCP collection, or may benefit from smaller bins as an alternative.	30	No front storage space or insufficient space to accommodate additional bins, and/or located within a B2B area. To remain on boxes.	0
Copmanthorpe	16	257	257	Driveways, front gardens or shared courtyards/parking, often with ginnels allowing additional access to the back. Includes farms with long single tracks or new-build properties. No space for CCP presentation (except farms). Standard bins can be accommodated without issue.	0	N/A	0	N/A	0	N/A	0
Dringhouses and Woodthorpe	58	728	690	Driveways or front gardens, often with ginnels providing additional access to the back. No space for CCP presentation. Standard bins can be accommodated without issue.	14	Spacious forecourts but no back alley access. No suitable space for CCP collection. May benefit from smaller bins.	14	Small forecourt, often with a ginnel providing additional access to the rear of the property. No suitable space for CCP collection. Smaller bins advisable.	10	No front storage space and no back alley access, meaning CCP presentation is not possible. To remain on boxes.	0
Fishergate	35	747	474	Driveways or front gardens, often with ginnels providing additional access to the back. No space for CCP presentation. Standard bins can be accommodated without issue.	38	Spacious forecourts but no back alley access. No suitable space for CCP collection. May benefit from smaller bins.	56	Small forecourt, often with a ginnel providing additional access to the rear of the property. No suitable space for CCP collection. Smaller bins advisable.	113	No front storage space and no possibility to present at CCP. Ginnels are the only viable storage option. Located within a B2B area. To remain on boxes.	66
Fulford and Heslington	26	383	274	Driveways, front gardens or shared courtyards/parking, often with ginnels allowing additional access to the back. Includes farms with long single tracks or new-build properties. No space for CCP presentation (except farms). Standard bins can be accommodated without issue.	0	N/A	11	Small or no front storage space, but with access to the back alley, making CCP collection possible. Smaller bins advisable.	0	N/A	0
Guildhall	51	1102	316	Driveways or front gardens, or new-build properties. No space for CCP presentation. Standard bins can be accommodated without issue.	96	Forecourts often include ginnels providing additional access to the back alley. CCP collection is not always feasible. May benefit from smaller bins.	94	Small forecourts, often with ginnels providing additional access to the rear of the property, or forecourts accessed via steps. Some properties have no forecourt, but CCP collection remains possible. Smaller bins advisable.	41	No front storage space and no back-alley access, meaning CCP presentation is not possible and there is insufficient space for bin storage or presentation. To remain on boxes.	555
Haxby and Wigginton	46	632	519	Driveways or front gardens, often with ginnels providing additional access to the back. No space for CCP presentation. Standard bins can be accommodated without issue.	46	Forecourt present but no access to the back alley, limiting the possibility of CCP collection. May benefit from smaller bins.	22	Narrow access road, often with no forecourts but with large courtyards or back gardens. CCP collection not always possible. Smaller bins advisable.	0	N/A	0
Heworth	91	2410	1842	Driveways or front gardens, often with ginnels allowing for additional access to the back. Private courtyards or parking spaces at the back. No space for CCP. Standard bins can be accommodated with no issue.	329	Forecourts often include ginnels providing additional access to the back alley. CCP collection is not always feasible. May benefit from smaller bins.	64	Small or no front storage space, but with access to the back alley, making CCP collection possible. Smaller bins advisable.	175	No front storage space, with the back alley likely used for storage. Some properties have ginnels that could be utilised as additional storage space. To remain on boxes.	0
Heworth Without	13	121	121	Driveways or front gardens. No space for CCP presentation. Standard bins can be accommodated without issue.	0	N/A	0	N/A	0	N/A	0
Holgate	101	2535	767	Driveways or front gardens, often with ginnels providing additional access to the back. No space for CCP presentation. Standard bins can be accommodated without issue.	408	Forecourts often include ginnels providing additional access to the back alley. CCP collection is not always feasible. May benefit from smaller bins.	0	N/A	23	Small forecourts or no front-storage space, with the back alley likely used for storage. Some properties have ginnels that could be utilised as additional storage space. To remain on boxes.	1337
Hull Road	49	1270	1148	Driveways or front gardens, often with ginnels providing additional access to the back. No space for CCP presentation. Standard bins can be accommodated without issue.	32	Forecourts with either back alley access where CCP collection is possible, or no access at all. May benefit from smaller bins.	27	No front storage space or small driveways where bins would likely obstruct access. CCP collection is possible. May benefit from smaller bins.	63	No front storage space, however the back alley can serve as a presentation point, with bins likely stored there as well. To remain on boxes.	0
Huntington and New Earswick	69	1108	1086	Driveways or front gardens, often with ginnels allowing additional access to the back. Private courtyards or parking spaces located at the rear. No space for CCP presentation. Standard bins can be accommodated without issue.	15	Forecourts with either back alley access where CCP collection is possible, or no access at all. May benefit from smaller bins.	0	N/A	7	No front storage space, however back alley could serve as presentation point, likely for bins to be stored there also. To remain on boxes.	0
Micklegate	38	530	121	Large forecourts, driveways or shared private courtyards/parking, with some properties having potential for CCP collections. Standard bins can be accommodated without issue.	122	Forecourts with mostly no access to the back alley, making FEOP collection the only viable option. May benefit from smaller bins.	0	N/A	202	No front storage space, with the back alley likely used for storage. Some properties have ginnels that could be utilised as additional storage space. To remain on boxes.	86
Osbaldwick and Derwent	49	633	388	Large forecourts, driveways or front gardens, with some properties having ginnels allowing additional access to the back. Includes farms with long single tracks. No space for CCP presentation (except farms). Standard bins can be accommodated without issue.	0	N/A	200	JRHT new development of eco houses, with potential issues around front presentation. CCP collection not always possible. Smaller bins advisable.	45	No front storage space and no access to the back alley. To remain on boxes.	0
Rawcliffe and Clifton Without	71	1041	1035	Driveways or front gardens, often with ginnels providing additional access to the back. No space for CCP presentation. Standard bins can be accommodated without issue.	0	N/A	0	N/A	6	No front storage space, but the back alley can act as a presentation point, with bins likely stored there as well. To remain on boxes.	0
Rural West	51	525	497	Driveways or front gardens, often with ginnels allowing additional access to the back. Includes farms with long single tracks or new-build properties. No space for CCP presentation (except farms). Standard bins can be accommodated without issue.	6	Forecourts with no access to the back alley, meaning FEOP collection is the only viable option. May benefit from smaller bins.	0	N/A	22	No front storage space and no access to the back alley. To remain on boxes.	0
Strensall	44	545	507	Driveways or front gardens, often with ginnels providing additional access to the back. No space for CCP presentation. Standard bins can be accommodated without issue.	29	Forecourts with mostly no access to the back alley, making FEOP collection the only viable option. May benefit from smaller bins.	9	Small forecourts with no access to the back alley. Smaller bins advisable.	0	N/A	0
Westfield	95	2519	2185	Driveways or front gardens, often with ginnels providing additional access to the back. No space for CCP presentation. Standard bins can be accommodated without issue.	72	Forecourts with access to the back alley, allowing CCP collection where feasible, or may benefit from smaller bins where space is constrained.	25	Small forecourts, often with ginnels providing additional access to the back alley. CCP collection not always possible. Smaller bins advisable.	237	No front storage space, however the back alley can serve as a presentation point, with bins likely stored there as well. To remain on boxes.	0
Wheldrake	27	215	210	Driveways, front gardens or communal gardens/parking, with some properties having potential space for CCP presentation. Standard bins can be accommodated without issue.	0	N/A	5	Small forecourts with no access to the back alley. Smaller bins advisable.	0	N/A	0
TOTAL:	**1017**	**19491**	**14384**		**1351**		**597**		**974**		**2044**

Community consultation event Summary – Simpler Recycling

Across the **8 consultation events**. There are **122 people recorded as having been spoken to** in the separate totals sheet, while the Results sheet contains **118 individual response records**. Of those, **107 recorded a clear bin-size preference**

Overall bin-size preference

Across the **107 records where a preference was recorded**:

- **140L:** 38 selections — approximately **36%**
- **180L:** 34 selections — approximately **32%**
- **240L:** 35 selections — approximately **33%**

There are a few records where more than one size appears to have been selected, so these percentages should be treated as indicative rather than a strictly mutually exclusive vote.

The overall picture is therefore balanced, with no single bin size dominating across all events. Preferences appear to be strongly influenced by household size, recycling volume and available storage space.

Main themes from residents' comments

1. Storage space is the biggest concern.
This came through repeatedly, particularly among residents in terraced and closely packed properties. Comments included concerns about having nowhere to store bins, existing bin stores needing alteration, bins affecting garden space, and bins being stored in communal/back lanes.

2. Household size and recycling volume matter.
Residents who live alone or in small households tended to favour **140L**, with concerns that larger bins would not be filled. Larger households and people who recycle heavily, particularly those producing lots of cardboard/paper, tended towards **180L or 240L**.

3. There is genuine support for replacing boxes with bins.
A significant number of comments were explicitly positive, including residents saying bins were "much better" or that they were happy/supportive of the change. The strongest support was evident at the 4 August Gateway event.

4. Some residents want to retain boxes.
There were explicit objections at several events, generally because of lack of space rather than opposition to recycling itself. This was particularly noticeable at the 28 July, 30 July and 7 August events. (Clifton/ Hull Road & Foxwood)

5. More capacity is wanted by high recyclers.
Residents who recycle heavily generally viewed the move to bins positively but wanted sufficient capacity. There were several references to cardboard, paper and existing boxes/bins being too small or overflowing.

6. The number of bins is a concern.
Some residents felt that adding another wheelie bin would create too many bins, particularly where storage is already difficult.

7. Collection arrangements need to be considered.
There were questions/concerns about collection frequency and the practicalities of bins becoming heavy over a longer collection interval

8. There are wider operational questions.
A small number of comments raised issues beyond bin size, including contaminated recycling, misuse of communal bins, overflowing communal bins, cardboard being left on the floor after collection, and requests about surplus black-bag waste.

Overall conclusion

The consultation feedback suggests broad acceptance of moving from recycling boxes to wheelie bins, but with significant practical concerns about space and getting the bin size right.

The strongest overall message is that a “one size fits all” approach may not suit residents. The preference varies considerably by location and appears closely linked to property type, household size, recycling output and storage arrangements.

- **140L** is particularly attractive to smaller households and properties with restricted storage.
- **180L** appears to be a reasonable middle-ground and was the most popular choice at several of the earlier events.

- **240L** is particularly attractive to larger households and high recyclers and was strongly preferred at the 4 and 6 August events (Acomb Front Street & Sanderson House, Chapelfields)
- **Terraced properties** generated the greatest number of space/storage concerns.
- **Detached and bungalow residents** generally appeared to have fewer storage concerns and were more able to accommodate larger bins.

Residents generally seem open to the change, but the consultation indicates that bin capacity and property/storage constraints need to be considered carefully, with household size and recycling levels potentially useful factors in determining the most appropriate bin size.

Summary per event

Date / event	Responses	140L	180L	240L	Main feedback
27 July Gateway Centre, Front Street	19	6	8	4	**180L was most popular.** Several residents raised concerns about limited storage space, particularly terraced/semi-detached properties. Some felt the existing recycling boxes were too small. A few were reluctant to change because of space. One flat resident with communal bins wanted additional recycling capacity because the existing bins overflow.
28 July Clifton / Burton Stone Lane / MWC	16	6	3	3	**140L was most popular.** Strong emphasis on space and storage constraints, including residents saying they had no room for bins and preferred larger boxes instead. Smaller bins were preferred by people producing little recycling/single-person households. Other issues included misuse of communal recycling bins and problems with presentation/collection of cardboard.

Date / event	Responses	140L	180L	240L	Main feedback
30 July Hull Road shops	9	1	5	2	**180L was clearly preferred.** Mixed views on the change: some residents were happy to move to bins, while others explicitly preferred to retain boxes or did not want bins. A shop-related respondent noted that an existing wheelie bin was already overflowing and suggested additional capacity.
31 July Hull Road Park café	9	1	5	1	**180L was preferred.** Residents who recycle a lot, particularly households using significant amounts of paper, wanted greater capacity. There were also questions about why recycling is separated and concerns about how contaminated recycling is handled if materials ultimately go to the same place. One household strongly preferred bins over boxes.
4 August Gateway Centre, Front Street	16	4	1	9	**240L was overwhelmingly preferred.** This was the most supportive event overall. Most comments were positive about replacing boxes with bins, particularly because residents wanted more recycling capacity. Some concerns remained around having too many bins, collection frequency, storage, and the weight of bins for elderly residents. A few preferred smaller bins or one bin rather than two.
5 August	22	8	9	4	**180L was marginally preferred, with 140L also popular.** Space was the dominant issue. Residents described existing storage arrangements for boxes and concerns that larger bins would not fit. Some would need to alter bin stores. Conversely, larger households and high recyclers wanted greater

Date / event	Responses	140L	180L	240L	Main feedback
Door 84, The Groves					capacity. There was also a suggestion that 240L bins should be collected fortnightly and that bins should be returned to the correct property.
6 August Sanderson House, Chapelfields	14	4	2	8	**240L was preferred.** Several residents said they recycle a lot or generate significant amounts of cardboard and therefore need more capacity. There were repeated suggestions that bin size should be allocated according to household size. Smaller capacity was acceptable for people who recycle less.
7 August Foxwood Community Centre	13	8	1	4	**140L was clearly preferred.** This reflects several smaller households, including single- and two-person households, who were concerned they would not fill a larger bin. Space was again a concern, particularly where bins are stored at the front of properties. Some residents explicitly preferred boxes, while others were supportive of the proposed change.

*Some residents did not express preference for a specific bin for number to tally

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Meeting:	Executive
Meeting date:	9 September 2026
Report of:	Dave Atkinson, Director of Environmental and Regulatory Services
Portfolio of:	Councillor Ravilious, Executive Member for Transport

Review of CYC community car park and on-street parking charges in response to petitions

Subject of Report

1. This report invites the Executive to review the recommendations from the independent review of community car parking and on-street charges focusing on Bishopthorpe Road, East Parade (Heworth), Micklegate, and The Groves. It includes the feedback from the Place Scrutiny Committee and recommends some changes for Executive's approval.

2. The review was commissioned following petitions submitted by traders and residents in the four areas listed above, under the Traffic Management Act 2004 Right to challenge parking policies. The petitions were submitted in response to changes to car parking charges implemented in 2025. The findings from the review were presented to the Place Scrutiny Committee in June 2026.

3. The report recommends some changes to the cost of the Minster Badge (for all residents) and some parking charges reductions for residents in the locations reviewed (with a Minster Badge). It also notes the intention to develop a parking strategy for York as identified in the Local Transport Strategy and its Implementation Plan and proposes the introduction of an informal consultation process for significant parking charges changes and the publication of a revised annual parking report to provide additional information on parking revenue and how it is spent.

Benefits and Challenges

4. The objectives set out in the Local Transport Strategy (LTS) are bold and ambitious. The LTS encourages everyone to consider how they currently travel in and around the city to deliver the overall vision to reduce the distances driven by 20%, at a time when the number of trips will increase as the city grows.

5. The vision set out in the LTS is supported by ten strategic objectives:

    i. Support an inclusive, accessible, affordable city;

    ii. Support delivery of the Climate Change Strategy;

    iii. Support delivery of the Economic Development Strategy;

    iv. Improve health and wellbeing through healthy place shaping;

    v. Enhance safety and personal security;

    vi. Improve the local environment by reducing air pollution and noise;

    vii. Enhance the reliability of the transport system;

    viii. Protect the city's heritage and enhance public spaces;

    ix. Accommodate the envisaged growth of the city in the most sustainable way; and

    x. Future-proof our city.

6. As noted by the Place Scrutiny Committee, one of the main challenges when setting parking charges, is to balance the need to reduce car travel to deliver the objectives listed above, whilst also meeting accessibility needs and supporting the delivery of the Economic Strategy. The independent review's Executive Summary (Annex C), also highlights this challenge, noting that *"there are no easy solutions that satisfy the needs of all users"*.

7. The LTS aims to balance these priorities by providing incentives to use sustainable transport and by discouraging driving where possible. The LTS therefore focuses on improving accessibility, walking, wheeling and cycling facilities, and public transport facilities and service provision. It also includes some measures to reduce car dependency, noting the challenge of managing *"parking*

to provide access for shops and business, while discouraging car use for journeys which could be made by sustainable modes".

8. As noted in the independent review's Executive Summary (Annex C), the decision to increase parking charges in 2025 *"sits within a wider policy framework that seeks to bring forward rapid decarbonisation; provide improved and more equitable transport options; and promote a thriving, inclusive economy. Collectively, the city's strategies position parking management (including charges) as one lever among many to manage scarce road space; reduce congestion and emissions; and support city-centre vitality.* (…) *In this context, increases in parking charges are a demand-management tool to help achieve wider polity outcomes, helping to reduce congestion and emissions, help fund and encourage the use of sustainable transport, and helping create a city centre that remains accessible and economically resilient during the transition to net zero*".

9. The impacts of the changes to parking prices as reported by stakeholders in the four areas where petitions were submitted are described in detail in the independent review reports (Annexes C1 to C4). Headline findings are summarised in the Executive Report (Annex C), which notes that many businesses reported fewer customers and lower spend and linked these changes to the increased parking charges. When asked how the increase in charges has impacted their parking habits, residents and visitors most frequently cited *"using car parks less frequently"*, *"parking in different locations"*, *"changing where they travel to"*, and *"parking for shorter amounts of time"*.

10. It is important to note that some of the challenges identified by residents and traders in the Arup review are also, at least partially, a result of wider national and international policies and changes, that bear no relation to local transport policy. These wider issues have led to a significant dent in consumer confidence, leading to reduced spend in high streets across the country.

11. The recommendations included in this report aim to strike a balance between competing objectives by offering reduced parking charges for residents in community areas, supporting access to local shops, whilst continuing to use parking charges alongside other levers to achieve the objectives set out in the LTS.

Policy Basis for Decision

12. The **Local Transport Strategy (LTS)** was adopted by the Executive in July 2024. By changing how we move around the city, it aims to ensure that we all benefit from a healthier, more sustainable and better-connected city. By reducing vehicle traffic, the LTS aims to make York an even better place to live, attracting investment, employment and visitors, and helping residents live longer, happier, healthier lives.

13. The LTS quantifies this ambition through transport targets, requiring a 20% reduction in miles driven by 2030, increasing the use of public transport by 50% and doubling the amount of active travel by 2030

14. Recognising this, the Executive made several recommendations to Full Council in February 2025 for the Budget to change car parking and on-street parking charges, to reflect the public consultation on both the budget and the LTS. These recommendations were informed by extensive evidence on the role of parking charges as one of the tools to reduce traffic congestion and encourage the switch to more sustainable modes of transport.

15. In its Executive Summary (Annex C), the independent review identifies that *"increases in parking charges are a demand-management tool to help achieve wider polity outcomes, helping to reduce congestion and emissions, help fund and encourage the use of sustainable transport, and helping create a city centre that remains accessible and economically resilient during the transition to net zero."*

16. In 2022, residents and businesses were consulted on 10-year strategies designed to guide city development and future decisions. **The 10-year strategies** were adopted by the Council in December 2022 and are focused on economy, the environment (climate change), and health and wellbeing. City partners drew on the ambitions set in the 10-year strategies to co-design a vision for the city: *"by 2032, York will be a vibrant, prosperous, welcoming and sustainable city, where everyone can share and take pride in its success"*.

17. Increased parking charges were introduced as an intervention to support an increase in use of public transport and active travel and a reduction in car journeys to reduce congestion, in line with the following strategies:

a) **Climate Change Strategy 2022-2023** which set an ambition for the city to be net zero carbon by 2030. Later, in 2024, that ambition was updated to include establishing the conditions to be climate resilient by 2030. This includes the following objectives for the transport sector:

   i. Fewer people travel by private motor vehicle, reducing congestion and improving air quality;

   ii. People feel safe and supported to increase walking and wheeling, particularly for shorter journeys across the city;

   iii. The use of public transport increases and our bus fleet is entirely electric;

   iv. Those vehicles that remain on our roads are electric, with sufficient charging infrastructure across the city to meet the needs or residents;

   v. Deliveries across the city are conducted by low and zero emission vehicles – facilitated by freight hubs and consolidation centres, reducing traffic on our roads.; and

b) The **Joint Health and Wellbeing Strategy 2022-2032**, which sets an ambition for All York residents (young, old and future residents) to enjoy happier, healthier, longer lives, proud of their city and living in homes that meet their needs, able to actively participant in their communities, with access to the right support at the right time.

18. However, the **Economic Strategy 2022-2032** sets an objective to focus on helping small and micro businesses to thrive. This is made more difficult within the national and international context, which has resulted in a significant dent in consumer confidence, leading to challenging high street economic conditions.

19. Since June 2025, consumer confidence has been significantly impacted by **a combination of inflation, geopolitical conflicts, and fiscal policies**. While confidence saw a slight uptick in early summer 2025, it deteriorated in the latter half of 2025 and into 2026, leading to reduced discretionary spending. Consumer confidence has a significant impact on hospitality, retail and tourism sectors, which typically do best when consumer confidence is high.

20. Monthly business intelligence meetings with local business representatives confirmed that the issues described below have affected York's local economy at the same time as the increases in parking charges. Disaggregating the impact of increased parking charges is therefore very difficult given the changing overall economic picture.

21. Global changes: The Organisation for Economic Cooperation and Development[1] reports rising trade barriers, specifically US tariff increases, have been a major driver of global economic uncertainty, increasing costs for goods which has reduced confidence. In addition, since 2022 with the conflict in Ukraine and, more recently, conflict in the Middle East, have caused volatility in oil and gas prices, leading to widespread consumer concern regarding inflation, fuel costs, and potential for slowed economic growth.

    a) National changes: National Insurance and Living Wage Changes (UK): Increased Employer National Insurance contributions and National Living Wage changes following the 2025 Budget raised business costs, leading to fears of reduced hiring and impacting consumer confidence regarding job security. While the Bank of England maintained rates at 4.25% in June 2025 to manage inflation, high borrowing costs for a prolonged period, paired with falling employment in certain sectors, have contributed to a "bottleneck" in confidence.

    b) Consumer habits: The Deloitte Consumer Confidence Tracker[2] reports that the cost of living—particularly in food and essential services— caused consumers to shift towards a change in spending habits such as using discounts and choosing cheaper brands, with a rise in "trading down" to cope with higher costs. By late 2025 and early 2026, discretionary spending on items such as prepared foods, and big-ticket items fell as consumers felt less well-off, despite improvements in some areas like personal finance security. Survey data from early 2026 shows a majority of consumers, particularly in the UK, feel pessimistic about the broader economy, with many planning to reduce discretionary spend in the first quarter of 2026.

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[1] Global economic outlook shifts as trade policy uncertainty weakens growth
[2] The Deloitte Consumer Tracker | Deloitte UK

Financial Strategy Implications

22. The financial impact of the recommendation to change the cost of the Minster Badge and reduce parking charges for residents with a Minster Badge in community parking areas has been assessed as follows:

    a) Minster Badge: the reduction in income from the lower cost of a badge is assumed to be in the region of £22k based on current holders. This will be offset from an anticipated increase in sales as a result of the reduced price. We are not able to estimate whether the change will result in additional parking transactions or transfers from full charge to discounted prices. This impact is assumed to be broadly neutral.

    b) Increased Minster Badge discount in community areas: the impact on parking income is difficult to estimate as there is limited data available on car park and on street parking usage levels and Minster Badge use for these areas. The negative impact on revenue is estimated at £7,000/year. It may lead to additional transactions that would offset this value.

23. The recommendation that resources be allocated to develop the parking strategy, as described in the LTS and its Implementation Plan, has financial implications for the Council. The parking strategy forms part of a ‘Kerbside strategy’ that looks at all uses of the highway. It will be funded from transport budgets as part of the wider work on the Movement and Place framework and through funding from the Combined Authority (high level cost estimate £80 to £150k depending on study scope and data requirements).

24. The recommendation for additional non-statutory consultation where significant parking charges increases are proposed will have a negative financial impact on the Council as additional resources will be required to undertake the consultation and analyse the results. The additional consultation undertaken before a decision is made may reduce the risk of a petition requesting a review under the Traffic Management Act 2004 once the decision is made, but a petition could still be submitted, resulting in additional review costs. The additional consultation costs will be absorbed by the transport service.

25. The revised format for the annual parking account will require additional staff time to prepare the report. This may however result in some efficiency gains when answering queries and data requests about the parking account as more data will be publicly available on the Council's website. The additional costs will be absorbed by the transport service.

Recommendation and reasons

26. Executive is recommended to:

a) Note the continued focus on LTS objectives to encourage a shift away from the private car and reduce mileage driven in the city by improving alternatives modes of transport and using parking charges as a lever to influence travel behaviour, whilst continuing to offer free unlimited parking for Blue Badge holders;

b) Approve the following changes to parking charges:

i. Changes to the Minster Badge, from the current charge of £45 for two years, to an annual charge of £15; and

ii. Increased discount for Minster Badge holders parking in community parking areas (as listed below) from the current 30% discount to 50% discount;

c) Note the commitment to develop a parking strategy as set out in the LTS and its Implementation Plan. This will be done as part of the wider work on the Movement and Place Plan, (also including a kerbside strategy). The parking strategy will consider how parking should be managed near places of worship as well as other important destinations;

d) Approve the introduction of an informal consultation stage before a decision is made on significant increases to Council parking charges (defined as increases above the rate of increase for City of York Council standard fees and charges);

e) Support the publication of the annual parking account report in a revised format, to provide more detail on parking revenue and how it is reinvested into transport and environmental improvements.

Reason: To acknowledge the feedback and recommendations received through the independent review and continue to balance competing priorities to deliver the LTS's objectives.

Background

27. This report invites the Executive to review the recommendations from the independent review of car parking and on-street charges (see Annexes C and C1 to C4). The review was commissioned following petitions submitted by traders and residents in four areas of York, under the Traffic Management Act 2004 Right to challenge parking policies.

28. The petitions were submitted in June and July 2025 following the implementation of new parking charges in April 2025, following decisions made by the Executive in January 2025 and Full Council in February 2025. The charges were then reviewed through an Executive Member for Transport urgent decision in April 2025 and an Executive decision in June 2025.

29. Petitions received by the Council were as follows:

    a) Bishopthorpe Road Traders wrote to the Executive Member referencing an 8,000-signature petition;

    b) Micklegate Traders raised concerns and submitted a petition about changes in parking prices. There were over 375 signatories;

    c) Traders and residents at The Groves challenged parking charges and submitted a petition with a request for a complete TRO review. There were over 745 signatories; and

    d) A petition from Heworth for East Parade car park was received with 409 signatories.

30. The petitions requested a review of parking charges under the Traffic Management Act 2004, using the "Right to challenge parking policies". The statutory guidance on using petition schemes to provide a right to review parking policies can be found here: https://www.gov.uk/government/publications/right-to-challenge-parking-policies

The independent review

31. The Council commissioned independent consultants Arup to conduct the review, in line with the requirements set out in the statutory guidance.

32. The consultation element of the review took place over seven weeks from December 2025 to March 2026. A targeted consultation initially launched for three areas: Bishopthorpe Road, Micklegate and The Groves, as these areas had submitted formal Right to Challenge petitions. The review was expanded to include Heworth in January 2026 to respond to the petition submitted by the local community concerning East Parade car park.

33. The independent review's consultation focused on car park and on-street parking prices in these locations and the impact of these charges. Although some options were mentioned in consultation responses, the consultation did not specifically include questions on wider transport interventions included in the LTS.

34. It is noted that the petition submitted for The Groves requested a review under TMA for *"unfair parking charge increase and unfair TROs"*. This review has considered the changes made in 2025 which prompted the petitions. These changes were related to charges rather than any other aspects of the Traffic Regulation Orders (TROs). The review has therefore focused on parking charges, including on-street parking in the Groves. Any further review of specific issues with existing restrictions in The Groves, including the Resident Parking scheme, would be addressed either through the Council's annual review of parking restrictions (for small changes) or through the parking strategy work (see options and recommendations in this report) for more significant changes.

35. Parking spaces which are privately managed, including by the Council, for example through lease agreements, were not included in the independent review and are not considered in this report.

36. The data collected for the review presents significant limitations:

    a) It only covers the petitioned areas;

    b) It doesn't fully explore wider reasons for transport choices or the impact of increased parking charges on people who already travel by more sustainable transport modes (such as cyclists or frequent bus users);

c) The surveys conducted used simple online and face to face questionnaires. There was no consideration of sampling, respondents were mostly self-selected, questionnaire testing was limited, and there was no statistical analysis undertaken (for example considering statistical significance).

37. As a result, the review should not be considered as a city-wide car parking review and should instead be recognised as a limited exercise to present the feedback received from businesses and mainly car-borne visitors for the four areas.

38. The findings from the review are included in Annexes C and C1 to C4. This was presented to the Place Scrutiny Committee in June 2026.

39. The Committee recommended that the Executive should consider all the recommendations within the independent review's executive summary (Annex C), noting that the recommendations do not take into consideration the Council's available powers, relationship with the York and North Yorkshire Combined Authority (and different transport duties), the capacity for delivery, nor the operability of the recommendations.

Parking charges and usage

40. Following the changes approved by the Executive Member for Transport and the Executive in April and June 2025 and the revised charges approved as part of the 2026/27 budget decision (https://democracy.york.gov.uk/documents/s186995/Item%2010%20-%20Financial%20Strategy%202026-27%20to%202030-31%20-%20Annex%203a-3t.pdf- see page 26), parking charges for car parks managed by the Council and on-street parking broadly fall within the following categories:

a) **Central short stay car parks** – including Bootham Row, Castle, Coppergate Centre (closes at 7pm), and Esplanade car parks, are the car parks closest to the city centre and the footstreets area. These car parks are in high demand from a wide range of users including residents, visitors and commuters and spaces are limited. Tariffs are therefore set to discourage long term stays and ensure a good level of turnover to better support access to the city centre's services and shops.

For this reason, these car parks offer a set tariff for up to 5 hours of parking (currently £19.20 Sunday to Thursday and

£22.10 on Fridays, Saturdays and during event periods), with users having to pay for additional hours individually after that.

Evening parking charges apply (currently £4 Sunday to Thursday and £4.80 on Fridays, Saturdays and during event periods).

Minster Badge holders benefit from a general 30% discount and a set £2 charge for evening parking in these locations.

The same charges apply to on-street parking in central areas (Carmelite Street, Lord Mayors Walk, North Street, Piccadilly, Skeldergate, Tanner's Moat, Toft Green, Walmgate) where stays are limited to 2 hours in the morning and 3 hours after 2pm.

b) **Central long stay car parks** – including Foss Bank, Marygate, Monk Bar, Nunnery Lane, St George's Field, and Union Terrace car parks. These car parks also serve the city centre but are located a bit further away from the footstreets. They also see relatively high levels of demand from residents, visitors and commuters (including rail commuters for Marygate and Nunnery Lane).

   These car parks are charged at the same hourly rate as the Central car parks but also provide for longer stays with a whole day tariff available (currently £23.20 for a day Sunday to Thursday and £25 on Fridays, Saturdays and during event periods).

   Evening charges also apply. Minster Badge holders benefit from a general 30% discount and a set £2 charge for evening parking in these locations.

   Union Terrace and St George’s car parks also provide parking facilities for coaches (current charges are set at £27.80 for a day ticket).

c) **Community/suburban car parks** – including Bishopthorpe Road, Rowntree Park, and East Parade (Heworth). These car parks serve local shopping, services, and leisure areas but are also close enough to the city centre to attract users, including commuters, who are willing to park less centrally and walk longer distances to the city centre. To discourage this and ensure that the parking facilities are available to

serve the local shops and services, stays in these car parks are time limited.

Stays are currently charged at £3/hour. There is no weekend of event surcharge and parking is free of charge after 6pm (after 4.30pm for Rowntree Park). Minster Badge holders benefit from a general 30% discount.

The same charges apply to on-street parking on Micklegate, Priory Street, and Lawrence Street during the day. An evening charge applies, and stays are limited to 2 hours in the morning and 3 hours after 2pm.

d) **ResPark areas** – York's residents' priority parking scheme (ResPark) restricts parking within designated areas, known as 'ResPark zones', to those who are eligible to apply for a permit. The scheme gives priority parking within a zone to residents, their visitors, property owners and local businesses. Residents and businesses must purchase permits to be able to park on-street within the zone. In some cases, ResPark zones include a few parking spaces which can be used free of charge without a permit but only for a limited amount of time, for example to enable customers to access a local business.

   In some cases, like in The Groves, some on-street parking bays are shared between resident parking permit holders and time limited paid for parking to enable access to local shops and services. In central areas, these stays are limited to one hour and charged at £5 Sunday to Thursday and £5.50 on Fridays, Saturdays, and during events. In outer areas, the same one-hour limit applies and parking costs £3 (further information is available here: https://www.york.gov.uk/OnStreetParking#osp).

e) **Unregulated/free parking** – Parking is usually free on the remainder of York's streets although restrictions may apply such as single or double yellow lines. The car parks listed above are the only ones which are managed by the Council as a Highway Authority. Park and Ride sites are managed separately, in agreement with the operator for the bus services, and other areas which are owned by the Council are managed under private agreements (such as leases or similar agreements, for example with Morrison's in Acomb).

41. It is important to note that CYC has no or very limited influence over parking management and charges in many areas which are privately managed. Arup's Executive Summary (Annex C Section 5.1) notes that much of the feedback on lack of fairness and consistency *"was highlighting the disparity between Council managed car parks and large 'out-of-town' retail parks with free parking such as Monks Cross. CYC have very limited influence over these locations"*.

42. In terms of car parking use, the table below presents the number of parking transactions recorded at Council managed car parks over the last three financial years. The significant increases in parking charges were introduced in April 2025 and revised in June 2025 for some of the car parks.

Transactions at CYC car parks		**2023/24**	**2024/25**	**2025/26**	**% change 24/25 to 25/26**
City centre car parks	Short stay car parks	522,216	482,556	-8.5%	-8.5%
	Long stay car parks	688,529	691,096	-12.0%	-12.0%
Community/suburban car parks		77,181	83,932	57,300	-31.7%
On-street parking (pay to park)		188,594	153,121	97,607	-36.3%
Total number of transactions per year		**1,476,520**	**1,410,705**	**1,204,867**	**-14.6%**

43. The transaction data shows that Council car parking and on-street parking use decreased in 2025/26 when compared to the previous year across all types of parking. A decrease in transaction was also observed between 2023/24 and 2024/25 in city centre central car parks and for on-street parking. Transactions at community car parks had increased in that period.

44. It is difficult to interpret this data in detail without further evidence to understand the reasons behind these changes. As noted elsewhere in this report, a wide range of factors can influence travel and transport behaviours, including car parking prices, the availability of alternative modes of transport, their affordability and convenience, car parking availability (including alternatives to CYC

car parks), road works on specific corridors, as well as wider economic factors.

Local economic data

45. Working with the Business Improvement District (York BID), spend and transaction data from Beauclair is published monthly (mainly covering the city centre) and is available via York BID[3] and the Council's Movement and Place data[4]. It shows that overall footfall and spend has generally been lower than that recorded in previous years in 2025 and 2026. The trend for average transaction value and average revenue per customer is less clear but it is important to note that these values are not adjusted for inflation.

46. The Council also publishes monthly footfall data, sourced from BT Active, in the monthly Movement and Place data[5]. The BT Active data covers the four petitioned areas of Bishopthorpe Road, The Groves, Micklegate and Heworth, and the city centre.

47. Through 2025 footfall declined slightly in the city centre area, in line with national trends. Footfall at Bishopthorpe Road has been falling throughout the period of data collection, since October 2024, a number of months before the introduction of increased parking charges. The lowest levels of footfall were recorded in January and February 2026, but footfall recovered slightly in March, April, and May 2026. Footfall data for Micklegate, The Groves, and the City Centre shows similar trends. Footfall in Heworth is lower in February and April 2026, but higher in January, March and May 2026.

Sustainable travel interventions and trends

48. To support the delivery of the LTS, the Council has invested in a range of transport and highway projects including bus improvements and improved sustainable travel routes, including:

    a) £16.5m investment in highways maintenance, including cycle routes and lanes[6];

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[3] www.theyorkbid.com/york-economic-data-hub/
[4] City Centre Movement and Place Pack – From Q2 2025/26 - Dataset - York Open Data
[5] City Centre Movement and Place Pack – From Q2 2025/26 - Dataset - York Open Data
[6] https://www.york.gov.uk/news/article/1862/highways-maintenance-plan-dedicates-16-5m-across-york

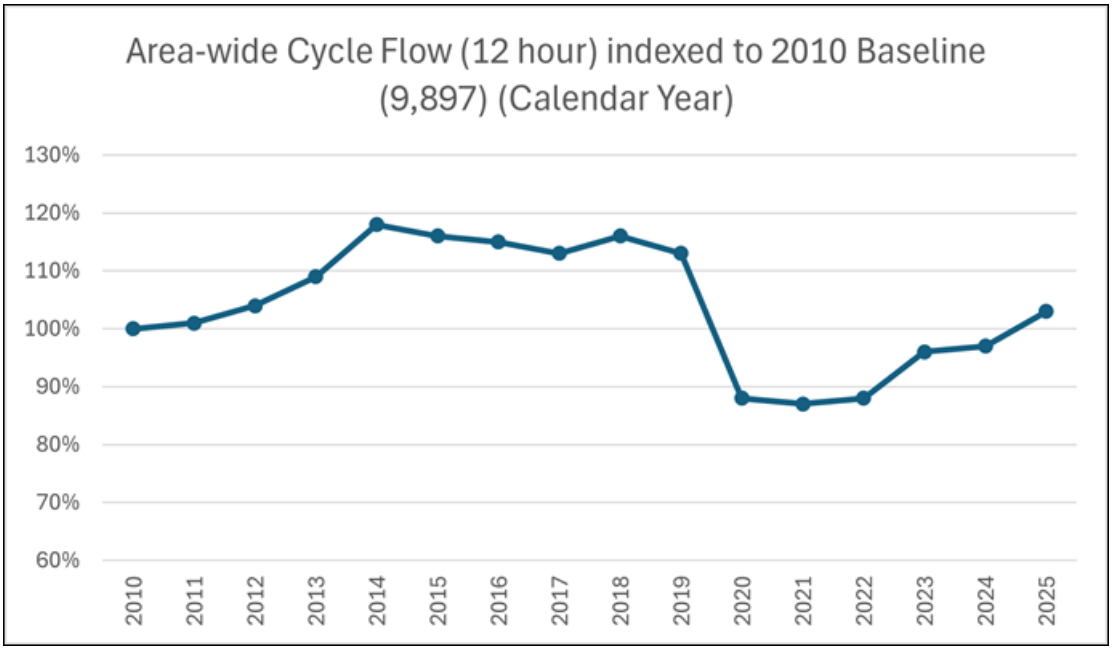
b) York Station improvements, including bus facilities and active travel routes[7];

c) Development of the Rougier Route scheme, aiming to improve bus travel times and reliability[8];

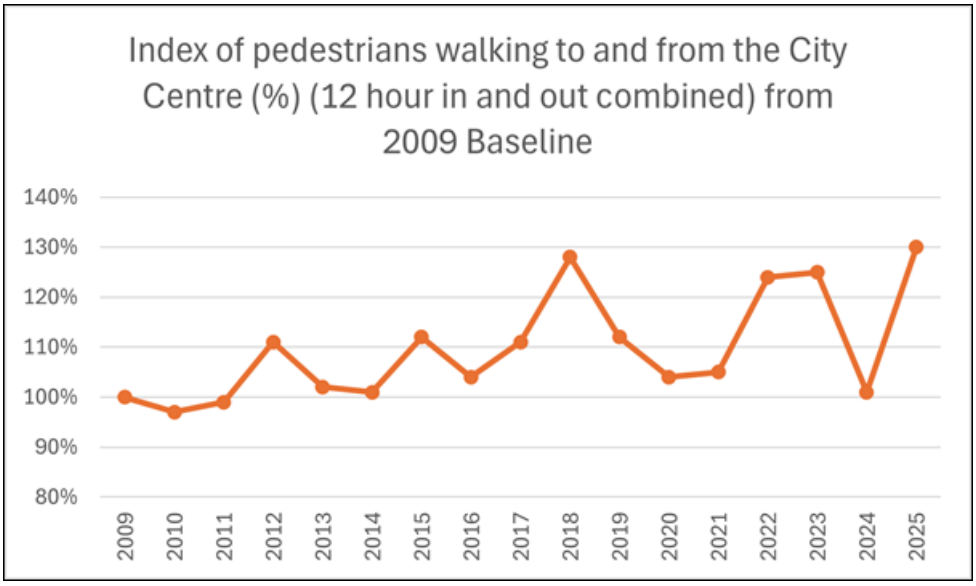
d) Extended hours, overnight parking, and improved links to transport routes with Park and Ride sites[9];

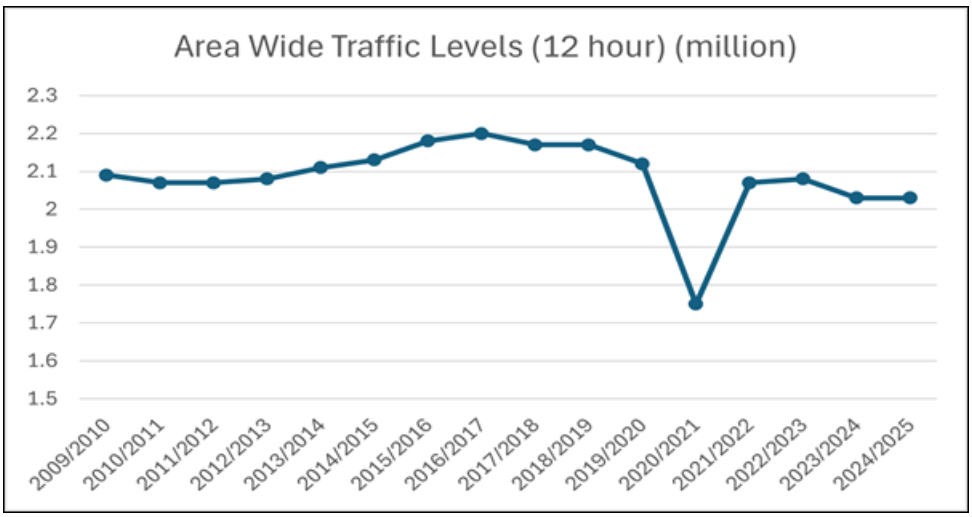
e) Young people £1 bus fares[10].

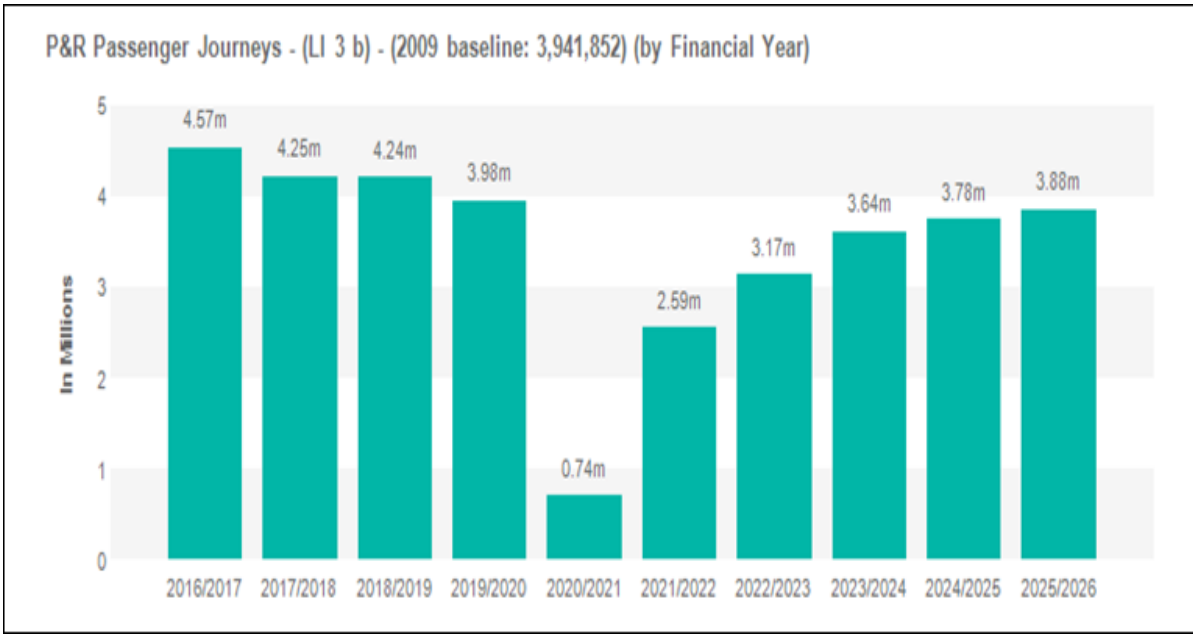
49. The Council Plan performance framework includes several supporting indicators showing how transport choices are changing. As summarised below, these indicators show increases in journeys undertaken on Park & Ride and local bus services and increasing levels of cycling and walking.

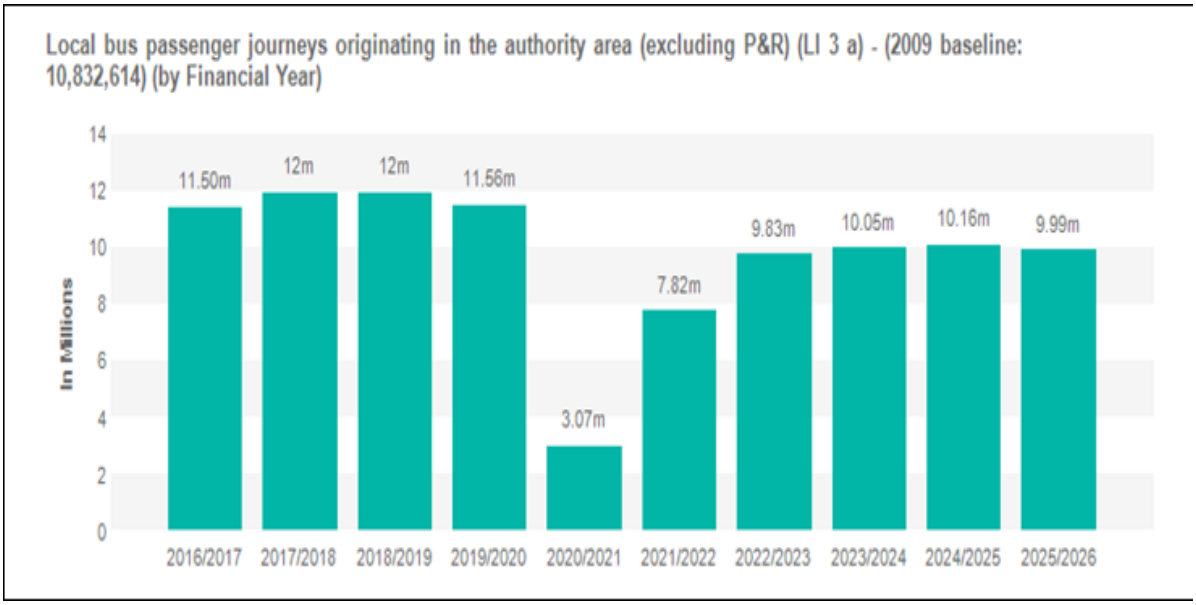


[7] https://www.york.gov.uk/news/article/1832/progress-continues-on-project-to-transform-york-station-area
[8] https://www.york.gov.uk/news/article/1806/rougier-route-consultation-launches-a-better-way-through-york
[9] https://www.york.gov.uk/news/article/1768/major-improvements-for-york-s-park-and-ride and https://www.york.gov.uk/news/article/1706/earlier-starts-later-finishes-for-york-s-park-ride
[10] https://www.york.gov.uk/news/article/1704/young-people-s-bus-fares-reach-million-ticket-milestone


Index of pedestrians walking to and from the City Centre (%) (12 hour in and out combined) from 2009 Baseline
140%
130%
120%
110%
100%
90%
80%
2009
2010
2011
2012
2013
2014
2015
2016
2017
2018
2019
2020
2021
2022
2023
2024
2025


Area Wide Traffic Levels (12 hour) (million)
2.3
2.2
2.1
2
1.9
1.8
1.7
1.6
1.5
2009/2010
2010/2011
2011/2012
2012/2013
2013/2014
2014/2015
2015/2016
2016/2017
2017/2018
2018/2019
2019/2020
2020/2021
2021/2022
2022/2023
2023/2024
2024/2025


P&R Passenger Journeys - (LI 3 b) - (2009 baseline: 3,941,852) (by Financial Year)
In Millions
5
4
3
2
1
0
4.57m
4.25m
4.24m
3.98m
0.74m
2.59m
3.17m
3.64m
3.78m
3.88m
2016/2017
2017/2018
2018/2019
2019/2020
2020/2021
2021/2022
2022/2023
2023/2024
2024/2025
2025/2026



Indicator	Previous Years Data	Latest Years Data	DoT 3 Year	DoT 1 Year	Frequency	Data Next Available
P&R Passenger Journeys	3.78m (2024/25)	3.88m (2025/26)	↑	↑	Quarterly	2026/27 data available in June 2027
Local bus passenger journeys originating in the authority area (excluding P&R)	10.05m (2023/24)	10.16m (2024/25)	↑	↑	Quarterly	2025/26 data available in June 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	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	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	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	2026 data available in February 2027
Passenger journeys on local bus services per head of population - (DfT measure BUS01f)	70.6 (2023/24)	71.4 (2024/25)	→	↑	Annual	2025/26 data available in February 2027
York Station Usage Estimates (Office of Rail and Road Station Usage Report - Table 1410) (LI 4c)	9.2m (2023/24)	10.5m (2024/25)	↑	↑	Annual	2025/26 data available in February 2027
% of tenants who say car parking is not a problem in their neighbourhood	32% (2024/25)	36% (2025/26)	→	↑	Annual	2026/27 data available in February 2027
% of tenants who say car parking is a major problem in their neighbourhood	35% (2024/25)	32% (2025/26)	→	↓	Annual	2026/27 data available in February 2027
% of tenants who say car parking is a minor problem in their neighbourhood	34% (2024/25)	33% (2025/26)	→	↓	Annual	2026/27 data available in February 2027
The DoT (Direction of Travel) 3 yearis calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Consultation Analysis

50. The review undertaken by Arup included both online and in-person engagement on the impact of the changes to parking charges on Bishopthorpe Road, and Micklegate, in The Groves, and in Heworth. In total, there were 1,016 responses to the consultation across the four study areas, 107 from businesses and 909 from residents and/or visitors.

51. The headline findings from this consultation are presented in the review's executive summary (Annex C). More detailed feedback can be found in the area specific reports prepared for each of the four areas (Annexes C1 to C4). Annex E provides the questionnaire used by Arup for the review.

52. Annex B summarises additional responses and suggestions submitted to the Council by traders and/or residents outside of the independent review.

53. Feedback from businesses generally linked the increases in parking charges to a downturn in footfall and spend. Some businesses also reported that the changes had a negative impact on their ability to park near their business and receive deliveries.

54. Feedback from residents and visitors generally linked the increased parking charges to changes in behaviours including: less frequent use of the car parks, parking in different locations, changing where they travel to, and parking for shorter amounts of time.

55. Both businesses and residents/visitors suggested that the Council should provide cheaper car parking, improve public transport, and improve walking and cycling infrastructure.

56. The findings and recommendations from the independent review, including the feedback gathered through the consultation process, were presented to the Place Scrutiny Committee in June 2026.

57. Additionally, three registered speakers made representations at the Place Scrutiny Committee meeting, noting that the increased parking charges had led to a reduction in footfall and time spent on Bishopthorpe Road and asking for a low cost first hour rate to support local shopping areas, more moderate increases in car parking charges over time, and more measures to provide and promote sustainable forms of travel across the city.

58. The Committee recommended that the Executive should consider all the recommendations included in the independent review's executive summary (Annex C).

59. Previous consultations of relevance to this decision include:

    a) Local Transport Strategy Consultation: https://www.york.gov.uk/big-conversation-2/big-transport-conversation

    b) CYC Budget Consultation: https://data.yorkopendata.org/dataset/budget-consultation

Options Analysis and Evidential Basis

60. As requested by the Place Scrutiny Committee, this section considers each of the recommendations included in the Arup Executive Summary. The recommendations are listed in a different order from the review's Executive Summary for ease of presentation against the options and next steps recommended in this report.

Adjusting parking charges – recommendations and options

61. The independent review recommends exploring the potential for targeted charging measures that support local trade, and provides examples of such measures, including providing a limited period of free parking, first hour pricing adjustments, or more granular charging within the first hour.

62. The review also recommends monitoring and refining existing resident and permit-holder mitigation measures, alongside time specific parking flexibilities, to ensure they continue to incentivise the right behaviours, reflect localised impacts and minimise unintended consequences.

63. The review proposes interventions which are targeted towards residents under this recommendation. Proposing a review of the Minster Badge scheme to make it more attractive for residents, potentially targeting specific times (evening parking) and locations (community car parks).

64. The review however also notes that measures which reduce car parking charges, making the use of car parks more attractive, would contradict and work against the LTS, potentially encouraging car use, adding to traffic congestion, and

discouraging public transport use, walking and cycling. As noted by the review, *"decisions on parking charges sit within wider trade-offs about how the city manages movement, place and access in line with its prevailing policy"*.

65. **It is therefore recommended that the Council continues to focus on its LTS objectives to improving alternatives to the car** (public transport, walking, cycling), **using parking charges as a lever to influence travel behaviour, whilst continuing to offer free unlimited parking for Blue Badge holders**.

66. Based on the feedback received and the independent review's recommendations, the following changes to the Minster Badge scheme are however recommended, offering targeted support for residents and for community parking areas outside the city centre:

a) Reduce the cost of a Minster Badge from £45 for two years currently, to £15 per year. The cost is per vehicle, as the badge is digital and vehicle specific and the new price will apply to new badge applications only once the change is implemented. No refunds will be offered to residents who still have a valid badge purchased for 2 years at the cost of £45;

b) Increase the discount provided to Minster Badge holders parking in community areas from 30% currently to 50%, resulting in the cost of parking being reduced from £3/hour to £1.50/hour for residents with a Minster Badge. Once implemented, the reduced rate will be available in community car parks (Bishopthorpe Road, Rowntree Park, and East Parade car parks) and for on-street parking in community areas (including Lawrence Street, Micklegate, Priory Street, Clifton, Garden Street, Huntington Road, Lowther Street, Marygate, Park Grove, Penley's Grove Street, The Crescent, The Mount, Townend Street and Union Terrace Street).

67. This option is likely to result in an increase in take-up for the Minster Badge as it will be possible for York residents to purchase the permit annually and at a lower cost. The level of discount offered with the Minster badge will not change for city centre car parks, only for community car parking areas (as listed above). For reference, current parking charges are shown here https://democracy.york.gov.uk/documents/s186995/Item%2010%20-%20Financial%20Strategy%202026-27%20to%202030-31%20-%20Annex%203a-3t.pdf (see page 26), and the detail of on street

charges is available here: https://www.york.gov.uk/OnStreetParking#osp.

68. This is likely to result in an uptake in car parking usage by residents, especially in the locations where the discount offered will increase. This is in turn likely to increase car use and car mileage to these locations although the overall impact on car use and vehicle mileage in the city should be limited as the new discount will only apply to a limited number of locations and will only be available to York residents who have purchased a Minster Badge.

69. If approved, these changes will not be implemented immediately as changes to charges need to be publicised in advance and changes to the Minster Badge scheme and parking charges information will also need to be implemented by Council suppliers (parking management software, Pay by Phone supplier, etc). Information provided on signs and on the Council's website will also need to be amended. Where residents have bought a two-year Minster Badge at £45, this will remain valid and they will be able to apply for a one-year badge at £15 when their current badge expires. No refunds will be provided for residents who have bought a £45 badge and would want to swap to a one year £15 badge once the change is enacted.

Developing a parking strategy – recommendations and options

70. The first recommendation from the independent review's Executive Summary focuses on applying charges fairly and consistently across locations and user groups. The report recognises that this feedback was not necessarily about Council managed car parks but also included privately managed car parks and retail areas on which the Council has very limited influence.

71. When considering the pricing structure described above and the extent of the Council's influence on car parking availability and pricing, it can be concluded that charges are currently applied fairly and consistently across locations under the Council's control and across user groups.

72. The current pricing structure takes account of the level of demand and supply, with stays in smaller car parks close to the city centre charged at higher rates. The pricing structure also aims to support wider transport objectives set out in the LTS, by discouraging car use where possible, whilst enabling access to local shops and services for those who need to use a car.

73. As noted by Scrutiny Committee, the adopted LTS includes the following relevant policies:

    a) Policy 7.5 *"Develop a parking strategy to cover all Council managed parking within 400m of the city centre, which assesses parking needs and sets parking charges designed to make it more attractive to use Park and Ride or the bus, or to walk, wheel or cycle. Set Council managed parking supply to satisfy requirements for essential journeys to the city centre, and take steps to enhance the quality of that parking provision"*;

    b) Policy 7.7 *"Review the parking stock in private ownership within 400m of the city centre, and engage with stakeholders to develop their policies which encourage patterns of use consistent with the aims of Policy idea 7.5, as well as the wider aims of the transport strategy"*.

74. This is supported by Package 7 of the LTS Implementation Plan which states *"Parking strategy: We will develop a consistent and equitable strategy for parking across the city, which balances the needs to provide access and to reduce levels of car use. Initially we will focus on a 2km radius from the city centre. Within that area, we will review parking capacity on and off street, within the Council's ownership and managed by the private sector, the demand for that parking and the charges for that parking. We will then specify the parking provision, which is needed, and the charges which should be levied to ensure that demand does not exceed capacity, and that parking charges reflect and match the cost of travel by other means – particularly park and ride or bus for the city centre. In doing so we will take inspiration from strategies developed for other locations such as the kerbside strategy being used in Lambeth in London. We will review residents' parking policies, reviewing pricing and the way we implement residents' parking to make it more streamlined"*.

75. Work has not yet started on the parking strategy, but it is anticipated that the strategy will be developed within or alongside the Movement and Place Plan and its wider framework aimed at *"reallocating road space, reducing through-traffic, and balancing travel corridors with public community spaces"*. **Work on the parking strategy as described in the LTS and its Implementation Plan will be progressed as part of or alongside the Movement and Place Plan work**.

76. The development and implementation of the parking strategy will also provide opportunities to consider the following recommendations from the independent review:

a) Review recommendation: *"Avoid digital exclusion by consolidating and enhancing the existing policy approach, which has already been strengthened through the retention of non-digital payment options"*.

Following a budget decision made by Council in March 2022 to save on the cash collection contract by removing the option for customers to pay cash for parking, the Executive Member for Transport approved cashless parking solutions (phone and app) to be rolled out for on-street parking and at most car parks with machines to be removed in February 2024. Cash payment was retained at Bootham Row and Castle car parks, for those who cannot use the app or do not have access to a phone or a card. The decision and associated information are available here: https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=7052.

The Council will continue with this approach which retains limited cash payment options but also enables customers to pay for parking at all locations, without having access to a smartphone, by calling the Pay by Phone service. This approach will be reviewed through the development of the parking strategy to address digital exclusion concerns.

b) Review recommendation: *"Address displacement and permit/non-permit imbalance to minimise the risk that any future changes to parking charges shift additional pressure onto residential streets or disproportionately affect particular neighbourhoods"*.

This recommendation from the independent review focuses on the issues of parking displacement and additional pressure on surrounding areas reported by businesses and residents, following the increase in parking charges. The recommendation aims to minimise the risk that any future changes to parking charges shift additional pressure onto residential streets or disproportionately affect particular neighbourhoods.

Officers would generally consider displacement risks before making changes to parking charges or parking restrictions

and make recommendations to introduce additional restrictions or refresh existing ones where required. The impacts of changes are also monitored after implementation, with additional measures and enforcement being considered where required. These are generally subject to consultation (including a statutory Traffic Regulation Order process).

The parking strategy will consider a range of options to manage parking and support the LTS objectives. Displacement risks will be considered as part of the strategy development.

c) Review recommendation: *"Support access to religious services following a set of core principles around consistency, fairness and avoiding unintended displacement"*.

The parking strategy will consider how parking should be managed near places of worship as well as other important destinations.

d) Review recommendation: *"Monitor and iterate the recommendations identified through this report using proportionate and deliverable monitoring approaches to track outcomes such as turnover, displacement and accessibility impacts"*.

Car parking data collection is currently limited, relying on transaction data rather than more detailed information on number of vehicles, arrival and departures times, purpose of visits, etc.

The Council has also secured funding from the Combined Authority to upgrade or introduce parking counters at main car parks which will support improved data collection and monitoring to inform future policies. It is anticipated that additional data will be collected and analysed for the parking strategy development work.

Impact assessment, consultation, and communication– recommendations and options

77. **Impact assessment** - The independent review's Executive Summary recommends that the Council should *"continue to embed accessibility and equity considerations into tariff decisions"*.

78. The Council is committed to embed accessibility and equity considerations into decisions. The Council Equity, Diversity, and Inclusion Strategy 2025-28 commits all service areas to conduct human rights and equity impact analysis as an integral part of decision-making process. An Equality Impact Assessment was published to enable the Executive to full consider the impacts of the parking charges changes in June 2025 and assessments are also conducted to support wider Council policy and budget decisions.

79. Future decisions on parking charges will be subject to the same requirement for human rights and equity impact analysis to be presented to support the decision makers. No change is therefore recommended as this is already in place.

80. **Blue Badge scheme -** It is important to note that the council has consistently adopted a policy of free unlimited parking for Blue Badge holders. Under the national scheme, badge holders can park without charge or time limit in otherwise restricted on-street parking environments (including ResPark areas) and can park on yellow lines for up to three hours, unless a loading ban is in place, but off-street car parks managed by Councils and third parties are not covered by the scheme.

81. This means that for off-street car parks, it is up to the car park owner to decide whether Blue Badge holders can park free of charge and for how long. Some local authorities charge Blue Badge holders for parking in their car parks, but Blue Badge holders can park free of charge without a time limit in City of York Council car parks.

82. The Arup review also reported some feedback requesting some improvements to the Blue Badge scheme. The Blue Badge scheme is a national scheme, and the Department for Transport sets the eligibility criteria for a Blue Badge and the national concessions available to badge holders under the scheme. Local authorities are responsible for the day-to-day administration and enforcement of the scheme. The Council can therefore not make changes to the scheme but can report this feedback to the Department for Transport for consideration at the national level.

83. **Consultation -** This recommendation from the independent review is based on feedback from businesses and residents who expressed their concerns that no consultation was undertaken before the changes to parking charges were implemented. The independent review recommends that the Council be *“transparent*

about the evidence base and decision criteria, monitoring and publishing key impacts (e.g. footfall, dwell time, displacement and equality impacts), and clearly demonstrating how feedback has informed proposals".

84. The principle of using parking cost as a lever to encourage a switch to more sustainable modes of transport was included in the LTS consultation. The wider Council budget consultation also considered increasing parking charges. There was however no specific consultation events or surveys undertaken for the specific changes made to parking charges for the areas under consideration in this report in 2025/26.

85. It is important to note that there is no legal requirement for the Council to consult on changes to existing parking charges (under the Road Traffic Regulation Act 1984 Sections 35C and 46A and the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 Part V).

86. Based on the feedback received, it is however **recommended that the Council commits to change the current process to undertake a non-statutory consultation exercise where significant changes to parking charges are being considered**. This is defined as increases above the rate of increase for City of York Council standard fees and charges. This will require additional staff and financial resources to run the consultation, gather, and analyse the feedback received and will increase the lead time required to make significant changes to parking charges. It will however provide valuable information and feedback to better understand and assess the impacts of proposed changes and inform decision making.

87. The independent review also makes recommendation on monitoring impacts and publishing data. Where data is available and directly relevant and related to parking, this will be included in the revised annual parking account report (see below). Available economic data is already published on the Council's Open Data platform.

88. **Communication** – The independent review makes several recommendations related to improving communication on parking policy and wider transport policy and strategy:

    a) *"Demonstrate a fair deal for communities by strengthening transparency and communication around how any retained*

or increased parking revenue is reinvested into transport and environmental improvements";

b) *"Be more proactive around communicating the clear long-term transport vision that sets out the intended direction for the city in line with the various key policy documents including the existing LTS, the outcomes sought, and how different policies connect to that vision"*;

c) *"Be transparent about the "why" and the "what next" – explain the problems being addressed, what evidence is being used, and what success will look like"*;

d) *"Set out a visible investment plan for sustainable alternatives, including what will be delivered, when, where, and who benefits"*; and

e) *"Develop a stakeholder buy-in and engagement approach"*.

89. Under Section 55 of the Road Traffic Regulation Act 1984, local authorities are legally required to maintain a ring-fenced account for income and expenditure relating to on-street parking and enforcement and to report on this account.

90. City of York Council publishes high level information, showing revenue collected, expenditure, and the re-investment of any surpluses, in its annual parking report (available here: https://data.yorkopendata.org/dataset/parking-report). These reports do not provide the level of detail required to meet the review's recommendations.

91. **It is therefore recommended that the format of the annual parking account report be reviewed against industry guidance and best practice to develop an updated report template which will provide more detailed information on parking and enforcement revenue and how it is reinvested**.

92. The Council already works closely with key stakeholders, along with interest and partnership groups set up to consider specific aspects of transport such as the Enhanced Partnership Bus Forum, the Combined Authority Active Travel Forum, the York Access Forum, etc.

93. No change is therefore proposed in response to these recommendations, which are clearly linked to the LTS and its Implementation Plan and how changes brought forward through these are communicated.

Transport strategy and wider issues - recommendations and options

94. The independent review recommends further improvements to sustainable transport and integrated ticketing and journey planning across modes of transport.

95. These recommendations are important in the context of the LTS and its Implementation Plan. They also link to the Mayoral Combined Authority's Transport Strategy and the Combined Authority's powers on public transport and ticketing.

96. No options are considered in this report however as these wider issues are addressed in the LTS where they fall within the Council's remit and will be addressed by the Combined Authority's Transport Plan where relevant.

97. Finally, the independent review recommends that the Council should *"advocate for wider fairness levers outside parking charges by clarifying the Council's role as an enabler and partner, for example by providing evidence, coordination and formal representations to national government, while supporting local trader and business groups to lead and shape lobbying and campaigning activity on issues such as business rates and high-street viability (e.g. "Save Our High Street" style campaigns)"*.

98. The Council already acts as an enabler and partner to prepare and present formal representations to national government and the Mayoral Combined Authority where possible. It is however important to recognise that, as for the decision made on parking charges, many of these regional or national level decisions are the result of challenging compromises aiming to find a balance between competing priorities.

Organisational Impact and Implications

99. The following implications have been identified.

- **Financial** – The Council's budget planning assumes revenues around £11.2m from off street and on-street car parking charges. The proposals in this report potentially reduce revenues by circa £18k, however it is possible that changes in behaviour results in additional revenues. No change to the budget is therefore proposed at this stage. There will be additional costs incurred in delivering the changes with regards advertising, signage and ICT

development but these will be contained within parking expenditure budgets.

- **Human Resources (HR)** – No HR implications identified.

- **Legal** – The review of car parking charges set out in this report has been undertaken in accordance with the statutory guidance issued under the Traffic Management Act 2004. The Council has the power to vary charges for off-street and on-street parking under sections 35 and 46A of the Road Traffic Regulation Act 1984. In accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 the Council is required to publish a notice of variation setting out the changes in a local newspaper for 21 days. The notice of variation is also required to be placed in prominent positions in the car parks and may be placed along roads in which the parking places are situated until the new charges come into force.

- **Procurement** – No direct procurement implications identified. If the work on the parking strategy requires external support, the relevant procurement rules and processes will be followed.

- **Health and Wellbeing** – Limited mixed impacts identified. Positive through more affordable access by car to community areas but negative impact due to the potential for a small increase in car use/mileage.

- **Environment and Climate action** – Potential for limited negative impact on vehicle emissions due to the reduction in parking charges proposed for community parking areas. This impact should be limited, however, due to the small number of areas/parking spaces in scope.

- **Affordability** – Potential for limited positive impact on affordability of parking for residents parking in community parking areas.

- **Equalities and Human Rights –** Low mixed (positive and negative) impacts have been identified through the HREA process (Annex A) for the following rights and groups: right to private and family life, age, disability, pregnancy and maternity, religion and belief, carers, and low-income groups.

  The assessment concludes that reduced parking pricing for residents with a Minster Badge in selected community areas will support those who want or need to access these areas by car.

Current parking charges will remain for those without a Minster Badge, with the potential for some negative impacts.

Parking prices are used as a lever to encourage the use of more sustainable modes of transport to achieve the objectives of the Local Transport Strategy and Climate Change Strategy. In this context the current charges serve the legitimate aims of reducing traffic congestion and air pollution and encouraging the use of more sustainable modes of transport, making travel by bus, cycling and walking and public spaces more attractive for everyone.

Blue Badge holders continue to benefit from free unlimited parking in off-street car parks and in on-street bays.

- **Data Protection and Privacy –** No impacts identified, no Data Protection Impact Assessment (DPIA) required as the recommendations included in this report have no impact on personal data processing.

- **Communications –** This is a high profile issue for communities and local media and, as such, will require significant communications support. In particular around the recommended changes to the Minster badge and discount levels in community parking areas, if approved. Communication support will also be required in advance of any significant price changes, to run and publicise the informal consultation, and for the development of a parking strategy (as part of the wider Movement and Place framework).

- **Economy –** Where parking charges are reduced (if approved), this could result in higher footfall and dwell times in those locations. These impacts will be limited as the changes only target a few areas and many other factors influence shopping behaviour and economic performance.

Risks and Mitigations

100. Key risks identified include:

    a) Where parking charges are reduced, this could result in a lower level of shift to sustainable modes of transport and delay achieving the objectives of the LTS and Climate Change Strategy. As the changes are relatively modest and targeted, this impact is likely to be modest and could be

offset by other changes to encourage the use of more sustainable modes of transport;

b) Recommendations from the parking strategy, once developed and approved, may lead to further parking restrictions and increases in/changes to parking charges;

c) The introduction of an informal consultation for significant parking charges will delay the process and require additional resources but may reduce the risk of challenge under TMA.

Wards Impacted

101. The four areas included in the independent review are located in Heworth, Guildhall and Micklegate wards, but all wards are impacted as residents from all wards can purchase a Minster Badge and use the car parks and streets included in the review.

Contact details

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

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Date:	18 August 2026

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Background papers

Traffic Management Act 2004 Right to challenge parking policies statutory guidance: https://www.gov.uk/government/publications/right-to-challenge-parking-policies

22 April 2025 Executive Member for Transport decision on Urgent Review of Parking charges: https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=7406

3 June 2025 Executive decision on Review of Parking Charges: https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=7440

16 June 2026 Place Scrutiny Committee, including “Car parking charges review” at Item 5: https://democracy.york.gov.uk/ieListDocuments.aspx?CId=1122&MId=15737

Revised parking charges approved as part of the 2026/27 budget decision https://democracy.york.gov.uk/documents/s186995/Item%2010%20-%20Financial%20Strategy%202026-27%20to%202030-31%20-%20Annex%203a-3t.pdf

Annexes

- Annex A: Human Rights and Equality Assessment (HREA)
- Annex B: Resident and Traders proposals to mitigate increased Car park charging
- Annex C: Arup Independent Review - Executive Summary
- Annex C1: Arup Independent Review - Micklegate Survey Findings
- Annex C2: Arup Independent Review – Bishopthorpe Road Survey Findings
- Annex C3: Arup Independent Review – Heworth Survey Findings
- Annex C4: Arup Independent Review – The Groves Survey Findings

- Annex D: Overview of Council Car Parking and Highways and Transport services income and expenditure
- Annex E: Arup Independent Review – Questionnaire

City of York Council and Centre for Applied Human Rights

Human Rights and Equality Assessment (HREA)

Who is submitting the proposal?

Directorate	Environmental and Regulatory Services
Service Area	Highways
Name of proposal	Review of CYC community car park and on-street parking charges in response to petitions
Lead Officer	Dave Atkinson
Date Assessment Started	2025/26
Date Assessment Completed	August 2026

Names of those who contributed to the assessment			
Name	**Job Title**	**Organisation**	**Area of Expertise**
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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.
	This assessment accompanies a report to the Executive following a review of CYC community car park and on-street parking charges in response to petitions in four areas: Bishopthorpe Road, Micklegate, The Groves and East Parade car park in Heworth. The changes recommended for approval by the Executive are: • changes to parking charges: changes to the Minster Badge, from the current charge of £45 for two years, to an annual charge of £15, and increased discount for Minster Badge holders parking in community parking areas from the current 30% discount to 50% discount • introduction of an informal consultation stage before a decision is made on significant (substantially above inflation) increases to Council parking charges; and • publication of the annual parking account report in a revised format, to provide more detail on parking revenue and how it is reinvested into transport and environmental improvements. Only the first of the recommendations listed above is assessed here as it is the only recommendation which is likely to have an impact on Equity and Human Rights.

1.2	**Are there any external considerations?**
	Legislation / government directive / codes of practice etc.
	Road Traffic Regulation Act 1984 (including Sections 35C and 46A) Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 Part V) Traffic Management Act 2004 Right to challenge parking policies

1.3	**Who are the stakeholders and what are their interests?**
	Consider both internal and external stakeholders.
	Car parking users including York residents and visitors in the four areas covered by the review, including Blue Badge holders parking in the car parks or on street and people with protected characteristics under the Equality Act 2010 Businesses, groups and organisations in the four areas covered by the review Other highway users, including people travelling by bus, cycling and walking In the context of this report, stakeholders' interests are mainly around access, cost of parking, availability and cost of other modes of transport, ability to load and service properties, safety and convenience.

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 recommended changes to parking charges aim to acknowledge the feedback and recommendations received through the independent review and continue to balance competing priorities to deliver the Local Transport Strategy's objectives. How this relates to the Council's strategies is presented in the main report.

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**
	Budget consultation	Starting back in May 2024, the council has undertaken a comprehensive budget consultation which concluded in December 2024. This is summarised from Paragraph 38 here: https://democracy.york.gov.uk/documents/s181127/Executive%20Financial%20Strategy.pdf Data from the consultation is available here: https://www.data.gov.uk/dataset/aedff60d99e5-4d67-ba8e-13dc0b6cf931/budget-consultation
	Economic assessment	The council commissions and publishes independent economic data about spend and transactions, and footfall data. Parking transaction data where available.
	Petitions and feedback submitted to the Council	The petitions initiated the review and the feedback received separately from the independent review is summarised in Annex B
	Independent review consultation and feedback	Presented in Annexes C and C1 to C4, the questionnaire used for the review is included in Annex E

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.

Draft

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 reassign-ment Including Trans, Non-binary, Intersex	Marriage and civil partnership	Pregnancy and maternity	Race	Religion and belief	Sex	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*	No differential impact identified													
Prohibition of torture*	No differential impact identified													
Prohibition of slavery and forced labour*	No differential impact identified													
Right to liberty, movement and security (including freedom of movement)***	No differential impact identified													
Right to a fair trial*	No differential impact identified													
No punishment without law*	No differential impact identified													
Right to private and family life***		Mixed impacts	Mixed impacts	No differential impact identified	No differential impact identified	Mixed impacts	No differential impact identified	Mixed impacts	No differential impact identified	No differential impact identified	Mixed impacts	Mixed impacts	No differential impact identified	No differential impact identified
Freedom of thought,	No differenti													

Equalities Human Rights	Everyone	Age including financial, digital exclusion impacts	Disability Including financial, digital exclusion impacts	Gender reassign-ment Including Trans, Non-binary, Intersex	Marriage and civil partnership	Pregnancy and maternity	Race	Religion and belief	Sex	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
conscience, and belief* **	al impact identified													
Freedom of expression* **	No differential impact identified													
Freedom of assembly* **	No differential impact identified													
Right to marry* **	No differential impact identified													
Right to property* **	No differential impact identified													
Right to education* **	No differential impact identified													
Right to free elections* **	No differential impact identified													
Right to housing* **	No differential impact identified													

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 impacts of the recommended changes to parking charges are mixed for this group: - Blue Badge holders will continue to park free of charge for unlimited times - Positive impact due to lower parking charges proposed for residents with a Minster Badge in specific community areas - Current charges remain for those without a Minster Badge and in other areas - The proposed changes to parking charges may result in modest increases in driving and car mileage to/from these areas, making the area less attractive for people who walk and cycle (including older and younger people who may not be able to drive or may not have access to a car)	Positive and negative	Low
Disability	The impacts of the recommended changes to parking charges are mixed for this group: - Blue Badge holders will continue to park free of charge for unlimited times. Some disabled people do not hold a Blue Badge and can therefore not benefit from this. - Positive impact due to lower parking charges proposed for residents with a Minster Badge in specific community areas - Current charges remain for those without a Minster Badge and in other areas	Positive and negative	Low

	- The proposed changes to parking charges may result in modest increases in driving and car mileage to/from these areas, making the area less attractive for disabled people who use a mobility aid, walk, and cycle (including those who may not be able to drive or may not have access to a car)		
Gender reassignment	No differential impact identified		
Marriage and Civil Partnership	No differential impact identified		
Pregnancy and Maternity	The impacts of the recommended changes to parking charges are mixed for this group: - Positive impact due to lower parking charges proposed for residents with a Minster Badge in specific community areas - Current charges remain for those without a Minster Badge and in other areas - The proposed changes to parking charges may result in modest increases in driving and car mileage to/from these areas, making the area less attractive for people who walk, and cycle (including those with babies and young children who may not be able to drive or may not have access to a car)	Positive and negative	Low
Race	No differential impact identified		
Religion and Belief	The impacts of the recommended changes to parking charges are mixed for this group: - Positive impact due to lower parking charges proposed for residents with a Minster Badge in specific community areas, which may assist with accessing places of worship by car	Positive and negative	Low

	- Current charges remain for those without a Minster Badge and in other areas - The proposed changes to parking charges may result in modest increases in driving and car mileage to/from these areas, making the area less attractive for people who walk, and cycle (including those accessing places of worship who may not be able to drive or may not have access to a car)		
Sex	No differential impact identified		
Sexual Orientation	No differential impact identified		

Other social – economic groups			
Carer	The impacts of the recommended changes to parking charges are mixed for this group: - Blue Badge holders will continue to park free of charge for unlimited times so if a carer is supporting a Blue Badge holder (providing a lift, helping with shopping, etc) this will apply to them as well. Some disabled people do not hold a Blue Badge and they and their carers can therefore not benefit from this. - Positive impact due to lower parking charges proposed for residents with a Minster Badge in specific community areas. Carers of York residents may not live in York and therefore might not be eligible for a Minster Badge. - Current charges remain for those without a Minster Badge and in other areas	Positive and negative	Low

	- The proposed changes to parking charges may result in modest increases in driving and car mileage to/from these areas, making the area less attractive for disabled people who use a mobility aid, walk, and cycle and their carers (including those who may not be able to drive or may not have access to a car)		
Care Leavers	No differential impact identified		
Low income groups	The impacts of the recommended changes to parking charges are mixed for this group: - Positive impact due to lower parking charges proposed for residents with a Minster Badge in specific community areas, - Current charges remain for those without a Minster Badge and in other areas - The proposed changes to parking charges may result in modest increases in driving and car mileage to/from these areas, making the area less attractive for people who walk, and cycle (including those who may not be able to drive or may not have access to a car)	Positive and negative	Low
Veterans and armed Forces	No differential impact identified		
Other	Not applicable		
Human Rights (list any rights impacted)			
Right to private and family life	Parking pricing can have an indirect impact on this right as high prices can result in social isolation, leisure restriction, potentially pricing people out of some areas.	Positive and negative	Low

	Parking prices can however be justified as they can serve legitimate aims like reducing traffic congestion and encouraging the use of more sustainable modes of transport, making travel by bus, cycling and walking and public spaces more attractive for everyone. The impacts of the recommended changes to parking charges are mixed: - Positive due to lower parking charges proposed for residents with a Minster Badge in specific community areas - Charges remain as they are for those without a Minster Badge and in other areas - The proposed reduced charges may result in modest increases in driving and car mileage to/from these areas		

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Step 4 – Gaps in data and knowledge

4.1	What are the main gaps in information and understanding of the impact of your proposal?		
	When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities. Please indicate actions you will take to resolve this gap. As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.		
	Gaps in data or knowledge	**Action to deal with this**	**Date resolved**
	Actual impact of changes proposed on parking behaviour	Continue to monitor parking and transport trends as change is implemented and monitor feedback from stakeholders	Continuous process

Step 5 - Maximising positive impacts

5.1	What has been done to optimise opportunities to advance equality / human rights or foster good relations?
	Targeted engagement through the independent review process Continuous offer of free unlimited parking in Council run off-street car parks Customer Services Team offers assistance for digital parking permit applications for people who do not have access to the internet or require support for other reasons, offering appointments at West Offices

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**
	Continue with the proposal (despite the potential for adverse impact)	Reduced parking pricing for residents with a Minster Badge in selected community areas will support those who want or need to access these areas by car. Current parking charges will remain for those without a Minster Badge, with the potential for some negative impacts as listed above. Parking prices are used as a lever to encourage the use of more sustainable modes of transport to achieve the objectives of the Local Transport Strategy and

		Climate Change Strategy. In this context the current charges serve the legitimate aims of reducing traffic congestion and air pollution and encouraging the use of more sustainable modes of transport, making travel by bus, cycling and walking and public spaces more attractive for everyone. Blue Badge holders continue to benefit from free unlimited parking in off-street car parks and in on-street bays.

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**
	Affordability issues for those who are not Blue Badge holders and do not qualify for a Minster Badge	Continue to share information on public transport (including reduced fares, etc) and other modes of transport available Deliver the sustainable transport improvements identified in the LTS and its Implementation Plan	Director of City Development & MCA	On-going

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?
	Continue to monitor parking and transport trends as change is implemented and monitor feedback from stakeholders Parking charges are typically reviewed annually, with the impact monitored at 3,6 and 9 months.

Parking Policy

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Annex B
Resident and Traders proposals to mitigate increased Car park charging

The below provides a non-exhaustive list of interventions that were suggested by traders and/or residents through the open responses in the consultation – listed by petition area.

They have not been assessed against local policies or potential wider implications. This means they might not be deliverable or funded, however, are shared with Scrutiny to demonstrate the types of interventions residents and traders are keen the council explores further.

Micklegate

- Reduce parking charges overall, with a focus on affordability for short-stay trips and quick visits
- Introduce a short period of free parking (e.g. 30 minutes) to incentivise shorter 'popping by' trips
- Introduce targeted discounts or concessions (e.g., for residents, local businesses, staff, or customers)
- Improve public transport so it is a credible alternative to driving (more reliable, more frequent, and more affordable services, including outside peak times)
- Strengthen park and ride as a core access option (capacity, frequency, and overall value for users)
- Reinvest parking revenues transparently into transport and accessibility improvements
- Enhance active travel options (safer, more convenient walking and cycling routes) to support local trips without a car
- Review wider traffic management and access arrangements to ensure the area remains accessible for people, deliveries, and local activity
- Ensure parking and transport policies consider accessibility needs (e.g., for disabled people, older residents, and families) and provide practical alternatives

Bishopthorpe

- Reduce parking charges overall, including reversing or substantially revising the April 2025 tariff increases
- Reintroduce affordable short-stay parking (e.g., free or significantly reduced first 30–60 minutes) to support quick trips and local spending
- Introduce targeted discounts or concessions (e.g., for local residents, local businesses/staff, and/or customers)
- Consider proof-of-purchase parking schemes (e.g., retailer validation) and/or resident-only short-stay concessions
- Explore more flexible pricing and payment models (e.g., pay-on-exit and options that reduce reliance on digital-only payment)
- Ensure parking policy accounts for accessibility and equity impacts, including disabled people who are not eligible for Blue Badge concessions
- Improve public transport as an alternative to car use (e.g., better bus frequency, reliability, coverage and capacity, cheaper fares, and stronger park-and-ride provision)
- Continue to invest in active travel (walking and cycling), including better connected cycle routes and increased cycle parking
- Adopt a more localised approach to parking policy for neighbourhood high streets (rather than mirroring city-centre tariffs), with proportionate short-stay pricing
- Improve consultation, transparency and use of evidence in setting tariffs

Heworth

- Reduce parking charges, particularly for short-stay visits (including reintroducing a low-cost/short-duration tariff)
- Introduce targeted concessions (e.g. a limited free period for quick errands, and/or resident and local business/customer discounts)
- Where parking charges are retained or increased, reinvest revenue transparently in local transport improvements and communicate the rationale and intended outcomes more clearly
- Ensure any parking and transport changes reflect accessibility needs (including disabled people, older residents and families) and provide realistic alternatives to car travel

- Improve public transport (particularly bus frequency, reliability and connectivity) and strengthen active travel provision (including safer routes and more secure cycle parking)
- Review wider traffic management and road safety measures to support local

The Groves

- Reduce short-stay parking charges (including consideration of a much lower tariff for the first 30 minutes to 2 hours, e.g. 1–1.5 hours, to support “nip-in” visits and local trade)
- Introduce differentiated pricing / discounts for York residents and permit holders (including residents’ permits and Minster pass holders), with respondents noting a preference for simpler access to discounts
- Provide free or cheaper parking at specific times and for specific needs (e.g. Sundays, evenings/overnight, and situations such as medical appointments), reflecting affordability and accessibility concerns
- Improve public transport as an alternative to car trips (including cheaper fares, more direct/less circuitous routes, improved coverage to key destinations, higher frequency and reliability, and a more effective Park and Ride offer with sufficient capacity)
- Address parking displacement into residential streets and perceived imbalances between permit and non permit spaces, to reduce inappropriate/unsafe parking and pressure on local streets
- Improve the accessibility of parking operations (e.g. clearer/up-to-date signage and consideration of barriers created by cashless-only payment systems for some users)
- Review wider network changes raised alongside parking charges (including concerns about road closures/through-routes and junction operation), where these were perceived to increase congestion and car mileage

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ARUP

York City Council

Healthy Places - Right to Challenge Car Parking Price Consultation

Executive Summary

Reference: Final

Final | 22 May 2026



This report takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 313147-00

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Contents

1.	Purpose and background	1
2.	Headline findings	1
2.1	Business owners	1
2.2	Residents / visitors	1
3.	The policy context	2
4.	The challenge around competing priorities	3
5.	Recommendations	4
5.1	Recommendations subset 1: Fairness and equity	4
5.2	Recommendations subset 2: Striking the right balance	5
5.3	Recommendations subset 3: Securing buy-in for a long-term vision	6
6.	Conclusion	7

1. Purpose and background

Ove Arup and Partners Ltd (Arup) have been commissioned by City of York Council (CYC) to undertake an independent consultation on car parking charges in four areas of the city, namely Bishopthorpe Road, Micklegate, The Groves, and Heworth. Following CYC's decision in April 2025 to increase charges for CYC-owned car parking, traders and residents in Bishopthorpe Road, Micklegate and The Groves have initiated a challenge to parking charges through The Right to Challenge Parking Policies Statutory Guidance under the Traffic Management Act 2004. Separately, traders in Heworth have raised a petition against the increases in car parking charges.

Acting independently, Arup ran a consultation exercise from 17th December 2025 to 31st March 2026 which included both online and in-person engagement. We have reviewed and consolidated feedback and provided CYC with reports which identify common issues and collate the needs and concerns of local residents, traders, and the wider community in each of the study areas.

This Executive Summary has been prepared to summarise the headline findings across the four areas of York, and to provide a set of clear recommendations for CYC as the process moves through to scrutiny and, ultimately, a decision.

2. Headline findings

In total, there were 1,016 responses to the consultation across the four study areas. This included 107 business owners and 909 residents/visitors. The headline findings from these different groups are presented below. Many of the headline findings were common across the four areas, but where any of the areas differed significantly from the average, *these figures have been provided in brackets.*

2.1 Business owners

- 56% of business owners *(67% in Heworth)* reported "*fewer customers and lower spend*" as a result of the increased parking charges. 15% of respondents *(40% in the Groves)* reported "*no change*".
- 43% of business owners *(30% in Bishopthorpe Road, higher at all other locations)* reported that the increase in parking charges has impacted their ability to park at their business or take deliveries
- In response to an open text question asking business owners what action they would like CYC to take in response to the challenge over parking charge increases, the most popular themes were:
  - 69 respondents suggested the provision of cheaper parking;
  - 32 respondents suggested improved public transport;
  - 10 respondents suggested improved active travel infrastructure; and
  - 6 respondents expressed their support for the parking charge increases.

2.2 Residents / visitors

- 81% of respondents *(72% in the Groves)* drive to their selected location.
- Reasons for travelling by car included "*no suitable alternative mode*" (327 respondents), "*it forms part of a multi-purpose journey*" (318 respondents), "*practicality*" (233 respondents), "*necessity*" (220 respondents), "*comfort*" (101 respondents) and "*safety*" (68 respondents).
- When asked how the increase in parking charges has impacted their parking habits, respondents most frequently cited "*using car parks less frequently*" (444 respondents), "*parking in different locations*"

(302 respondents), "*changing where they travel to*" (443 respondents) and "*parking for shorter amounts of time*" (147 respondents).

- 78% of respondents *(57% in the Groves)* stated that their visits to the selected destination have decreased since the parking charges were increased.
- In response to an open text question around actions residents and visitors what action they would like CYC to take in response to the challenge over parking charge increases, the most popular themes were:
  - 584 respondents suggested providing cheaper parking *(the top selection in all four locations)*;
  - 217 respondents suggested improving public transport;
  - 55 respondents suggested improving cycling and walking infrastructure; and
  - 57 respondents expressed support for the parking charge increases.
- Of those who suggested the provision of cheaper parking:
  - 58% *(40% in Micklegate)* were in favour of a blanket reduction in prices;
  - 23% *(35% in Micklegate)* supported cheap or free parking for short durations; and
  - 12% *(37% in the Groves)* suggested discounts for residents / business / customers.

3. The policy context

York's approach to parking pricing sits within a wider policy framework that seeks to bring forward rapid decarbonisation; provide improved and more equitable transport options; and promote a thriving, inclusive economy. Collectively, the city's strategies position parking management (including charges) as one lever among many to manage scarce road space; reduce congestion and emissions; and support city-centre vitality.

Relevant policies are:

- **Local climate change ambition**: The *York Climate Change Strategy 2022–2032* sets the city's net zero direction. It identifies transport as a major source of emissions and requires sustained reductions through both cleaner vehicles and reduced car dependency.
- **Transport provision and mode shift**: The *York Local Transport Strategy (LTS) 2024–2040* is explicitly framed as an enabler of the Climate Change Strategy, with a stated need to achieve a 71% reduction in transport carbon emissions by 2030 delivered through a shift to more sustainable transport modes. This strategy sets a vision for an accessible, affordable, sustainable and resilient transport network that improves health and supports a thriving economy, prioritising walking, wheeling, cycling and public transport, while maintaining access for essential car journeys. Its *Implementation Plan 2024–2026* commits to a parking strategy that makes best use of limited highway space and encourages use of Park & Ride, alongside bus priority and safer active-travel routes. The *Joint Health and Wellbeing Strategy 2022–2032* reinforces this direction through its focus on prevention and creating environments that enable physical activity and reduce health inequalities.
- **Economic ambition and city-centre vitality**: The *Council Plan 2023–2027* and *York Economic Strategy 2022–2032* emphasise inclusive, sustainable growth – raising productivity and earnings while supporting net zero ambitions. The *Our City Centre Vision* highlights how footfall and vibrancy are central to a successful centre (supporting businesses, services and jobs), while also setting expectations for a city centre that is welcoming, accessible and sustainable. Within this framing, parking policy is part of a broader 'access offer' that must work alongside high-quality public transport and attractive public realm.

In this context, increases in parking charges are a demand-management tool to help achieve wider polity outcomes, helping to reduce congestion and emissions, help fund and encourage the use of sustainable transport, and helping create a city centre that remains accessible and economically resilient during the transition to net zero.

4. The challenge around competing priorities

York is not unique in facing challenges around car parking. The city must manage a high, and growing, demand for convenient access to local centres; physical limitations on road width and kerb space; and an expectation from residents that towns and cities should be healthier, cleaner and more people friendly. Nearly all cities in the UK are implementing a mixed strategy to address these challenges combining financial measures (e.g. congestion charging, parking charges, workplace parking charges) with physical measures (e.g. reorganising road space and prioritisation of signals to promote sustainable and active travel).

The consultation feedback shows that changes to parking are felt quickly and acutely by residents and traders, but it also underlines that there are no easy solutions that satisfy the needs of all users.

In practice, decisions on parking charges sit within wider trade-offs about how the city manages movement, place and access in line with its prevailing policy. The strategic direction of travel for York, as with many other cities, is to enable more trips by walking, wheeling, cycling and public transport, with car use being focused on journeys where there is no realistic alternative. Delivering this, implies reallocating limited road space and kerbside space; prioritising bus reliability, cycle routes and safer crossings; and defining loading and Blue Badge access, whist recognising that such measures will reduce general parking supply and/or convenience.

Parking charges are one lever for managing a scarce resource. They can encourage greater turnover/usage of car parking spaces and help manage demand. However, parking charges cannot deliver policy outcomes on their own. Any pricing approach needs to be aligned with complementary measures, namely good public transport, safe and convenient active travel routes, clear information and proportionate enforcement, so that people have credible alternatives.

CYC must therefore balance competing priorities, for example:

- **Access vs. climate and congestion**: supporting access for shoppers, visitors and some workers while reducing traffic, emissions and delay.
- **Residents vs. visitors**: residents need reliable access to park near home (including permits, visitor bays, and space for carers/trades), and protection from overspill and displacement; visitors need convenient, legible short-stay parking close to shops and services.
- **Parking turnover vs. convenience vs. wider policy objectives**: balancing short-stay parking to support access to shops and services, while avoiding displacement into surrounding streets and recognising the Council's wider objectives to reduce car use and encourage sustainable travel. For example, low-cost short-stay parking may improve convenience but could conflict with congestion and climate goals, requiring clear trade-offs to be acknowledged.
- **Space for parking vs. space for sustainable modes**: choosing where highly constrained space is best used for bus priority, cycling, wider footways, loading and accessibility as an alternative to on-street car parking.

Overall, there is no single "right answer" on parking and solutions are very location specific. While the general trend across cities in the UK is for car parking charges to continue to increase, any change can have uneven impacts and may result in unintended consequences such as shifting demand elsewhere. The challenge is to apply the policy direction consistently, while being transparent about trade-offs and using a balanced package of measures which provide realistic transport options. In implementing change, it is important that councils remain responsive, communicate clearly and adjust and refine their approach over time in response to evidence.

5. Recommendations

This section sets out a series of recommendations that could be considered by CYC following its review of the consultation responses. These recommendations draw from suggestions made by respondents, supplemented with Arup's professional expertise and experience from working with cities across the UK and considering alignment with current local policy. No detailed recommendation is made where parking charges should be set – this must be a decision for CYC – but we do observe that the current parking charges are broadly similar to charges seen in other UK cities with similar social and economic profiles.

Our recommendations are grouped into themed subsets which reflect consultation feedback and local policy ambitions.

5.1 Recommendations subset 1: Fairness and equity

One of the key recurring themes from the consultation was around fairness and equity. The following recommendations could be implemented to ensure these principles are baked into CYC's strategy around parking charges and any future decisions.

- **Apply charges fairly and consistently** across locations and user groups, building on the Equality Impact Assessment (EqIA) already undertaken and the clear intent to deliver consistency through previous changes. Consultation feedback consistently highlighted a perceived lack of consistency between locations and confusion about how charges, concessions and controls fit together as an overall approach. It should be noted that much of this feedback was highlighting the disparity between Council-managed car parks and large 'out-of-town' retail parks with free parking such as Monks Cross. CYC have very limited influence over these locations and so any parking strategy needs to be clear on this distinction and that it applies to Council-managed car parks only. Where targeted concessions are permitted to reflect local circumstances (see recommendations subset 2), these should be applied within clear legal and policy parameters and communicated transparently, so users understand the rationale and scope of any differences to avoid perceived unequal treatment.
- **Continue to embed accessibility and equity considerations into tariff decisions,** informed by the completed EqIA, and by engagement feedback from groups such as disabled people older residents and families. Where concerns relate to aspects of the national Blue Badge scheme that fall outside CYC's direct control, the Council should support local accessibility groups in identifying evidence-based issues and, where appropriate, lobby central government for improvements. Any future more localised options to mitigate adverse impacts should be evidence-led, proportionate and practicable, recognising the legal, operational and enforcement constraints associated with tailoring tariffs to specific user groups.
- **Avoid digital exclusion** by consolidating and enhancing the existing policy approach, which has already been strengthened through the retention of non-digital payment options and the completed EqIA. Consultation feedback indicates that challenges persist, so further realistic improvements could focus on optimising what is already in place, for example clearer and more consistent signage, better communication of available non-digital options, and operational adjustments that support users who may struggle with digital systems. Additional engagement with groups representing those most at risk of digital exclusion would help ensure any future decisions remain proportionate, evidence-led and practicable.
- **Address displacement and permit/non-permit imbalance** to minimise the risk that any future changes to parking charges shift additional pressure onto residential streets or disproportionately affect particular neighbourhoods. This is a particular issue in Heworth where '1 hour no return' parking does create this kind of pressure. This should build on existing approaches such as controlled parking zones (e.g. ResPark), while explicitly recognising the trade-offs involved, including potential impacts on residents where new controls are introduced (see Recommendations subset 2 for further detail around ResPark). Ongoing monitoring and engagement with affected communities would help ensure that measures manage displacement effectively without creating unintended consequences.
- **Demonstrate a fair deal for communities** by strengthening transparency and communication around how any retained or increased parking revenue is reinvested into transport and environmental

improvements, including but not limited to accessibility-related measures (e.g. buses, park-and-ride, active travel). This should clearly articulate the rationale for reinvestment decisions, the outcomes sought, and progress against them, building on existing statutory requirements and supporting public understanding and confidence in the wider vision (see recommendations subset 3).

- **Run any future consultations proactively and fairly** by being transparent about the evidence base and decision criteria, monitoring and publishing key impacts (e.g. footfall, dwell time, displacement and equality impacts), and clearly demonstrating how feedback has informed proposals. As part of this, changes to parking charges and supporting policies should form a much more prominent and structured component of the Council's existing annual budget consultation process, rather than the current light-touch approach. This will require CYC officers to prepare an annual parking evidence report that proactively compiles relevant data, articulates the rationale for any proposed changes, and sets out how they align with wider policy objectives. This updated process should include specific and targeted engagement with interested parties such as trader and resident groups, and be presented in a format that is easy for stakeholders to understand. The scope, timing and frequency of any additional consultation activity outside of this annual window should be proportionate, recognising that there is no statutory requirement to consult on parking charges and that more extensive consultation can have resource implications and delay decision-making.
- **Advocate for wider fairness levers outside parking charges** by clarifying the Council's role as an enabler and partner, for example by providing evidence, coordination and formal representations to national government, while supporting local trader and business groups to lead and shape lobbying and campaigning activity on issues such as business rates and high-street viability (e.g. "Save Our High Street" style campaigns). This should also recognise the increasingly prominent role of the Mayor and the Mayoral Combined Authority as key political and strategic actors for York and North Yorkshire, with whom the Council can collaborate to amplify local priorities and strengthen the collective voice on issues affecting economic fairness and high-street resilience.

5.2 Recommendations subset 2: Striking the right balance

As described in Section 4 above, parking charges will always be contentious and striking the right balance is critical in driving ambitious policy outcomes while considering the needs of all users. The following set of recommendations are related to increasing flexibility in response to local circumstances.

- **Explore the potential for targeted charging measures that support local trade.** Examples could include (but not be limited to):
  - Providing a limited period of free parking (for example, around 30 minutes) to facilitate quick 'drop-in' trips for nearby residents and shoppers. Any such offer would need to be carefully calibrated so that it is long enough to benefit local businesses but not so long that it enables access to more distant parts of the city centre.
  - First hour pricing adjustments, potentially just in 'community parking locations' such as those forming the basis of this review. This would support short-stay visits to local businesses but discourage use for commuting or longer trips that should be in scope for park and ride services.
  - More granular charging within the first hour (e.g. 15- or 30-minute increments) to enhance perceived fairness and better support short visits. Consideration would need to be given to increased complexity and operational and enforcement challenges.
  - Introduce a flat or reduced rate for the first hour across all Council-managed car parks and on-street bays to support local businesses and short visits.

  Consideration of these approaches should assess operational practicality and equity impacts, and give due consideration to the striking the right balance between promoting economic vibrancy in local centres and wider policy goals included in the Local Transport Strategy, including promoting sustainable travel.
- **Monitor and refine existing resident and permit-holder mitigation measures, alongside time-specific parking flexibilities** to ensure they continue to incentivise the right behaviours, reflect localised impacts and minimise unintended consequences. Existing provision includes:

  - The York Minster Badge gives York residents discounts on parking in council car parks and on-street parking bays. It currently costs £45 for 2 years.
  - The York Residents' Parking (ResPark) scheme is a permit system that prioritises on-street parking for eligible residents and their visitors withing designated zones.

  The Minster Badge and ResPark schemes should be considered together to ensure they operate consistently across the city and support wider policy goals. The Minster Badge (offering free evening parking until 2021 but now charged at £2) sits alongside other local arrangements such as free after-6pm parking on Bishopthorpe Road and in Heworth, and free Sunday parking on Micklegate, creating inconsistencies that can unintentionally displace visitor parking into nearby ResPark streets. A coordinated review should therefore examine how these schemes interact, including the pricing and discount structure of the Minster Badge to ensure it provides sufficient incentive for eligible residents while still supporting sustainable travel for short trips, and the geographical coverage of ResPark schemes. Options for the Minster Badge could include an overall price reduction, an increased discount and targeted enhancements in community parking locations. This should also include consideration of how Sundays operate, particularly in relation to religious services (see the following recommendation for more detail), as part of a wider strategy for equitable and consistent time-based concessions. Alongside this, ResPark arrangements should continue to be monitored and refined to ensure they reflect localised impacts, avoid displacement pressures, and remain simple and fair for residents. Any adjustments across either scheme should be evidence-led, proportionate, legally compliant and clearly communicated so that residents understand how the different elements fit together and why changes are being made.

- **Support access to religious services** following a set of core principles around consistency, fairness and avoiding unintended displacement, building on the previous recommendation. This includes addressing current inconsistencies, such as free Sunday morning parking on Micklegate, and recognising situations where places of worship benefit from informal flexibilities, for example the area around York Mosque where parking is currently free but on the waiting list to be converted to a ResPark. A clearer city-wide approach should apply needs-based flexibilities that align with service times (including major festivals and peak observance periods) through clear, published criteria and a consistent consultation and application process. Any such flexibilities should build on existing permit frameworks where possible, with defined eligibility, time limits and locations to ensure they can be implemented and enforced fairly and consistently across different faiths and areas of the city. Clear communication of how and when these arrangements apply would be essential to maintain transparency and confidence.

- **Monitor and iterate** the recommendations identified through this report using proportionate and deliverable monitoring approaches to track outcomes such as turnover, displacement and accessibility impacts. Given that data collection (particularly parking surveys) can be resource-intensive, monitoring should draw where possible on existing data sources, lighter-touch methods and time-limited evaluations. Measures should then be refined based on the evidence available and stakeholder feedback. Reporting this data, and any related decisions around parking policy should be done annually as part of the Council's existing budget consultation process (see Recommendations subset 1 for more detail).

5.3 Recommendations subset 3: Securing buy-in for a long-term vision

The third subset of recommendations is focussed on setting a clear long-term vision for transport in the city and securing buy-in from stakeholders and local communities. A key theme through the consultation responses was a lack of transparency around why parking charges need to be increased, and what CYC's plans are around investing in alternative sustainable modes. The existing Local Transport Strategy and associated Implementation Plans set out a clear direction of travel for transport investment in the city, but more clearly communicating how parking charges will contribute to these ambitions should be a priority.

- **Be more proactive around communicating the clear long-term transport vision** that sets out the intended direction for the city in line with the various key policy documents including the existing Local Transport Strategy (e.g. more walking, cycling and public transport for everyday trips), the outcomes sought (access, safety, air quality, economic vitality), and how different policies connect to that vision. All future consultation and decisions around parking charges should be framed in this wider policy context. This narrative should also be included as part of the annual budget and reporting process (see

Recommendations subset 1 for more detail), including high-level reporting of how transport-related revenues and budgets are being used to fund transport and environmental improvements in York.

- **Be transparent about the "why" and the "what next"** – explain the problems being addressed (e.g. congestion, limited space, maintenance, climate/air quality goals), what evidence is being used, and what success will look like (with measurable indicators and review points).
- **Set out a visible investment plan for sustainable alternatives**, including what will be delivered, when, where, and who benefits.
- **Optimise and enhance York's sustainable transport offer** by strengthening the park-and-ride network as the city's key radial spine for intercepting visitor and strategic trips, supported by reliable local bus services and high-quality active travel links. Significant progress has already been made, including the recent increase in frequency of the Number 11 bus from hourly to half-hourly, improving connections between Bishopthorpe Road, the city centre and Heworth, and this momentum should continue. Working closely with the Mayoral Combined Authority and public transport operators, the Council should pursue further incremental improvements to route coverage, service frequency, integration quality, reliability wayfinding and passenger information, ensuring that enhancements are deliverable within funding constraints and reinforce sustainable travel as an attractive, convenient choice for residents and visitors.
- **Integrate ticketing and journey planning across modes** – work with the Combined Authority to build on the success of the York Ticket and other initiatives to make it simpler to combine park and ride with buses, walking and cycling (through the LCWIP); improve real-time information and consistency of messaging across platforms and on-street signage.
- **Develop a stakeholder buy-in and engagement approach** – identify key groups (e.g. resident associations, businesses, disability groups, faith groups, universities/colleges, visitor economy), agree clear engagement principles, and use regular, existing forums (rather than one-off consultations) to help shape proposals, test emerging ideas and monitor impacts over time. Include clear feedback loops to demonstrate how stakeholder views have been considered and influenced decisions.

6. Conclusion

Overall, the independent consultation demonstrates that the perception of residents, visitors and businesses is that parking charge increases have had a significant impact. Participants in the consultation have raised strong concerns about affordability, access and the effect on local centres. The challenge for York is to balance these perceived impacts against wider policy objectives around congestion, emissions, public realm and the long-term shift towards more sustainable travel. While setting a clear recommendation for the pricing in each of the four locations in the City was not within this study's remit, our review of the York Local Transport Strategy, and our consideration of comparable UK towns and cities that face similar parking provision challenges, suggests that the increased prices in York are broadly in line with actions taken in other comparable parts of the UK.

However, while due process was technically followed throughout by the Council, the manner and scale of the increases, including the absence of consultation at the time, and increases of charges of up to 500% in some locations, did not represent best practice. Feedback from participants in the consultation tells us that this contributed to local concerns and the subsequent challenges which have led to this independent review.

It is our strong recommendation that any future increases should be implemented more transparently and gradually, potentially through a phased approach and in consultation with the local communities impacted to obtain support, incorporate wider views on both constraints and potential concessions. The final decision on pricing strategy rests with the Council and elected members. Regardless of the final decision they reach, the current situation could be mitigated through the implementation of some of the recommendations set out in Section 5 of this report. These should now be given due consideration by the Council as part of the next steps of this process.

A common thread through many of the recommendations is for any future changes to parking charges to form a much more prominent component of the Council's existing annual budget consultation process. This should be accompanied by clear data-led reporting around the rationale and evidence for any proposed changes, a robust link through to wider policy objectives, and a reinvestment plan for any additional revenue generated by the changes. This annual reporting will improve transparency in decision-making and help to restore trust in the process.

ARUP

City of York Council

Healthy Places – Right to Challenge Car Parking Price Consultation

Micklegate Survey Findings

Reference: 313147-00

Final | 26 May 2026



This report takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 313147-00

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Contents

1.	Introduction	1
1.1	Purpose and background	1
1.2	Report structure	1
2.	Local context	2
2.1	Introduction	2
2.2	Study area	2
2.3	Parking provision	3
3.	Consultation method	5
3.1	Background	5
3.2	Survey period	5
3.3	Survey methods	5
3.4	Survey questions	5
3.5	Drop-in session	5
4.	Survey findings	6
4.1	Introduction	6
4.2	Understanding the survey sample	6
4.3	Impact to business owners/managers	8
4.4	Impact to residents/visitors	11
4.5	Summary of drop-in session findings	17
5.	Summary	18
5.1	Responses from business owners	18
5.2	Responses from residents / visitors	18
5.3	Summary of policy suggestions	19

Tables

Table 2-1 Summary of parking provision in the Micklegate area 3

Table 2-2 Summary of daytime short stay parking charge increases – Sunday to Thursday 4

Table 2-3 Summary of daytime short stay parking charge increases – Friday, Saturday, and events 4

Table 4-1 Demographic comparison between survey sample and Yorkshire and the Humber population (2021 Census) 6

Figures

Figure 2-1 Micklegate study area 2

Figure 4-1 Types businesses owned/managed by respondents (Q3) 8

Figure 4-2 Changes in customer spending since April 2025 price increases (Q4) 9

Figure 4-3 The impact of April 25 parking charge increases in being able to park or take deliveries (Q5) 9

Figure 4-4 Business owner key themes when considering York's Transport Strategy (Q12) 10

Figure 4-5 Trip frequency of residents driving to and parking in Micklegate (Q6) 11

Figure 4-6 Residents reason for travelling via car (Q7) 12
Figure 4-7 Resident parking habit changes since the April 25 price increases (Q9) 12
Figure 4-8 Trip frequency post April 25 price increases (Q11) 13
Figure 4-9 Type of parking space accessed by residents in Micklegate (Q8) 13
Figure 4-10 Distance residents are willing to travel from their destination for cheaper or free parking (Q10) 14
Figure 4-11 Residents key themes when considering York's Transport Strategy (Q12) 15
Figure 4-12 Sub themes of theme 1: reduce parking charges (Q12) 15
Figure 4-13 Sub themes of theme 3: improve public transport (Q12) 16

Appendices

Appendix A A-1
Micklegate Parking Charges (pre and post April 2025) A-1
A.1 Micklegate on-street parking charges – January 2025 A-2
A.2 Micklegate on-street parking charges – April 2025 A-2
A.3 Nunnery Lane Car Park charges – January 2025 A-3
A.4 Nunnery Lane Car Park charges – April 2025 A-3
A.5 Bishophill Senior and Lower Priory Street Charges January 2025 A-4
A.6 Bishophill Senior and Lower Priory Street Charges April 2025 A-4

Appendix B B-1
B.1 Right to Challenge Car Parking Price Consultation Survey B-1

1. Introduction

1.1 Purpose and background

Ove Arup and Partners Ltd (Arup) have been commissioned by City of York Council (CYC) to undertake an independent review of car parking charges in four areas of the city, namely Bishopthorpe Road, Micklegate, The Groves, and Heworth. Following the Council's decision to increase charges in April 2025 for local, council owned car parking, traders and residents in Bishopthorpe Road, Micklegate and The Groves have initiated a challenge to parking charges through The Right to Challenge Parking Policies Statutory Guidance under the Traffic Management Act 2004. Separately, traders in Heworth have raised a petition against the proposed increases in car parking charges.

Acting as an independent voice, Arup's role has been to lead a consultation exercise (which ran from 17th December 2025 to 27th February 2026) and provide CYC with unbiased findings, reflecting the needs and concerns of local residents, traders, and the wider community. This report presents the findings of the consultation for the Micklegate area (separate reports have been prepared for the other three areas mentioned). Feedback during the consultation was obtained from the following:

- An online survey
- Drop-in sessions for members of the public

The findings presented in this report will support CYC in making a decision on the issue. On completion of the review, the Council will publish the findings from the independent review and details of when it will be considered. The outcome of the decision will be published via the council website.

1.2 Report structure

- Section 2 includes the local context for the Micklegate area
- Section 3 provides details of the survey
- Section 4 presents the findings of the consultation for business owners/managers and residents/visitors
- Section 5 summarises the headline findings and a series of policy recommendations based on the survey responses

2. Local context

2.1 Introduction

This section provides an overview of the study area, highlighting the area in Micklegate affected by the parking charge increases, and details of the increases implemented.

2.2 Study area

The Micklegate study area is located just southwest of the city centre, adjacent to York station and the River Ouse. Micklegate is a historic street connecting the city's western side (south of the river) to the centre via Ouse Bridge. The street is known for a variety of boutique shopping and dining destinations, as well as the Micklegate Run. The wider Micklegate area is also a tourism hotspot, encompassing the City Wall trail, Baile Hill and numerous hotels. Section 4.3.1 provides details of the types of businesses owned/managed by respondents to the survey.

Figure 2-1 shows the boundary of the Micklegate study area, highlighting the parking provision, including CYC-owned parking affected by the price increases.

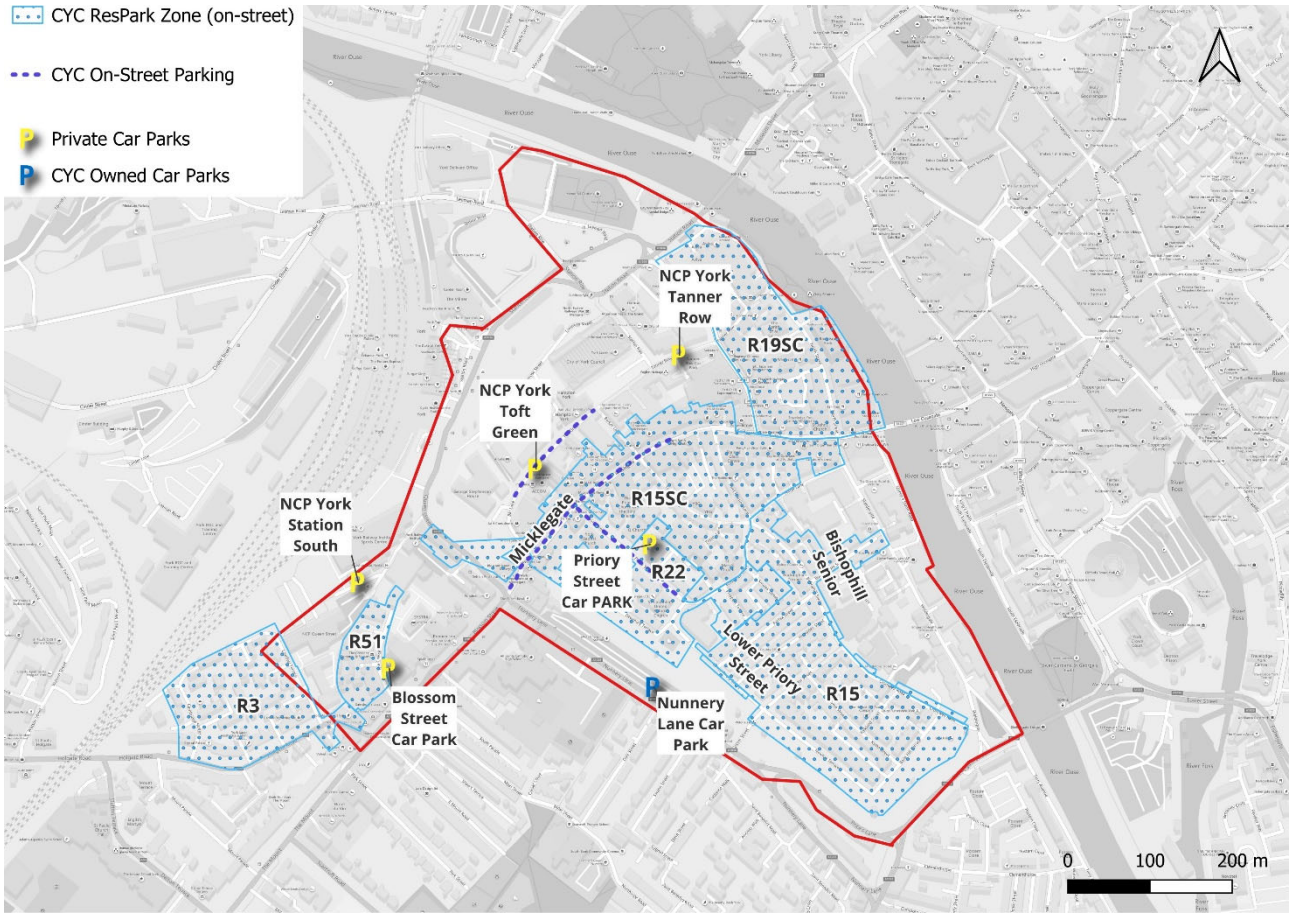


Figure 2-1 Micklegate study area

2.3 Parking provision

As shown in Figure 2-1, parking provision in the Micklegate area is comprised of a combination of on- and off-street parking. Table 2-1 below summarises the provision at these locations.

Table 2-1 Summary of parking provision in the Micklegate area

Parking location	Managed by CYC	Spaces	Further details
Nunnery Lane Car Park	Yes	167	Open 24-hours. Charges apply from 8.00am to midnight. Charges apply every day including Sundays and Bank Holidays.
Micklegate on-street parking	Yes	~29	Parking available for up to 3 hours Monday to Sunday daytime. After 18:00 parking is available at an evening rate. Parking is free on Sundays between 08:00 and 13:00.
Priory Street on-street parking	Yes	~20	Parking available for up to 3 hours Monday to Sunday daytime. After 18:00 parking is available at an evening rate. Parking is free on Sundays between 08:00 and 13:00.
Bishophill Senior on-street parking	Yes	~16	Up to 1 hour of parking available for people not a part of the residents' priority parking scheme (ResPark) between 08:00 and 20:00
Lower Priory Street on-street parking	Yes	~12	Up to 1 hour of parking available for people not a part of the residents' priority parking scheme (ResPark) between 08:00 and 20:00
R15 Bishophill	Yes	~70	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. **Up to 10 minutes** of parking available for people not a part of the residents' priority parking scheme (Centre ResPark) between 08:00 and 20:00
R15SC Micklegate	Yes	~50	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. A mixture of **up to 10 minutes** or up to 1 hour of parking available for people not a part of the residents' priority parking scheme (Centre ResPark) between 08:00 and 20:00
R19SC North Street	Yes	~40	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. **Up to 10 minutes** of parking available for people not a part of the residents' priority parking scheme (Centre ResPark) between 08:00 and 20:00
R22 Dewsbury Terrace	Yes	~30	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. Parking **available for up to 3 hours** Monday to Sunday daytime. After 18:00 parking is available at an evening rate. Parking is free on Sundays between 08:00 and 13:00.
R51 The Crescent	Yes	~10	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. A mixture of up to **10 minutes** or up to **1 hour** of parking available for people not a part of the residents' priority parking scheme (Centre ResPark) between 08:00 and 20:00

Parking location	Managed by CYC	Spaces	Further details
NCP York Tanner Row	No	257	Parking available 06:00-23:59 Monday to Sunday
NCP York Station South	No	128	Open 24 hours
Blossom Street Car Park	No	28	Parking available all day Monday to Sunday

In April 2025, CYC introduced a new price framework for local, council managed car parking (see Table 2-1 and Figure 2-1 for parking affected in the Micklegate area). This resulted in increased charges for both short and long stay visits (mostly affecting daytime parking). Table 2-2 and Table 2-3 below summarise the increases for daytime (before 18:00) short stay parking up to two hours for these locations. This highlights that price increases range from a 56% to 304% in these areas. The 30 minute parking option was also removed during these price increases. A full breakdown of the price increases can be found in Appendix A.

Table 2-2 Summary of daytime short stay parking charge increases – Sunday to Thursday

Location	Duration	Pre April 2025	Post April 2025	Change
Nunnery Lane Car Park	Up to 2 hours	£6.20	£9.70	+£3.50
Micklegate and Priory Street on-street parking	Up to 2 hours	£6.20	£9.70	+£3.50
Bishophill Senior and Lower Priory Street on street parking	Up to 1 hour	£1.20	£4.85	+£3.65

Table 2-3 Summary of daytime short stay parking charge increases – Friday, Saturday, and events

Location	Duration	Pre April 2025	Post April 2025	Change
Nunnery Lane Car Park	Up to 2 hours	£6.20	£10.60	+£4.40
Micklegate and Priory Street on-street parking	Up to 2 hours	£6.20	£10.60	+£4.40
Bishophill Senior and Lower Priory Street on street parking	Up to 1 hour	£1.20	£5.30	+£4.10

3. Consultation method

3.1 Background

A survey for online and in-person distribution was created by Arup in collaboration with CYC, to gain insight into the impacts the increases in parking charges have had on local businesses, residents and visitors in four areas of the city, including Bishopthorpe Road, Micklegate, The Groves, and Heworth. This report presents the findings of the consultation for the Micklegate area (separate reports have been prepared for the other three areas mentioned).

3.2 Survey period

The survey period commenced on the 17th of December 2025 and closed on the 27th of February 2026.

3.3 Survey methods

An online survey was launched on the CYC Citizen Space platform on the 17th of December 2025 and was live until 27th of February 2026. Physical paper copies of the survey were distributed to identified businesses, community hubs and libraries within the four study areas, with these locations identified through engagement with local community groups and organisations.

Easy-read versions of this survey were also distributed to libraries and community centres within the study areas. These were produced to ensure the consultation was accessible to people with learning disabilities and others who may find standard written materials difficult to understand. The Easy Read surveys were developed by adapting the standard consultation questionnaire into an Easy Read format, using plain language, simplified sentence structures, clear layout, and supporting images, while retaining the core intent of the original questions. The design of the Easy Read version was undertaken by Easy Read UK[1] and it aligns with CYC's Accessible Communications Standards[2].

3.4 Survey questions

The survey consists of twelve questions and is split into two sections. The first section was answered by business owners only, and the latter by residents and visitors. Both groups answered the final question regarding York's Local Transport Strategy, and what actions they would like to see in response to the challenge over car parking charge increases.

The survey is comprised of open text and multiple-choice questions, covering topics such as changes in parking habits pre and post price increase, visits to local businesses and services and patterns of spending within defined study areas. The full set of survey questions can be found in Appendix B.

3.5 Drop-in session

Additionally, a drop-in session for business owners/managers and residents/visitors was held in the Westgate Offices foyer on the 23rd of March 2026. Attendees were able to share their views upon parking charges and suggestions to improve parking in their local area.

[1] Easy Read UK help organisations and businesses create accessible documents for people who have difficulty accessing standard written information

[2] City of York Council's Accessible Communication Standards can be found here: https://www.york.gov.uk/downloads/download/231/accessible-communication-standards-easy-read

4. Survey findings

4.1 Introduction

This section presents the findings of the survey for the Micklegate area only. Reports for the three other study areas (Bishopthorpe Road, The Groves, and Heworth) have been prepared separately but using the same structure.

A review of the survey sample is provided in Section 4.2. Findings of the survey are presented in Section 4.3 and Section 4.4 for business owners/managers and residents/visitors respectively. Section 4.5 summarises the findings of the drop-in session.

4.2 Understanding the survey sample

This section provides an overview of how many people participated in the survey, and insights into how applicable the findings are to the local population.

4.2.1 Sample size

A total of 103 people responded to the survey from the Micklegate area, 30 of which were business owners, and 73 of which were residents.

4.2.2 Survey sample characteristics

This sub-section examines how representative the sample is across Micklegate. Checking whether there are any significant differences between the survey's sampled population and the local population across the wider Yorkshire and the Humber region provides an understanding of how responses may be skewed towards certain demographic characteristics.

Table 1 compares the survey sample demographics against the wider Yorkshire and the Humber across age, gender and disability status. The key demographic variables analysed include age, gender, and disability status. The local population comparison sample was compiled using 2021 ONS census data for Yorkshire and the Humber.

For resident disability status, the survey sample seems to be broadly representative of the population of interest. The survey sample has an overrepresentation of middle and older age groups (40- 64) and a corresponding underrepresentation of the youngest. There is also an overrepresentation of male respondents to the survey.

Table 4-1 Demographic comparison between survey sample and Yorkshire and the Humber population (2021 Census)

	Micklegate Respondents	Yorkshire and the Humber
Age		
16-24	1%	11.0%
25-39	15%	19.5%
40-55	34%	20.6%
56-59	12%	5.5%
60-64	15%	6.0%
65+	12%	19.0%
Gender[3]		
Female	33%	50.9%

	Micklegate Respondents	Yorkshire and the Humber
Male	55%	49.1%
Disability status - Do you consider yourself disabled?[4]		
Yes	11%	18.6%
No	78%	81.4%

[3] 11% of respondents answered preferred not to say

[4]11% of respondents answered preferred not to say

4.3 Impact to business owners/managers

This section presents the findings to questions answered by business owners/managers, which covers questions 3-5 and 12 of the survey (see Appendix B).

4.3.1 Types of businesses the respondents own/manage

Relevant Question(s)

Q3: What type of business do you own or manage?

Figure 4-1 shows the types of businesses owned/managed by the respondents. Most respondents operate within the hospitality, health and beauty, and retail industries. Businesses that make up the other category include charity and legal professions.

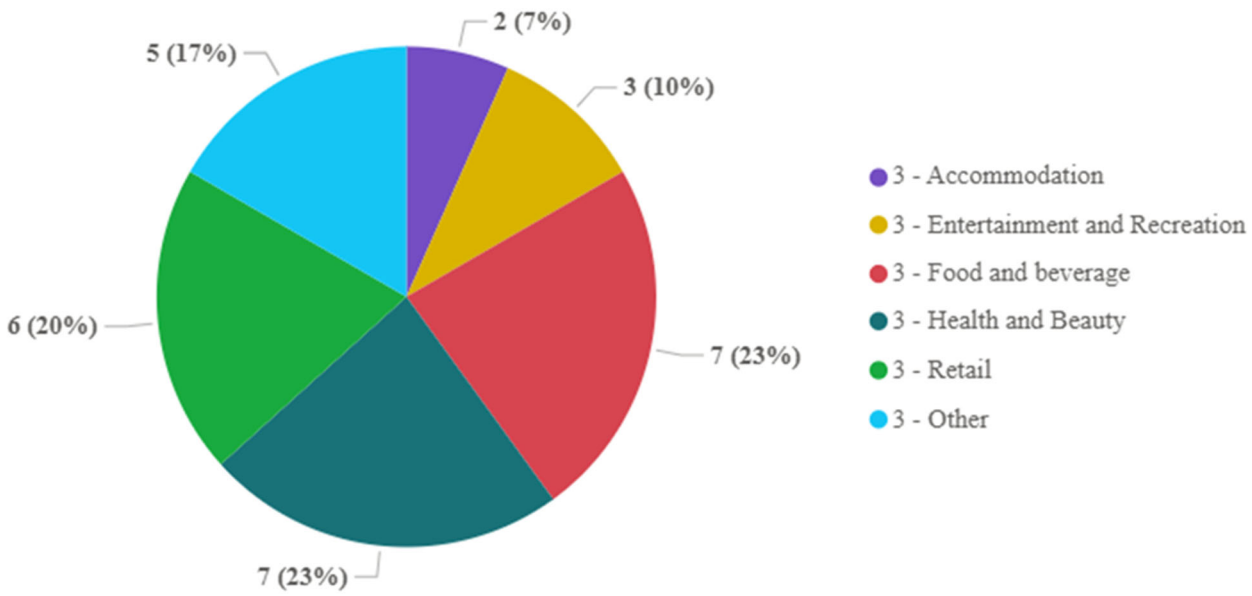


Figure 4-1 Types businesses owned/managed by respondents (Q3)

4.3.2 Impact to customer spending and visits

Relevant Question(s)

Q4: What impact have you seen from the increased parking charges directly on your business?

Question 4 provides insight into changes in customer spend and visits as a result of the parking charge increases. As shown in Figure 4-2, the majority of business owners/managers (57%) reported that there are fewer customers and lower spend since the April 2025 price increases. Of the respondents, 13% were not sure of the impact. The graph shows that few respondents selected the other categories.

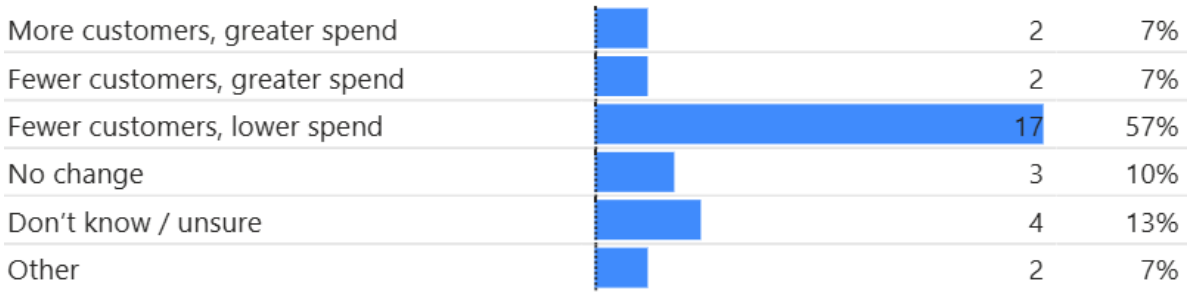


Figure 4-2 Changes in customer spending since April 2025 price increases (Q4)

4.3.3 Impact to business owners/managers

Relevant Question(s)

Q5: Has the increase in parking charges impacted your ability to park at your business or take deliveries?

Question 5 aimed to establish whether the increase in parking charges has had an impact on business owners/managers being able to park or receive deliveries. As shown in Figure 4-3, 59% of business owners/managers reported that there has been an impact, whilst 34% reported no change.

Some business owners that reported an impact also highlighted issues for both customers and staff. Example responses are provided below.

"The increase in parking charges (and removal of parking meters) have been devastating to our business. The previous half hour (50p) and one hour (£1) rates enabled our customers to drop off or collect from our shop [...]Those that do still drive to the shop are often angry at the punitive cost and time and complication of using the telephone parking. The end result is that many of regular customers no longer come into town to shop."

"Yes we no longer can afford to park at our business and the increase for staff to park has been catastrophic most especially in the present environment where it is particularly difficult to source staff. No public transport exists to bring staff home during our opening hours."

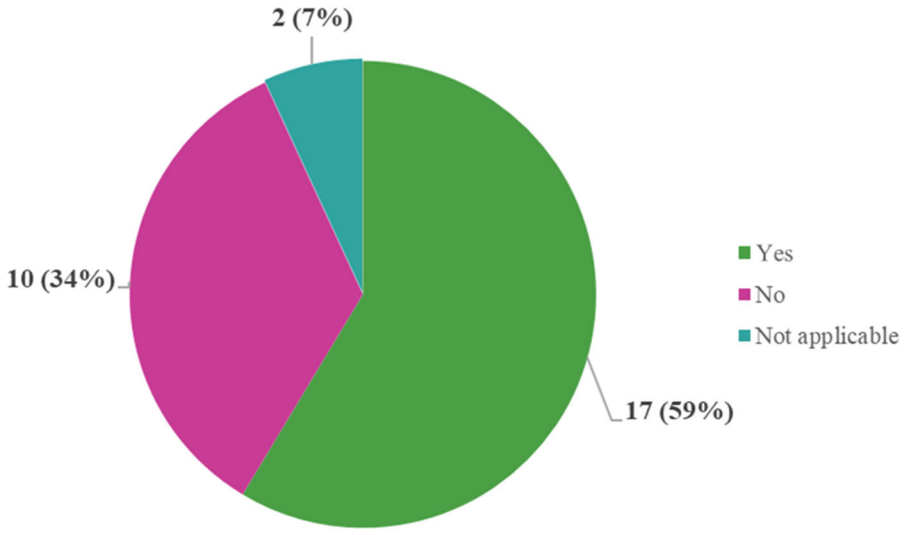


Figure 4-3 The impact of April 25 parking charge increases in being able to park or take deliveries (Q5)

4.3.4 Actions suggested by respondents when considering York's Local Transport Strategy

Relevant Question(s)

Q12: […] Thinking about the Strategy, what actions do you think the council could take in response to the challenge over car parking charge increases?

Question 12 aims to understand the actions respondents would like to see the Council take in response to the challenge over car parking increases, whilst considering York's Local Transport Strategy. Figure 4-4 details the distribution of business owner's responses according to reoccurring key themes. This reveals that an overall majority of business owners would like to see a reduction to parking charges, with an improvement to public transport as the next preferred option.

On the topic of reduced parking charges, business owners explained how cheaper short stay parking benefitted their businesses and use by local people:

"Reduce the fees. These are residents who use these parking spaces where they're 'popping by' in their cars on route to other places. To get the bus it would mean driving pass the car park already on a journey to go home and get two buses. These locations aren't central and are not on every busy route"

On the topic of improved public transport, business owners noted that they would like to see more bus services offered throughout the late evening and into the early mornings in order for customers and staff to have greater flexibility when visiting / travelling to work. There was also a repeated comment for the number eleven bus service* to be more frequent and extend hours, with the price of bus services lowered / subsidised. Some relevant responses are provided below.

"To invest in public transport that is reliable and effective not just at rush hour, but all day and evening."

"More bus services number 11 doesn't run late on nights. Cheaper buses currently cheaper for me to park for what I need. If you opened up some of the closed roads could potentially help on traffic with cars. Bus services to run on time. A lot of my clients are late due to buses not running on time."

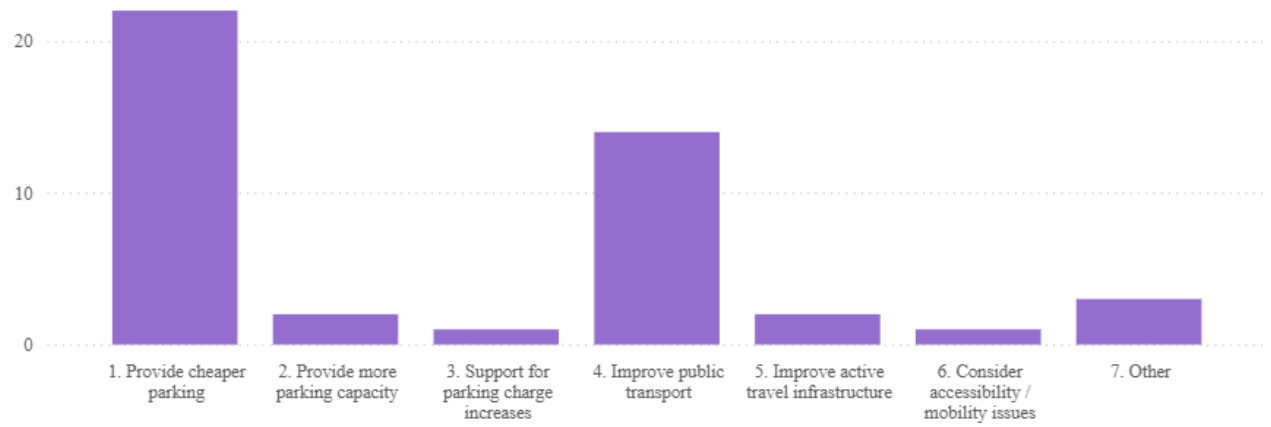


Figure 4-4 Business owner key themes when considering York's Transport Strategy (Q12)

* The number 11 bus is routed through multiple study areas (Heworth, Micklegate and Bishopthorpe Road) with the greatest proportion of the journey taking place along Bishopthorpe Road. Information on the number 11 bus service can be found here: https://www.firstbus.co.uk/uploads/maps/11%20York%20Map%20%28A5%29.pdf

4.4 Impact to residents/visitors

This section presents the findings to questions answered by residents/visitors, which covers questions 6-12 of the survey (see Appendix B).

4.4.1 Parking demand

Relevant Question(s)

Q6: Do you drive to and park at the location you selected, and how often do you make this journey?

Question 6 aims to provide an indication of the demand for parking in the area. As shown in Figure 4-5, the majority of respondents park their car to access Micklegate around once a month (32%). Remaining responses are split fairly evenly across the other categories.

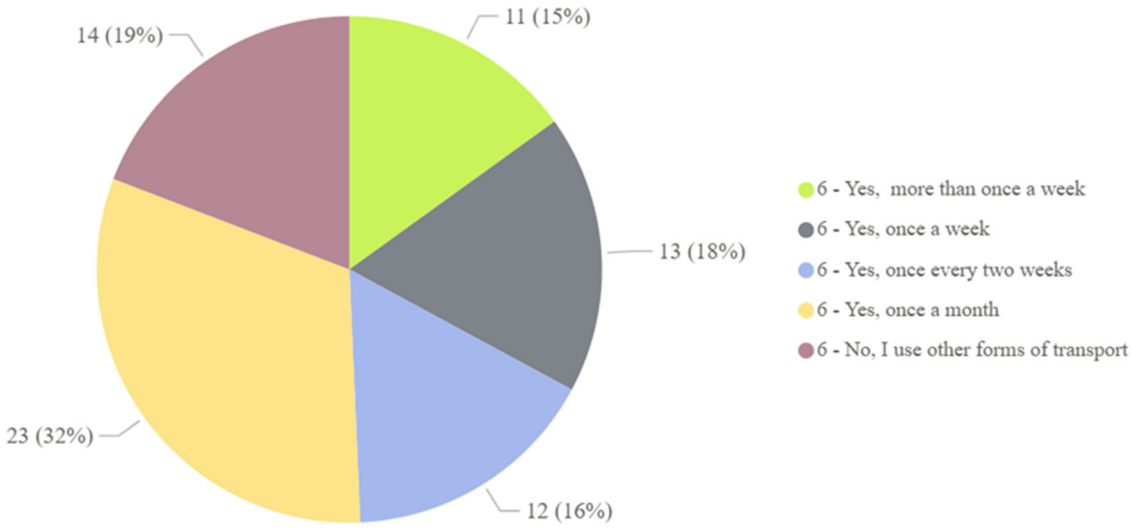


Figure 4-5 Trip frequency of residents driving to and parking in Micklegate (Q6)

4.4.2 Reasons for travelling by car

Relevant Question(s)

Q7: If you drive to your selected area, why do you travel by car instead of other modes e.g. public transport, walking? Select all that apply.

Question 7 aims to gain insight into the reasons residents choose to travel by car. Respondents could select all impacts that apply. As shown in Figure 4-6, the most commonly selected reasons for travelling by car reported include ‘necessity’, ‘practicality’, ‘it forms part of a multi-purpose journey’, and ‘no suitable alternative transport modes available’. It also highlights that only a small number of the respondents travel to Micklegate by alternative modes.

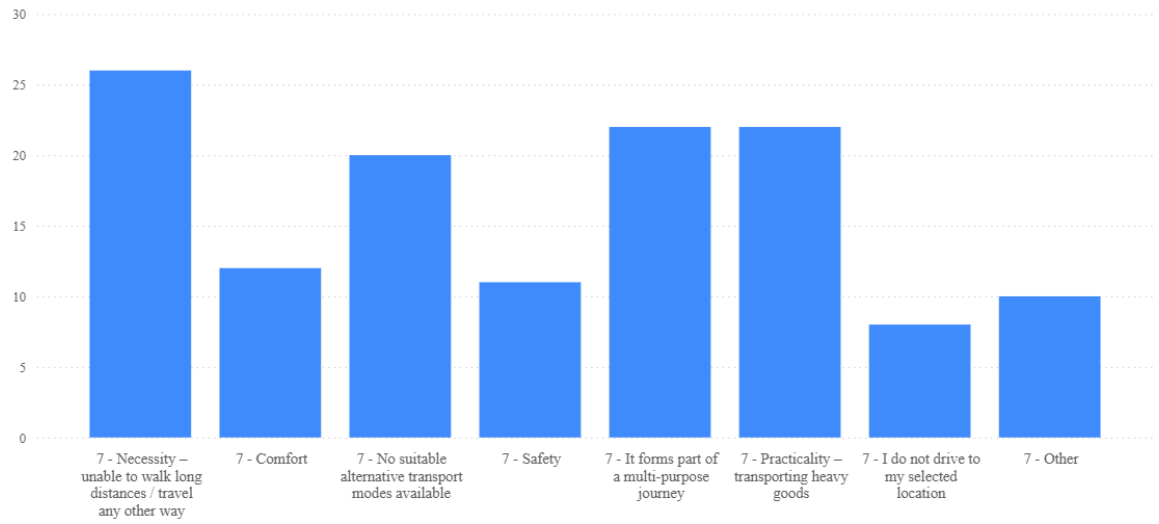


Figure 4-6 Residents reason for travelling via car (Q7)

4.4.3 Impact on travel to the area

Relevant Question(s)

Q9: How has the increase in parking charges (April 2025) affected your parking habits in your selected area? Select all that apply.

Q11: What impact have you seen from the increased charges in terms of your visits to local businesses

Question 9 assessed the impact of the April 2025 price increase upon residents' parking habits within Micklegate. Respondents could select all impacts that apply. As shown in Figure 4-7, the majority of respondents have reported that there has been some form of impact on their parking habits (concerning frequency, location, and duration). The most common impacts reported by the residents include 'I use car parks less frequently', 'I have changed where I travel to (travel to a further destination from my home)', and 'I park in different locations (e.g. residential streets)'. Five respondents reported that they now use other modes of transport.

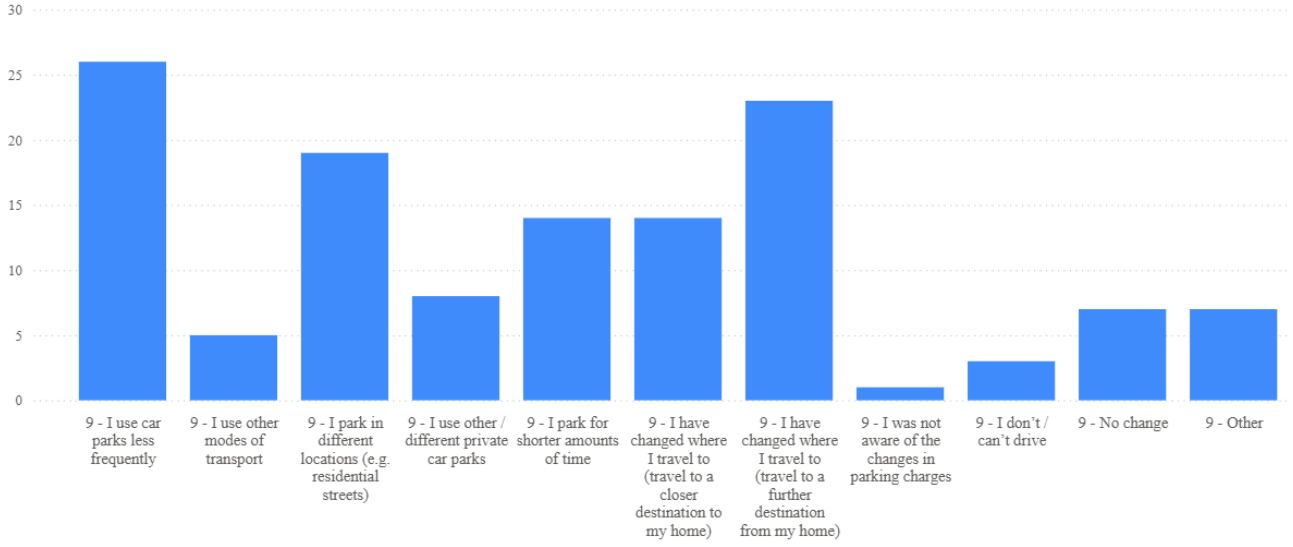


Figure 4-7 Resident parking habit changes since the April 25 price increases (Q9)

Residents were also asked to feedback on the frequencies of these trips as part of question 11. As shown in Figure 4-8, 79% of respondents reported a decrease in trips to Micklegate, followed by 10% reporting their trips had stayed the same and 3% reporting trips have increased.

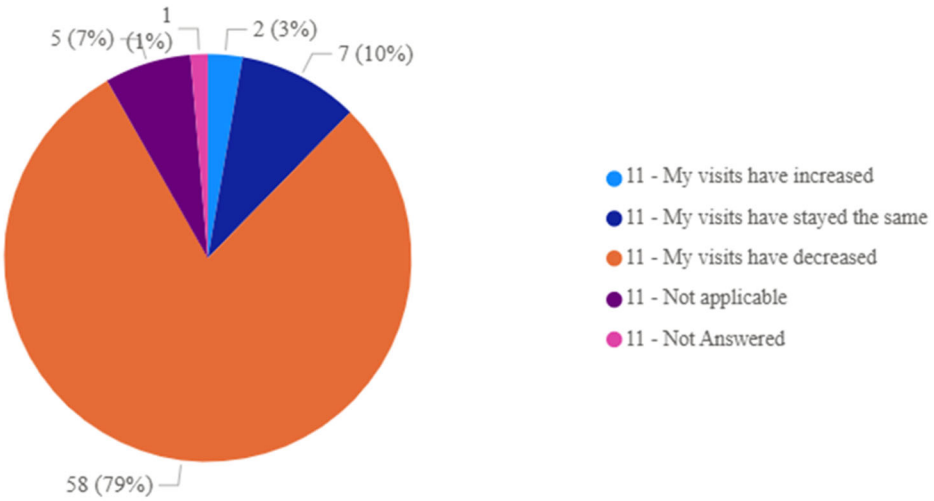


Figure 4-8 Trip frequency post April 25 price increases (Q11)

4.4.4 Parking requirements

Relevant Question(s)

Q8: What type of parking space do you usually park in when visiting your selected area?

Q10: How far away from the area you selected are you willing to park in order to have cheaper or free parking?

Question 8 aims to understand the types of parking spaces residents are accessing when visiting the Micklegate area. As shown in Figure 4-9, most of the parking accessed by the respondents is on-street regular parking (no permit required) at 51%. Regular parking within a car park is the next most accessed at 26%. Of the respondents, 8% selected 'other', which is comprised of users that do not drive, take public transport or use cycle parking.

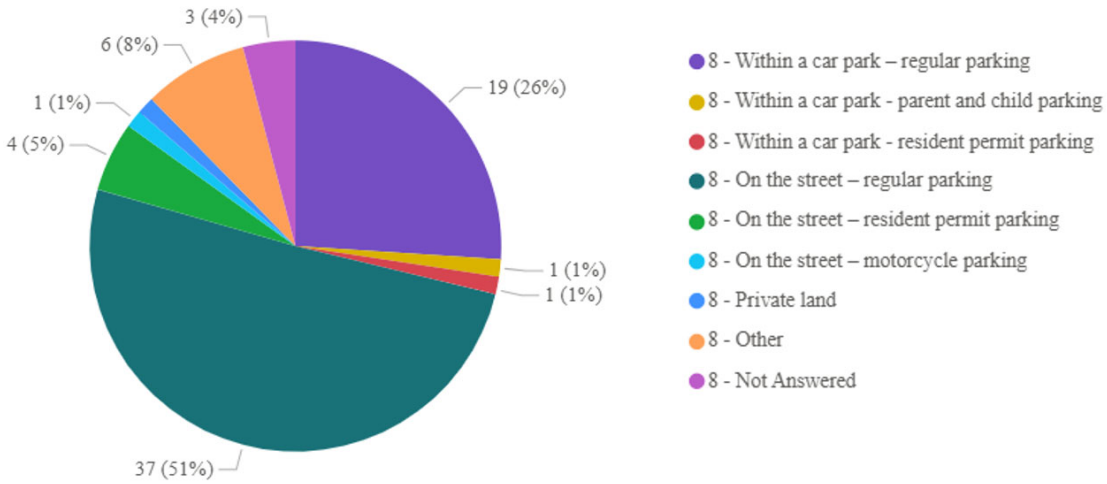


Figure 4-9 Type of parking space accessed by residents in Micklegate (Q8)

Question 10 addresses residents' willingness to travel from their chosen destination in order to access cheaper or free parking. As shown in Figure 4-10, 26% of respondents reported they would be willing to travel below 400m (under 5 minutes), subsequently followed by 18% willing to travel 400m (5 minutes), and 14% over 15 minutes. The figure also highlights that 12% of respondents are willing to travel below 800m (under 10 minutes), and 12% are willing to travel 800m (10 minutes). Relatively few respondents are willing to travel for up to 15 minutes to access cheaper or free parking.

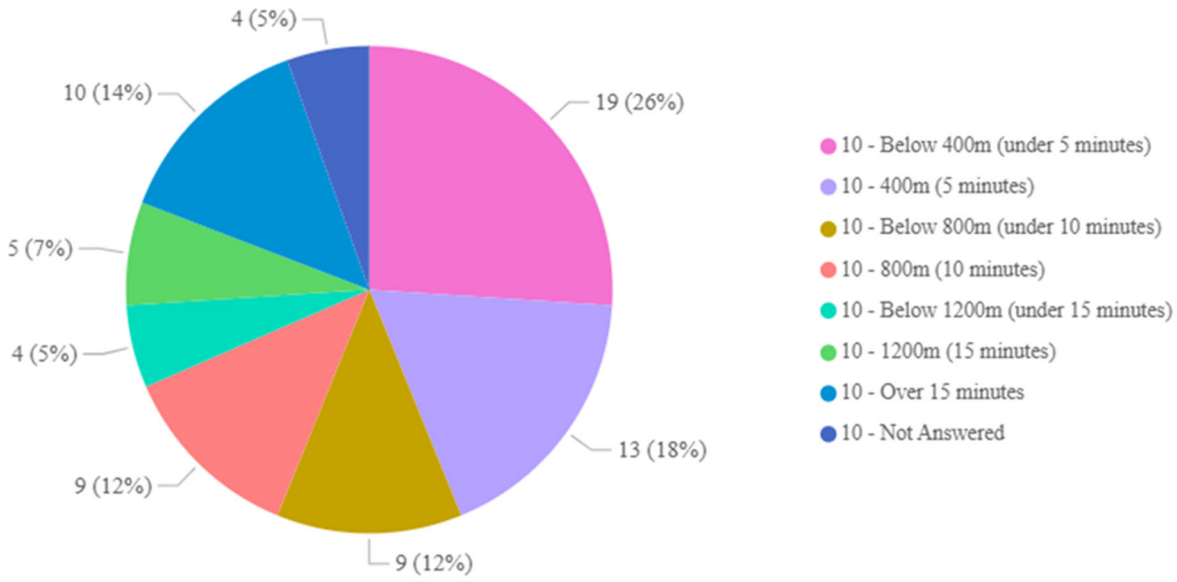


Figure 4-10 Distance residents are willing to travel from their destination for cheaper or free parking (Q10)

4.4.5 Actions suggested by respondents when considering York's Local Transport Strategy

Relevant Question(s)

Q12: […] Thinking about the Strategy, what actions do you think the council could take in response to the challenge over car parking charge increases?

Question 12 is an open text question which aims to understand the actions respondents would like to see the Council take in response to the challenge over car parking increases, whilst considering York's Local Transport Strategy. Figure 4-11 shows the distribution of residents' responses according to recurring themes based on thematic analysis of the open responses. The most common theme identified from responses was '1: reduce parking charges', with '4: improve public transport', and '5: improve active travel infrastructure' also being raised by multiple respondents. A smaller number of respondents were also supportive of further increases to parking charges.

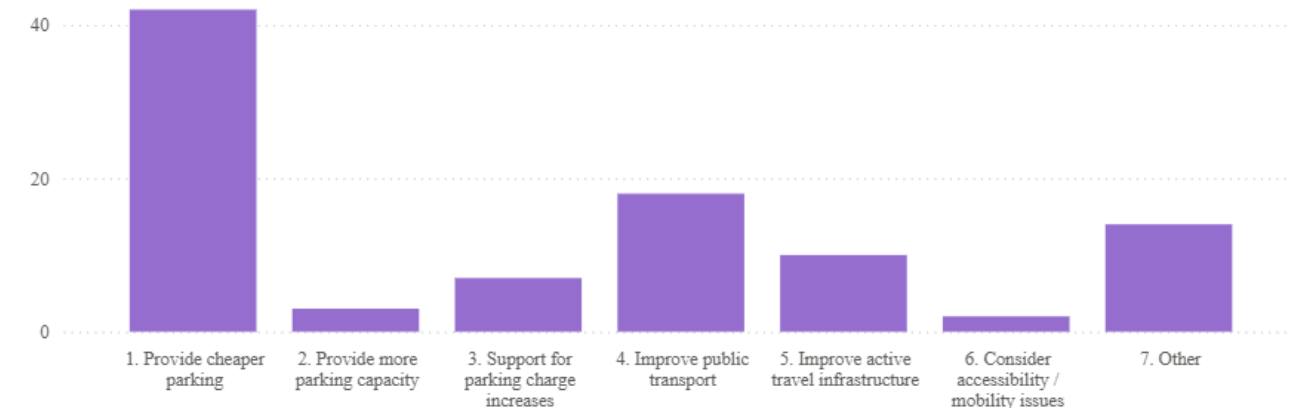


Figure 4-11 Residents key themes when considering York's Transport Strategy (Q12)

Figure 4-12 shows how respondents expanded further on theme 1 (reduce parking charges), including the breakdown of responses by a number of sub-themes. Of these respondents, 40% reported that they support a blanket reduction in prices, and a further 36% called for fees to be free for short durations or reduced.

Residents also explained in more depth how increasing parking charges has impacted their parking habits and daily routines. Two example responses which expand on this theme are provided below.

"I visit my hairdresser every 6 weeks and I'm considering moving to a hairdresser out of the city. The cost of parking is roughly now £15 for the time required for my hair appointment (colour and haircut) and this feels like a 10% increase on my hair service…. I used to pay around £5 for parking before."

"Even though I use Park and Ride I can see that in Micklegate there is less business. Many people just call in for coffee or sandwiches and are not prepared to either pay too much or have a limited time. They will simply go somewhere else. It just spoils the busy feeling about the place. I live in a York postcode, hence my use of Park and Ride, but many of my relatives live in York, which makes it not convenient to do as I do."

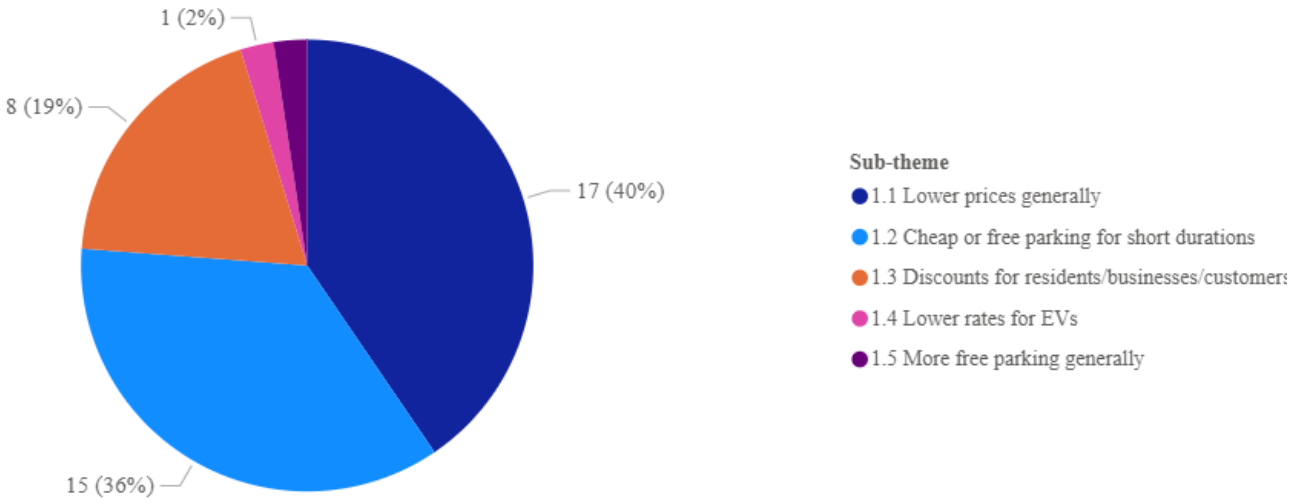


Figure 4-12 Sub themes of theme 1: reduce parking charges (Q12)

As shown in Figure 4-11, improving public transport (theme 4) is also another key theme identified. Figure 4-13 highlights the specific ways in which they would like to see public transport services improve, with three sub-themes each receiving similar response levels – improved reliability / punctuality, cheaper fares and enhanced frequencies. Residents also explained in more depth their rationale for public transport not being a viable alternative for them.

"Buses prices should be staggered, e.g. not £3 for a flat rate as that penalises small/short journeys. It should maybe be £1 for a mile or less, £2 for 2 miles or less and £3 for everything else."

"Public transit is not fit for purpose for a lot of the York population. Buses do not have capacity for people with disabilities, young families, or large amounts of shopping. Due to the routes CYC have blocked off for cars, the routes through the city are minimal, causing traffic chaos which affects public transit dramatically and makes it an unreliable resource if you need to get anywhere promptly."

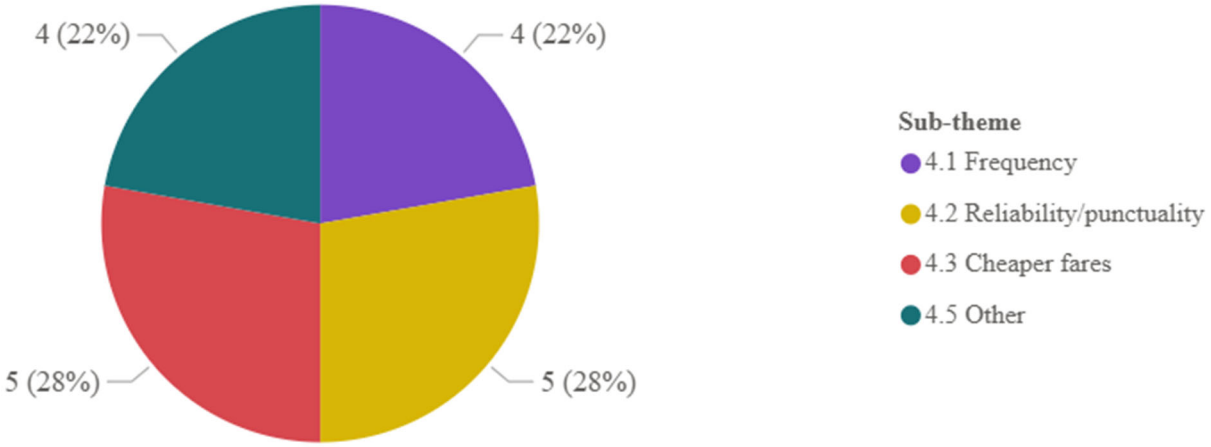


Figure 4-13 Sub themes of theme 3: improve public transport (Q12)

4.5 Summary of drop-in session findings

A drop-in session for residents and business owners in the Micklegate study area was held on Monday the 23rd of March from 16:30-19:00 in the foyer of West Offices in York.

One attendee joined, who raised an issue relating to accessibility of the survey for the learning-disabled community and anyone not able to respond to the standard version of the survey.

5. Summary

5.1 Responses from business owners

5.1.1 Impact of parking charge increase

Over half of business owners reported fewer customers and reduced spending since the parking charge increases. Many highlighted difficulties with customer access, staff parking, and receiving deliveries, with 59% reporting operational challenges. Independent businesses, particularly hospitality, health and beauty, and retail, expressed concern about declining footfall and customers choosing to shop elsewhere, such as Monks Cross or Clifton Moor, where parking is free or cheaper. Businesses also emphasised that short-stay parking is essential for their trade, and that higher charges discourage spontaneous visits.

5.1.2 Policy suggestions

Most business respondents called for reduced parking charges, especially for short-stay visits, and several advocated for discounted rates for York residents, local businesses, and their customers. Public transport improvements were also a recurring theme, with respondents highlighting the need for more frequent, reliable, and affordable bus services. The number 11 bus service was mentioned repeatedly as requiring enhancement. While some supported broader transport changes, only a small minority endorsed the current parking charge strategy.

5.1.3 Selected quotes

"Lower charges for short stays e.g. 30 mins to 1 hour, used all the time by local people like it used to be on Micklegate, customers can make purchases have a drink bite to eat haircut beauty treatments"

"I'd like to see the 2-hour bargain price reinstated in all these areas. Even if it was made purely for local people that would be great although I think just a simple good price for 2 hours and then it steps up would massively help in all these areas."

"Shorter parking time availability for Micklegate i.e. 30 minutes for a nominal price to encourage local business usage is essential"

"Most important: park and ride should be free: at the moment it is ridiculously expensive. It should also operate every day and overnight otherwise it completely defeats the intention. If everyone can pop in and out quickly both day and in the evening then it works. Last week there were long queues for buses which is also unacceptable"

"I can't repeat enough times, more park and ride buses and when an event is on during a weekend, the same buses on a Sunday as the same as a Saturday!"

"More bus services number 11 doesn't run late on nights. Cheaper buses currently cheaper for me to park for what I need. If you opened up some of the closed roads could potentially help on traffic with cars. Bus services to run on time. A lot of my clients are late due to buses not running on time"

5.2 Responses from residents / visitors

5.2.1 Impact of parking charge increase

Residents reported significant changes in their parking habits, including reduced use of car parks, parking in different locations, and making fewer trips to Micklegate – 79% said they now visit less often. Many rely on car travel for practicality, accessibility, or mobility reasons, and expressed willingness to walk short distances if cheaper parking were available. Accessibility concerns were prominent, with respondents stressing that not everyone can switch to buses or cycling, particularly older people, disabled residents, and families with young children.

5.2.2 Policy suggestions

Residents most frequently called for reduced parking charges, with cheaper or free short-stay options emerging as the single most dominant theme. Nearly 60% of all respondents prioritised cheaper parking overall. Sub-themes included lower general prices and discounted rates for residents and local businesses. Public transport improvements were the next most common request, with respondents emphasising the need for better frequency, reliability, and affordability. Active travel improvements were mentioned but remained a niche priority, raised by fewer than 5% of respondents. Many residents also stressed that parking revenue should be reinvested into transport improvements and raised concerns about road closures, traffic management, and perceived inconsistencies in how Micklegate is treated compared with other areas.

5.2.3 Selected quotes

"Inconsistent approach to parking charges. Discriminatory to the area compared to other similar areas preventing me supporting local city centre businesses who help attract the tourism that support the city snd wider communities"

"Bring back reduced parking rates for micklegate this was handy for quick visits into the city. I no longer visit in the city prefer to visit other cities with lower parking charges."

"Investing in Public Transport:

The revenue generated from these parking charges must be transparently reinvested into the Bus Service Improvement Plan. For residents to give up their cars, we need more frequent, reliable, and affordable bus routes that serve all areas of the city, not just the main arteries."

"Improve public transport to encourage modal shifts. Improve walking and cycling facilities to encourage those routes. For example - you need to be a pretty confident cyclist to cycle down Holgate Road from (say) the Fox Inn, onto Blossom Street and then onto Micklegate. This should be a 5-minute safe journey and it's really not appealing to general utility cyclists."

5.3 Summary of policy suggestions

This section provides a non-exhaustive list of policy interventions that were suggested through the open responses to Question 12. These do not reflect the views of Arup, and will be further developed into a set of actionable recommendations in the Executive Summary report across all four areas.

- Reduce parking charges overall, with a focus on affordability for short-stay trips and quick visits
- Introduce a short period of free parking (e.g. 30 minutes) to incentivise shorter 'popping by' trips
- Introduce targeted discounts or concessions (e.g., for residents, local businesses, staff, or customers)
- Improve public transport so it is a credible alternative to driving (more reliable, more frequent, and more affordable services, including outside peak times)
- Strengthen park and ride as a core access option (capacity, frequency, and overall value for users)
- Reinvest parking revenues transparently into transport and accessibility improvements
- Enhance active travel options (safer, more convenient walking and cycling routes) to support local trips without a car
- Review wider traffic management and access arrangements to ensure the area remains accessible for people, deliveries, and local activity
- Ensure parking and transport policies consider accessibility needs (e.g., for disabled people, older residents, and families) and provide practical alternatives

Appendix A

Micklegate Parking Charges (pre and post April 2025)

A.1 Micklegate on-street parking charges – January 2025

On-street parking on Micklegate

Charges to park on Micklegate are:

Length of stay	Charges	Minster Badge Holder
Up to 30 minutes	60p	60p
Up to 1 hour	£1.20	£1.20
1 to 2 hours	£6.20	£6.20
2 to 3 hours	£9.30	£9.30
Evening parking	£4.00	£1.00

Parking for over 2 hours is only allowed after 3.00pm.

The 30 minutes, 1 hour and 2 hour charges apply every day from 8.00am to 6.00pm, except Sundays when the charges only apply from 1.00pm to 6.00pm.

Evening charges apply from 6.00pm until midnight.

A.2 Micklegate on-street parking charges – April 2025

Micklegate (free Sunday 8.00am till 1.00pm)	808715

On-street parking charges:

Length of stay	Sunday to Thursday	Friday, Saturday and events	Minster Badge Holder Sunday to Thursday	Minster Badge Holder Friday, Saturday and events
Up to 1 hour	£4.85	£5.30	£3.70	£4.10
1 to 2 hours	£9.70	£10.60	£7.50	£8.20
2 to 3 hours	£11.20	£13.50	£8.60	£10.40
Evening parking	£4.00	£4.80	£2.00	£2.40

Parking for over 2 hours is only allowed after 3.00pm.

1 and 2 hour charges apply every day from 8.00am to 6.00pm.

Evening charges apply to all the above streets from 6.00pm until 11.59pm.

A.3 Nunnery Lane Car Park charges – January 2025

Open 24 hours. Charges apply from 8.00am to midnight. Charges apply every day including Sundays and Bank Holidays.

No maximum stay.

Length of stay	Pay and display	Minster Badge holder
Up to 1 hour	£3.10	£2.40
Up to 2 hours	£6.20	£4.80
Up to 3 hours	£9.30	£7.20
Up to 4 hours	£12.40	£9.60
Up to 5 hours	£15.50	£12.00
Over 5 hours	£20.00	£20.00
Evening parking - 6.00pm to 8.00am	£4.00	£1.00

A.4 Nunnery Lane Car Park charges – April 2025

Open 24 hours. Charges apply from 8.00am to midnight. Charges apply every day including Sundays and Bank Holidays.

No maximum stay.

Length of stay	Sunday to Thursday	Friday, Saturday and events	Minster Badge Holder Sunday to Thursday	Minster Badge Holder Friday, Saturday and events
Up to 1 hour	£4.85	£5.30	£3.70	£4.10
Up to 2 hours	£9.70	£10.60	£7.50	£8.20
Up to 3 hours	£11.20	£13.50	£8.60	£10.40
Up to 4 hours	£14.90	£17.50	£11.50	£13.50
Up to 5 hours	£15.50	£21.50	£14.30	£16.50
Over 5 hours	£22.50	£25.00	£17.30	£19.20
Evening parking - 6.00pm to 8.00am	£4.00	£4.80	£2.00	£2.00

A.5 Bishophill Senior and Lower Priory Street Charges January 2025

ResPark on-street parking areas:

Parking location	Pay By Phone location code
Bishophill Senior	808719
Lower Priory Street	808728

All the ResPark pay and display bays allow parking for 1 hour only.

The charges apply every day from 8.00am to 8.00pm apart from Lead Mill Lane where they do not apply on Sundays.

- **1 hour**: £1.20

A.6 Bishophill Senior and Lower Priory Street Charges April 2025

ResPark on-street parking areas:

Parking location	Pay By Phone location code
Bishophill Senior	808719
Lower Priory Street	808728

Length of stay	Sunday to Thursday	Friday, Saturday and events	Minster Badge Holder Sunday to Thursday	Minster Badge Holder Friday, Saturday and events
Up to 1 hour	£4.85	£5.30	£3.70	£4.10
1 to 2 hours	£9.70	£10.60	£7.20	£8.20
2 to 3 hours	£11.20	£13.50	£8.60	£10.40
Evening parking	£4.00	£4.80	£2.00	£2.40

All the ResPark 'pay by phone' bays allow parking for 1 hour only.

The charges apply every day from 8.00am to 8.00pm. Parking on Lead Mill Lane is free on Sundays,

Appendix B

B.1 Right to Challenge Car Parking Price Consultation Survey

ARUP

Right to Challenge Car Parking Price Consultation –

Bishopthorpe Road, Micklegate, The Groves and Heworth

Right to Challenge Car Parking Price Consultation – Bishopthorpe Road, Micklegate, The Groves and Heworth

This consultation closes on Friday 27th February 2026

Arup is undertaking an independent review of car parking charges in four areas of the city.

Traders and residents in Bishopthorpe Road, Micklegate and The Groves have initiated a challenge to parking charges through The Right to Challenge Parking Policies Statutory Guidance under the Traffic Management Act 2004. Separately, traders in Heworth have raised a petition against the proposed increases in car parking charges. This follows the Council's decision to increase charges for the local, council owned, car parking. On completion of the review, the Council will publish the findings from independent review and details of when it will be considered. The outcome of the decision will be published via the council website.

Why we want to hear from you

Your feedback will help ensure the independent review of car parking charges reflects the needs and concerns of local residents, traders and the wider community.

Please return completed copies of your survey to one of the following locations:

- Dringhouses Library
  56 Tadcaster Road, Dringhouses, York, YO24 1LR

- York Explore Library and Archive
  Library Square, Museum Street, York, YO1 7DS

- Bishopthorpe Library
  Main Street, Bishopthorpe, York, YO23 2RB

- Tang Hall Explore Café The Centre @
  Burnholme, Mossdale Avenue, York YO31 0HA

Alternatively, you can return your survey by Freepost. Details of the Freepost option are included on page 5 of this document.

Privacy Notice

Full City of York Council Privacy Notice

Please read our full privacy notice:

www.york.gov.uk/privacy

This Privacy Notice was created or updated in December 2024.

What information are you collecting?

We are collecting your information, such as:

- your name
- your contact details
- protected characteristics such as disability, gender, ethnicity, age etc.
- your responses opinions and thoughts

Full City of York Council Privacy Notice

Where required, we will seek your consent to take photos, video or audio recordings. You can find out how we may use these at:

www.york.gov.uk/privacy/communications

How is my information being collected?

We get information directly from you when you take part. This may be through a survey, attending events or focus groups.

Completing the survey - online

When we use Citizen Space to process responses, you can find out how they use your information here:

Delib's CitizenSpace (digital citizen engagement platform). You can find out how they use information in the Delib Privacy Notice.

Completing the survey - paper forms

If you have completed a paper survey, once you complete and return it to us, we will transfer the information you have given us onto the council's secure network and then destroy the paper copy confidentially.

How will my comments help you?

We want to hear directly from people across the city about what needs to change and how we can work together to build a fairer York for everyone. We may use your information to create reports that are anonymised and cannot be linked back to you or other individuals.

This may include:

- statistical analysis
- statutory returns
- audit framework
- see how the council and its partners are supporting individuals
- help design better services
- inform funding decisions

How do I withdraw my consent if I change my mind?

We are using the information you give us in the survey with your consent. You can withdraw your consent at any time by contacting: communications@york.gov.uk

How long will you keep my information?

We will only keep your information for as long as it is needed then it will be securely and confidentially deleted or disposed of.

You can find more details about how long the council keeps records here:

www.york.gov.uk/CouncilRetentionSchedule

Your rights

To find out about your rights please see:

www.york.gov.uk/privacy

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Contact us

If you have any questions about this privacy notice.

Want to exercise your rights.

Have a complaint about how your information has been used.

t: 01904 554145
e: information.governance@york.gov.uk

Or write to:

Data Protection Officer,
City of York Council,
West Offices, Station Rise,
York, YO1 6GA

Please tick the box to confirm you have read and understood the Privacy Notice and give your consent to your information being used as described within it. ☐

Please note, if you do not give your consent then you are unable to continue.

Ways to complete and return your questionnaire

1	Complete the survey online	You can access the online questionnaire by using the QR code opposite or by typing the following link: https://ourbigconversation.york.gov.uk/business-intelligence/yorkcarparking/
2	Scan and email	Complete, scan and email your response to: YorkCarParking@arup.com
3	Visit us	Drop into any of the libraries listed on page 2 or West Offices where we can assist you to complete Online.
4	Get help over the phone	Call customer Service on 01904 551550 and leave your number and we will call you back.
5	Drop off	Hand in the completed form at any of the libraries listed above on page 2.
6	Paid return envelope	Call our Customer Services team on 01904 551550 to request a freepost return envelope.
7	Return by freepost	York Car Parking Consultation Freepost RTEG-TYYU-KLTZ (to be updated by CYC BI team) CYC, West Offices, Station Rise, York YO1 6GA
8	Video Relay Service (BSL)	Use our BSL Video Relay Service, details are provided below.

Alternative formats statement

If you require any reasonable adjustments or this document in another format (e.g. large print, braille, Audio, BSL or Easy Read) please:

Email us: cycaccessteam@york.gov.uk

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

Use our BSL Video Relay Service:

www.york.gov.uk/BSLInterpretingService

Select ‘Switchboard’ from the menu.

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Questions

1. Which area are you answering the questions from?
Please select only ONE location

Bishopthorpe Road	
Micklegate	
The Groves	
Heworth	

2. Are you a business owner or manager in York? (Select one)

Yes	
No	

If you answered YES, please answer questions 3 – 5. If you answered NO, please continue to question 6.

Business Ownership and Parking in York

3. What type of business do you own or manage?

Retail		Food and beverage	
Entertainment and Recreation		Accommodation	
Financial Services		Health and Beauty	
Other:			

4. What impact have you seen from the increased parking charges directly on your business? (Select one)
Please provide evidence of this impact, you can email us at YorkCarParking@arup.com. Please include your response to this question in the email.

More customers, greater spend		More customers, lower spend	
Fewer customers, greater spend		Fewer customers, lower spend	
No change		Don't know / unsure	
Other:			

5. Has the increase in parking charges impacted your ability to park at your business or take deliveries?

If you are a business owner, please proceed to Question 12.

6. Do you drive to and park at the location you selected, and how often do you make this journey?

Yes, more than once a week	
Yes, once a week	
Yes, once every two weeks	
Yes, once a month	
No, I use other forms of transport	

7. If you drive to your selected area, why do you travel by car instead of other modes e.g. public transport, walking? Select all that apply.

Necessity – unable to walk long distances / travel any other way	
Comfort	
No suitable alternative transport modes available	
Safety	
It forms part of a multi-purpose journey	
Practicality – transporting heavy goods	
I do not drive to my selected location	
Other:	

8. What type of parking space do you usually park in when visiting your selected area?

Within a car park – regular parking	
Within a car park - accessible parking (blue badge)	
Within a car park - parent and child parking	
Within a car park - resident permit parking	
Within a car park – electric vehicle parking	
Within a car park – motorcycle parking	
On the street – regular parking	
On the street – accessible parking (blue badge)	
On the street – parent and child parking	
On the street – resident permit parking	
On the street – electric vehicle parking	
On the street – motorcycle parking	
Private land	
Other:	

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9. How has the increase in parking charges (April 2025) affected your parking habits in your selected area? Select all that apply.

I use car parks less frequently	
I use other modes of transport	
I park in different locations (e.g. residential streets)	
I use other / different private car parks	
I park for shorter amounts of time	
I have changed where I travel to (travel to a closer destination to my home)	
I have changed where I travel to (travel to a further destination from my home)	
I was not aware of the changes in parking charges	
I don't / can't drive	
No change	
Other:	

10. How far away from the area you selected are you willing to park in order to have cheaper or free parking?

Below 400m (under 5 minutes)	
400m (5 minutes)	
Below 800m (under 10 minutes)	
800m (10 minutes)	
Below 1200m (under 15 minutes)	
1200m (15 minutes)	
Over 15 minutes, please specify:	

11. What impact have you seen from the increased charges in terms of your visits to local businesses or services in your chosen area?

My visits have increased	
My visits have stayed the same	
My visits have decreased	
Not applicable	
Specific location(s)	
Other:	

All respondents please answer Question 12.

12. York's Local Transport Strategy envisages an accessible, affordable, sustainable, and resilient transport network that continues to actively improve health and support a thriving economy for decades to come. The strategy aims to discourage car use for journeys which could be made by sustainable modes and reduce the number of miles travelled on York's roads by at least 20% by 2030.

Thinking about the Strategy, what actions do you think the council could take in response to the challenge over car parking charge increases?

About you

All responses will be anonymised

On the next few pages we will ask some questions about you.

Any information you are happy to share will help us identify themes for the specific groups below which will assist us with any future support and policy planning and will not be used to identify you.

If you do not wish to complete this section, please return the completed form to us using any of the methods shown on page 3.

Would you like to complete the 'About You' section?

Yes		No	

Your gender:

Yes		No	
Prefer not to say			

Is the gender you identify with the same as your sex registered at birth?

Male		Female	
Non-binary		Prefer not to say	

Is the gender you identify with the same as your sex registered at birth?

Bisexual		Gay or Lesbian	
Heterosexual / straight		Prefer not to say	
Other:			

Please select the appropriate box to describe your religion or belief:

Prefer not to say		Atheist	
Hindu		Christian	
Sikh		Muslim	
Buddhist		No Religion	
Jewish			
Other:			

Your age:

Under 16		16 to 24		60 to 64	
40 to 55		56 to 59		Prefer not to say	
65+		25 to 39			

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What is your ethnic group?

Prefer not to say		Asian - Indian	
White – English / Welsh / Scottish / Northern Irish / British		Any other Asian background	
White – Irish		Asian – Bangladeshi	
White – Gypsy or Irish Traveller		Asian – Chinese	
White – Roma		Asian – Pakistani	
Any other White background		Black African	
Mixed – White & Black Caribbean		Black – Caribbean	
Mixed – White and Black African		Any other Black / Black British / African / Caribbean background	
Mixed – White and Asian		Other – Arab	
Any other Mixed / multiple ethnic background		Any other ethnic background	

Other:

Do you consider yourself disabled?

Yes		No	
Prefer not to say			

Do you look after, or give any help or support to, anyone because they have long-term physical or mental health conditions or illnesses, or problems related to old age? (Excluding anything which is part of paid employment)

Yes		No	
Prefer not to say			

Do you have any experience of being in care?

Yes		No	
Prefer not to say			



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ARUP

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ARUP

City of York Council

Healthy Places – Right to Challenge Car Parking Price Consultation

Bishopthorpe Road Survey Findings

Reference: 313147-00

Final | 26 May 2026



This report takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 313147-00

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Contents

1.	Introduction	1
1.1	Purpose and background	1
1.2	Report structure	1
2.	Local context	2
2.1	Introduction	2
2.2	Study area	2
2.3	Parking provision	3
3.	Consultation method	5
3.1	Background	5
3.2	Survey period	5
3.3	Survey methods	5
3.4	Survey questions	5
3.5	Drop-in session	5
4.	Survey findings	6
4.1	Introduction	6
4.2	Understanding the survey sample	6
4.3	Impact to business owners/managers	8
4.4	Impact to residents/visitors	12
4.5	Summary of drop-in session findings	19
5.	Summary	22
5.1	Responses from business owners	22
5.2	Responses from residents / visitors	23
5.3	Summary of policy suggestions	24

Tables

Table 2-1 Summary of parking provision in the Bishopthorpe Road area 3

Table 2-2 Summary of daytime short stay parking charge increases – Sunday to Thursday 4

Table 4-1 Demographic comparison between survey sample and Yorkshire and the Humber population (2021 Census) 6

Figures

Figure 2-1 Bishopthorpe Road study area 2

Figure 4-1 Types businesses owned/managed by respondents (Q3) 8

Figure 4-2 Changes in customer spending since April 2025 price increases (Q4) 9

Figure 4-3 The impact of April 25 parking charge increases in being able to park or take deliveries (Q5) 9

Figure 4-4 Business owner key themes when considering York's Transport Strategy (Q12) 11

Figure 4-5 Trip frequency of residents driving to and parking in Bishopthorpe Road (Q6) 12

Figure 4-6 Residents reason for travelling via car (Q7) 13

Figure 4-7 Resident parking habit changes since the April 25 price increases (Q9) 14
Figure 4-8 Trip frequency post April 25 price increases (Q11) 14
Figure 4-9 Type of parking space accessed by residents in Bishopthorpe Road (Q8) 15
Figure 4-10 Distance residents are willing to travel from their destination for cheaper or free parking (Q10) 16
Figure 4-11 Residents key themes when considering York's Transport Strategy (Q12) 16
Figure 4-12 Sub themes of theme 1: reduce parking charges (Q12) 17
Figure 4-13 Sub themes of theme 3: improve public transport (Q12) 18

Appendices

Appendix A A-1
Bishopthorpe Road Parking Charges (pre and post April 2025) A-1
A.1 Bishopthorpe Road Car Park charges – January 2025 A-2
A.2 Bishopthorpe Road Car Park charges– April 2025 A-2
A.3 Bishopthorpe Road Car Park Charges- July 2025 A-3
A.4 Rowntree Park Car Park Charges January 2025 A-3
A.5 Rowntree Park Car Park Charges April 2025 A-3

Appendix B B-4
Right to Challenge Car Parking Price Consultation Survey B-4

1. Introduction

1.1 Purpose and background

Ove Arup and Partners Ltd (Arup) have been commissioned by City of York Council (CYC) to undertake an independent review of car parking charges in four areas of the city, namely Bishopthorpe Road, Micklegate, The Groves, and Heworth. Following the Council's decision to increase charges in April 2025 for local, council owned car parking, traders and residents in Bishopthorpe Road, Micklegate and The Groves have initiated a challenge to parking charges through The Right to Challenge Parking Policies Statutory Guidance under the Traffic Management Act 2004. Separately, traders in Heworth have raised a petition against the proposed increases in car parking charges.

Acting as an independent voice, Arup's role has been to lead a consultation exercise (which ran from 17th December 2025 to 27th February 2026) and provide CYC with unbiased findings, reflecting the needs and concerns of local residents, traders, and the wider community. This report presents the findings of the consultation for the Bishopthorpe Road area (separate reports have been prepared for the other three areas mentioned). Feedback during the consultation was obtained from the following:

- An online survey
- Drop-in sessions for members of the public

The findings presented in this report will support CYC in making a decision on the issue. On completion of the review, the Council will publish the findings from the independent review and details of when it will be considered. The outcome of the decision will be published via the council website.

1.2 Report structure

- Section 2 includes the local context for Bishopthorpe Road area
- Section 3 provides details of the survey
- Section 4 presents the findings of the consultation for business owners/managers and residents/visitors
- Section 5 summarises the headline findings

2. Local context

2.1 Introduction

This section provides an overview of the study area, highlighting the area in Bishopthorpe Road affected by the parking charge increases, and details of the increases implemented.

2.2 Study area

The Bishopthorpe Road study area is located directly south of the city centre, extending from the city walls directly towards Bishopthorpe Village and running parallel to the River Ouse. Referred to locally as “Bishy Road”, it is a key radial route connecting the city centre to residential areas on York’s South Bank. The northern portion of Bishopthorpe Road is comprised of many independent cafés, restaurants and shops. Section 4.3.1 provides details of the types of businesses owned/managed by respondents to the survey. Surveys were also distributed to community venues and libraries within Bishopthorpe Village.

Figure 2-1 shows the northern section of the Bishopthorpe Road study area boundary, with the entire boundary, including Bishopthorpe Village, shown in the left-hand corner. This figure highlights the parking provision, identified resident permit parking areas and including CYC-owned parking affected by the price increases.

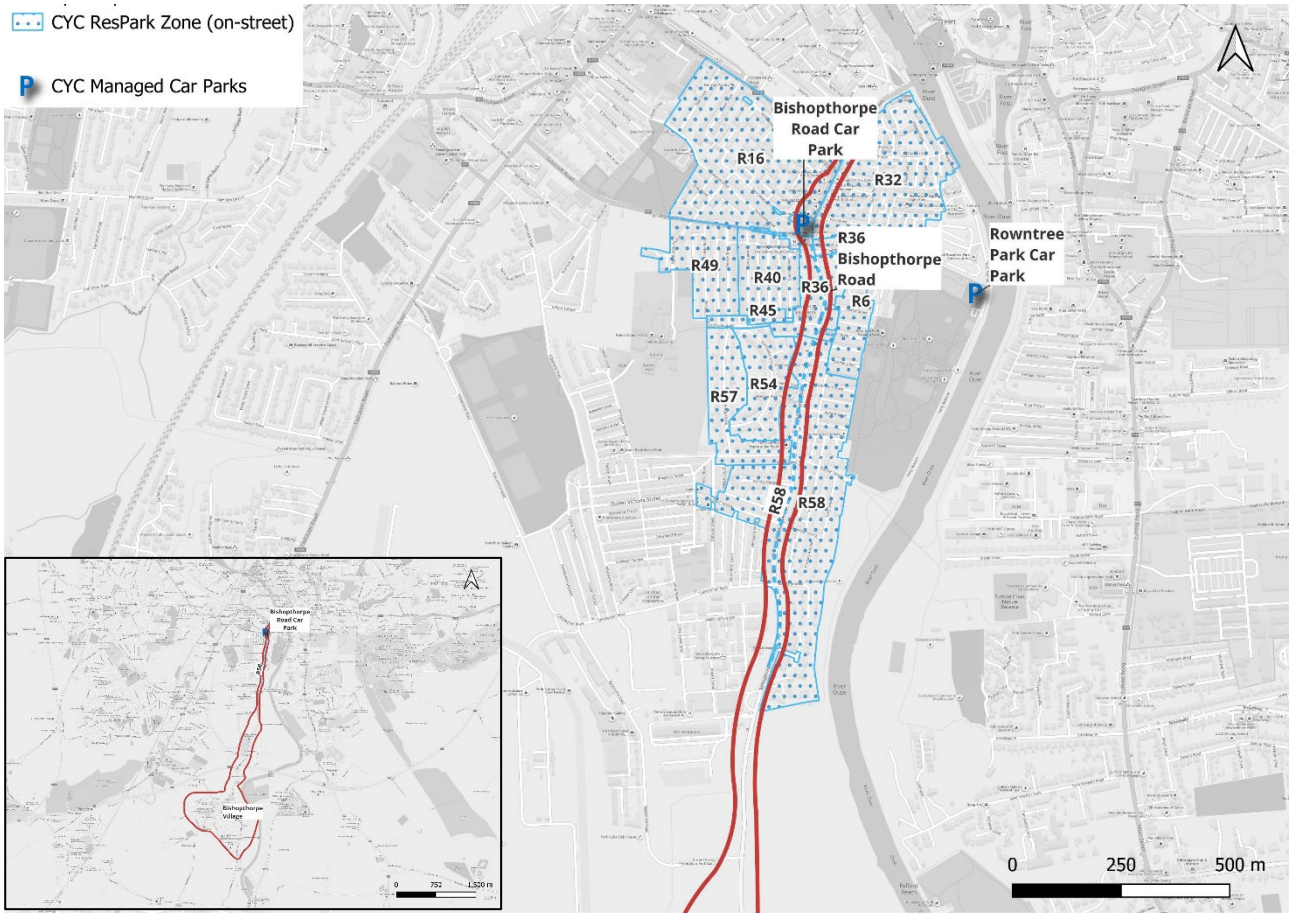


Figure 2-1 Bishopthorpe Road study area

2.3 Parking provision

As shown in Figure 2-1, parking provision in Bishopthorpe Road is comprised primarily of on-street resident permit parking, with off-street parking also available. Table 2-1 below summarises the provision at key locations.

Table 2-1 Summary of parking provision in the Bishopthorpe Road area

Parking location	Managed by CYC	Spaces	Further details
Bishopthorpe Road Car Park	Yes	41	Open 24-hours. Charges apply from 08.00 to 18:00. Charges apply every day including Sundays and Bank Holidays.
Rowntree Park Car Park	Yes	52	Charges apply from 08:00 to 16:30. Charges apply every day including Sundays and Bank Holidays. Maximum stay 3 hours. Car park closes at dusk.
R6 Bewlay Street	Yes	~100	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. Vehicles without a permit can park or wait in a zone for no more than **10 minutes.**
R16 St Benedict Road	Yes	Limited on-street parking available	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. Vehicles without a permit can park or wait in a zone for no more than **10 minutes** except St Benedicts Road where non-permit holders can park for up to an hour.
R32 Clementhorpe	Yes	~200	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. Vehicles without a permit can park or wait in a zone for no more than **10 minutes.**
R36 Bishopthorpe Road	Yes	~25	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. Vehicles without a permit can park or wait in a zone for no more than **10 minutes.**
R40 Nunmill Street	Yes	~100	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. Vehicles without a permit can park or wait in a zone for no more than **10 minutes.**
R45 Southlands Road	Yes	~50	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. Vehicles without a permit can park or wait in a zone for no more than **10 minutes.**
R54 Nunthorpe Crescent	Yes	Limited on-street parking available	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are

Parking location	Managed by CYC	Spaces	Further details
			met. Vehicles without a permit can park or wait in a zone for no more than **10 minutes.**
R57 Nunthorpe Grove	Yes	Limited on-street parking available	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. Vehicles without a permit can park or wait in a zone for no more than **10 minutes.**
R58 Aldreth Grove	Yes	~150	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. Vehicles without a permit can park or wait in a zone for no more than **10 minutes.**

In April 2025, CYC introduced a new price framework for local, council managed car parking (see Table 2-1 and Figure 2-1 for parking affected in the Bishopthorpe Road area). This resulted in increased charges for both short and long stay visits (mostly affecting daytime parking). Table 2-2 and Table 2-3 below summarise the increases for daytime (before 18:00) short stay parking, for up to two hours at Bishopthorpe Road and Rowntree Park car parks. This highlights that price increases range from 506% to 563% at Bishopthorpe Road car park and 131% at Rowntree Park car park. A full breakdown of the price increases can be found in Appendix A.

Table 2-2 Summary of daytime short stay parking charge increases – Sunday to Thursday

Location	Duration	Pre April 2025	Post April 2025	Change
Bishopthorpe Road Car Park	Up to 2 hours	£1.60	£9.70	+£8.10
Rowntree Park Car Park	Up to 2 hours	£2.60	£6.00	+£3.40

Table 2-3 Summary of daytime short stay parking charge increases – Friday, Saturday and events

Location	Duration	Pre April 2025	Post April 2025	Change
Bishopthorpe Road Car Park	Up to 2 hours	£1.60	£10.60	+£9.00
Rowntree Park Car Park	Up to 2 hours	£2.60	£6.00	+£3.40

As a temporary measure in response to residents and traders initiating a challenge to parking charges through The Right to Challenge Parking Policies Statutory Guidance under the Traffic Management Act 2004, prices for up to 2 hours parking in Bishopthorpe Road Car Park was reduced in July 2025 to £6, Monday to Sunday. A full breakdown of this price decrease can be found in Appendix A.

3. Consultation method

3.1 Background

A survey for online and in-person distribution was created by Arup in collaboration with CYC, to gain insight into the impacts the increases in parking charges have had on local businesses, residents and visitors in four areas of the city, including Bishopthorpe Road, Micklegate, The Groves, and Heworth. This report presents the findings of the consultation for the Bishopthorpe Road area (separate reports have been prepared for the other three areas mentioned).

3.2 Survey period

The survey period commenced on the 17th of December 2025 and closed on the 27th of February 2026.

3.3 Survey methods

An online survey was launched on the CYC Citizen Space platform on the 17th of December 2025 and was live until 27th of February 2026. Physical paper copies of the survey were distributed to identified businesses, community hubs and libraries within the four study areas, with these locations identified through engagement with local community groups and organisations.

Easy-read versions of this survey were also distributed to libraries and community centres within the study areas. These were produced to ensure the consultation was accessible to people with learning disabilities and others who may find standard written materials difficult to understand. The Easy Read surveys were developed by adapting the standard consultation questionnaire into an Easy Read format, using plain language, simplified sentence structures, clear layout, and supporting images, while retaining the core intent of the original questions. The design of the Easy Read version was undertaken by Easy Read UK[1] and it aligns with CYC's Accessible Communications Standards[2].

3.4 Survey questions

The survey consists of twelve questions and is split into two sections. The first section was answered by business owners only, and the latter by residents and visitors. Both groups answered the final question regarding York's Local Transport Strategy, and what actions they would like to see in response to the challenge over car parking charge increases.

The survey is comprised of open text and multiple-choice questions, covering topics such as changes to parking habits pre and post price increase, visits to local businesses and services and patterns of spending within defined study areas. The full set of survey questions can be found in Appendix B.

3.5 Drop-in session

Additionally, a drop-in session for business owners/managers and residents/visitors was held in Clements Hall on Nunthorpe Road on the 31st of March 2026. Attendees were able to share their views upon parking charges and suggestions to improve parking in their local area.

[1] Easy Read UK help organisations and businesses create accessible documents for people who have difficulty accessing standard written information

[2] City of York Council's Accessible Communication Standards can be found here: https://www.york.gov.uk/downloads/download/231/accessible-communication-standards-easy-read

4. Survey findings

4.1 Introduction

This section presents the findings of the survey for the Bishopthorpe Road area only. Reports for the three other study areas (Micklegate, Heworth and The Groves) have been prepared separately but using the same structure.

A review of the survey sample is provided in Section 4.2. Findings of the survey are presented in Section 4.3 and Section 4.4 for business owners/managers and residents/visitors respectively. Section 4.5 summarises the findings of the drop-in session.

4.2 Understanding the survey sample

This section provides an overview of how many people participated in the survey, and insights into how applicable the findings are to the local population.

4.2.1 Sample size

A total of 804 people responded to the survey from the Bishopthorpe Road area, 61 of which were business owners, and 743 of which were residents or visitors.

4.2.2 Survey sample characteristics

This sub-section examines how representative the sample is across Bishopthorpe Road. Checking whether there are any significant differences between the survey's sampled population and the local population across the wider Yorkshire and the Humber region provides an understanding of how responses may be skewed towards certain demographic characteristics.

Table 4-1 compares the survey sample demographics against the wider Yorkshire and the Humber across age, gender and disability status. The key demographic variables analysed include age, gender, and disability status. The local population comparison sample was compiled using 2021 ONS census data for Yorkshire and the Humber.

For resident disability status, the survey sample seems to be reasonably representative of those who do not consider themselves disabled but unrepresentative of those who do. The survey sample is broadly representative of 25–39-year-olds but has an overrepresentation of middle and older-aged groups (40-55, 56-59, 60-64 and 65+). It has a corresponding underrepresentation of the very youngest. The survey also has an overrepresentation of female respondents and corresponding underrepresentation of male respondents.

Table 4-1 Demographic comparison between survey sample and Yorkshire and the Humber population (2021 Census)

	Bishopthorpe Road Respondents	Yorkshire and the Humber
Age[3]		
16-24	2%	11.0%
25-39	18%	19.5%
40-55	29%	20.6%
56-59	9%	5.5%
60-64	11%	6.0%
65+	24%	19.0%

	Bishopthorpe Road Respondents	Yorkshire and the Humber
Gender[4]		
Female	60%	50.9%
Male	31%	49.1%
Non-binary	1%	N/A
Disability status - Do you consider yourself disabled?[5]		
Yes	7%	18.6%
No	82%	81.4%

[3] 7% of respondents answered prefer not to say

[4]8% of respondents answered prefer not to say

[5]11% of respondents answered prefer not to say

4.3 Impact to business owners/managers

This section presents the findings to questions answered by business owners/managers, which covers questions 3-5 and 12 of the survey (see Appendix B).

4.3.1 Types of businesses the respondents own/manage

Relevant Question(s)

Q3: What type of business do you own or manage?

Figure 4-1 shows the types of businesses owned/managed by the respondents. A total of 61 business owners/managers responded to this question. Retail businesses accounted for 14 responses (23%), followed by food and beverage (11 responses; 18%) and health and beauty (eight responses; 13%). Smaller numbers of respondents reported owning/managing businesses in accommodation and entertainment. A further 21 respondents (34%) selected 'other'. Two respondents did not answer this question.

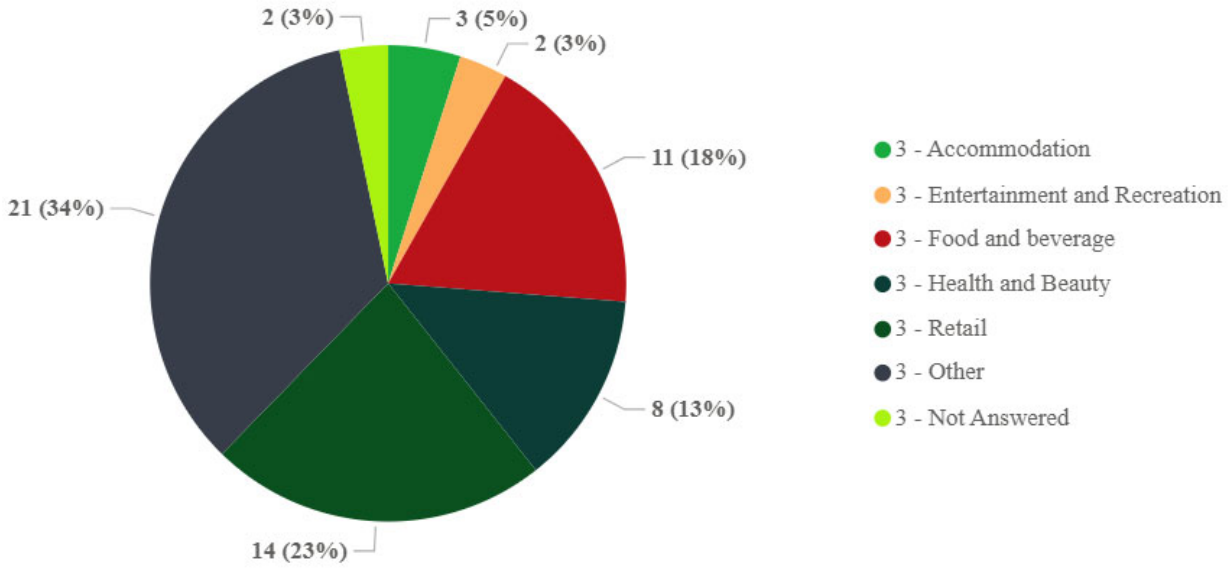


Figure 4-1 Types businesses owned/managed by respondents (Q3)

4.3.2 Impact to customer spending and visits

Relevant Question(s)

Q4: What impact have you seen from the increased parking charges directly on your business?

Question 4 provides insight into changes in customer spend and visits as a result of the parking charge increases. As shown in Figure 4-2, 34 respondents (56%) reported fewer customers and lower spend since the April 2025 price increases, while nine respondents (15%) reported no change. One respondent stated that they have seen more customers and greater spend. A further 17 respondents were either unsure, did not answer this question, or did not select one of the offered categories.

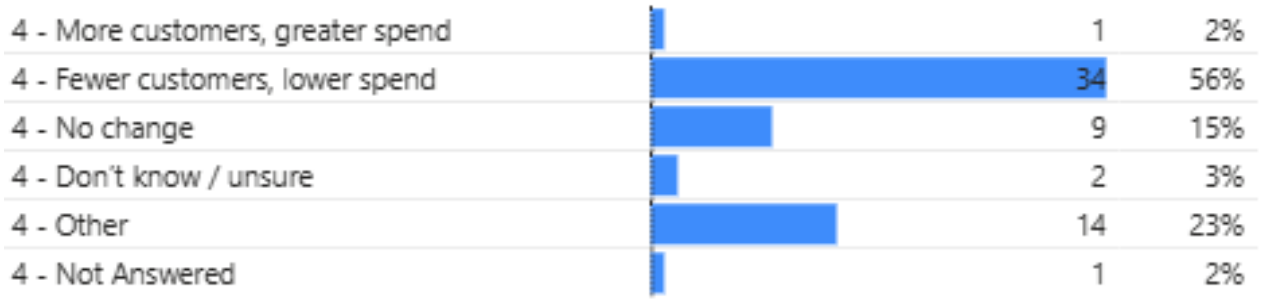


Figure 4-2 Changes in customer spending since April 2025 price increases (Q4)

4.3.3 Impact to business owners/managers

Relevant Question(s)

Q5: Has the increase in parking charges impacted your ability to park at your business or take deliveries?

Question 5 aimed to establish whether the increase in parking charges has had an impact on business owners/managers being able to park or receive deliveries. As shown in

Figure 4-3, 30% of business owners/managers reported that there has been an impact, whilst 44% reported no change. 13 respondents did not answer this question.

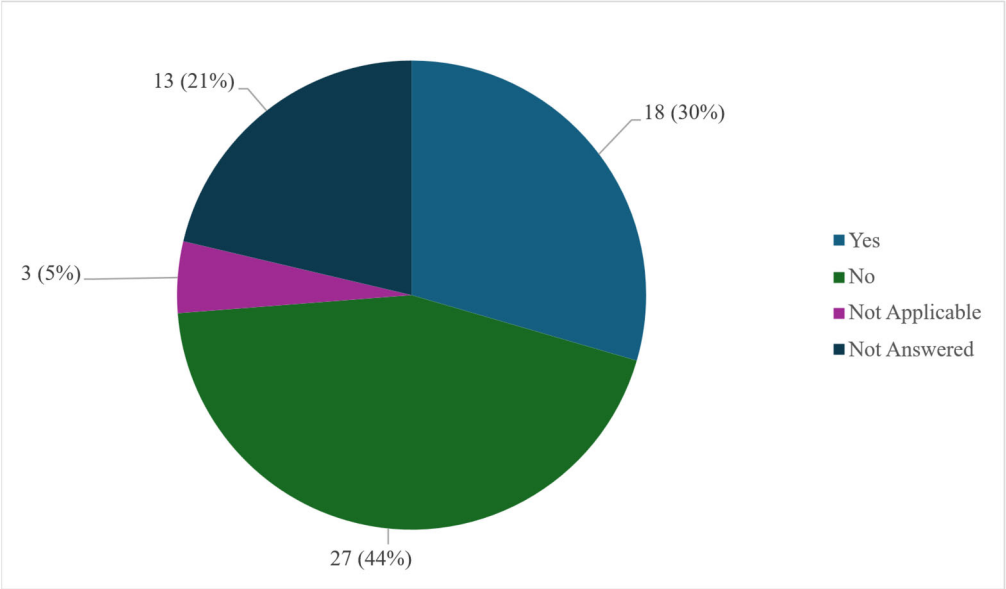


Figure 4-3 The impact of April 25 parking charge increases in being able to park or take deliveries (Q5)

4.3.4 Actions suggested by respondents when considering York's Local Transport Strategy

Relevant Question(s)

Q12: […] Thinking about the Strategy, what actions do you think the council could take in response to the challenge over car parking charge increases?

Question 12 aims to understand the actions respondents would like to see the Council take in response to the challenge over car parking increases, whilst considering York's Local Transport Strategy. Figure 4-4 details the distribution of business owner's responses according to recurring key themes. This reveals that an overall majority of business owners would like to see a reduction to parking charges. Notable numbers of respondents also suggested that both public transport and active travel infrastructure should be improved. and some suggested that public transport should be improved.

On the topic of reduced parking charges, business owners explained how cheaper short stay parking benefitted the use of local people and their businesses:

"Passes for customers who make a minimum spend at any of the businesses. It is detrimental for businesses to have customers pay extortionate amounts for parking. Customers just gravitate to out of town shopping areas and won't use the local, independent businesses. The Council really needs to think of the long term affects here. It is not just about short term gain getting revenue for parking. The long term affects will mean that businesses will close if footfall is down. […] Please give these businesses a fighting chance for survival. [..]"

"The business that I run has been on Bishopthorpe road for nearly 40 years and relies on local people as its customer base due to our location and the nature of the shop. We are not a shop aimed at tourists as there is minimal passing tourist trade being outside of the city centre. Over the past 3 years we have seen constant growth on our business [between May and December each year] […] However in 2025 this growth reduced compared to 2024. […] Businesses rely on growth each year to cover additional staff costs, rising rents and utility bills, higher supplier costs and as such this year we have had to reduce staff hours to mitigate against these losses. York Council should consider a free or significantly reduced half hour / hour parking in the Bishopthorpe road car park to safeguard businesses that have been on the street for decades and who employ local people. This would allow those customers who need to drive the option to do so."

"Charges need to be decreased for local residents and businesses / companies who have to park to complete deliveries to local business"

On the topic of improving public transport, business owners explained how park and ride offerings and bus frequency could be improved:

"In our case the lack of bus capacity for prams means that it is unrealistic to expect most clients to arrive by public transport. […] The car parking charges on top of loss of the local children's centre, which was in an unrestricted parking zone, further promotes isolation of vulnerable families with young children. […] The council needs to address issues with public transport so it is genuinely easier than using a car, rather than just pricing parking high and upsetting people"

"There is only 1 bus route down here which doesn't cater for many due the areas it stops and the timings. If there were more buses then the clients would use them but it's not an option at the moment."

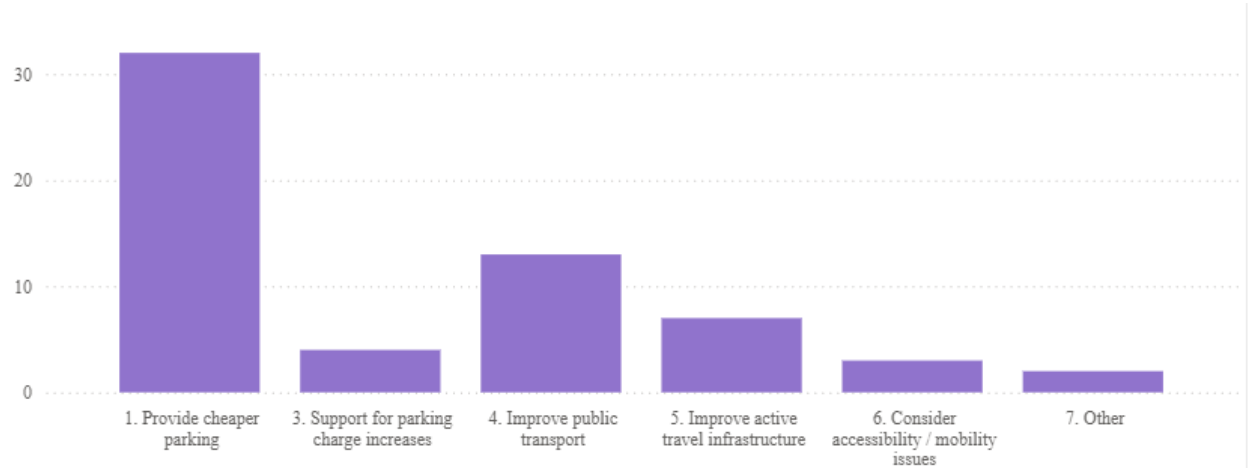


Figure 4-4 Business owner key themes when considering York's Transport Strategy (Q12)

4.4 Impact to residents/visitors

This section presents the findings to questions answered by residents/visitors, which covers questions 6-12 of the survey (see Appendix B).

4.4.1 Parking demand

Relevant Question(s)

Q6: Do you drive to and park at the location you selected, and how often do you make this journey?

Question 6 aims to provide an indication of the demand for parking in the area. As shown in Figure 4-5, 132 respondents (18%) stated that they drive to and park in the area more than once a week. A further 168 respondents (23%) reported making this journey once a week and 119 respondents (16%) once every two weeks, while 193 respondents (26%) reported making the journey once a month (the highest proportion). In contrast, 118 respondents (16%) stated that they use other forms of transport. 13 respondents did not answer this question.

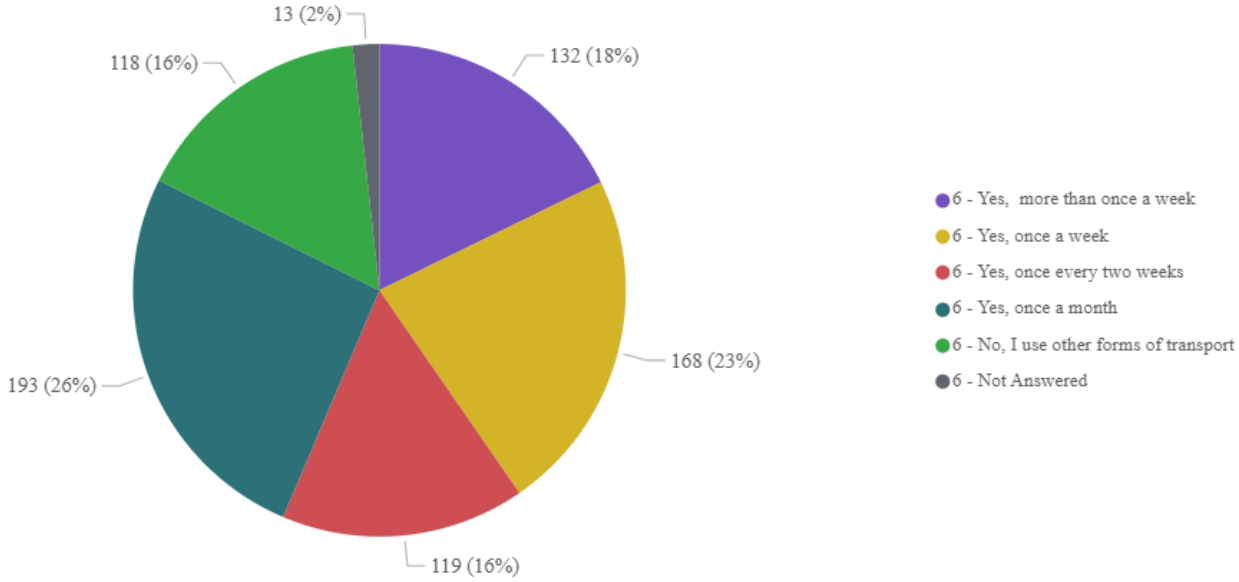


Figure 4-5 Trip frequency of residents driving to and parking in Bishopthorpe Road (Q6)

4.4.2 Reasons for travelling by car

Relevant Question(s)

Q7: If you drive to your selected area, why do you travel by car instead of other modes e.g. public transport, walking? Select all that apply.

Question 7 aims to gain insight into the reasons residents choose to travel by car. Respondents could select all impacts that apply. As shown in Figure 4-6, the two most commonly selected reasons for travelling by car reported are ‘no suitable alternative transport modes available’ and ‘it forms part of a multi-purpose journey’. A second grouping of categories with significant numbers of responses include ‘necessity’ and ‘practicality’. Less frequently selected responses include ‘comfort’, ‘safety’ and a group of more than 50 respondents who do not drive to Bishopthorpe Road.

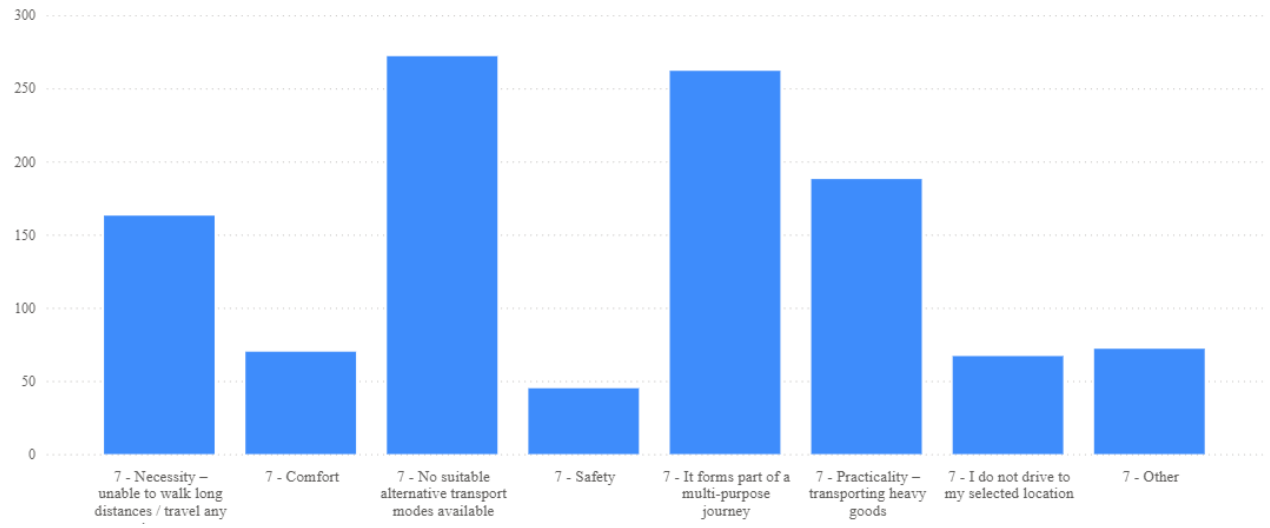


Figure 4-6 Residents reason for travelling via car (Q7)

4.4.3 Impact on travel to the area

Relevant Question(s)

Q9: How has the increase in parking charges (April 2025) affected your parking habits in your selected area? Select all that apply.

Q11: What impact have you seen from the increased charges in terms of your visits to local businesses

Question 9 assessed how the April 2025 price increase has affected residents' parking habits in Bishopthorpe Road. Respondents could select all impacts that apply. As shown in Figure 4-7, the responses indicate that the price changes have influenced behaviour for most respondents, with a range of actions reported. The most commonly reported change is respondents using car parks less often with nearly 400 selecting this. The next most common responses were from people who park in different locations (for example, on nearby residential streets) or people changing where they travel to (further from their home). Other commonly reported changes include parking for a shorter length of time and people changing where they travel to (closer to their home). Much smaller groups of respondents now use other modes of transport, don't or can't drive or reported no change in their driving habits.

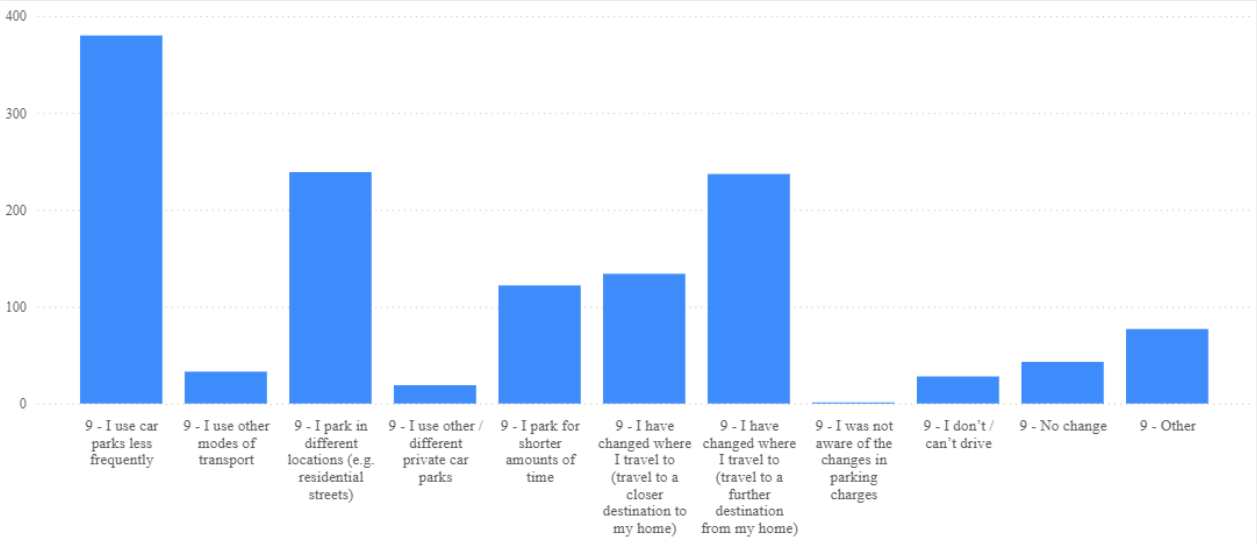


Figure 4-7 Resident parking habit changes since the April 25 price increases (Q9)

Residents were also asked to feedback on the frequencies of these trips as part of question 11. As shown in Figure 4-8, 589 respondents (79%) reported a decrease in trips to Bishopthorpe Road, followed by 10% reporting that their visits have stayed the same and only 2% saying their visits have increased. 6% of respondents stated that this question is not applicable to them, and 19 respondents did not answer this question.

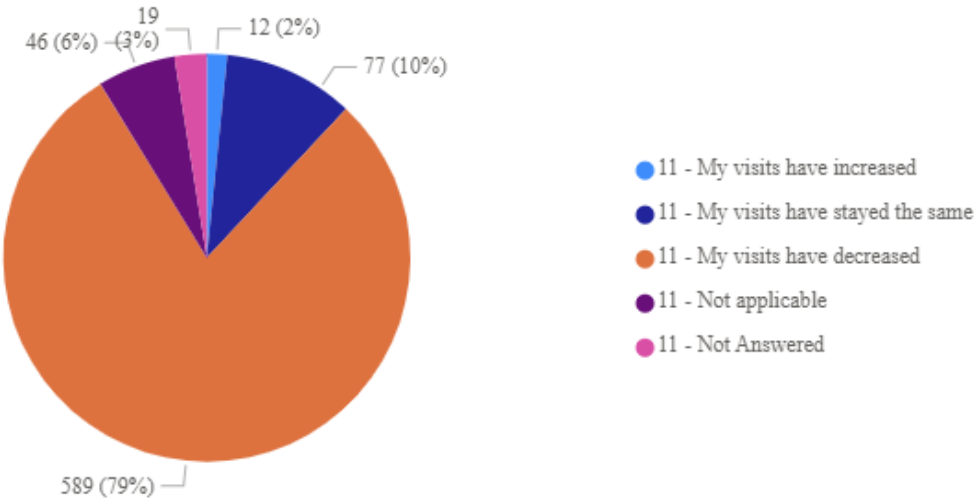


Figure 4-8 Trip frequency post April 25 price increases (Q11)

4.4.4 Parking requirements

Relevant Question(s)

Q8: What type of parking space do you usually park in when visiting your selected area?

Q10: How far away from the area you selected are you willing to park in order to have cheaper or free parking?

Question 8 aims to understand the types of parking spaces residents are accessing when visiting Bishopthorpe Road. As shown in Figure 4-9, by far the most commonly reported parking type was regular parking within a car park, selected by 520 respondents (70%). This was followed by on-street regular parking – no permit required (58 respondents; 8%). There are then much smaller proportions of respondents for the other various car park and on-street options. 58 respondents answered other (it is unclear which options were not covered within the survey), and 65 respondents did not answer this question.

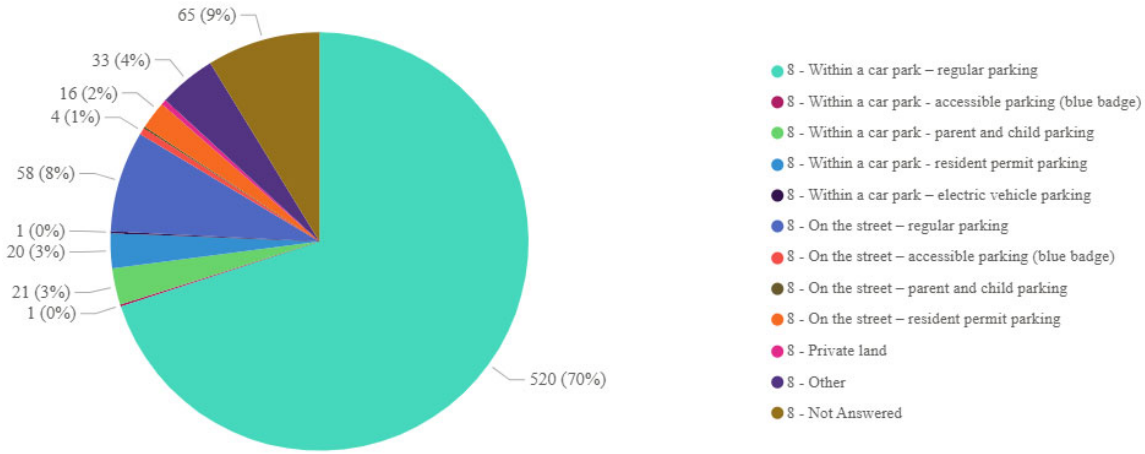


Figure 4-9 Type of parking space accessed by residents in Bishopthorpe Road (Q8)

Question 10 addresses residents' willingness to travel from their chosen destination in order to access cheaper or free parking. As shown in Figure 4-10, 240 respondents (32%) reported they would be willing to travel below 400m (under 5 minutes), followed by 154 respondents (21%) willing to travel 400m (5 minutes), 80 respondents (11%) willing to travel below 800m (under 10 minutes), and 74 respondents (10%) willing to travel 800m (10 minutes). A total of 139 respondents (19%) selected categories higher than 800m, and a further 56 respondents (8%) did not answer this question.

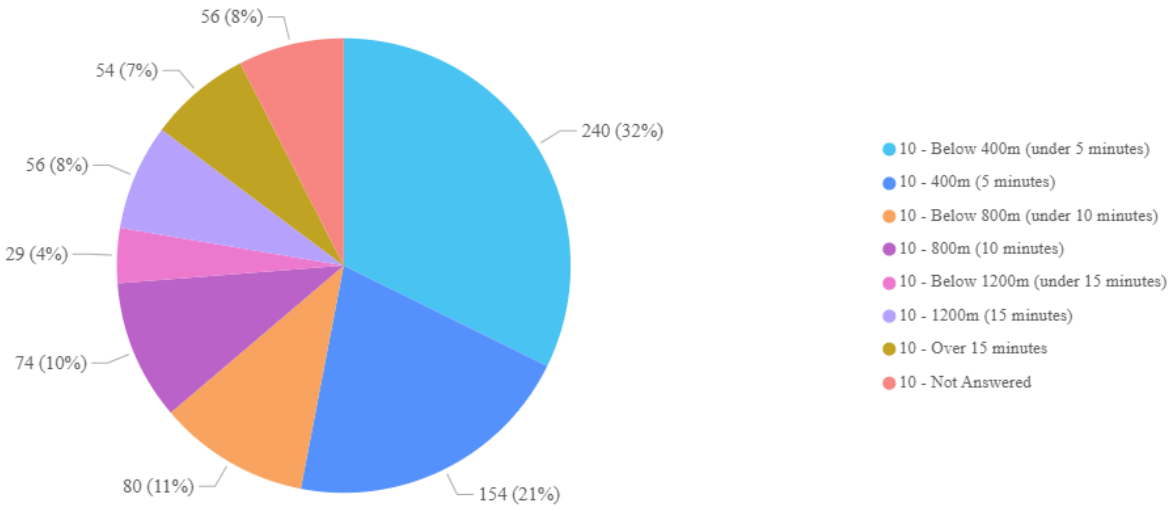


Figure 4-10 Distance residents are willing to travel from their destination for cheaper or free parking (Q10)

4.4.5 Actions suggested by respondents when considering York's Local Transport Strategy

Relevant Question(s)

Q12: […] Thinking about the Strategy, what actions do you think the council could take in response to the challenge over car parking charge increases?

Question 12 is an open text question which aims to understand the actions respondents would like to see the Council take in response to the challenge over car parking increases, whilst considering York's Local Transport Strategy. Figure 4-11 shows the distribution of residents' responses according to recurring themes based on thematic analysis of the open responses. The most common theme identified from responses was '1: provide cheaper parking', with '4: improve public transport' also being raised by a large number of respondents. Suggestions in the other category are not relevant to the transport strategy. A smaller number of respondents were also supportive of further increases to parking charges.

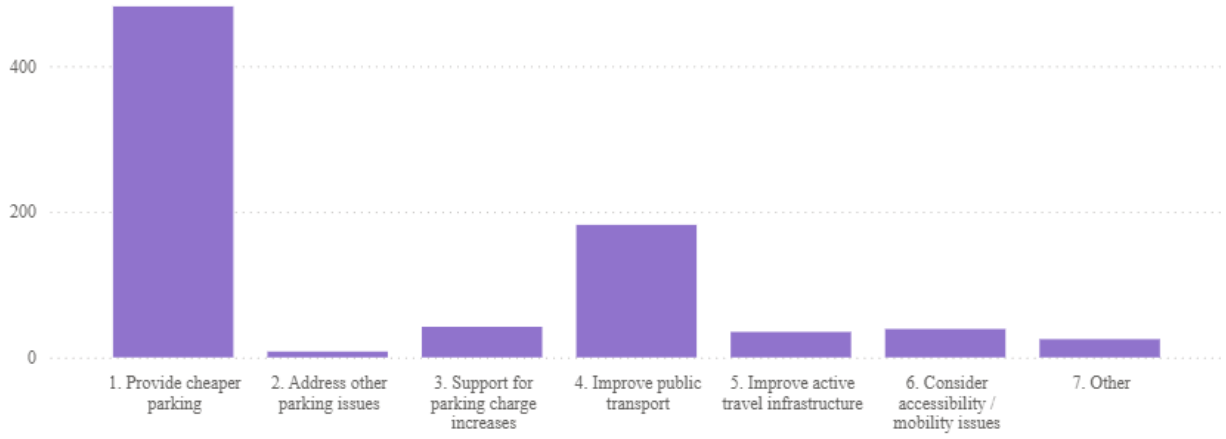


Figure 4-11 Residents key themes when considering York's Transport Strategy (Q12)

Figure 4-12 shows how respondents expanded further on theme 1 (reduce parking charges), including the breakdown of responses by a number of sub-themes. Of these, 293 respondents (61%) reported that they support a blanket reduction, and a further 109 respondents (23%) called for cheap or free parking for short durations. 47 respondents (10%) suggested discounts for residents, businesses and/or customers, and 33 respondents (7%) suggested more free parking generally.

Residents also explained in more depth how increasing parking charges has impacted their parking habits and daily routines. Five example responses which expand on this theme are provided below.

"[…] I feel that the parking on bishy rd should go back to where it was. I've stopped my exercise class at st clementnls hall as I just can't afford the parking cost."

"The council need to reduce the parking charges by at least half. You can park in neighbouring cities and towns for £3-5 per day! York's costs are prohibitive. I no longer go to Bishy Road for a Sunday croissant and hot chocolate now because the parking costs make it unaffordable."

"The huge hike has impacted on time spent on bishopthorpe rd and using the businesses there. A reduction in charges would help increase the stay. Remember £6 on top of a meal or shopping is a lot of money. If you want more people to use the car park, maybe reduce the time allowed? Ideally reduce the charges to enable people use the facility and spend locally."

"York parking charges are extremely high and I feel have reduced my use of car use . This has reduced my visits into town ,"

"I have reduced what I buy in town due to now using park and ride. I can't carry items. Certainly not food. I use to use greengrocers and other shops on bishy road for a quick food top up. Can't do this anymore."

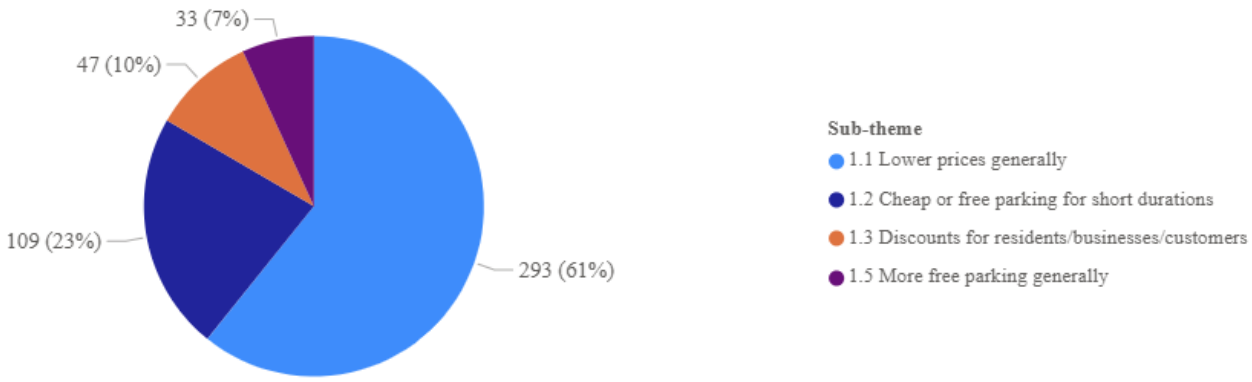


Figure 4-12 Sub themes of theme 1: reduce parking charges (Q12)

As shown in Figure 4-13, improving public transport (theme 3) is also another key theme identified. Figure 4-13 highlights the specific ways in which respondents would like to see public transport services improve, with increased frequencies and expanded network coverage being the most common sub-themes identified. Others cited improved reliability and cheaper fares. Three example responses which expand on this sub-theme are provided below.

"York buses are extremely unreliable; there is only one bus route going to bishy road and it would take me over twice the time as well as meaning I couldn't carry anything heavy"

"Have a proper bus service which runs regularly every 10 - 15 minutes like the park and ride"

"Recognise that there are areas within the City of York that are not well-served, or are not served at all, by buses and make better provision for people in these areas, committing to using increased parking revenue to do this. "Getting on your bike" is not a viable alternative for those in more rural areas, who have to negotiate dangerous roads, who have children, who have health problems, who are elderly, who have several destinations to visit or who want to buy things."

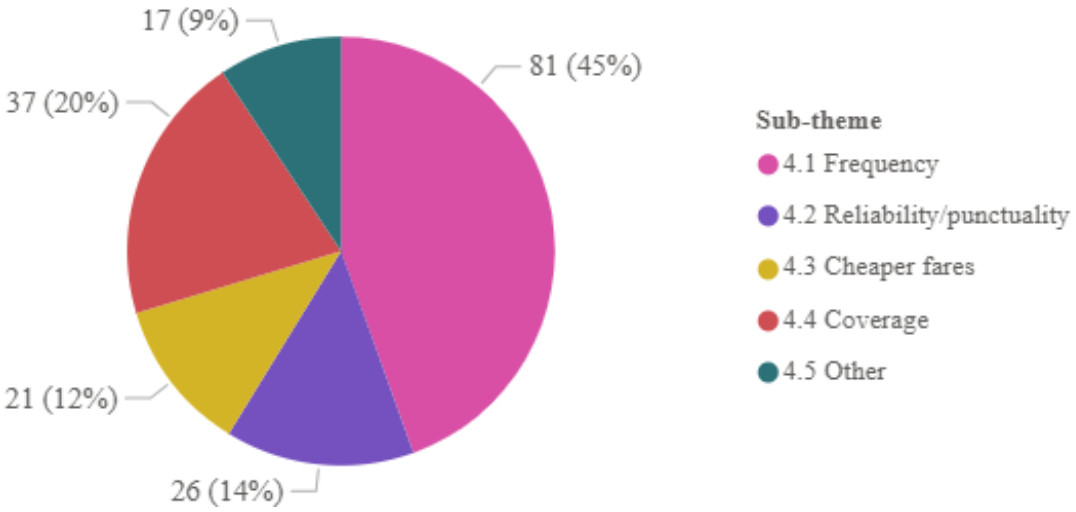


Figure 4-13 Sub themes of theme 3: improve public transport (Q12)

4.5 Summary of drop-in session findings

A drop-in session for residents and business owners in the Bishopthorpe Road study area was held on Tuesday the 31st of March from 17:30-20:00 in Clement Hall, Nunthorpe Road.

A total of 12 attendees participated. Around half of the attendees were traders from the Bishopthorpe Road Traders Association, whose representatives has been actively engaged in the consultation and communicating with CYC regarding the challenges associated with parking charges in York. The remaining attendees included residents who are not business owners, including drivers, non-drivers and cyclists. Some of them told us they live locally, for example in the South Bank area.

4.5.1 Summary of session

The drop-in session at Bishopthorpe Road brought together traders, residents and local stakeholders to discuss the recent increases in car parking charges and their wider implications for the area. Attendees were consistently polite, constructive and deeply invested in finding a balanced, workable solution. Collectively, they have undertaken their own surveys and analysis to support evidence-based discussion (see Section 4.6 below). The session revealed a strong sense of community pride, a desire to collaborate with CYC, and a shared concern that the current parking regime is undermining the long-term success of the high street.

The Bishopthorpe Road community wants to work collaboratively with the Council to find a “Goldilocks” price for parking – one that supports local businesses, encourages sustainable travel and reflects the unique character of the area. They referenced examples such as Altrincham, where a modest parking charge reportedly contributed to a high street revival, as evidence that well-designed pricing can support both economic and environmental goals.

Attendees stressed that the issue is not only about business performance but also about people’s way of life. Bishopthorpe Road is a cherished community hub, and many fear that without a more proportionate and locally sensitive parking strategy, the vibrancy and diversity of the high street could be at risk.

4.5.2 The need for a localised approach

A consistent theme was the belief that parking policy should reflect the specific needs of local shopping areas rather than mirror city-centre pricing. Many attendees accepted that some level of price increase was inevitable, but they strongly opposed the scale and uniformity of the recent changes. The view was that Bishopthorpe Road, as a neighbourhood high street, should not be subject to the same tariff structure as long-stay city-centre car parks.

There was support for reinstating short-stay parking options for residents, ideally with a free first hour or at least a free 30-minute period. This was seen as essential to enabling quick visits to local shops, something that has historically been a core part of the area’s economic vitality. Attendees noted that incremental, inflation-linked increases would have been acceptable, but the sudden, steep rise, described by some as a 500% increase, felt disproportionate and poorly aligned with local needs.

Concerns were also raised about fairness. Some residents now choose to park at supermarkets, where parking is free, rather than pay the higher charges on Bishopthorpe Road. This behaviour directly affects local traders, who rely on convenience-based visits and repeat custom. Vulnerable people, including those with disabilities not covered by blue badge exemptions, were said to be particularly disadvantaged by the increased costs and by the reliance on digital payment systems.

A minority of attendees felt that higher charges could help reduce traffic and create more space for cyclists. However, even these participants emphasised the need for a balanced approach that supports traders while encouraging sustainable travel. Several suggested that the Council could work with cycling groups and local businesses to identify barriers to cycling and promote alternatives to car use.

4.5.3 Economic impacts on traders and the local high street

Traders reported a significant downturn in business since the price increases. Many described a sharp reduction in “popping-in” trade – quick visits for small purchases that previously formed a substantial part of their income. They feel that customers are now more reluctant to make short trips, particularly when they

already pay a premium for local goods and services. Some traders reported footfall or takings down by more than 20%, a decline they believe cannot be explained by wider economic trends alone.

Some of the behavioural changes observed include:

- People are staying for shorter periods, with average visit times reportedly halved from over two hours to around one
- Some customers are "chancing it" by parking in resident-permit areas or even on double yellow lines to avoid charges
- Families are visiting less frequently, with many opting for out-of-town retail parks such as Monks Cross, where parking is free and time pressures are reduced
- Trip-chaining – combining multiple errands in one visit, has declined, as people feel more compelled to watch the clock

Traders expressed frustration that the parking changes appear to be "killing the goose that lays the golden egg." Bishopthorpe Road has long been a thriving high street with a strong independent retail offer, but many feel that the increased charges are undermining this success at a time when businesses are already facing rising fixed costs, including higher wages and taxes. One trader noted a 30% reduction in staffing alongside a 35% increase in staff costs, illustrating the financial pressures they face.

The group also highlighted that they had secured a grant from the York & North Yorkshire Combined Authority to support the high street in 2026. They have invested significant time in developing proposals to maximise the impact of this funding. However, they felt that the parking changes have created additional challenges that could have been avoided, forcing them to divert time and resources into evidencing the negative impacts.

4.5.4 Transport choices, accessibility and equity considerations

A recurring concern was the disproportionate impact of the new charges on protected groups. An Equality Impact Assessment was referenced, indicating that around 20% of the population has a disability, and not all are eligible for blue badges. For many, digital-only payment systems present additional barriers. Attendees stressed that accessibility must be central to any future parking strategy.

There was also a strong view that the rationale for the increases, i.e. reducing short car trips, does not reflect the realities of transport provision in the area. Public transport options on the edges of York were described as limited, infrequent or unreliable. As a result, some residents are now driving further to reach supermarkets or out-of-town centres, potentially increasing overall car mileage rather than reducing it.

Despite these concerns, the group emphasised that they are not "pro-car" in principle. They expressed strong support for investment in sustainable transport and public realm improvements. With 78% of people already accessing Bishopthorpe Road by non-car modes, they see an opportunity to build on this success. However, they argued that a balanced approach is essential – people need genuine choice, and for some trips, particularly those involving heavy or bulky items, a car remains necessary.

4.5.5 Strategic concerns and requests for CYC action

Attendees expressed a desire for greater strategic consistency across York's parking system. They questioned why Bishopthorpe Road had experienced such a steep increase and called for a more coherent, city-wide approach that considers the role of each car park and the needs of different communities.

There was frustration about the lack of clear data on the impact of the price changes, particularly regarding congestion reduction. Some noted that the process had been ongoing for over a year, including a temporary rollback of prices, yet little evidence had been presented to justify the current approach or demonstrate its effectiveness.

A strong request was made for the reinstatement of free short-stay parking for residents. Several attendees suggested innovative options such as linking free parking to proof of purchase, limiting it to York residents,

or introducing more dynamic pricing models such as pay-on-exit systems. Others questioned whether tariffs could be applied to out-of-town shopping centres to level the playing field.

Finally, attendees asked whether the ongoing work by Arup could include an independent assessment of what constitutes a fair pricing regime. They were disappointed to learn that pricing recommendations are not part of the current commission and expressed a desire for impartial guidance to help rebuild trust.

5. Summary

5.1 Responses from business owners

5.1.1 Impact of parking charge increase

Overall, the survey findings indicate that the April 2025 parking charge increases have had a negative impact on many business owners and managers in the Bishopthorpe Road area. In terms of direct business impacts, a majority of respondents (56%) reported fewer customers and lower spend since the increases, while 15% reported no change and only one respondent reported more customers and greater spend (with a further 17 respondents unsure, not answering, or not selecting a category). While views varied on whether the increases affected operational needs such as parking for staff or taking deliveries (30% reporting an impact and 44% reporting no change), discussion at the drop-in session reinforced concerns about reduced "popping-in" trade, shorter dwell times and a perceived shift towards free-parking alternatives and out-of-town destinations. Traders and stakeholders also highlighted broader pressures on local businesses (including rising costs) and expressed a preference for a more localised, proportionate short-stay parking approach, supported by improved consultation and transparency. These themes align with additional evidence submitted by the Bishopthorpe Road Traders Association, which argues that the scale of the tariff increases has been damaging to the local high street.

5.1.2 Policy suggestions

In terms of policy suggestions, business owners' open responses (Q12) most commonly called for a reduction in parking charges, with particular emphasis on reinstating affordable short-stay parking to support quick, convenience-based trips and local spend (for example, a free or significantly reduced first 30 minutes to one hour). Some respondents also suggested more targeted discounts for local residents, businesses and/or customers. Alongside parking tariffs, respondents highlighted the importance of strengthening alternatives to car use, including improved public transport (e.g., better bus frequency, coverage and capacity, and stronger park-and-ride provision) and improved active travel infrastructure. The drop-in session echoed these themes, with attendees advocating a more localised and proportionate approach to pricing for Bishopthorpe Road (rather than alignment with city-centre tariffs), alongside options such as proof-of-purchase schemes, resident-only short-stay concessions and more flexible pricing models (e.g., pay-on-exit). These suggestions align with additional evidence submitted by the Bishopthorpe Road Traders Association, which recommends reversing or substantially revising the tariff structure to restore affordable short-stay parking, alongside improved consultation and transparency going forward.

5.1.3 Selected quotes

"Reduce charges for first hour to enable locals to use the shops. Many of the shops rely on frequent visits..greengrocers, bakeries, hardware shops etc , high parking charges deter them and encourage the use of large supermarkets who have free parking in addition to economies of scale with product pricing but do little to create communities."

"Continue to invest in cycling infrastructure and public transport as well as promoting active travel methods which don't involve cars. Traffic in York is terrible and it won't improve without fewer cars on the roads."

"Resident Permits: Offer a discounted digital permit for local council tax payers, ensuring that visitors provide the bulk of the increased revenue while locals feel protected. Partner with local shops so that if a customer spends over a certain amount (e.g., £20), the business provides a QR code to discount their parking. Lower rates during Monday –Thursday to encourage footfall when the town center is quiet."

"I believe the parking should be reduced to a level where local people will still come and do their shopping. A £3 charge has an impact if you just want a loaf of bread. Customers are driving to big supermarkets where they can park for free. Surely that is creating a much bigger carbon footprint"

"If the Council wants its stated aim of reducing car journeys to be taken seriously, it needs to act quickly to increase user-friendly ways to access Bishopthorpe Road. The bus to Bishopthorpe Road is really not good! You might need to get two buses to get to the Bishy shops - one into town and one to the street - realistically, who on earth is going to do that? There are so few bike racks! we need many more. The parking wardens come only every few weeks, so people just park in the residents bays! There's no way of knowing who is a resident and who is parking illegally! Visible paper permits are needed! SO - make the car park affordable for people who cannot get the bus. Sort out the illegal parking. Put in more bike racks."

5.2 Responses from residents / visitors

5.2.1 Impact of parking charge increase

Overall, the resident/visitor responses suggest that the April 2025 parking charge increases have changed how people travel to and use Bishopthorpe Road, with many respondents reporting fewer visits and altered parking behaviour. The survey indicates that a substantial proportion of respondents drive to and park in the area at least monthly, often as part of multi-purpose journeys and in the context of limited suitable alternatives to the car. Respondents reported a range of behavioural responses to the price increases, including using the car parks less frequently, parking in different locations (including nearby residential streets), travelling to different destinations, and reducing the length of time spent parked. Consistent with these changes, most respondents reported that their visits to local businesses and services have decreased since April 2025. These themes were echoed at the drop-in session, where residents and other attendees raised concerns about affordability, convenience for short trips, and the potential for displacement to free-parking alternatives. Accessibility and equity issues were also highlighted, including impacts on disabled people who are not eligible for Blue Badge concessions and those who face barriers with digital payment systems. While some participants supported higher charges as a means to manage traffic and encourage mode shift, there was a shared view that any parking policy should be more locally sensitive and paired with stronger alternatives, particularly improved public transport provision and facilities for walking and cycling.

5.2.2 Policy suggestions

In terms of policy suggestions, residents' and visitors' open responses (Q12) most commonly focused on making parking more affordable, particularly through reducing tariffs and reintroducing cheap or free short-stay options to support quick trips and access to local services. Many respondents supported a general reduction in charges, while others proposed specific measures such as a free or low-cost first 30 minutes to one hour, resident or local-user discounts, and wider availability of free parking. A second key theme was strengthening alternatives to car use, with respondents calling for improved public transport including better bus reliability, frequency and coverage, alongside cheaper fares, and for enhancements to active travel infrastructure (including better connected cycle routes and increased cycle parking). These themes were echoed at the drop-in session, where attendees discussed the need for a more locally sensitive approach to parking policy and raised accessibility considerations, including the needs of disabled people who are not eligible for Blue Badge concessions and those who face barriers with digital payment systems. Some participants also supported higher charges as a tool to reduce traffic and encourage mode shift, but commonly emphasised that this should be accompanied by tangible improvements to sustainable transport provision.

5.2.3 Selected quotes

"Introduce the first 60 minutes free, or at a very low cost. This would allow people to shop locally, and use the retailers selling food and drink or offering other services for a short visit."

"Provide more frequent and cheaper buses from all parts of York into the centre.Provide more cycle lanes, and connect up the ones that already exist. More cycle racks in more places. Have a small shuttle bus to connect car parks to; city center, hospital, minster, railway station etc. Aim is for drivers to use a car park on their route in to the city. Rather than circle inner ring road to park on other side, nearer their destination. Would also help less mobile and elderly people."

"Blue badge considerations are important It's important that increases in price come alongside improvements in other services- buses and cycle lanes. I live in Fulford and cycle to Bishy road, the bike parking facilities are quite limited. I agree people should be encouraged not to drive short journeys and parking in a city should be expensive, but they need to have viable alternatives ."

"It is important to distinguish between the requirements of community services and amenities, and parking for visitors to York - none of whom would use Bishopthorpe Road. maintaining and supporting local businesses is vital for a community like Bishopthorpe Road (which won an award for its range of businesses). This assessment should be the first step in setting charges to identify possible detrimental effects on the area."

"The council needs to consider those who need to travel around the city for work purposes eg, carers and nurses and those who need a car for their line of work. They should allow for at least 1hr free parking in the car parks, this would allow for people to attend appointments, pick up prescriptions and do other essential tasks. For those who dont need a car, the council should still maintain the roads to make accessible and safer roads for riding a bike. Serious consideration should also be made for buses; some areas of the city dont have a regular service thus increasing the need to use a car."

5.3 Summary of policy suggestions

This section provides a non-exhaustive list of policy interventions that were suggested through the open responses to Question 12. These do not reflect the views of Arup, and will be further developed into a set of actionable recommendations in the Executive Summary report across all four areas.

- Reduce parking charges overall, including reversing or substantially revising the April 2025 tariff increases
- Reintroduce affordable short-stay parking (e.g., free or significantly reduced first 30–60 minutes) to support quick trips and local spending
- Introduce targeted discounts or concessions (e.g., for local residents, local businesses/staff, and/or customers)
- Consider proof-of-purchase parking schemes (e.g., retailer validation) and/or resident-only short-stay concessions
- Explore more flexible pricing and payment models (e.g., pay-on-exit and options that reduce reliance on digital-only payment)
- Ensure parking policy accounts for accessibility and equity impacts, including disabled people who are not eligible for Blue Badge concessions
- Improve public transport as an alternative to car use (e.g., better bus frequency, reliability, coverage and capacity, cheaper fares, and stronger park-and-ride provision)

- Continue to invest in active travel (walking and cycling), including better connected cycle routes and increased cycle parking
- Adopt a more localised approach to parking policy for neighbourhood high streets (rather than mirroring city-centre tariffs), with proportionate short-stay pricing
- Improve consultation, transparency and use of evidence in setting tariffs (including monitoring impacts on footfall, dwell time, displacement parking and equality impacts)

Appendix A

Bishopthorpe Road Parking Charges (pre and post April 2025)

A.1 Bishopthorpe Road Car Park charges – January 2025

Open 24 hours. Charges apply from 8.00am to 6.00pm. Charges apply every day including Sundays and Bank Holidays.

Maximum stay 3 hours.

Length of stay	Pay and display
Up to 1 hour	£0.80
Up to 2 hours	£1.60
Up to 3 hours	£4.50

A.2 Bishopthorpe Road Car Park charges– April 2025

Open 24 hours. Charges apply from 8.00am to midnight. Charges apply every day including Sundays and Bank Holidays.

Length of stay	Sunday to Thursday	Friday, Saturday and events	Minster Badge Holder Sunday to Thursday	Minster Badge Holder Friday, Saturday and events
Up to 1 hour	£4.85	£5.30	£3.70	£4.10
Up to 2 hours	£9.70	£10.60	£7.50	£8.20
Up to 3 hours	£11.20	£13.50	£8.60	£10.40
Up to 4 hours	£14.90	£17.50	£11.50	£13.50
Up to 5 hours	£15.50	£21.50	£14.30	£16.50
Over 5 hours	£22.50	£25.00	£17.30	£19.20

A.3 Bishopthorpe Road Car Park Charges- July 2025

Open 24 hours. Charges apply from 8.00am to 6.00pm. Charges apply every day including Sundays and Bank Holidays.

Length of stay	Monday to Sunday	Minster Badge holder Monday to Sunday
Up to 1 hour	£3.00	£2.10
Up to 2 hours	£6.00	£4.20
Up to 3 hours	£9.00	£6.30

A.4 Rowntree Park Car Park Charges January 2025

Length of stay	Pay and display	RingGo Pay by phone	Minster Badge Holder
Up to 1 hour	£1.30	£1.30	60p
Up to 2 hours	£2.60	£2.60	£1.20
Up to 3 hours	£3.90	£3.90	£1.80
Up to 4 hours	£5.20	£5.20	£2.60

A.5 Rowntree Park Car Park Charges April 2025

Length of stay	Standard	Minster Badge holder
Up to 1 hour	£3.00	£2.30
Up to 2 hours	£6.00	£4.60
Up to 3 hours	£9.00	£6.90

Appendix B

Right to Challenge Car Parking Price Consultation Survey

ARUP

Right to Challenge Car Parking Price Consultation –

Bishopthorpe Road, Micklegate, The Groves and Heworth

Right to Challenge Car Parking Price Consultation – Bishopthorpe Road, Micklegate, The Groves and Heworth

This consultation closes on Friday 27th February 2026

Arup is undertaking an independent review of car parking charges in four areas of the city.

Traders and residents in Bishopthorpe Road, Micklegate and The Groves have initiated a challenge to parking charges through The Right to Challenge Parking Policies Statutory Guidance under the Traffic Management Act 2004. Separately, traders in Heworth have raised a petition against the proposed increases in car parking charges. This follows the Council's decision to increase charges for the local, council owned, car parking. On completion of the review, the Council will publish the findings from independent review and details of when it will be considered. The outcome of the decision will be published via the council website.

Why we want to hear from you

Your feedback will help ensure the independent review of car parking charges reflects the needs and concerns of local residents, traders and the wider community.

Please return completed copies of your survey to one of the following locations:

- Dringhouses Library
  56 Tadcaster Road, Dringhouses, York, YO24 1LR

- York Explore Library and Archive
  Library Square, Museum Street, York, YO1 7DS

- Bishopthorpe Library
  Main Street, Bishopthorpe, York, YO23 2RB

- Tang Hall Explore Café The Centre @
  Burnholme, Mossdale Avenue, York YO31 0HA

Alternatively, you can return your survey by Freepost. Details of the Freepost option are included on page 5 of this document.

Privacy Notice

Full City of York Council Privacy Notice

Please read our full privacy notice:

www.york.gov.uk/privacy

This Privacy Notice was created or updated in December 2024.

What information are you collecting?

We are collecting your information, such as:

- your name
- your contact details
- protected characteristics such as disability, gender, ethnicity, age etc.
- your responses opinions and thoughts

Full City of York Council Privacy Notice

Where required, we will seek your consent to take photos, video or audio recordings. You can find out how we may use these at:

www.york.gov.uk/privacy/communications

How is my information being collected?

We get information directly from you when you take part. This may be through a survey, attending events or focus groups.

Completing the survey - online

When we use Citizen Space to process responses, you can find out how they use your information here:

Delib's CitizenSpace (digital citizen engagement platform). You can find out how they use information in the Delib Privacy Notice.

Completing the survey - paper forms

If you have completed a paper survey, once you complete and return it to us, we will transfer the information you have given us onto the council's secure network and then destroy the paper copy confidentially.

How will my comments help you?

We want to hear directly from people across the city about what needs to change and how we can work together to build a fairer York for everyone. We may use your information to create reports that are anonymised and cannot be linked back to you or other individuals.

This may include:

- statistical analysis
- statutory returns
- audit framework
- see how the council and its partners are supporting individuals
- help design better services
- inform funding decisions

How do I withdraw my consent if I change my mind?

We are using the information you give us in the survey with your consent. You can withdraw your consent at any time by contacting: communications@york.gov.uk

How long will you keep my information?

We will only keep your information for as long as it is needed then it will be securely and confidentially deleted or disposed of.

You can find more details about how long the council keeps records here:

www.york.gov.uk/CouncilRetentionSchedule

Your rights

To find out about your rights please see:

www.york.gov.uk/privacy

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Contact us

If you have any questions about this privacy notice.

Want to exercise your rights.

Have a complaint about how your information has been used.

t: 01904 554145
e: information.governance@york.gov.uk

Or write to:

Data Protection Officer,
City of York Council,
West Offices, Station Rise,
York, YO1 6GA

Please tick the box to confirm you have read and understood the Privacy Notice and give your consent to your information being used as described within it. ☐

Please note, if you do not give your consent then you are unable to continue.

Ways to complete and return your questionnaire

1	Complete the survey online	You can access the online questionnaire by using the QR code opposite or by typing the following link: https://ourbigconversation.york.gov.uk/business-intelligence/yorkcarparking/
2	Scan and email	Complete, scan and email your response to: YorkCarParking@arup.com
3	Visit us	Drop into any of the libraries listed on page 2 or West Offices where we can assist you to complete Online.
4	Get help over the phone	Call customer Service on 01904 551550 and leave your number and we will call you back.
5	Drop off	Hand in the completed form at any of the libraries listed above on page 2.
6	Paid return envelope	Call our Customer Services team on 01904 551550 to request a freepost return envelope.
7	Return by freepost	York Car Parking Consultation Freepost RTEG-TYYU-KLTZ (to be updated by CYC BI team) CYC, West Offices, Station Rise, York YO1 6GA
8	Video Relay Service (BSL)	Use our BSL Video Relay Service, details are provided below.

Alternative formats statement

If you require any reasonable adjustments or this document in another format (e.g. large print, braille, Audio, BSL or Easy Read) please:

Email us: cycaccessteam@york.gov.uk

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

Use our BSL Video Relay Service:

www.york.gov.uk/BSLInterpretingService

Select ‘Switchboard’ from the menu.

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Questions

1. Which area are you answering the questions from?
Please select only ONE location

Bishopthorpe Road	
Micklegate	
The Groves	
Heworth	

2. Are you a business owner or manager in York? (Select one)

Yes	
No	

If you answered YES, please answer questions 3 – 5. If you answered NO, please continue to question 6.

Business Ownership and Parking in York

3. What type of business do you own or manage?

Retail		Food and beverage	
Entertainment and Recreation		Accommodation	
Financial Services		Health and Beauty	
Other:			

4. What impact have you seen from the increased parking charges directly on your business? (Select one)
Please provide evidence of this impact, you can email us at YorkCarParking@arup.com. Please include your response to this question in the email.

More customers, greater spend		More customers, lower spend	
Fewer customers, greater spend		Fewer customers, lower spend	
No change		Don't know / unsure	
Other:			

5. Has the increase in parking charges impacted your ability to park at your business or take deliveries?

If you are a business owner, please proceed to Question 12.

6. Do you drive to and park at the location you selected, and how often do you make this journey?

Yes, more than once a week	
Yes, once a week	
Yes, once every two weeks	
Yes, once a month	
No, I use other forms of transport	

7. If you drive to your selected area, why do you travel by car instead of other modes e.g. public transport, walking? Select all that apply.

Necessity – unable to walk long distances / travel any other way	
Comfort	
No suitable alternative transport modes available	
Safety	
It forms part of a multi-purpose journey	
Practicality – transporting heavy goods	
I do not drive to my selected location	
Other:	

8. What type of parking space do you usually park in when visiting your selected area?

Within a car park – regular parking	
Within a car park - accessible parking (blue badge)	
Within a car park - parent and child parking	
Within a car park - resident permit parking	
Within a car park – electric vehicle parking	
Within a car park – motorcycle parking	
On the street – regular parking	
On the street – accessible parking (blue badge)	
On the street – parent and child parking	
On the street – resident permit parking	
On the street – electric vehicle parking	
On the street – motorcycle parking	
Private land	
Other:	

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9. How has the increase in parking charges (April 2025) affected your parking habits in your selected area? Select all that apply.

I use car parks less frequently	
I use other modes of transport	
I park in different locations (e.g. residential streets)	
I use other / different private car parks	
I park for shorter amounts of time	
I have changed where I travel to (travel to a closer destination to my home)	
I have changed where I travel to (travel to a further destination from my home)	
I was not aware of the changes in parking charges	
I don't / can't drive	
No change	
Other:	

10. How far away from the area you selected are you willing to park in order to have cheaper or free parking?

Below 400m (under 5 minutes)	
400m (5 minutes)	
Below 800m (under 10 minutes)	
800m (10 minutes)	
Below 1200m (under 15 minutes)	
1200m (15 minutes)	
Over 15 minutes, please specify:	

11. What impact have you seen from the increased charges in terms of your visits to local businesses or services in your chosen area?

My visits have increased	
My visits have stayed the same	
My visits have decreased	
Not applicable	
Specific location(s)	
Other:	

All respondents please answer Question 12.

12. York's Local Transport Strategy envisages an accessible, affordable, sustainable, and resilient transport network that continues to actively improve health and support a thriving economy for decades to come. The strategy aims to discourage car use for journeys which could be made by sustainable modes and reduce the number of miles travelled on York's roads by at least 20% by 2030.

Thinking about the Strategy, what actions do you think the council could take in response to the challenge over car parking charge increases?

About you

All responses will be anonymised

On the next few pages we will ask some questions about you.

Any information you are happy to share will help us identify themes for the specific groups below which will assist us with any future support and policy planning and will not be used to identify you.

If you do not wish to complete this section, please return the completed form to us using any of the methods shown on page 3.

Would you like to complete the 'About You' section?

Yes		No	

Your gender:

Yes		No	
Prefer not to say			

Is the gender you identify with the same as your sex registered at birth?

Male		Female	
Non-binary		Prefer not to say	

Is the gender you identify with the same as your sex registered at birth?

Bisexual		Gay or Lesbian	
Heterosexual / straight		Prefer not to say	
Other:			

Please select the appropriate box to describe your religion or belief:

Prefer not to say		Atheist	
Hindu		Christian	
Sikh		Muslim	
Buddhist		No Religion	
Jewish			
Other:			

Your age:

Under 16		16 to 24		60 to 64	
40 to 55		56 to 59		Prefer not to say	
65+		25 to 39			

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What is your ethnic group?

Prefer not to say		Asian - Indian	
White – English / Welsh / Scottish / Northern Irish / British		Any other Asian background	
White – Irish		Asian – Bangladeshi	
White – Gypsy or Irish Traveller		Asian – Chinese	
White – Roma		Asian – Pakistani	
Any other White background		Black African	
Mixed – White & Black Caribbean		Black – Caribbean	
Mixed – White and Black African		Any other Black / Black British / African / Caribbean background	
Mixed – White and Asian		Other – Arab	
Any other Mixed / multiple ethnic background		Any other ethnic background	

Other:

Do you consider yourself disabled?

Yes		No	
Prefer not to say			

Do you look after, or give any help or support to, anyone because they have long-term physical or mental health conditions or illnesses, or problems related to old age? (Excluding anything which is part of paid employment)

Yes		No	
Prefer not to say			

Do you have any experience of being in care?

Yes		No	
Prefer not to say			



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ARUP

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ARUP

City of York Council

Healthy Places – Right to Challenge Car Parking Price Consultation

Heworth Survey Findings

Reference: 313147-00

Final | 26 May 2026



This report takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 313147-00

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Leeds
LS1 4AP
United Kingdom
arup.com

Contents

1.	Introduction	1
1.1	Purpose and background	1
1.2	Report structure	1
2.	Local context	2
2.1	Introduction	2
2.2	Study area	2
2.3	Parking provision	3
3.	Consultation method	5
3.1	Background	5
3.2	Survey period	5
3.3	Survey methods	5
3.4	Survey questions	5
3.5	Drop-in session	5
4.	Survey findings	6
4.1	Introduction	6
4.2	Understanding the survey sample	6
4.3	Impact to business owners/managers	8
4.4	Impact to residents/visitors	11
4.5	Summary of drop-in session findings	18
5.	Summary	19
5.1	Responses from business owners	19
5.2	Responses from residents / visitors	19
5.3	Summary of policy suggestions	20

Tables

Table 2-1 Summary of parking provision in the Heworth area 3

Table 2-2 Summary of daytime short stay parking charge increases – Monday to Sunday 4

Table 4-1 Demographic comparison between survey sample and Yorkshire and the Humber population (2021 Census) 6

Figures

Figure 2-1 Heworth study area 2

Figure 4-1 Types businesses owned/managed by respondents (Q3) 8

Figure 4-2 Changes in customer spending since April 2025 price increases (Q4) 9

Figure 4-3 The impact of April 25 parking charge increases in being able to park or take deliveries (Q5) 9

Figure 4-4 Business owner key themes when considering York's Transport Strategy (Q12) 10

Figure 4-5 Trip frequency of residents driving to and parking in Heworth (Q6) 11

Figure 4-6 Residents reason for travelling via car (Q7) 12

Figure 4-7 Resident parking habit changes since the April 25 price increases (Q9) 13
Figure 4-8 Trip frequency post April 25 price increases (Q11) 13
Figure 4-9 Type of parking space accessed by residents in Heworth (Q8) 14
Figure 4-10 Distance residents are willing to travel from their destination for cheaper or free parking (Q10) 15
Figure 4-11 Residents key themes when considering York's Transport Strategy (Q12) 15
Figure 4-12 Sub themes of theme 1: reduce parking charges (Q12) 16
Figure 4-13 Sub themes of theme 3: improve public transport (Q12) 17

Appendices

Appendix A A-1
Heworth Parking Charges (pre and post April 2025) A-1
A.1 East Parade Car Park charges – January 2025 A-2
A.2 East Parade Car Park charges– April 2025 A-2

Appendix B B-1
Right to Challenge Car Parking Price Consultation Survey B-1

1. Introduction

1.1 Purpose and background

Ove Arup and Partners Ltd (Arup) have been commissioned by City of York Council (CYC) to undertake an independent review of car parking charges in four areas of the city, namely Bishopthorpe Road, Micklegate, The Groves, and Heworth. Following the Council's decision to increase charges in April 2025 for local, council owned car parking, traders and residents in Bishopthorpe Road, Micklegate and The Groves have initiated a challenge to parking charges through The Right to Challenge Parking Policies Statutory Guidance under the Traffic Management Act 2004. Separately, traders in Heworth have raised a petition against the proposed increases in car parking charges.

Acting as an independent voice, Arup's role has been to lead a consultation exercise (which ran from 17th December 2025 to 27th February 2026) and provide CYC with unbiased findings, reflecting the needs and concerns of local residents, traders, and the wider community. This report presents the findings of the consultation for the Heworth area (separate reports have been prepared for the other three areas mentioned). Feedback during the consultation was obtained from the following:

- An online survey
- Drop-in sessions for members of the public

The findings presented in this report will support CYC in making a decision on the issue. On completion of the review, the Council will publish the findings from the independent review and details of when it will be considered. The outcome of the decision will be published via the council website.

1.2 Report structure

- Section 2 includes the local context for the Heworth area
- Section 3 provides details of the survey
- Section 4 presents the findings of the consultation for business owners/managers and residents/visitors
- Section 5 summarises the headline findings

2. Local context

2.1 Introduction

This section provides an overview of the study area, highlighting the area in Heworth affected by the parking charge increases, and details of the increases implemented.

2.2 Study area

The Heworth study area is located about 1 mile northeast of the city centre. Heworth is a residential suburb, comprising of a mixture of terraced houses along East Parade, semi-detached houses on Stockton Lane and modern suburban development in Heworth Without. There is a range of local amenities available including gyms, pubs, and cafes. Section 4.3.1 provides details of the types of businesses owned/managed by respondents to the survey.

Figure 2-1 shows the boundary of the Heworth study area, highlighting the parking provision, including CYC-owned parking affected by the price increases.

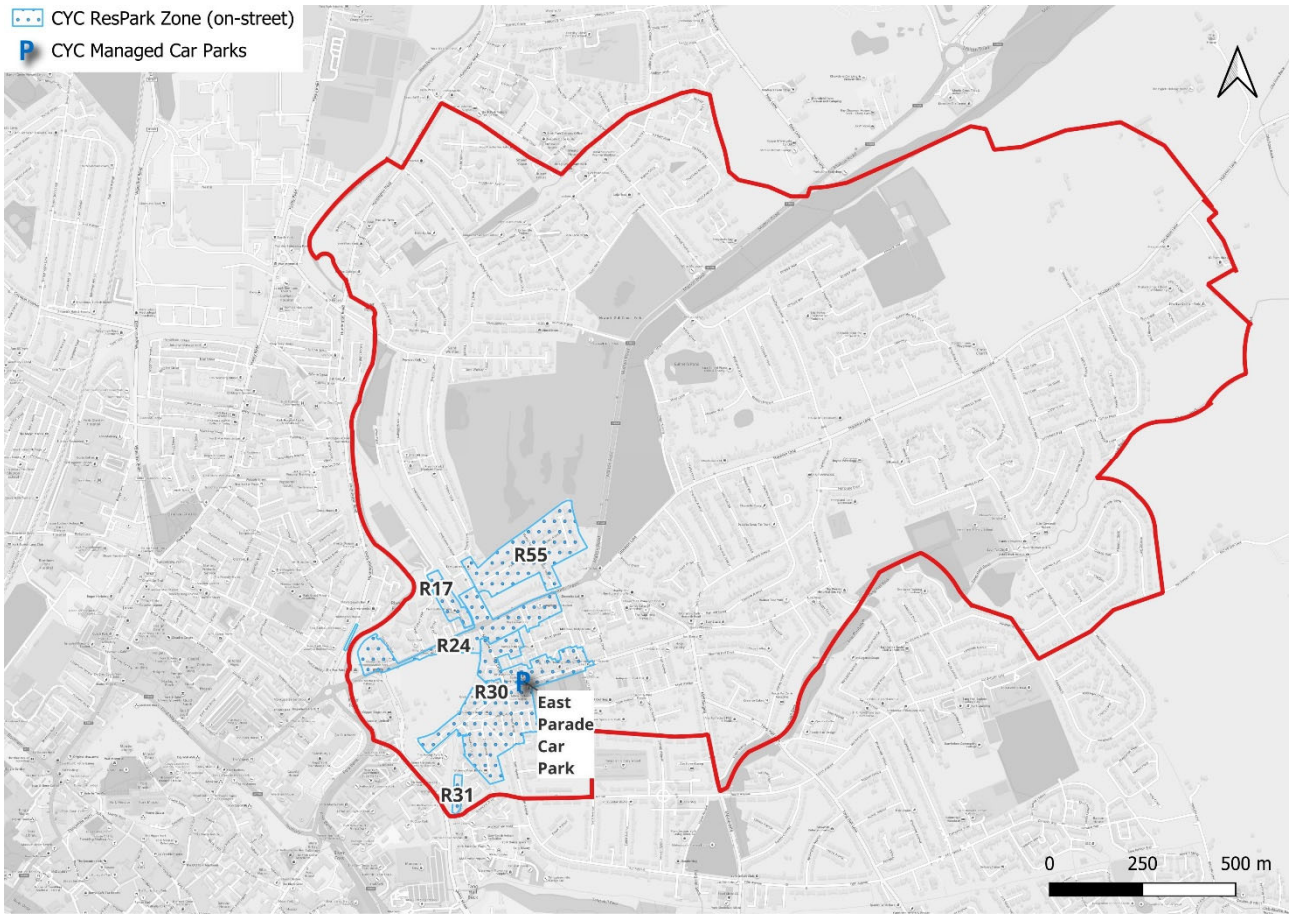


Figure 2-1 Heworth study area

2.3 Parking provision

As shown in Figure 2-1, parking provision in Heworth is comprised primarily of unregulated on-street parking, with on-street resident permit parking also available. Table 2-1 below summarises the provision at key locations.

Table 2-1 Summary of parking provision in the Heworth area

Parking location	Managed by CYC	Spaces	Further details
East Parade Car Park	Yes	14	Open 24-hours. Charges apply from 8.00am to 18:00. Charges apply every day including Sundays and Bank Holidays. Parking for more than 2 hours is only permitted after 15:00
R17 Hyrst Grove	Yes	~10	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. **Up to 10 minutes** of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
R24 Heworth	Yes	Limited on-street parking available	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. **Up to 1 hour** of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
R30 Layerthorpe	Yes	~100	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. A mixture of **up to 10 minutes or up to 1 hour** of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
R31 Richmond Street	Yes	~20	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. **Up to 10 minutes** of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
R55 Malton Irwin Avenue	Yes	Limited on-street parking available	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. Permit holders only

In April 2025, CYC introduced a new price framework for local, council owned car parking (see Table 2-1 and Figure 2-1 for parking affected in the Heworth area). This resulted in increased charges for both short and long stay visits (mostly affecting daytime parking). Table 2-2 below summarises the increases for daytime (before 18:00) short stay parking, for up to 30 minutes, up to one hour and up to two hours for East Parade Car Park. This highlights that price changes range from a decrease of 3%, to an increase of 173% in this area. Up to 30 minute provision is no longer available. A full breakdown of the price increases can be found in Appendix A.

Table 2-2 Summary of daytime short stay parking charge increases – Monday to Sunday

Location	Duration	Pre April 2025	Post April 2025	Change
East Parade Car Park	Up to 30 minutes	£0.50	N/A	N/A
-	Up to 1 hour	£1.10	£3.00	+1.90
-	Up to 2 hours	£6.20	£6.00	-£0.20

3. Consultation method

3.1 Background

A survey for online and in-person distribution was created by Arup in collaboration with CYC, to gain insight into the impacts the increases in parking charges have had on local businesses, residents and visitors in four areas of the city, including Bishopthorpe Road, Micklegate, The Groves, and Heworth. This report presents the findings of the consultation for the Heworth area (separate reports have been prepared for the other three areas mentioned).

3.2 Survey period

The survey period commenced on the 17th of December 2025 and closed on the 27th of February 2026.

3.3 Survey methods

An online survey was launched on the CYC Citizen Space platform on the 17th of December 2025 and was live until 27th of February 2026. Physical paper copies of the survey were distributed to identified businesses, community hubs and libraries within the four study areas, with these locations identified through engagement with local community groups and organisations.

Easy-read versions of this survey were also distributed to libraries and community centres within the study areas. These were produced to ensure the consultation was accessible to people with learning disabilities and others who may find standard written materials difficult to understand. The Easy Read surveys were developed by adapting the standard consultation questionnaire into an Easy Read format, using plain language, simplified sentence structures, clear layout, and supporting images, while retaining the core intent of the original questions. The design of the Easy Read version was undertaken by Easy Read UK[1] and it aligns with CYC's Accessible Communications Standards[22].

3.4 Survey questions

The survey consists of twelve questions and is split into two sections. The first section was answered by business owners only, and the latter by residents and visitors. Both groups answered the final question regarding York's Local Transport Strategy, and what actions they would like to see in response to the challenge over car parking charge increases.

The survey is comprised of open text and multiple-choice questions, covering topics such as changes to parking habits pre and post price increase, visits to local businesses and services and patterns of spending within defined study areas. The full set of survey questions can be found in Appendix B.

3.5 Drop-in session

Additionally, a drop-in session for business owners/managers and residents/visitors was held in the Tang Hall Explore Library on the 24th of March 2026. Attendees were able to share their views upon parking charges and suggestions to improve parking in their local area.

[1] Easy Read UK help organisations and businesses create accessible documents for people who have difficulty accessing standard written information

[2] City of York Council's Accessible Communication Standards can be found here: https://www.york.gov.uk/downloads/download/231/accessible-communication-standards-easy-read

4. Survey findings

4.1 Introduction

This section presents the findings of the survey for the Heworth area only. Reports for the three other study areas (Micklegate, Bishopthorpe Road and The Groves) have been prepared separately but using the same structure.

A review of the survey sample is provided in Section 4.2. Findings of the survey are presented in Section 4.3 and Section 4.4 for business owners/managers and residents/visitors respectively. Section 4.5 summarises the findings of the drop-in session.

4.2 Understanding the survey sample

This section provides an overview of how many people participated in the survey, and insights into how applicable the findings are to the local population.

4.2.1 Sample size

A total of 53 people responded to the survey from the Heworth area, 6 of which were business owners, and 47 of which were residents or visitors.

4.2.2 Survey sample characteristics

This sub-section examines how representative the sample is across Heworth. Checking whether there are any significant differences between the survey's sampled population and the local population across the wider Yorkshire and the Humber region provides an understanding of how responses may be skewed towards certain demographic characteristics.

Table 4-1 compares the survey sample demographics against the wider Yorkshire and the Humber across age, gender and disability status. The key demographic variables analysed include age, gender, and disability status. The local population comparison sample was compiled using 2021 ONS census data for Yorkshire and the Humber.

For resident disability status, the survey sample seems to be under representative of those who do not consider themselves disabled. The survey sample has an overrepresentation of older age groups (60-64 and 65+) and a corresponding underrepresentation of the youngest. There is also an underrepresentation of male respondents to the survey.

Table 4-1 Demographic comparison between survey sample and Yorkshire and the Humber population (2021 Census)

	Heworth Respondents	Yorkshire and the Humber
Age[3]		
16-24	6%	11.0%
25-39	11%	19.5%
40-55	25%	20.6%
56-59	6%	5.5%
60-64	13%	6.0%
65+	25%	19.0%
Gender[4]		
Female	50%	50.9%

	Heworth Respondents	Yorkshire and the Humber
Male	35%	49.1%
Disability status - Do you consider yourself disabled?[5]		
Yes	17%	18.6%
No	64%	81.4%

[3] 14% of respondents answered prefer not to say

[4]15% of respondents answered prefer not to say

[5]19% of respondents answered prefer not to say

4.3 Impact to business owners/managers

This section presents the findings to questions answered by business owners/managers, which covers questions 3-5 and 12 of the survey (see Appendix B).

4.3.1 Types of businesses the respondents own/manage

Relevant Question(s)

Q3: What type of business do you own or manage?

Figure 4-1 shows the types of businesses owned/managed by the respondents. With only six business respondents in total, the split was relatively even between the categories presented below. Two retail business responded which formed the biggest group.

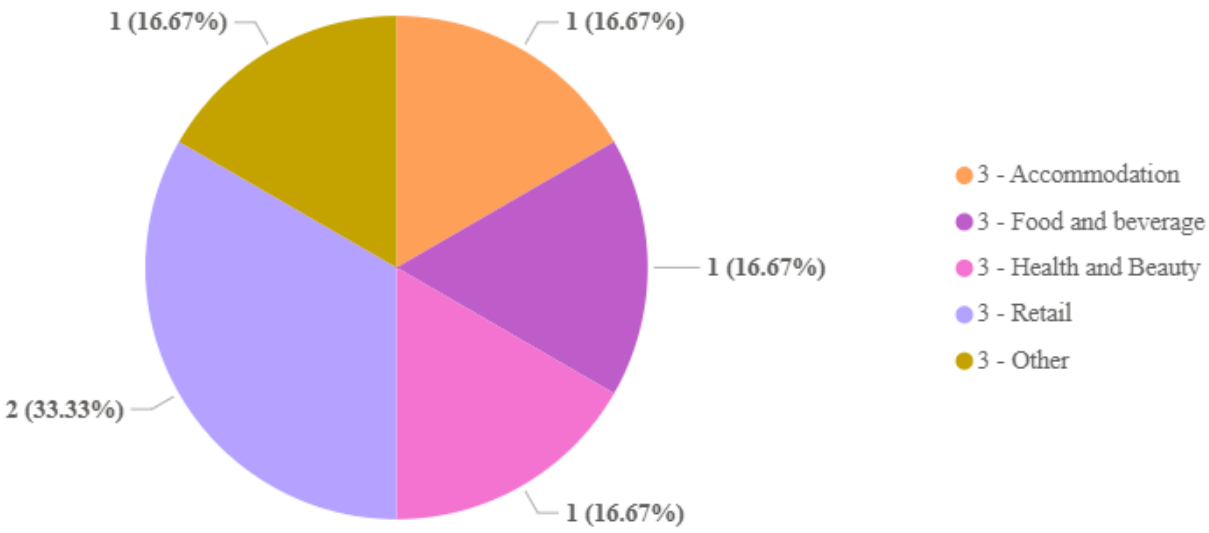


Figure 4-1 Types businesses owned/managed by respondents (Q3)

4.3.2 Impact to customer spending and visits

Relevant Question(s)

Q4: What impact have you seen from the increased parking charges directly on your business?

Question 4 provides insight into changes in customer spend and visits as a result of the parking charge increases. As shown in Figure 4-2, the majority of business owners/managers (67%) reported that there are fewer customers and lower spend since the April 2025 price increases. Of the remaining two respondents, one reported fewer customers but greater spend, and one was not sure of the impact.



Figure 4-2 Changes in customer spending since April 2025 price increases (Q4)

4.3.3 Impact to business owners/managers

Relevant Question(s)

Q5: Has the increase in parking charges impacted your ability to park at your business or take deliveries?

Question 5 aimed to establish whether the increase in parking charges has had an impact on business owners/managers being able to park or receive deliveries. As shown in Figure 4-3, 83% of business owners/managers reported that there has been an impact, whilst 17% reported no change.

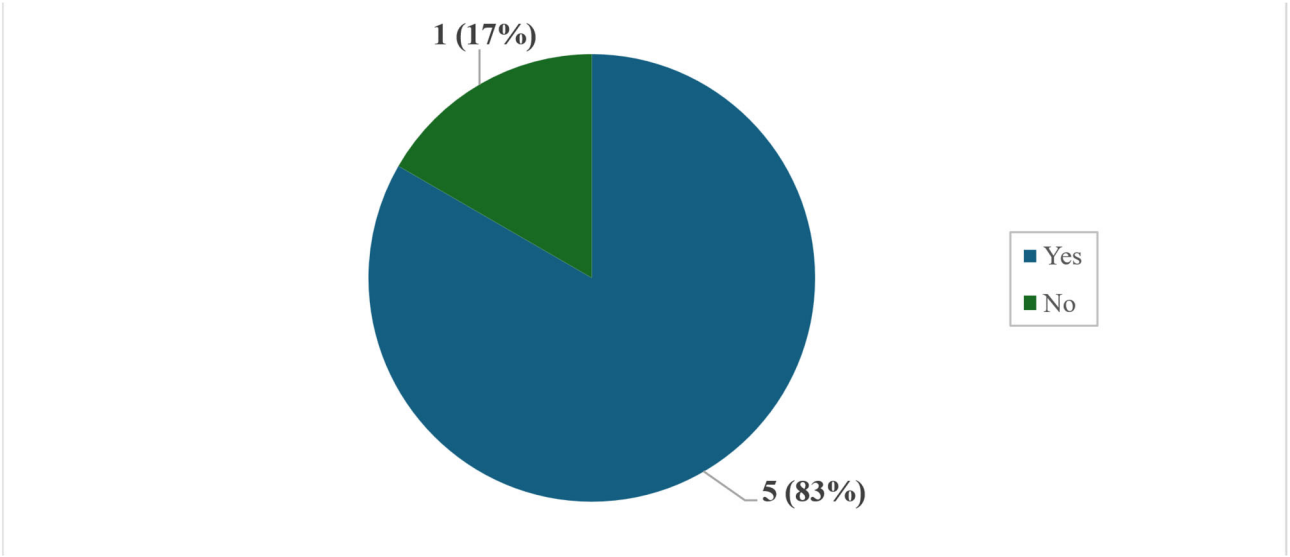


Figure 4-3 The impact of April 25 parking charge increases in being able to park or take deliveries (Q5)

4.3.4 Actions suggested by respondents when considering York's Local Transport Strategy

Relevant Question(s)

Q12: […] Thinking about the Strategy, what actions do you think the council could take in response to the challenge over car parking charge increases?

Question 12 aims to understand the actions respondents would like to see the Council take in response to the challenge over car parking increases, whilst considering York's Local Transport Strategy. Figure 4-4 details

the distribution of business owner's responses according to recurring key themes. This reveals that an overall majority of business owners would like to see a reduction to parking charges, with suggestions made in the other category not relevant to the transport strategy. One respondent suggested that active travel infrastructure should be improved.

On the topic of reduced parking charges, business owners explained how cheaper short stay parking benefitted the use of local people and their businesses:

"Reduce considerably the 1st 2 hours so residents can use the carpark to do local shopping without incurring huge charges"

On the topic of active travel, one business owner explained how cycle parking could be improved:

"[…] Try cleaning the streets, encourage business into the city. Help cyclists by providing secure parking where it is not a 50/50 chance of it been stolen."

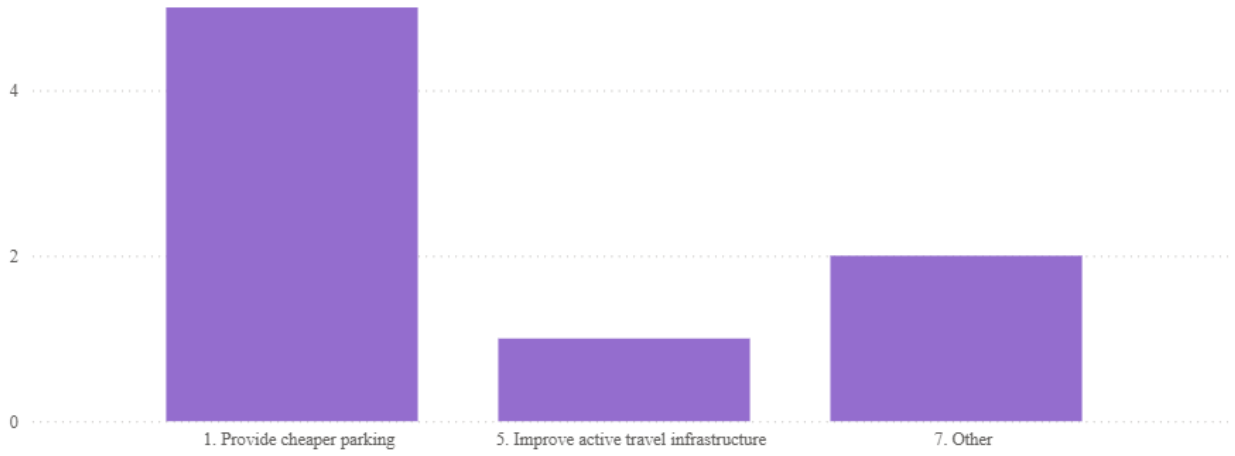


Figure 4-4 Business owner key themes when considering York's Transport Strategy (Q12)

4.4 Impact to residents/visitors

This section presents the findings to questions answered by residents/visitors, which covers questions 6-12 of the survey (see Appendix B).

4.4.1 Parking demand

Relevant Question(s)

Q6: Do you drive to and park at the location you selected, and how often do you make this journey?

Question 6 aims to provide an indication of the demand for parking in the area. As shown in Figure 4-5, responses are split fairly evenly between the five categories presented below. The two categories reflecting the most frequent visits, more than once a week and once a week, account for 47% of responses. 17% of respondents use other forms of transport.

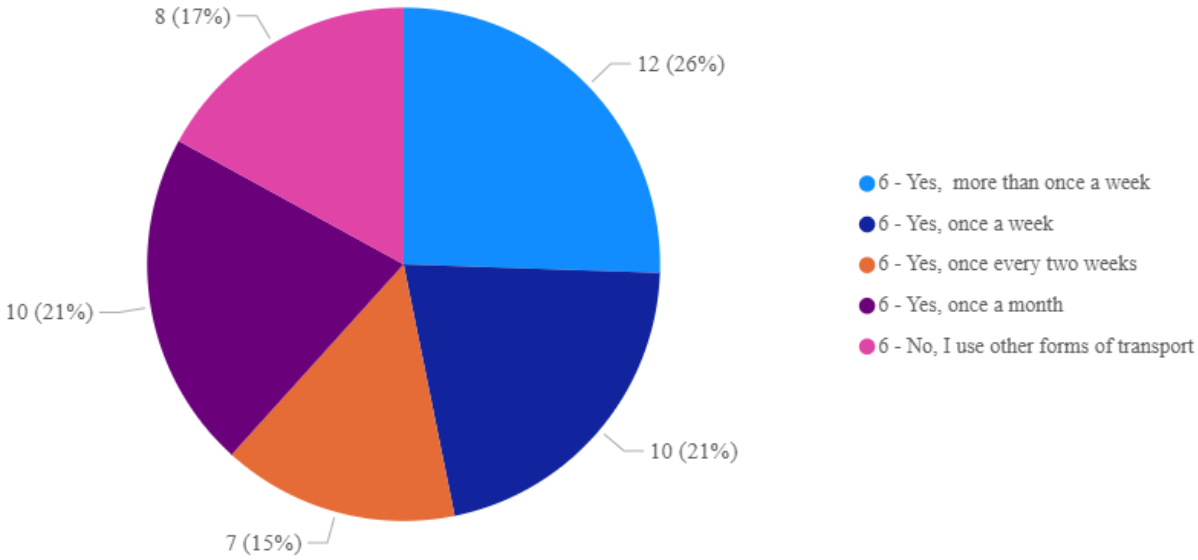


Figure 4-5 Trip frequency of residents driving to and parking in Heworth (Q6)

4.4.2 Reasons for travelling by car

Relevant Question(s)

Q7: If you drive to your selected area, why do you travel by car instead of other modes e.g. public transport, walking? Select all that apply.

Question 7 aims to gain insight into the reasons residents choose to travel by car. Respondents could select all impacts that apply. As shown in Figure 4-6, the most commonly selected reasons for travelling by car reported include ‘it forms part of a multi-purpose journey’, ‘no suitable alternative transport modes available’, ‘necessity’ and ‘practicality’. Seven respondents also stated that they do not drive to Heworth.

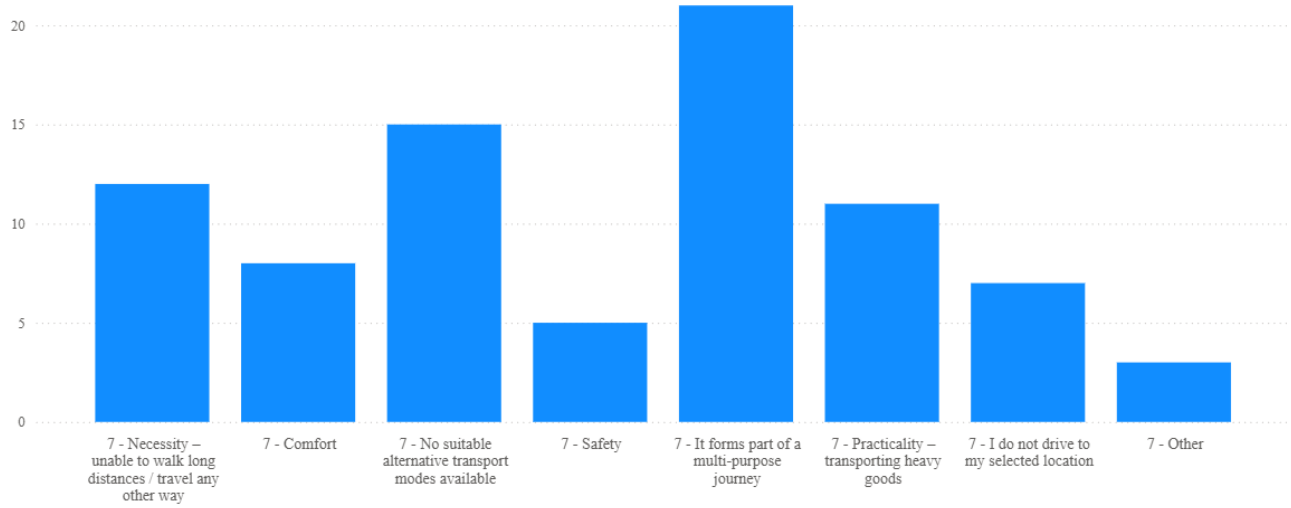


Figure 4-6 Residents reason for travelling via car (Q7)

4.4.3 Impact on travel to the area

Relevant Question(s)

Q9: How has the increase in parking charges (April 2025) affected your parking habits in your selected area? Select all that apply.

Q11: What impact have you seen from the increased charges in terms of your visits to local businesses

Question 9 assessed how the April 2025 price increase has affected residents' parking habits in Heworth. Respondents could select all impacts that apply. As shown in Figure 4-7, the responses indicate that the price changes have influenced behaviour for most respondents, with a range of actions reported rather than a single dominant response. Commonly reported changes include using car parks less often and adjusting trip patterns, such as travelling to different destinations or changing where they park when visiting the area. Some respondents also reported that they now choose to park in alternative locations (for example, on nearby residential streets) instead of using paid facilities.

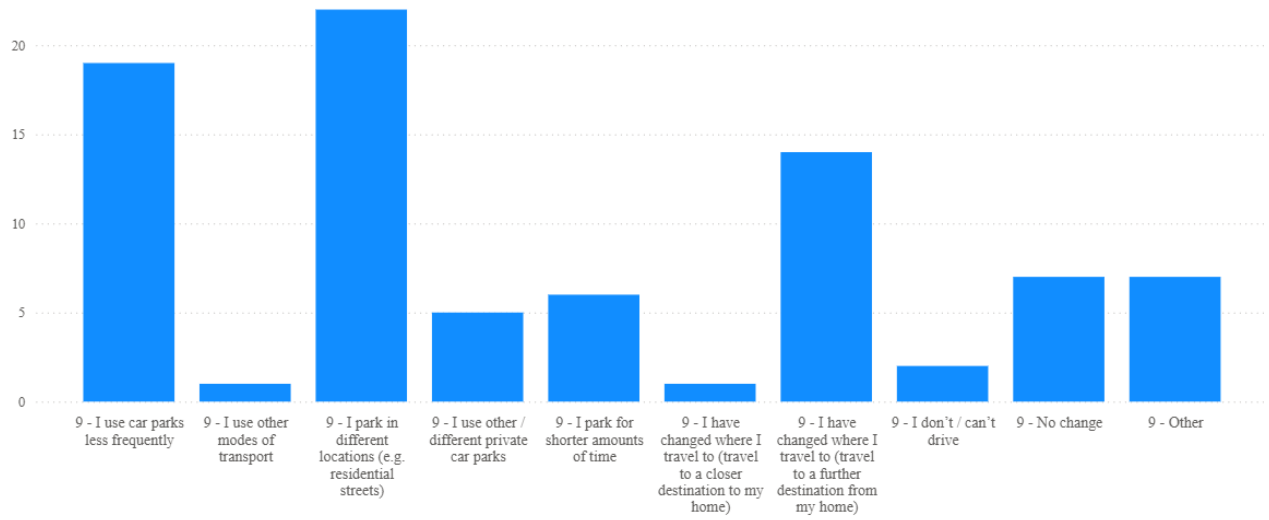


Figure 4-7 Resident parking habit changes since the April 25 price increases (Q9)

Residents were also asked to feedback on the frequencies of these trips as part of question 11. As shown in Figure 4-8, 70% of respondents reported a decrease in trips to Heworth, followed by 21% reporting their trips had stayed the same.

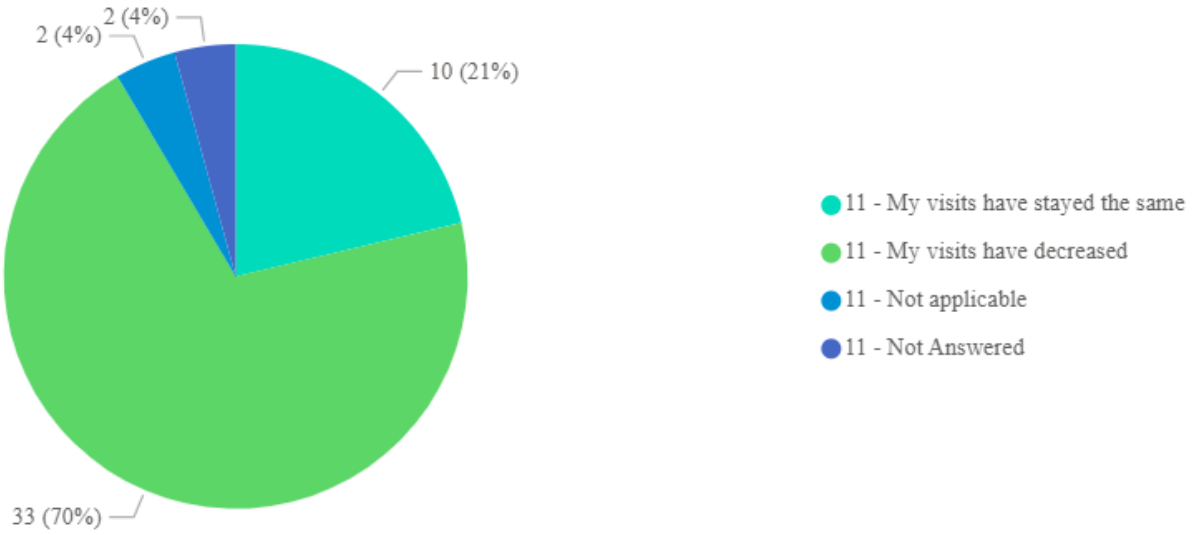


Figure 4-8 Trip frequency post April 25 price increases (Q11)

4.4.4 Parking requirements

Relevant Question(s)

Q8: What type of parking space do you usually park in when visiting your selected area?

Q10: How far away from the area you selected are you willing to park in order to have cheaper or free parking?

Question 8 aims to understand the types of parking spaces residents are accessing when visiting the Heworth area. As shown in Figure 4-9, most of the parking accessed by the respondents is regular parking within a car park at 51%. On-street regular parking (no permit required) is the next most accessed at 26%. Of the respondents, only 2% (one person) selected 'other', which is comprised of users that do not drive, take public transport or use cycle parking.

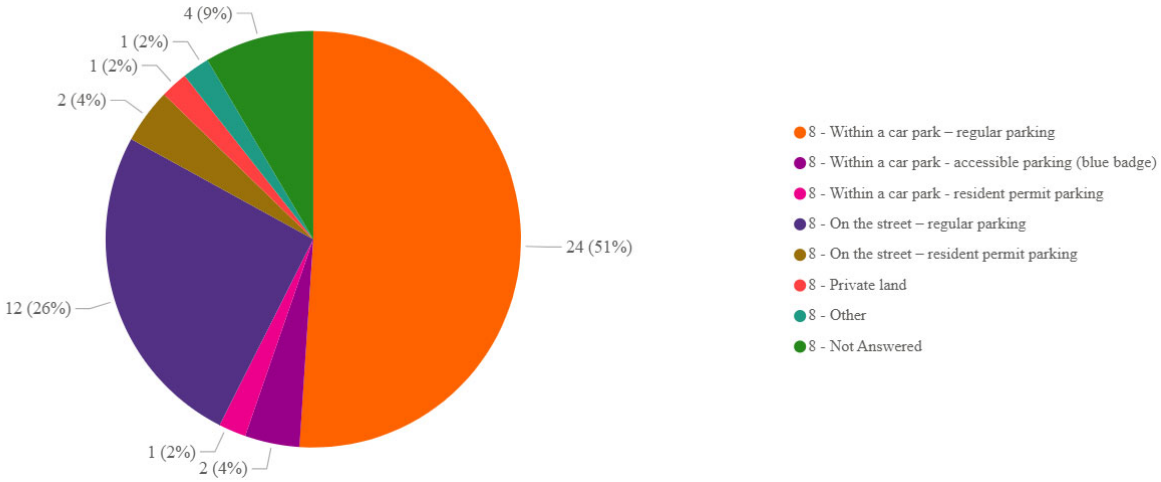


Figure 4-9 Type of parking space accessed by residents in Heworth (Q8)

Question 10 addresses residents' willingness to travel from their chosen destination in order to access cheaper or free parking. As shown in Figure 4-10, 45% of respondents reported they would be willing to travel below 400m (under 5 minutes), subsequently followed by 15% for each of willing to travel 400m (5 minutes) and willing to travel below 800m (under 10 minutes). 13% would be willing to travel 15 minutes or over.

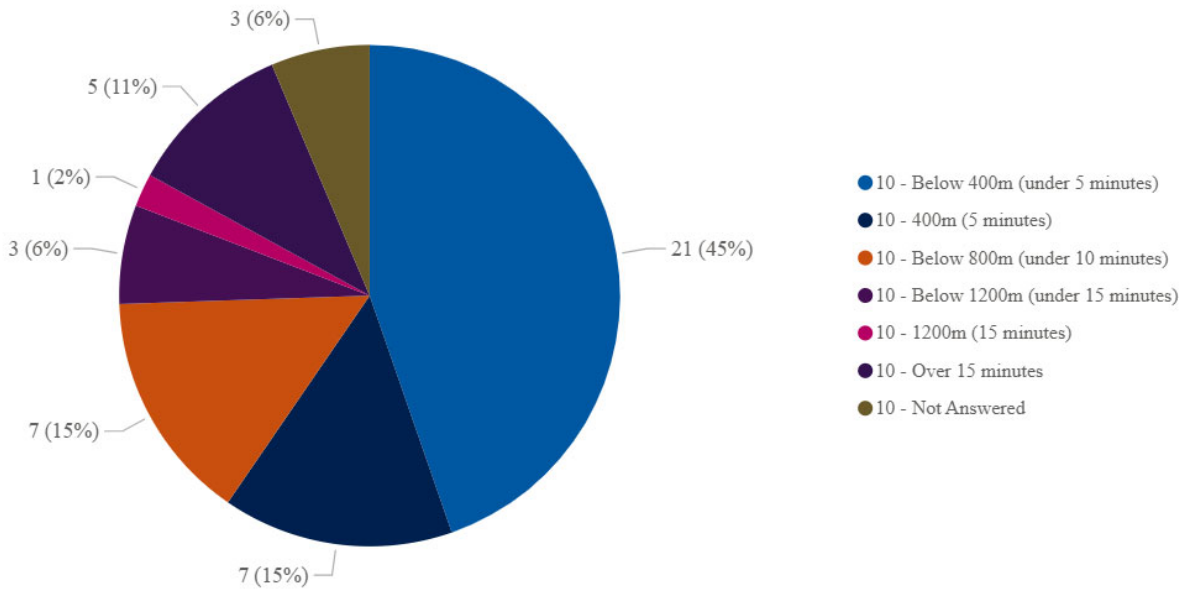


Figure 4-10 Distance residents are willing to travel from their destination for cheaper or free parking (Q10)

4.4.5 Actions suggested by respondents when considering York's Local Transport Strategy

Relevant Question(s)

Q12: […] Thinking about the Strategy, what actions do you think the council could take in response to the challenge over car parking charge increases?

Question 12 is an open text question which aims to understand the actions respondents would like to see the Council take in response to the challenge over car parking increases, whilst considering York's Local Transport Strategy. Figure 4-11 shows the distribution of residents' responses according to recurring themes based on thematic analysis of the open responses. The most common theme identified from responses was '1: reduce parking charges', with '4: improve public transport', and '5: improve active travel infrastructure' also being raised by multiple respondents. A smaller number of respondents were also supportive of further increases to parking charges.

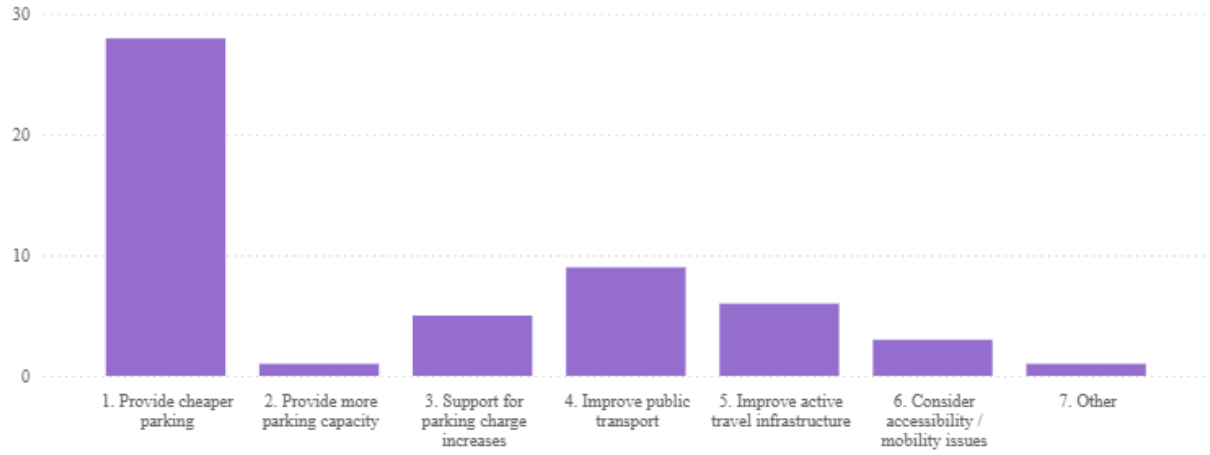


Figure 4-11 Residents key themes when considering York's Transport Strategy (Q12)

Figure 4-12 shows how respondents expanded further on theme 1 (reduce parking charges), including the breakdown of responses by a number of sub-themes. Of these respondents, 50% reported that they support blanket reduction, and a further 29% called for fees to be free or partly free.

Residents also explained in more depth how increasing parking charges has impacted their parking habits and daily routines. Two example responses which expand on this theme are provided below.

"I use the Heworth car park when I can't get on street parking to access the small shops in Heworth, usually as part of a journey to somewhere further away. If I can't park then I take my business elsewhere, usually to Monks Cross or Vanguard, which is further away but where at least I know I will be able to park.

I would prefer to shop locally. If I could have free parking for up to an hour, in the carpark, I would use the local shops more frequently. Maybe as part of the York resident's badge that I already pay for?"

"The additional parking charges have made getting a haircut more expensive than the city centre.

I have used Newtons for 40years. But now, as I get free parking in the city centre through work, I use a city centre barbers for overall less money.

The parking fees should be reset. The inflated fees are hurting businesses that don't deserve it."

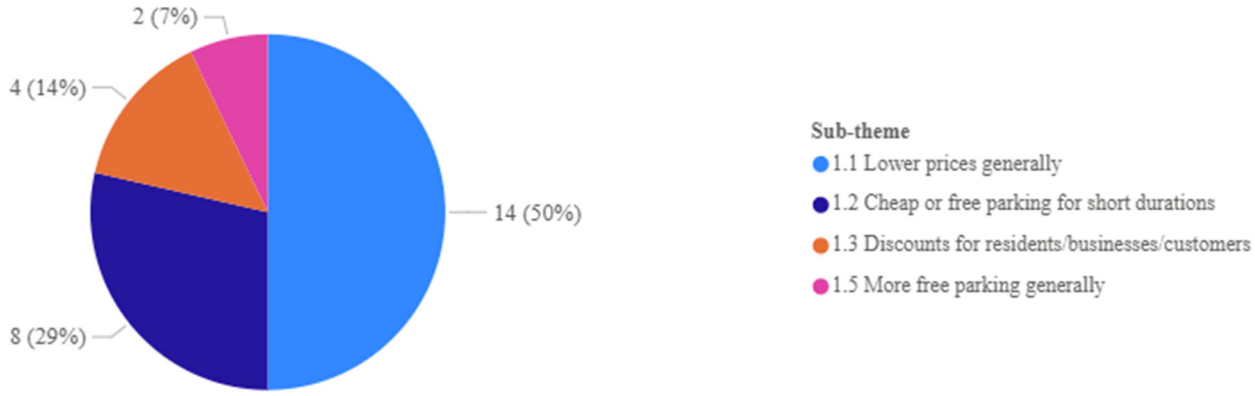


Figure 4-12 Sub themes of theme 1: reduce parking charges (Q12)

As shown in Figure 4-13, improving public transport (theme 3) is also another key theme identified. Figure 4-13 highlights the specific ways in which they would like to see public transport services improve, with enhanced frequencies being the most common sub-theme identified. Two example responses which expand on this sub-theme are provided below.

"[…] Decreasing traffic must be accompanied by increasing the quality and frequency of alternative transport. This includes buses - for example the frequency of the 6 (First Bus) has dropped whereas it should increase to provide alternatives to the car […]."

"[…] Look at buses and their routes from outer villages to the city centre, to then go back out again- or can there be a linking bus for the outer ring road? […]"

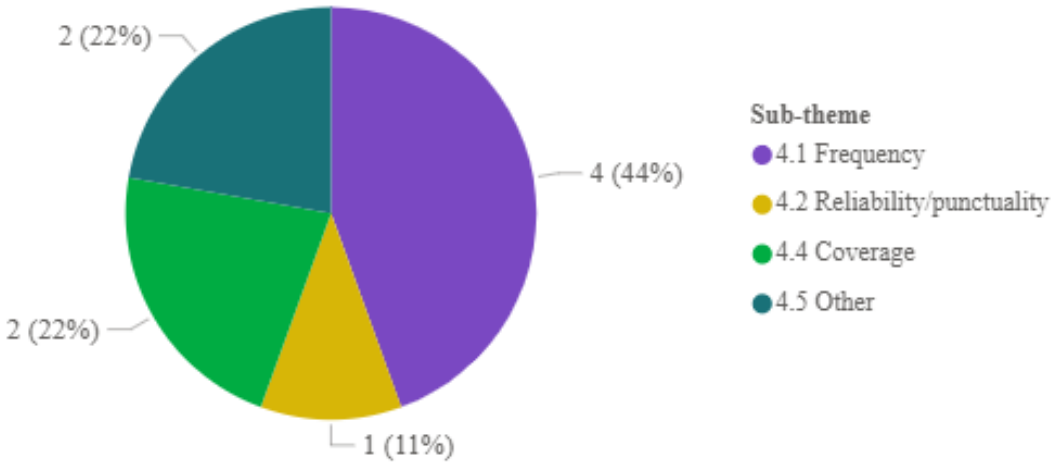


Figure 4-13 Sub themes of theme 3: improve public transport (Q12)

4.5 Summary of drop-in session findings

A drop-in session for residents and business owners in the Heworth study area was held on Tuesday the 24th of March from 16:30-19:00 in Tang Hall Explore Library.

No attendees joined this session.

5. Summary

5.1 Responses from business owners

5.1.1 Impact of parking charge increase

Business owners reported negative impacts on trade since the April 2025 parking price increases. Most business respondents (67%) reported fewer customers and lower spend following the changes, suggesting that higher charges may be discouraging short, local visits. Respondents also reported operational impacts linked to access and servicing – 83% said the increases have affected their ability to park at their business or to take deliveries. Overall, responses emphasised the importance of affordable and convenient short-stay parking to support everyday trips, quick errands and local shopping in Heworth.

5.1.2 Policy suggestions

Business respondents most frequently called for reduced parking charges, with a particular emphasis on cheaper short-stay parking to support local shopping trips and quick visits. Several respondents also suggested targeted discounts (for example, for York residents, local businesses and/or customers). A small number of comments raised other local priorities, including improvements to active travel infrastructure and more secure cycle parking. Additional suggestions were also made that were not directly related to the transport strategy. Overall, no business respondents expressed support for the current parking charge approach.

5.1.3 Selected quotes

"Lower the parking charges for a reasonable amount. Longer stay options as well as a half an hour option."

"Reduce considerably the 1st 2 hours so residents can use the carpark to do local shopping without incurring huge charges"

"Help cyclists by providing secure parking where it is not a 50/50 chance of it been stolen."

"Implement an affordable "Residents Rate" to encourage locals back into town"

5.2 Responses from residents / visitors

5.2.1 Impact of parking charge increase

In terms of behavioural change, respondents reported using car parks less often, changing where they park (including using nearby streets) and, in some cases, changing destinations. This aligns with reported changes in visit frequency: 70% of respondents said they now visit Heworth less often, while 21% reported no change. Sentiment in the open responses highlighted that many people continue to rely on car travel due to practicality, mobility and a lack of suitable alternatives (including multi-purpose trips and accessibility needs), and respondents commonly indicated they would be willing to walk short distances for cheaper or free parking. Overall, responses suggest that higher charges are perceived as discouraging short, local visits for some users, alongside ongoing concerns that parking and transport policy should better reflect the needs of older people, disabled residents and families.

5.2.2 Policy suggestions

Residents' comments most frequently focused on reducing parking charges, with cheaper or free short-stay options commonly suggested to support quick visits to local shops and services. Suggestions also included broader reductions in parking prices and more targeted approaches (for example, limited free periods and/or York-resident related discounts). Public transport improvements were the next most common policy request, particularly better service frequency, reliability and connectivity. Respondents also suggested improvements to active travel infrastructure. A smaller number of respondents supported higher parking charges, typically on the condition that revenue is reinvested transparently in transport improvements and accompanied by wider measures to address road safety and traffic management.

5.2.3 Selected quotes

"Make it easier for residents of York to access small businesses in Heworth Green (and Bishy road for hardware shop and other services) maybe a free time of 20 minutes."

"Look at buses and their routes from outer villages to the city centre, to then go back out again- or can there be a linking bus for the outer ring road?"

"Heworth is a small car park that I have never seen full .[…]. It is not in an area where visitors would know about. it is a LOCAL suburban area and the shops are mainly along East Parade.
I strongly object to paying £3 to park for 15 minutes I order to take my husband to the barbers ! This is not local !"

"Stick to their guns. Car parks use large areas of land within a relatively small city centre so should be charged appropriately. Particularly considering when a car park is not full of parked cards it is literally a waste of space. I would happy to see fewer cars in the city as it would be safer and the air cleaner. I have seen accidents on East Parade. […] A coherent policy which reduces car use and encourages alternatives is urgently needed across the city."

"There needs to be a holistic approach - simply hiking car parking charges is not of itself a solution. It may be part of a wider strategy, but that has not been well-communicated to local businesses and residents."

5.3 Summary of policy suggestions

This section provides a non-exhaustive list of policy interventions that were suggested through the open responses to Question 12. These do not reflect the views of Arup, and will be further developed into a set of actionable recommendations in the Executive Summary report across all four areas.

- Reduce parking charges, particularly for short-stay visits (including reintroducing a low-cost/short-duration tariff)
- Introduce targeted concessions (e.g. a limited free period for quick errands, and/or resident and local business/customer discounts)
- Where parking charges are retained or increased, reinvest revenue transparently in local transport improvements and communicate the rationale and intended outcomes more clearly
- Ensure any parking and transport changes reflect accessibility needs (including disabled people, older residents and families) and provide realistic alternatives to car travel
- Improve public transport (particularly bus frequency, reliability and connectivity) and strengthen active travel provision (including safer routes and more secure cycle parking)
- Review wider traffic management and road safety measures to support local access (including for deliveries) while reducing unnecessary through-traffic where appropriate

Appendix A

Heworth Parking Charges (pre and post April 2025)

A.1 East Parade Car Park charges – January 2025

Open 24 hours. Charges apply from 8.00am to 6.00pm. Charges apply every day including Sundays and Bank Holidays.

Parking for more than 2 hours is only permitted after 3.00pm.

Length of stay	Pay and display
Up to 30 minutes	£0.50
Up to 1 hour	£1.10
Up to 2 hours	£6.20
Up to 3 hours	£9.30

A.2 East Parade Car Park charges– April 2025

Open 24 hours. Charges apply from 8.00am to 6.00pm. Charges apply every day including Sundays and Bank Holidays.

Parking for more than 2 hours is only permitted after 3.00pm.

Length of stay	Standard	Minster Badge holder
Up to 1 hour	£3.00	£2.30
Up to 2 hours	£6.00	£4.60
Up to 3 hours	£9.00	£6.90

Appendix B

Right to Challenge Car Parking Price Consultation Survey

ARUP

Right to Challenge Car Parking Price Consultation –

Bishopthorpe Road, Micklegate, The Groves and Heworth

Right to Challenge Car Parking Price Consultation – Bishopthorpe Road, Micklegate, The Groves and Heworth

This consultation closes on Friday 27th February 2026

Arup is undertaking an independent review of car parking charges in four areas of the city.

Traders and residents in Bishopthorpe Road, Micklegate and The Groves have initiated a challenge to parking charges through The Right to Challenge Parking Policies Statutory Guidance under the Traffic Management Act 2004. Separately, traders in Heworth have raised a petition against the proposed increases in car parking charges. This follows the Council's decision to increase charges for the local, council owned, car parking. On completion of the review, the Council will publish the findings from independent review and details of when it will be considered. The outcome of the decision will be published via the council website.

Why we want to hear from you

Your feedback will help ensure the independent review of car parking charges reflects the needs and concerns of local residents, traders and the wider community.

Please return completed copies of your survey to one of the following locations:

- Dringhouses Library
  56 Tadcaster Road, Dringhouses, York, YO24 1LR

- York Explore Library and Archive
  Library Square, Museum Street, York, YO1 7DS

- Bishopthorpe Library
  Main Street, Bishopthorpe, York, YO23 2RB

- Tang Hall Explore Café The Centre @
  Burnholme, Mossdale Avenue, York YO31 0HA

Alternatively, you can return your survey by Freepost. Details of the Freepost option are included on page 5 of this document.

Privacy Notice

Full City of York Council Privacy Notice

Please read our full privacy notice:

www.york.gov.uk/privacy

This Privacy Notice was created or updated in December 2024.

What information are you collecting?

We are collecting your information, such as:

- your name
- your contact details
- protected characteristics such as disability, gender, ethnicity, age etc.
- your responses opinions and thoughts

Full City of York Council Privacy Notice

Where required, we will seek your consent to take photos, video or audio recordings. You can find out how we may use these at:

www.york.gov.uk/privacy/communications

How is my information being collected?

We get information directly from you when you take part. This may be through a survey, attending events or focus groups.

Completing the survey - online

When we use Citizen Space to process responses, you can find out how they use your information here:

Delib's CitizenSpace (digital citizen engagement platform). You can find out how they use information in the Delib Privacy Notice.

Completing the survey - paper forms

If you have completed a paper survey, once you complete and return it to us, we will transfer the information you have given us onto the council's secure network and then destroy the paper copy confidentially.

How will my comments help you?

We want to hear directly from people across the city about what needs to change and how we can work together to build a fairer York for everyone. We may use your information to create reports that are anonymised and cannot be linked back to you or other individuals.

This may include:

- statistical analysis
- statutory returns
- audit framework
- see how the council and its partners are supporting individuals
- help design better services
- inform funding decisions

How do I withdraw my consent if I change my mind?

We are using the information you give us in the survey with your consent. You can withdraw your consent at any time by contacting: communications@york.gov.uk

How long will you keep my information?

We will only keep your information for as long as it is needed then it will be securely and confidentially deleted or disposed of.

You can find more details about how long the council keeps records here:

www.york.gov.uk/CouncilRetentionSchedule

Your rights

To find out about your rights please see:

www.york.gov.uk/privacy

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Contact us

If you have any questions about this privacy notice.

Want to exercise your rights.

Have a complaint about how your information has been used.

t: 01904 554145
e: information.governance@york.gov.uk

Or write to:

Data Protection Officer,
City of York Council,
West Offices, Station Rise,
York, YO1 6GA

Please tick the box to confirm you have read and understood the Privacy Notice and give your consent to your information being used as described within it. ☐

Please note, if you do not give your consent then you are unable to continue.

Ways to complete and return your questionnaire

1	Complete the survey online	You can access the online questionnaire by using the QR code opposite or by typing the following link: https://ourbigconversation.york.gov.uk/business-intelligence/yorkcarparking/
2	Scan and email	Complete, scan and email your response to: YorkCarParking@arup.com
3	Visit us	Drop into any of the libraries listed on page 2 or West Offices where we can assist you to complete Online.
4	Get help over the phone	Call customer Service on 01904 551550 and leave your number and we will call you back.
5	Drop off	Hand in the completed form at any of the libraries listed above on page 2.
6	Paid return envelope	Call our Customer Services team on 01904 551550 to request a freepost return envelope.
7	Return by freepost	York Car Parking Consultation Freepost RTEG-TYYU-KLTZ (to be updated by CYC BI team) CYC, West Offices, Station Rise, York YO1 6GA
8	Video Relay Service (BSL)	Use our BSL Video Relay Service, details are provided below.

Alternative formats statement

If you require any reasonable adjustments or this document in another format (e.g. large print, braille, Audio, BSL or Easy Read) please:

Email us: cycaccessteam@york.gov.uk

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

Use our BSL Video Relay Service:

www.york.gov.uk/BSLInterpretingService

Select ‘Switchboard’ from the menu.

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Questions

1. Which area are you answering the questions from?
Please select only ONE location

Bishopthorpe Road	
Micklegate	
The Groves	
Heworth	

2. Are you a business owner or manager in York? (Select one)

Yes	
No	

If you answered YES, please answer questions 3 – 5. If you answered NO, please continue to question 6.

Business Ownership and Parking in York

3. What type of business do you own or manage?

Retail		Food and beverage	
Entertainment and Recreation		Accommodation	
Financial Services		Health and Beauty	
Other:			

4. What impact have you seen from the increased parking charges directly on your business? (Select one)
Please provide evidence of this impact, you can email us at YorkCarParking@arup.com. Please include your response to this question in the email.

More customers, greater spend		More customers, lower spend	
Fewer customers, greater spend		Fewer customers, lower spend	
No change		Don't know / unsure	
Other:			

5. Has the increase in parking charges impacted your ability to park at your business or take deliveries?

If you are a business owner, please proceed to Question 12.

6. Do you drive to and park at the location you selected, and how often do you make this journey?

Yes, more than once a week	
Yes, once a week	
Yes, once every two weeks	
Yes, once a month	
No, I use other forms of transport	

7. If you drive to your selected area, why do you travel by car instead of other modes e.g. public transport, walking? Select all that apply.

Necessity – unable to walk long distances / travel any other way	
Comfort	
No suitable alternative transport modes available	
Safety	
It forms part of a multi-purpose journey	
Practicality – transporting heavy goods	
I do not drive to my selected location	
Other:	

8. What type of parking space do you usually park in when visiting your selected area?

Within a car park – regular parking	
Within a car park - accessible parking (blue badge)	
Within a car park - parent and child parking	
Within a car park - resident permit parking	
Within a car park – electric vehicle parking	
Within a car park – motorcycle parking	
On the street – regular parking	
On the street – accessible parking (blue badge)	
On the street – parent and child parking	
On the street – resident permit parking	
On the street – electric vehicle parking	
On the street – motorcycle parking	
Private land	
Other:	

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9. How has the increase in parking charges (April 2025) affected your parking habits in your selected area? Select all that apply.

I use car parks less frequently	
I use other modes of transport	
I park in different locations (e.g. residential streets)	
I use other / different private car parks	
I park for shorter amounts of time	
I have changed where I travel to (travel to a closer destination to my home)	
I have changed where I travel to (travel to a further destination from my home)	
I was not aware of the changes in parking charges	
I don't / can't drive	
No change	
Other:	

10. How far away from the area you selected are you willing to park in order to have cheaper or free parking?

Below 400m (under 5 minutes)	
400m (5 minutes)	
Below 800m (under 10 minutes)	
800m (10 minutes)	
Below 1200m (under 15 minutes)	
1200m (15 minutes)	
Over 15 minutes, please specify:	

11. What impact have you seen from the increased charges in terms of your visits to local businesses or services in your chosen area?

My visits have increased	
My visits have stayed the same	
My visits have decreased	
Not applicable	
Specific location(s)	
Other:	

All respondents please answer Question 12.

12. York's Local Transport Strategy envisages an accessible, affordable, sustainable, and resilient transport network that continues to actively improve health and support a thriving economy for decades to come. The strategy aims to discourage car use for journeys which could be made by sustainable modes and reduce the number of miles travelled on York's roads by at least 20% by 2030.

Thinking about the Strategy, what actions do you think the council could take in response to the challenge over car parking charge increases?

About you

All responses will be anonymised

On the next few pages we will ask some questions about you.

Any information you are happy to share will help us identify themes for the specific groups below which will assist us with any future support and policy planning and will not be used to identify you.

If you do not wish to complete this section, please return the completed form to us using any of the methods shown on page 3.

Would you like to complete the 'About You' section?

Yes		No	

Your gender:

Yes		No	
Prefer not to say			

Is the gender you identify with the same as your sex registered at birth?

Male		Female	
Non-binary		Prefer not to say	

Is the gender you identify with the same as your sex registered at birth?

Bisexual		Gay or Lesbian	
Heterosexual / straight		Prefer not to say	
Other:			

Please select the appropriate box to describe your religion or belief:

Prefer not to say		Atheist	
Hindu		Christian	
Sikh		Muslim	
Buddhist		No Religion	
Jewish			
Other:			

Your age:

Under 16		16 to 24		60 to 64	
40 to 55		56 to 59		Prefer not to say	
65+		25 to 39			

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What is your ethnic group?

Prefer not to say		Asian - Indian	
White – English / Welsh / Scottish / Northern Irish / British		Any other Asian background	
White – Irish		Asian – Bangladeshi	
White – Gypsy or Irish Traveller		Asian – Chinese	
White – Roma		Asian – Pakistani	
Any other White background		Black African	
Mixed – White & Black Caribbean		Black – Caribbean	
Mixed – White and Black African		Any other Black / Black British / African / Caribbean background	
Mixed – White and Asian		Other – Arab	
Any other Mixed / multiple ethnic background		Any other ethnic background	

Other:

Do you consider yourself disabled?

Yes		No	
Prefer not to say			

Do you look after, or give any help or support to, anyone because they have long-term physical or mental health conditions or illnesses, or problems related to old age? (Excluding anything which is part of paid employment)

Yes		No	
Prefer not to say			

Do you have any experience of being in care?

Yes		No	
Prefer not to say			



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ARUP

City of York Council

Healthy Places – Right to Challenge Car Parking Price Consultation

The Groves Survey Findings

Reference: 313147-00

Final | 26 May 2026



This report takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 313147-00

Ove Arup & Partners Limited
12 Wellington Place
Leeds
LS1 4AP
United Kingdom
arup.com

Contents

1.	Introduction	1
1.1	Purpose and background	1
1.2	Report structure	1
2.	Local context	2
2.1	Introduction	2
2.2	Study area	2
2.3	Parking provision	3
3.	Consultation method	5
3.1	Background	5
3.2	Survey period	5
3.3	Survey methods	5
3.4	Survey questions	5
3.5	Drop-in session	5
4.	Survey findings	6
4.1	Introduction	6
4.2	Understanding the survey sample	6
4.3	Impact to business owners/managers	8
4.4	Impact to residents/visitors	11
4.5	Summary of drop-in session findings	18
5.	Summary	20
5.1	Responses from business owners	20
5.2	Responses from residents / visitors	21
5.3	Summary of policy suggestions	22

Tables

Table 2-1 Summary of parking provision in The Groves area 3

Table 2-2 Summary of daytime short stay parking charge increases – Sunday to Thursday 4

Table 4-1 Demographic comparison between survey sample and Yorkshire and the Humber population (2021 Census) 6

Figures

Figure 2-1 The Groves study area 2

Figure 4-1 Types businesses owned/managed by respondents (Q3) 8

Figure 4-2 Changes in customer spending since April 2025 price increases (Q4) 9

Figure 4-3 The impact of April 25 parking charge increases in being able to park or take deliveries (Q5) 9

Figure 4-4 Business owner key themes when considering York's Transport Strategy (Q12) 10

Figure 4-5 Trip frequency of residents driving to and parking in The Groves (Q6) 11

Figure 4-6 Residents reason for travelling via car (Q7) 12

Figure 4-7 Resident parking habit changes since the April 25 price increases (Q9) 13
Figure 4-8 Trip frequency post April 25 price increases (Q11) 13
Figure 4-9 Type of parking space accessed by residents in The Groves (Q8) 14
Figure 4-10 Distance residents are willing to travel from their destination for cheaper or free parking (Q10) 15
Figure 4-11 Residents key themes when considering York's Transport Strategy (Q12) 15
Figure 4-12 Sub themes of theme 1: reduce parking charges (Q12) 16
Figure 4-13 Sub themes of theme 3: improve public transport (Q12) 17

Appendices

Appendix A A-1
The Groves Parking Charges (pre and post April 2025) A-1
A.1 Monk Bar Car Park charges – January 2025 A-2
A.2 Monk Bar Car Park charges– April 2025 A-2
A.3 Lord Mayor's Walk Car Park Charges January 2025 A-3
A.4 Lord Mayor's Walk Car Park Charges April 2025 A-3
A.5 Outer ResPark on-street parking charges January 2025 A-4
A.6 Outer ResPark on-street parking charges April 2025 A-5
A.7 Outer ResPark on-street parking charges July 2025 A-6

Appendix B B-7
Right to Challenge Car Parking Price Consultation Survey B-7

1. Introduction

1.1 Purpose and background

Ove Arup and Partners Ltd (Arup) have been commissioned by City of York Council (CYC) to undertake an independent review of car parking charges in four areas of the city, namely Bishopthorpe Road, Micklegate, The Groves, and Heworth. Following the Council's decision to increase charges in April 2025 for local, council owned car parking, traders and residents in Bishopthorpe Road, Micklegate and The Groves have initiated a challenge to parking charges through The Right to Challenge Parking Policies Statutory Guidance under the Traffic Management Act 2004. Separately, traders in Heworth have raised a petition against the proposed increases in car parking charges.

Acting as an independent voice, Arup's role has been to lead a consultation exercise (which ran from 17th December 2025 to 27th February 2026) and provide CYC with unbiased findings, reflecting the needs and concerns of local residents, traders, and the wider community. This report presents the findings of the consultation for The Goves area (separate reports have been prepared for the other three areas mentioned). Feedback during the consultation was obtained from the following:

- An online survey
- Drop-in sessions for members of the public

The findings presented in this report will support CYC in making a decision on the issue. On completion of the review, the Council will publish the findings from the independent review and details of when it will be considered. The outcome of the decision will be published via the council website.

1.2 Report structure

- Section 2 includes the local context for The Groves area
- Section 3 provides details of the survey
- Section 4 presents the findings of the consultation for business owners/managers and residents/visitors
- Section 5 summarises the headline findings

2. Local context

2.1 Introduction

This section provides an overview of the study area, highlighting the area in The Groves affected by the parking charge increases, and details of the increases implemented.

2.2 Study area

The Groves study area is located just north of the city centre, situated between Huntington Road and Haxby Road, serving as a transitional area between the city centre and other northern suburbs. It is comprised of a mixture of Victorian era terraced housing, with Lowther Street considered the main area for shopping locally, including takeaways, convenience stores and health and beauty services. Section 4.3.1 provides details of the types of businesses owned/managed by respondents to the survey. Surveys were also distributed to businesses along Huntington Road and into Huntington Village.

Figure 2-1 shows the boundary of The Groves study area, highlighting the parking provision, including CYC-owned parking affected by the price increases.

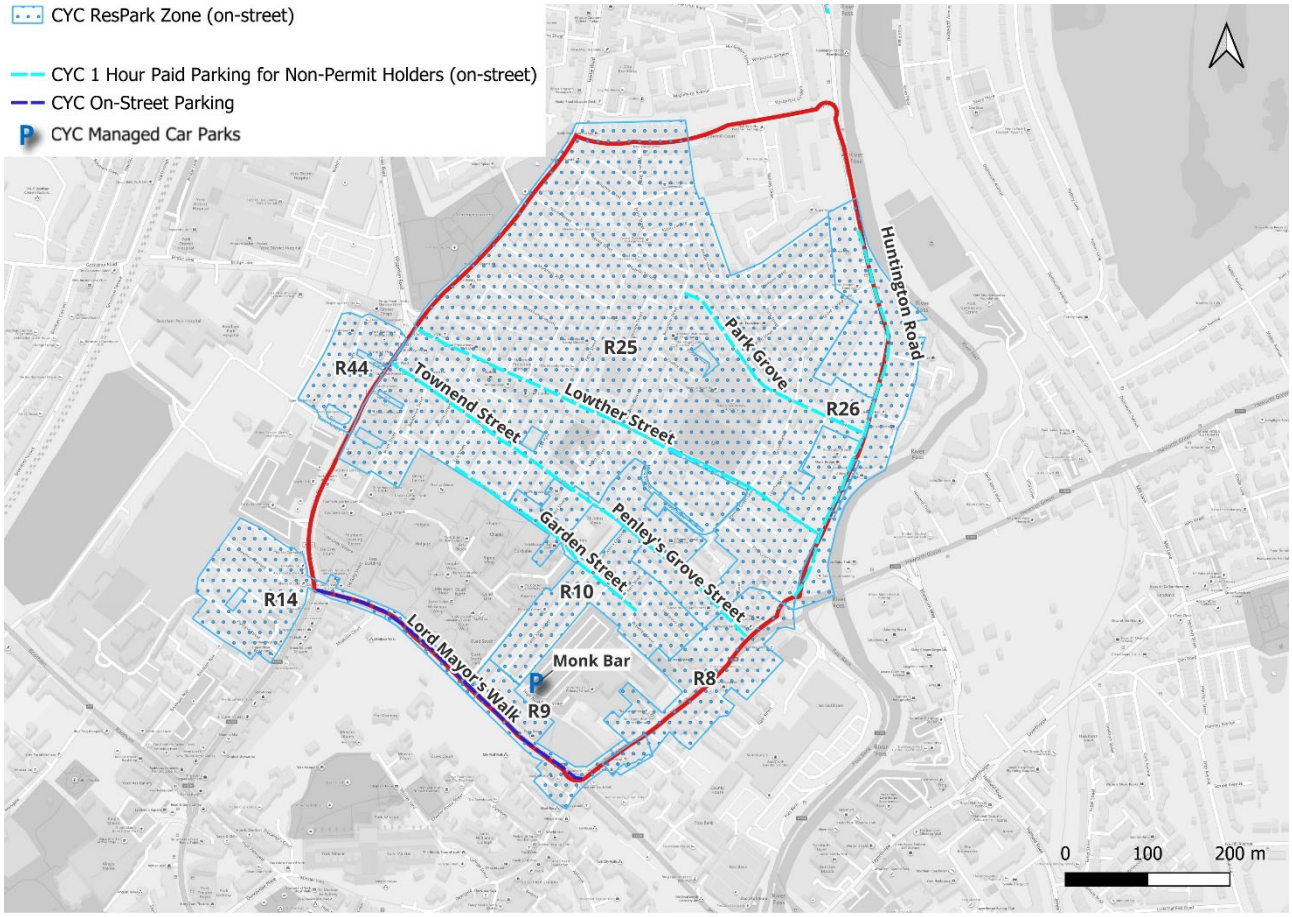


Figure 2-1 The Groves study area

2.3 Parking provision

As shown in Figure 2-1, parking provision in The Groves is comprised primarily of on-street resident permit parking, with off-street parking also available. Table 2-1 below summarises the provision at key locations.

Table 2-1 Summary of parking provision in The Groves area

Parking location	Managed by CYC	Spaces	Further details
Monk Bar Car Park	Yes	227	Open 24-hours. Charges apply from 8.00am to midnight. Charges apply every day including Sundays and Bank Holidays. After midnight parking is free until 08:00 the following day.
Lord Mayor's Walk – section of street	Yes	~14	Parking available for up to 3 hours Monday to Sunday daytime. Parking over 2 hours is allowed after 15:00. After 18:00 parking is available at an evening rate.
Garden Street	Yes	~35	Up to 1 hour of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
Townend Street	Yes	~24	Up to 1 hour of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
Lowther Street	Yes	~66	Up to 1 hour of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
Park Grove	Yes	~33	Up to 1 hour of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
R7 Panley Grove Street	Yes	~60	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met**. Up to 1 hour** of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
R8 Monkgate	Yes	~20	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. **Up to 1 hour** of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
R9 Lord Mayor's Walk	Yes	~40	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. **Up to 10 minutes** of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
R10 St John Street	Yes	~60	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met**. Up to 10 minutes** of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
R14 Portland Street	Yes	Limited on street parking available	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are

Parking location	Managed by CYC	Spaces	Further details
			met. **Up to 10 minutes** of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
R25 The Groves	Yes	Limited on street parking available	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. A mixture of **up to 10 minutes** or **up to 1 hour** of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00
R26 Huntington Road	Yes	~41	Residents are entitled to unlimited parking if they possess a proof of residency permit which will allow them to purchase visitor parking permits (up to 200 per 365 days). Businesses are not entitled to visitor permits but can apply for a business permit if specific requirements are met. **Up to 1 hour** of parking available for people not a part of the residents' priority parking scheme (Outer ResPark) between 08:00 and 20:00

In April 2025, CYC introduced a new price framework for local, council owned car parking (see Table 2-1 and Figure 2-1 for parking affected in The Groves area). This resulted in increased charges for both short and long stay visits (mostly affecting daytime parking). Table 2-2 and Table 2-3 below summarise the increases for daytime (before 18:00) short stay parking, for up to one hour and up to two hours in these locations. This highlights that price increases range from 56% to 71% in this area. A full breakdown of the price increases can be found in Appendix A.

Table 2-2 Summary of daytime short stay parking charge increases – Sunday to Thursday

Location	Duration	Pre April 2025	Post April 2025	Change
Monk Bar Car Park	Up to 2 hours	£6.20	£9.70	+£3.50
Lord Mayor's Walk	Up to 2 hours	£6.20	£9.70	+£3.50
Garden street – Huntington Road-	Up to 1 hour	£1.20	£4.85	+£3.65

Table 2-3 Summary of daytime short stay parking charge increases – Friday, Saturday and events

Location	Duration	Pre April 2025	Post April 2025	Change
Monk Bar Car Park	Up to 2 hours	£6.20	£10.60	+£4.40
Lord Mayor's Walk	Up to 2 hours	£6.20	£10.60	+£4.40
Garden street – Huntington Road-	Up to 1 hour	£1.20	£5.30	+£4.10

As a temporary measure in response to residents and traders initiating a challenge to parking charges through The Right to Challenge Parking Policies Statutory Guidance under the Traffic Management Act 2004, prices for up to1 hours parking on Garden Street, Townend Street, Lowther Street, Park Grove and Huntignton Road were reduced in July 2025 to £3, Monday to Sunday. A full breakdown of this price decrease can be found in Appendix A.

3. Consultation method

3.1 Background

A survey for online and in-person distribution was created by Arup in collaboration with CYC, to gain insight into the impacts the increases in parking charges have had on local businesses, residents and visitors in four areas of the city, including Bishopthorpe Road, Micklegate, The Groves, and Heworth. This report presents the findings of the consultation for The Groves area (separate reports have been prepared for the other three areas mentioned).

3.2 Survey period

The survey period commenced on the 17th of December 2025 and closed on the 27th of February 2026.

3.3 Survey methods

An online survey was launched on the CYC Citizen Space platform on the 17th of December 2025 and was live until 27th of February 2026. Physical paper copies of the survey were distributed to identified businesses, community hubs and libraries within the four study areas, with these locations identified through engagement with local community groups and organisations.

Easy-read versions of this survey were also distributed to libraries and community centres within the study areas. These were produced to ensure the consultation was accessible to people with learning disabilities and others who may find standard written materials difficult to understand. The Easy Read surveys were developed by adapting the standard consultation questionnaire into an Easy Read format, using plain language, simplified sentence structures, clear layout, and supporting images, while retaining the core intent of the original questions. The design of the Easy Read version was undertaken by Easy Read UK[1] and it aligns with CYC's Accessible Communications Standards[2].

3.4 Survey questions

The survey consists of twelve questions and is split into two sections. The first section was answered by business owners only, and the latter by residents and visitors. Both groups answered the final question regarding York's Local Transport Strategy, and what actions they would like to see in response to the challenge over car parking charge increases.

The survey is comprised of open text and multiple-choice questions, covering topics such as changes to parking habits pre and post price increase, visits to local businesses and services and patterns of spending within defined study areas. The full set of survey questions can be found in Appendix B.

3.5 Drop-in session

Additionally, a drop-in session for business owners/managers and residents/visitors was held in the Door84 Youth and Community Centre on the 26th of March 2026. Attendees were able to share their views upon parking charges and suggestions to improve parking in their local area.

[1] Easy Read UK help organisations and businesses create accessible documents for people who have difficulty accessing standard written information

[2] City of York Council's Accessible Communication Standards can be found here: https://www.york.gov.uk/downloads/download/231/accessible-communication-standards-easy-read

4. Survey findings

4.1 Introduction

This section presents the findings of the survey for The Groves area only. Reports for the three other study areas (Micklegate, Bishopthorpe Road and Heworth) have been prepared separately but using the same structure.

A review of the survey sample is provided in Section 4.2. Findings of the survey are presented in Section 4.3 and Section 4.4 for business owners/managers and residents/visitors respectively. Section 4.5 summarises the findings of the drop-in session.

4.2 Understanding the survey sample

This section provides an overview of how many people participated in the survey, and insights into how applicable the findings are to the local population.

4.2.1 Sample size

A total of 56 people responded to the survey from The Groves area, 10 of which were business owners, and 46 of which were residents or visitors.

4.2.2 Survey sample characteristics

This sub-section examines how representative the sample is across The Groves. Checking whether there are any significant differences between the survey's sampled population and the local population across the wider Yorkshire and the Humber region provides an understanding of how responses may be skewed towards certain demographic characteristics.

Table 4-1 compares the survey sample demographics against the wider Yorkshire and the Humber across age, gender and disability status. The key demographic variables analysed include age, gender, and disability status. The local population comparison sample was compiled using 2021 ONS census data for Yorkshire and the Humber.

For resident disability status, the survey sample seems to be reasonably representative of those who consider themselves disabled. The survey sample has an overrepresentation of middle-aged groups (40-55, 56-59 and 60-64) and a corresponding underrepresentation of the very youngest and oldest. The survey also has a small underrepresentation of male respondents.

Table 4-1 Demographic comparison between survey sample and Yorkshire and the Humber population (2021 Census)

	The Groves Respondents	Yorkshire and the Humber
Age[3]		
16-24	2%	11.0%
25-39	20%	19.5%
40-55	25%	20.6%
56-59	11%	5.5%
60-64	11%	6.0%
65+	15%	19.0%
Gender[4]		
Female	45%	50.9%

	The Groves Respondents	Yorkshire and the Humber
Male	38%	49.1%
Disability status - Do you consider yourself disabled?[5]		
Yes	13%	18.6%
No	71%	81.4%

[3] 16% of respondents answered prefer not to say

[4]17% of respondents answered prefer not to say

[5]16% of respondents answered prefer not to say

4.3 Impact to business owners/managers

This section presents the findings to questions answered by business owners/managers, which covers questions 3-5 and 12 of the survey (see Appendix B).

4.3.1 Types of businesses the respondents own/manage

Relevant Question(s)

Q3: What type of business do you own or manage?

Figure 4-1 shows the types of businesses owned/managed by the respondents. A total of 10 business owners/managers responded to this question. Retail and 'other' businesses were the largest categories with three respondents each, followed by accommodation with two. Of the remaining two responses one was in the food and beverage category and one health and beauty.

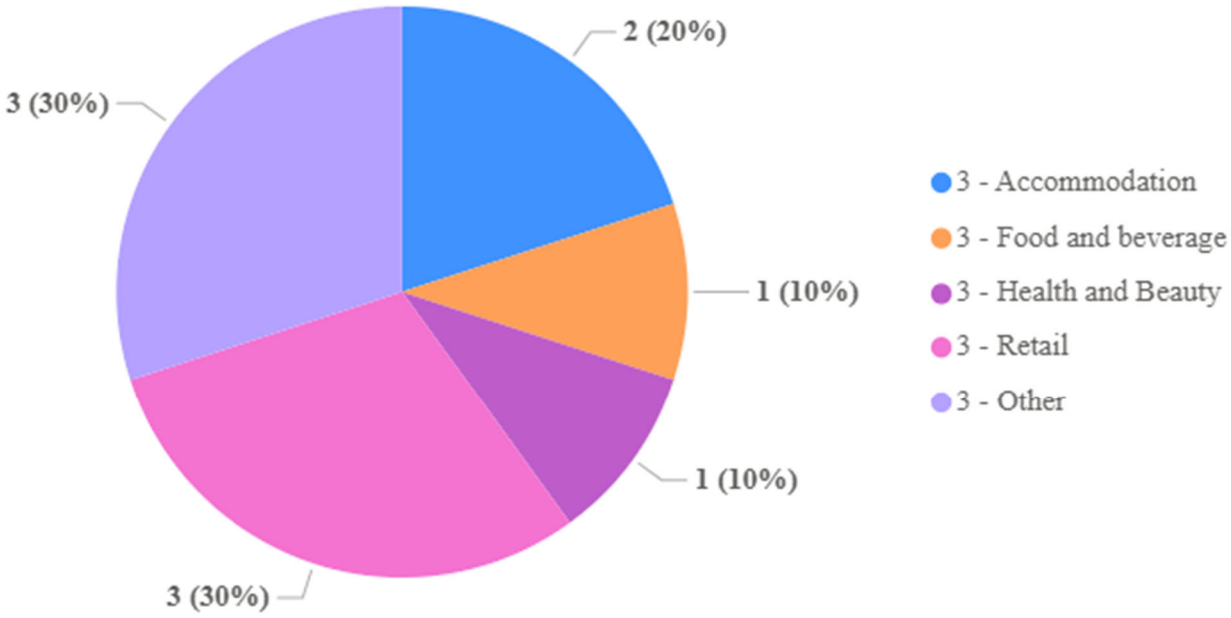


Figure 4-1 Types businesses owned/managed by respondents (Q3)

4.3.2 Impact to customer spending and visits

Relevant Question(s)

Q4: What impact have you seen from the increased parking charges directly on your business?

Question 4 provides insight into changes in customer spend and visits as a result of the parking charge increases. As shown in Figure 4-2, 40% of respondents reported that there are fewer customers and lower spend since the April 2025 price increases, while a further 40% reported no change. The remaining 2 respondents were either unsure or did not select one of the offered categories.



Figure 4-2 Changes in customer spending since April 2025 price increases (Q4)

4.3.3 Impact to business owners/managers

Relevant Question(s)

Q5: Has the increase in parking charges impacted your ability to park at your business or take deliveries?

Question 5 aimed to establish whether the increase in parking charges has had an impact on business owners/managers being able to park or receive deliveries. As shown in

Figure 4-3, 56% of business owners/managers reported that there has been an impact, whilst 44% reported no change. One respondent did not answer this question.

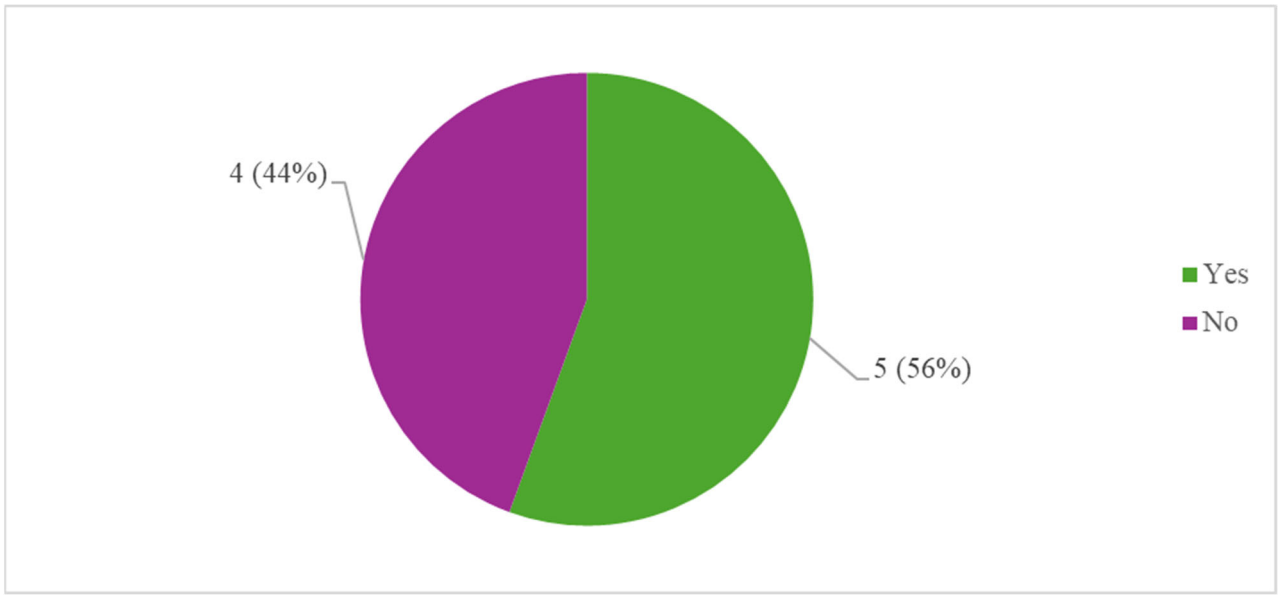


Figure 4-3 The impact of April 25 parking charge increases in being able to park or take deliveries (Q5)

4.3.4 Actions suggested by respondents when considering York's Local Transport Strategy

Relevant Question(s)

Q12: […] Thinking about the Strategy, what actions do you think the council could take in response to the challenge over car parking charge increases?

Question 12 aims to understand the actions respondents would like to see the Council take in response to the challenge over car parking increases, whilst considering York's Local Transport Strategy. Figure 4-4 details the distribution of business owner's responses according to recurring key themes. This reveals that an overall majority of business owners would like to see a reduction to parking charges and some suggested that public transport should be improved. Suggestions made in the other category are not relevant to the transport strategy.

On the topic of reduced parking charges, business owners explained how cheaper short stay parking benefitted the use of local people and their businesses:

"Our business relies so much on local trade. There needs to be a significant discount for York residents, without having to pay for the Minster badge, as is the case currently. […]. The main difference we have seen is the reduction in locals visiting the shop, whom we used to see every week, and tourists we saw every summer and Christmas."

"The few locals we still see say that they no longer come into the city if they can avoid it. Whereas they used to pay £3.50 to park at Sainsburys for a couple of hours, or even a slightly higher fee to park in Monkgate or Foss Islands, they are now having to pay such a high charge that popping into the city for a bit of shopping, to have a coffee, etc, is no longer viable. Those people are our core customer base and what makes a city thrive. Perhaps a small charge for a few ff peak hours during the day would make a difference."

"The majority of people who park near the groves are there from the day, however it is not those people who visit the retail businesses in the immediate area. The high charges simply send these people elsewhere.

Have a much lower 1-1.5 hour charge, then keep at the current rates for longer stays"

On the topic of improving public transport, business owners explained how park and ride offerings and bus frequency could be improved:

"[…]The bus fares at £6 per person for a round trip are not encouraging people to use the bus. Also, if you have bags of shopping, you are unlikely to want to carry that on the bus. We have tried to use Park and Ride and, several times, the buses have been full and just sailed past the bus stops where people are waiting. There needs to be a far more effective Park and Ride system."

"More routes/ less circuitous routes for buses"

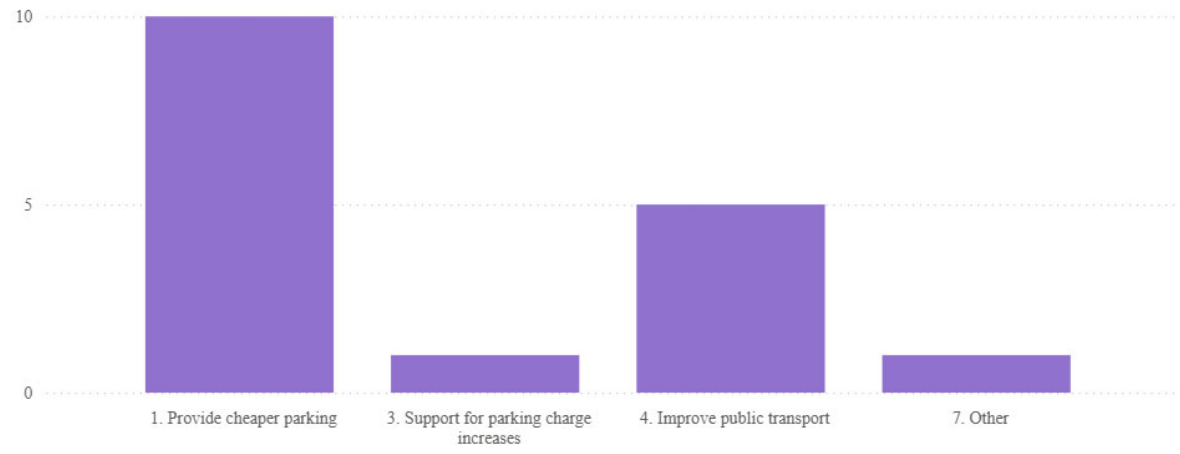


Figure 4-4 Business owner key themes when considering York's Transport Strategy (Q12)

4.4 Impact to residents/visitors

This section presents the findings to questions answered by residents/visitors, which covers questions 6-12 of the survey (see Appendix B).

4.4.1 Parking demand

Relevant Question(s)

Q6: Do you drive to and park at the location you selected, and how often do you make this journey?

Question 6 aims to provide an indication of the demand for parking in the area. As shown in Figure 4-5, 18 respondents (39%) stated that they drive to and park in the area more than once a week. A further 5 respondents (11%) reported making this journey once a week and 5 respondents (11%) once every two weeks, while 4 respondents (9%) reported making the journey once a month. In contrast, 13 respondents (28%) stated that they use other forms of transport. One respondent did not answer this question.

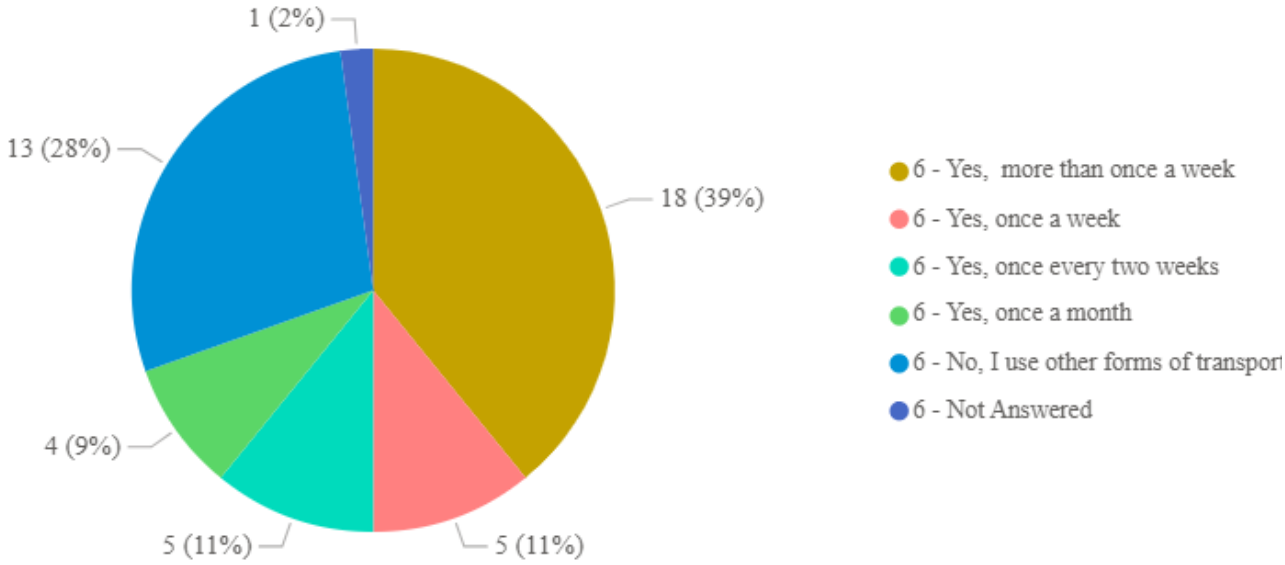


Figure 4-5 Trip frequency of residents driving to and parking in The Groves (Q6)

4.4.2 Reasons for travelling by car

Relevant Question(s)

Q7: If you drive to your selected area, why do you travel by car instead of other modes e.g. public transport, walking? Select all that apply.

Question 7 aims to gain insight into the reasons residents choose to travel by car. Respondents could select all impacts that apply. As shown in Figure 4-6, the two most commonly selected reasons (13 respondents each) for travelling by car reported are ‘necessity’ and ‘no suitable alternative transport modes available’. A second grouping of categories, each reported by between 5 and 7 respondents include ‘comfort’, ‘safety’, ‘it forms part of a multi-purpose journey’ and ‘practicality’. Seven respondents also stated that they do not drive to The Groves.

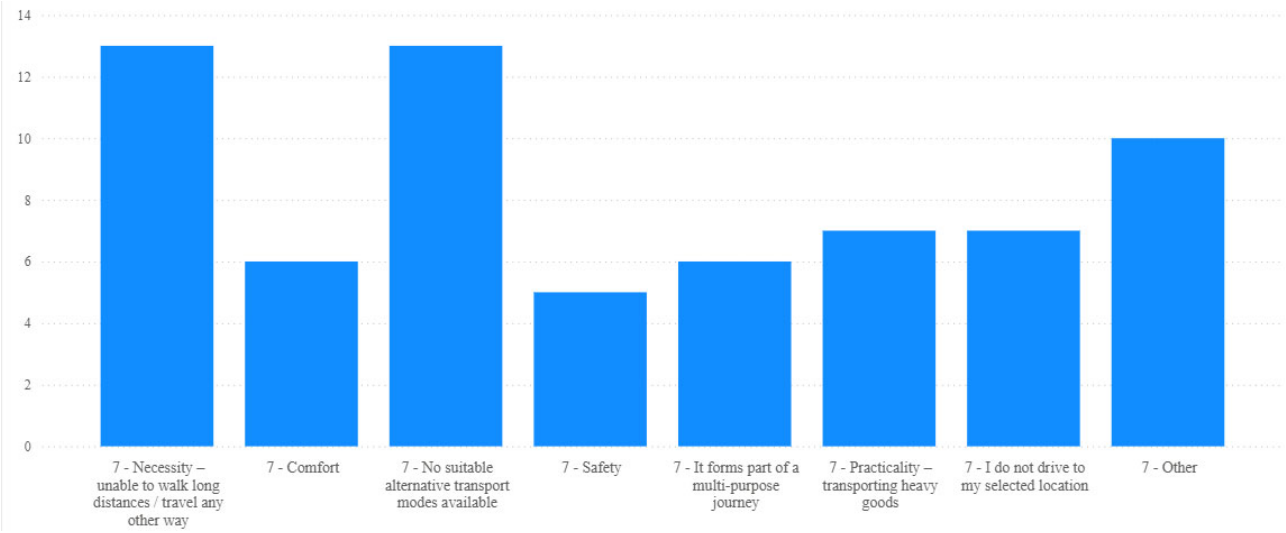


Figure 4-6 Residents reason for travelling via car (Q7)

4.4.3 Impact on travel to the area

Relevant Question(s)

Q9: How has the increase in parking charges (April 2025) affected your parking habits in your selected area? Select all that apply.

Q11: What impact have you seen from the increased charges in terms of your visits to local businesses

Question 9 assessed how the April 2025 price increase has affected residents' parking habits in The Groves. Respondents could select all impacts that apply. As shown in Figure 4-7, the responses indicate that the price changes have influenced behaviour for most respondents, with a range of actions reported. The most commonly reported change is respondents parking in different locations (for example, on nearby residential streets). Other commonly reported changes include using car parks less often and adjusting trip patterns, such as travelling to different destinations. Seven respondents stated that there has been no change in their parking habits.

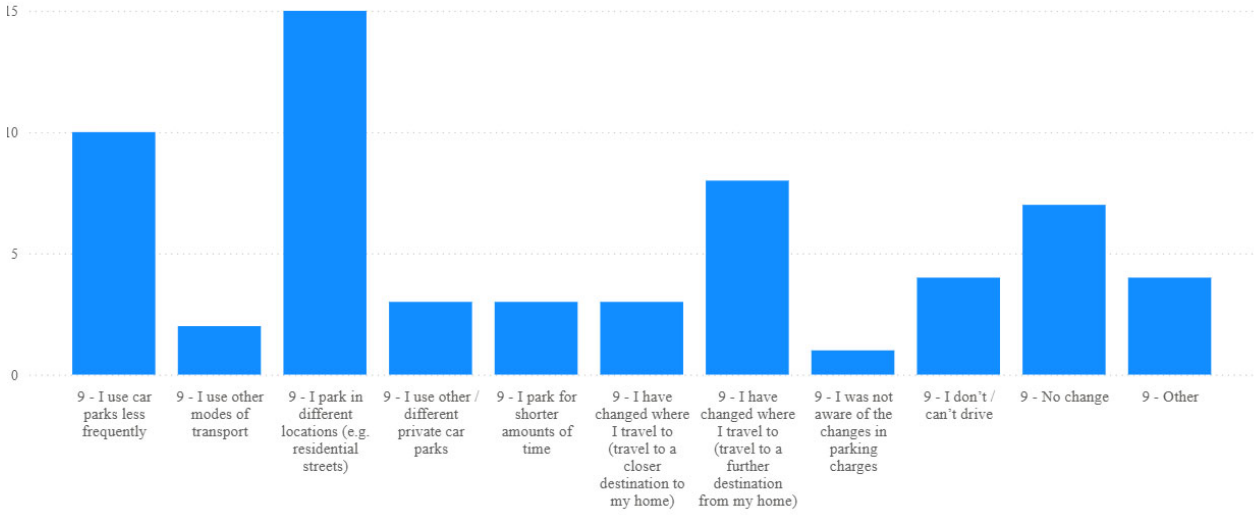


Figure 4-7 Resident parking habit changes since the April 25 price increases (Q9)

Residents were also asked to feedback on the frequencies of these trips as part of question 11. As shown in Figure 4-8, 57% of respondents reported a decrease in trips to The Groves, followed by 22% reporting that this question is not applicable to them and 15% that their trips had stayed the same.

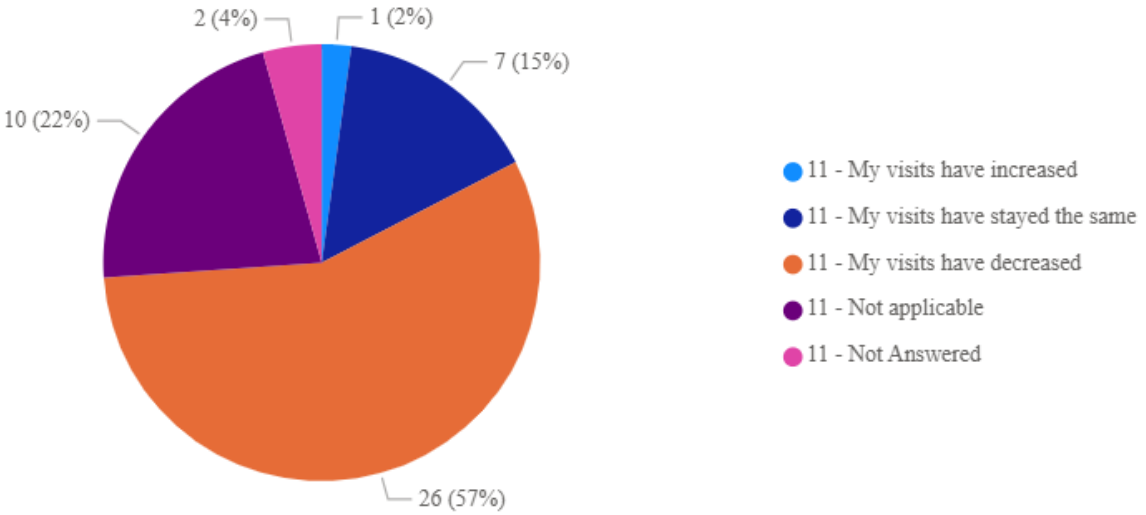


Figure 4-8 Trip frequency post April 25 price increases (Q11)

4.4.4 Parking requirements

Relevant Question(s)

Q8: What type of parking space do you usually park in when visiting your selected area?

Q10: How far away from the area you selected are you willing to park in order to have cheaper or free parking?

Question 8 aims to understand the types of parking spaces residents are accessing when visiting The Groves area. As shown in Figure 4-9, the most commonly reported parking type was on-street regular parking (no permit required), selected by 15 respondents (33%). This was followed by regular parking within a car park (12 respondents; 26%) and on-street permit parking (six respondents; 13%). A further five respondents (11%) selected 'other', while one respondent (2%) selected private land and one respondent (2%) selected on-street accessible (blue badge) parking. Six respondents did not answer this question.

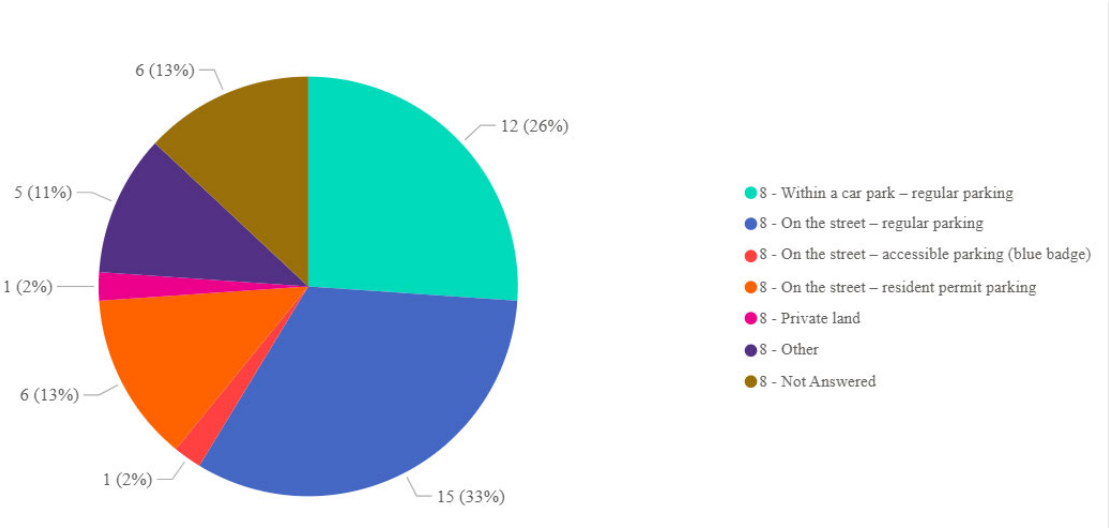


Figure 4-9 Type of parking space accessed by residents in The Groves (Q8)

Question 10 addresses residents' willingness to travel from their chosen destination in order to access cheaper or free parking. As shown in Figure 4-10, 14 respondents (30%) reported they would be willing to travel below 400m (under 5 minutes), followed by 11 respondents (24%) willing to travel 400m (5 minutes), five respondents (11%) willing to travel below 800m (under 10 minutes), and four respondents (9%) willing to travel 800m (10 minutes). A total of six respondents selected categories higher than 800m, and a further six respondents (13%) did not answer this question.

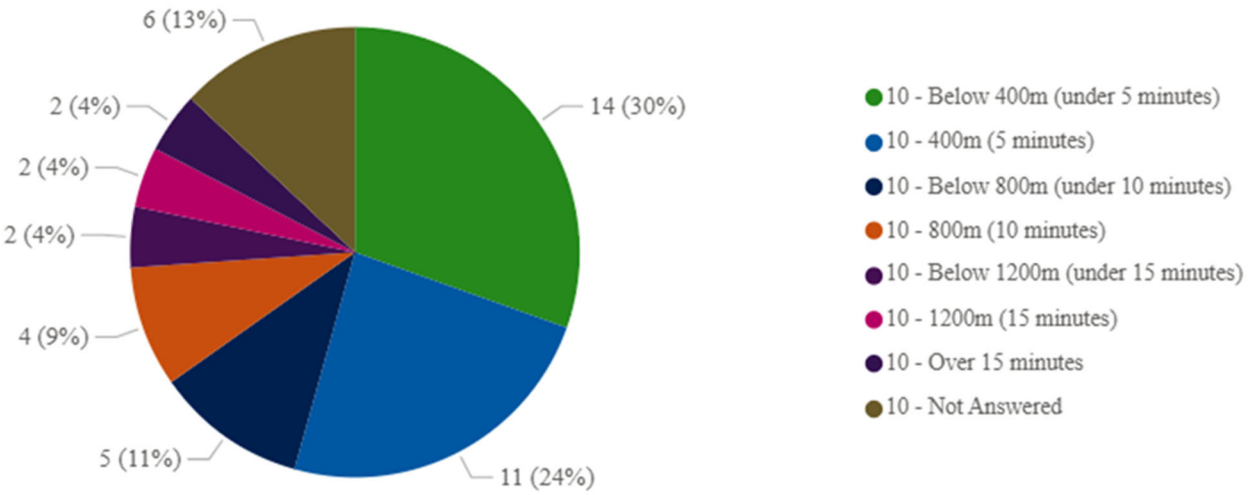


Figure 4-10 Distance residents are willing to travel from their destination for cheaper or free parking (Q10)

4.4.5 Actions suggested by respondents when considering York's Local Transport Strategy

Relevant Question(s)

Q12: […] Thinking about the Strategy, what actions do you think the council could take in response to the challenge over car parking charge increases?

Question 12 is an open text question which aims to understand the actions respondents would like to see the Council take in response to the challenge over car parking increases, whilst considering York's Local Transport Strategy. Figure 4-11 shows the distribution of residents' responses according to recurring themes based on thematic analysis of the open responses. The most common theme identified from responses was '1: provide cheaper parking', with '4: improve public transport' also being raised by multiple respondents. Suggestions in the other category are not relevant to the transport strategy. A smaller number of respondents were also supportive of further increases to parking charges.

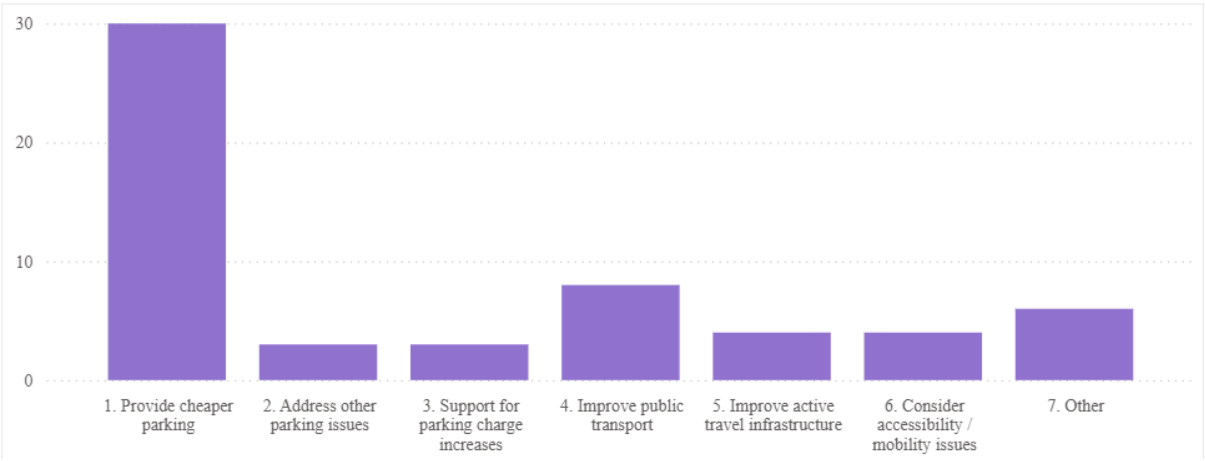


Figure 4-11 Residents key themes when considering York's Transport Strategy (Q12)

Figure 4-12 shows how respondents expanded further on theme 1 (reduce parking charges), including the breakdown of responses by a number of sub-themes. Of these respondents, 43% reported that they support a blanket reduction, and a further 37% called for fees to be discounted for business owners / customers.

Residents also explained in more depth how increasing parking charges has impacted their parking habits and daily routines. Two example responses which expand on this theme are provided below.

"Discounted parking rates for specific situations e.g. my gp is based at monkgate, but has no parking for patients and an hour of parking in the car park is expensive, there is no bus service […] so don't always have the energy to walk."

"As a resident I am now visiting the city centre less as the parking fees across the city are far too high. My daughters visit less too. We're not coming into town to visit shops and cafes and support our local businesses as even 2 hours parking is an extra £10 on each visit. […] This means we now visit monks cross, Vangarde or Clifton moor instead. Without the support of residents shopping and eating out in town many businesses will suffer. The tourists aren't here all year long. Parking days especially for residents when parking could be free or a lot cheaper. £1.50 ph is about what I would be happy paying like other towns and cities around"

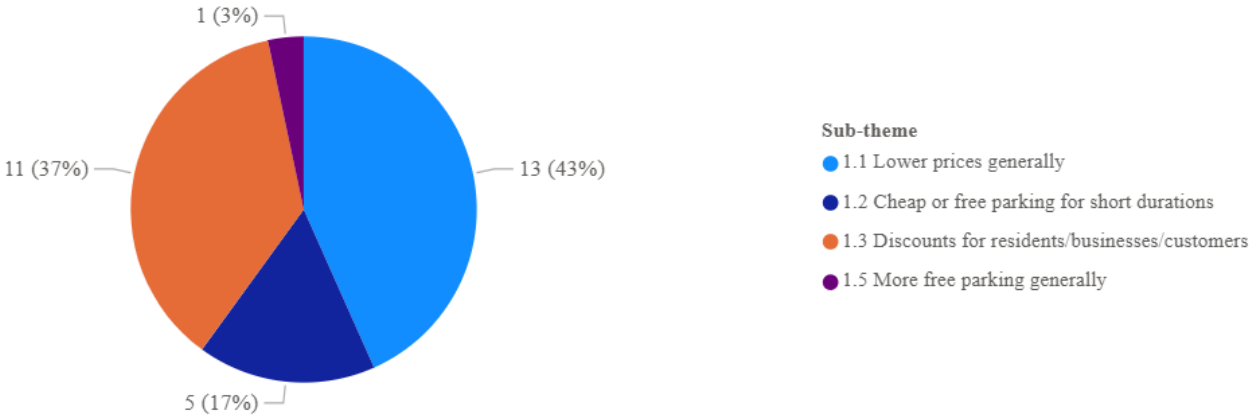


Figure 4-12 Sub themes of theme 1: reduce parking charges (Q12)

As shown in Figure 4-13, improving public transport (theme 3) is also another key theme identified. Figure 4-13 highlights the specific ways in which respondents would like to see public transport services improve, with cheaper fares and an expansive network being the most common sub-themes identified. Two example responses which expand on this sub-theme are provided below.

"You can't increase the charges and not have the public transport that is needed. The public buses from my village just outside of York are few and far between, so not an option. If you want York as a car free city then you need to make sure all villages/areas are serviced by regular buses. I know visit places like Pocklington where parking is free and I can support independent businesses."

"We live in Haxby and the return bus fare is also expensive"

"Putting a more extensive public transport network. Dedicated bus lanes would be great as once the main arteries of the city are jammed everything is jammed."

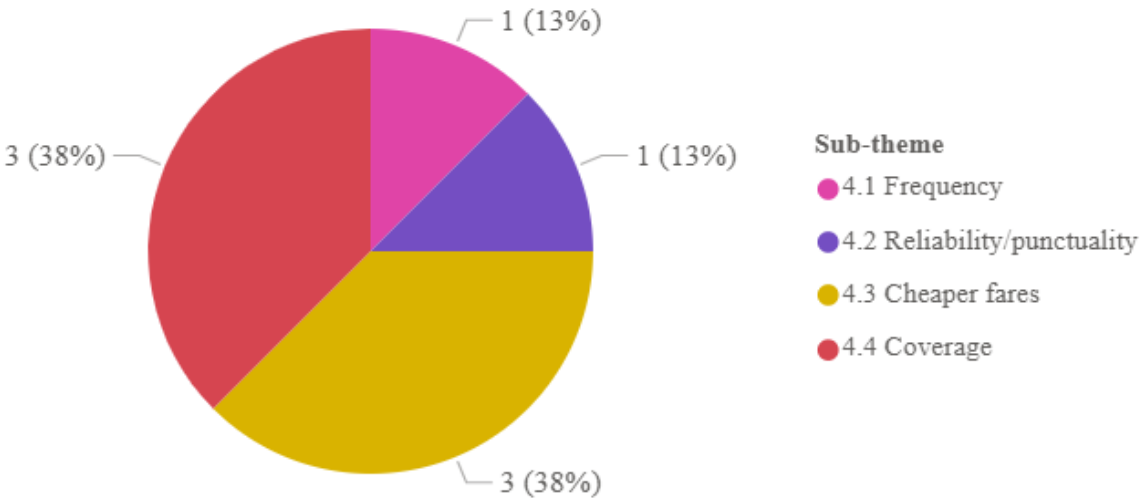


Figure 4-13 Sub themes of theme 3: improve public transport (Q12)

4.5 Summary of drop-in session findings

A drop-in session for residents and business owners in The Groves study area was held on Thursday the 26th of March from 16:30-19:00 in Door84 Youth and Community Centre.

Five attendees joined. Three were members of The Groves Association, who have been actively involved in engaging with the consultation and communicating with City of York Council on the challenges associated with parking prices in York.

4.5.1 Feedback on parking charge increases

4.5.1.1 Concerns about scale and pace of increases

Price rises, particularly for short-stay parking, were widely viewed as disproportionate and introduced too rapidly. Participants felt the increases discouraged short local trips, disproportionately affecting residents, workers and regular local users rather than visitors.

4.5.1.2 Parking displacement

Increased charges have led to parking displacement, with drivers opting for:

- Back streets and residential areas
- Private or community-run car parks
- Avoiding short trips altogether

A perceived imbalance between resident-permit and non-resident spaces is encouraging unsafe or inappropriate parking, including in alleyways and adjacent areas. This displacement is creating additional pressure on residential streets and contributing to local tensions.

4.5.1.3 Fairness and consistency issues

Participants highlighted perceived inconsistencies in:

- Resident permit pricing
- Exemptions and concessions
- City-centre tariffs being applied to peripheral neighbourhoods, which residents felt was inappropriate

These inconsistencies were seen as undermining trust in the pricing strategy.

4.5.2 Operational and procedural concerns

4.5.2.1 Accessibility

- Reports of unclear or outdated signage, including machines still displaying old tariffs after changes.
- Cashless-only systems were described as a barrier for elderly and disabled users.
- Concerns were raised about equality impacts, with some users unable to access or understand the payment systems.

4.5.2.2 Consultation and engagement

Respondents felt the consultation process lacked:

- Adequate notification to businesses
- Consistent coverage across different areas
- Survey questions that reflected the needs of all user groups

The Groves was cited as an area where awareness was low and local circumstances were not reflected.

4.5.3 Impact on local businesses and community organisations

4.5.3.1 Reduced Footfall and Economic Impact

Businesses and charities reported:

- Lower footfall
- Fewer donations
- Quieter high streets (e.g. Lowther Street)
- Short-stay charges were seen as actively harming local economic activity

Short-stay pricing was identified as a direct deterrent to “nip-in” visits, harming small traders, charity shops and personal service providers.

Concerns were raised about future capacity constraints if:

- Castle car park closes
- Partial free parking at Foss Bank is removed
- On-street prices remain high

4.5.3.2 Perceived Lack of Understanding of Local Context

Participants felt the Council had not fully anticipated the consequences of the price changes. The Groves Association expressed that the community felt disrespected and “persecuted” by the approach taken.

4.5.4 Additional themes

Several attendees expressed a belief that the Council’s approach lacked transparency and did not sufficiently consider local lived experience. This has contributed to a decline in confidence in the decision-making process.

5. Summary

5.1 Responses from business owners

5.1.1 Impact of parking charge increase

Overall, the survey responses from business owners/managers in The Groves indicate that the April 2025 parking charge increases are perceived to be having a negative effect on trading conditions for many respondents. The business sample (ten respondents, spanning a range of business types) suggests that impacts are being felt both through customer behaviour and day-to-day business operations. 40% of respondents reported fewer customers and lower spend, while a further 40% reported no change. In addition, a majority (56%) reported that the increases have affected their ability to park at their business or take deliveries. When asked what actions the Council could take in response, most business owner responses focused on reducing parking charges (in particular for short-stay visits), with a smaller number also calling for improvements to public transport.

5.1.2 Policy suggestions

The business owner/managers' responses suggest that the most commonly requested policy intervention is to reduce parking charges, with a particular focus on making short-stay parking more affordable to support "nip-in" visits and local trade. Suggested approaches included introducing a significantly lower tariff for the first 1–1.5 hours (while retaining higher rates for longer stays) and offering discounted rates for York residents and/or customers without the need to purchase additional schemes (e.g. the Minster Badge). A smaller number of respondents also recommended improvements to public transport as part of the wider transport strategy, including lower bus fares, improved Park and Ride capacity and reliability, and more direct and frequent bus services.

5.1.3 Selected quotes

"I work in the Groves but live just off Bishopthorpe Road. From what I have seen (both professionally and otherwise), the users of car park spaces in the Groves either appear to be local residents / friends & family, or people using services like probation or the community centre. Bishopthorpe Road car parking spaces predominantly seem to be used by people from outside the local community using the cafes and shops on Bishopthorpe Road. The ward data suggests that the Groves / Guildhall Ward is a lower income area of York compared to Bishopthorpe Road. In response to this challenge, I would suggest the council should consider both the reason why people are visiting the areas and also the socio-economic background of the areas. To me, it would appear that the rise in prices are fair on Bishopthorpe Road, but the rise in price in the Groves mostly affects local residents who are already less well off than other areas of York."

"2hrs free parking for residents, restore free overnight, evening parking for residents. More routes/ less circuitous routes for buses. Allow traffic to go straight on towards town on Wigginton Rd. rather than having to wait for cars turning into the hospital to move. Reopen a route through the Groves so traffic does not have to travel into Clarence St. to travel out again to reach Foss Islands."

"There are no bus stops which serve Goodramgate or Mickelgate or the roads which would funnel travellers down to Goodramgate.

Bus services are not reliable and residents stay out of the city centre where possible due to the cost and lack of ease of getting in.

Many visitors to our premises are not well and may have come to us via other health services [...] This means that they often are not well enough to travel on public transport or they don't have time to or they have already paid huge parking charges at the hospital.

I would like to see a 1hr free parking or very cheap parking for the first hour (the issues we're seeing now started when the 2hr free Layerthorpe parking was removed and gave been exacerbated by the huge parking

charges in Lord Mayor's Carpark). This would also help local businesses win back local regular customers."

5.2 Responses from residents / visitors

5.2.1 Impact of parking charge increase

Overall, the resident/visitor responses indicate that the April 2025 parking charge increases are perceived to be influencing travel behaviour and reducing trips to The Groves for a substantial proportion of respondents. Parking demand remains relatively high, with 39% of respondents reporting that they drive to and park in the area more than once a week, although 28% stated they use other forms of transport. Among those who travel by car, the most commonly reported reasons were that driving is a necessity and that there are no suitable alternative modes available (13 responses each), with other factors such as comfort, safety, practicality and multi-purpose trips also cited. In terms of behavioural change following the price increases, many respondents reported altered parking habits, most commonly parking in different locations such as nearby residential streets, alongside using car parks less often and changing trip patterns and destinations. Consistent with these reported changes, 57% of respondents indicated that their trip frequency to The Groves has decreased since the April 2025 price increases.

The findings also suggest that, even when seeking cheaper parking, most respondents would only be willing to park relatively close to their destination (with the largest shares willing to walk up to 5–10 minutes), reinforcing the importance of local short-stay provision. Several respondents also raised accessibility-related concerns (including medical appointments, mobility issues and age-related difficulty using public transport), and a small number highlighted public transport constraints, particularly gaps in route coverage, as a barrier to shifting away from car travel. More broadly, the open responses suggest limited support for the charge increases and frequently contextualised impacts within The Groves, including its socio-economic profile, the need for resident-/permit-holder discounts, and concerns that road closures and reduced through-routes (alongside higher charges) have increased congestion and vehicle mileage as drivers re-route and seek alternative parking.

5.2.2 Policy suggestions

Overall, the resident/visitor responses strongly emphasise parking price and structure as the primary policy issue in The Groves. Cheaper parking dominates the open responses, with 34 of 46 respondents (74%) identifying this as their main theme, and only four responses (8.7%) explicitly supporting the parking charge strategy. Within the calls for cheaper parking, differentiated pricing for York residents (including residents' permits and Minster pass holders) was highly requested (14 responses), alongside a clear focus on maintaining affordable short-stay provision (10 responses calling for cheap or free parking for short durations, typically 30 minutes to 2 hours) to support local shops and services and enable "nip-in" visits. This aligns with the quantitative findings that most respondents would only be willing to park a short distance from their destination to access cheaper or free parking.

A smaller number of residents highlighted complementary measures that would enable reduced reliance on car travel. Four responses identified public transport as their primary theme, most commonly citing the need for improved coverage (for example, bus routes not serving key areas), alongside affordability.

5.2.3 Selected quotes

"Dramatically reduce the cost it's ridiculous, my husband recently had hip surgery so no alternative but to pay and park, we can't use disability bays legally when it's a short term issue but it's still needed and get charged so much that we have less to spend in shops and cafes."

"Reduce the charges in places where there are small local shops trying to keep going suchbas the Groves
Free parking on Sundays for church goers which includes older people
Improve cycle paths between , forinstance, New Earswick and the city centre - currently dangerous due to increased number of cars on Haxby Rd abd potholes. Cycle path is unlit and bumpy"

"Cheaper parking for residents,
Especially resident on street parking
More expensive parking for non residents"

"A strategy that does not look at providing alternatives before raising parking charges is destined to fail.
The Groves is in looks of way almost land locked.
The traffic on Haxby Road and Huntingdon Road and are the routes to the hospital that has no dedicated public transport from a specific point that would make a tremendous difference to traffic reduction."

"Putting a more extensive public transport network. Dedicated bus lanes would be great as once the main arteries of the city are jammed everything is jammed."

5.3 Summary of policy suggestions

This section provides a non-exhaustive list of policy interventions that were suggested through the open responses to Question 12. These do not reflect the views of Arup, and will be further developed into a set of actionable recommendations in the Executive Summary report across all four areas.

- Reduce short-stay parking charges (including consideration of a much lower tariff for the first 30 minutes to 2 hours, e.g. 1–1.5 hours, to support "nip-in" visits and local trade)
- Introduce differentiated pricing / discounts for York residents and permit holders (including residents' permits and Minster pass holders), with respondents noting a preference for simpler access to discounts
- Provide free or cheaper parking at specific times and for specific needs (e.g. Sundays, evenings/overnight, and situations such as medical appointments), reflecting affordability and accessibility concerns
- Improve public transport as an alternative to car trips (including cheaper fares, more direct/less circuitous routes, improved coverage to key destinations, higher frequency and reliability, and a more effective Park and Ride offer with sufficient capacity)
- Address parking displacement into residential streets and perceived imbalances between permit and non-permit spaces, to reduce inappropriate/unsafe parking and pressure on local streets
- Improve the accessibility of parking operations (e.g. clearer/up-to-date signage and consideration of barriers created by cashless-only payment systems for some users)
- Review wider network changes raised alongside parking charges (including concerns about road closures/through-routes and junction operation), where these were perceived to increase congestion and car mileage

Appendix A

The Groves Parking Charges (pre and post April 2025)

A.1 Monk Bar Car Park charges – January 2025

Open 24 hours. Charges apply from 8.00am to midnight. Charges apply every day including Sundays and Bank Holidays.

No maximum stay.

Length of stay	Pay and display	Minster Badge holder
Up to 1 hour	£3.10	£2.40
Up to 2 hours	£6.20	£4.80
Up to 3 hours	£9.30	£7.20
Up to 4 hours	£12.40	£9.60
Up to 5 hours	£15.50	£12.00
Over 5 hours	£20.00	£20.00
Evening parking - 6.00pm to 8.00am	£4.00	£1.00

A.2 Monk Bar Car Park charges– April 2025

Open 24 hours. Charges apply from 8.00am to midnight. Charges apply every day including Sundays and Bank Holidays.

No maximum stay.

Length of stay	Sunday to Thursday	Friday, Saturday and events	Minster Badge Holder Sunday to Thursday	Minster Badge Holder Friday, Saturday and events
Up to 1 hour	£4.85	£5.30	£3.70	£4.10
Up to 2 hours	£9.70	£10.60	£7.50	£8.20
Up to 3 hours	£11.20	£13.50	£8.60	£10.40
Up to 4 hours	£14.90	£17.50	£11.50	£13.50
Up to 5 hours	£18.60	£21.50	£14.30	£16.50
Over 5 hours	£22.50	£25.00	£17.30	£19.20
Evening parking - 6.00pm to 8.00am	£4.00	£4.80	£2.00	£2.00

A.3 Lord Mayor's Walk Car Park Charges January 2025

On-street parking charges:

Length of stay	Charges	Minster Badge Holder
Up to 1 hour	£3.10	£3.10
1 to 2 hours	£6.20	£6.20
2 to 3 hours	£9.30	£9.30
Evening parking	£4.00	£1.00

Parking for over 2 hours is only allowed after 3.00pm.

1 and 2 hour charges apply every day from 8.00am to 6.00pm, except for Priory Street where the charges on Sunday do not start until 1.00pm.

Evening charges apply to all the above streets from 6.00pm until midnight.

A.4 Lord Mayor's Walk Car Park Charges April 2025

On-street parking charges:

Length of stay	Sunday to Thursday	Friday, Saturday and events	Minster Badge Holder Sunday to Thursday	Minster Badge Holder Friday, Saturday and events
Up to 1 hour	£4.85	£5.30	£3.70	£4.10
1 to 2 hours	£9.70	£10.60	£7.50	£8.20
2 to 3 hours	£11.20	£13.50	£8.60	£10.40
Evening parking	£4.00	£4.80	£2.00	£2.40

Parking for over 2 hours is only allowed after 3.00pm.

1 and 2 hour charges apply every day from 8.00am to 6.00pm.

Evening charges apply to all the above streets from 6.00pm until 11.59pm.

A.5 Outer ResPark on-street parking charges January 2025

Parking location	Pay By Phone location code
Garden Street	808723
Huntington Road	808724
Lowther Street	808729
Park Grove	808732
Townend Street	808738

All the ResPark pay and display bays allow parking for 1 hour only.

The charges apply every day from 8.00am to 8.00pm apart from Lead Mill Lane where they do not apply on Sundays.

- **1 hour**: £1.20

A.6 Outer ResPark on-street parking charges April 2025

Parking location	Pay By Phone location code
Garden Street	808723
Huntington Road	808724
Lowther Street	808729
Park Grove	808732
Townend Street	808738

Length of stay	Sunday to Thursday	Friday, Saturday and events	Minster Badge Holder Sunday to Thursday	Minster Badge Holder Friday, Saturday and events
Up to 1 hour	£4.85	£5.30	£3.70	£4.10
1 to 2 hours	£9.70	£10.60	£7.20	£8.20
2 to 3 hours	£11.20	£13.50	£8.60	£10.40
Evening parking	£4.00	£4.80	£2.00	£2.40

All the ResPark 'pay by phone' bays allow parking for 1 hour only.

The charges apply every day from 8.00am to 8.00pm. Parking on Lead Mill Lane is free on Sundays,

A.7 Outer ResPark on-street parking charges July 2025

Parking location	Pay By Phone location code
Garden Street	808723
Huntington Road	808724
Lowther Street	808729
Park Grove	808732
Townend Street	808738

Length of stay	Monday to Sunday	Minster Badge holder Monday to Sunday
Up to 1 hour	£3.00	£2.10

Appendix B

Right to Challenge Car Parking Price Consultation Survey

ARUP

Right to Challenge Car Parking Price Consultation – Bishopthorpe Road, Micklegate, The Groves and Heworth

Right to Challenge Car Parking Price Consultation – Bishopthorpe Road, Micklegate, The Groves and Heworth

This consultation closes on Friday 27th February 2026

Arup is undertaking an independent review of car parking charges in four areas of the city.

Traders and residents in Bishopthorpe Road, Micklegate and The Groves have initiated a challenge to parking charges through The Right to Challenge Parking Policies Statutory Guidance under the Traffic Management Act 2004. Separately, traders in Heworth have raised a petition against the proposed increases in car parking charges. This follows the Council's decision to increase charges for the local, council owned, car parking. On completion of the review, the Council will publish the findings from independent review and details of when it will be considered. The outcome of the decision will be published via the council website.

Why we want to hear from you

Your feedback will help ensure the independent review of car parking charges reflects the needs and concerns of local residents, traders and the wider community.

Please return completed copies of your survey to one of the following locations:

- Dringhouses Library
  56 Tadcaster Road, Dringhouses, York, YO24 1LR

- York Explore Library and Archive
  Library Square, Museum Street, York, YO1 7DS

- Bishopthorpe Library
  Main Street, Bishopthorpe, York, YO23 2RB

- Tang Hall Explore Café The Centre @
  Burnholme, Mossdale Avenue, York YO31 0HA

Alternatively, you can return your survey by Freepost. Details of the Freepost option are included on page 5 of this document.

Privacy Notice

Full City of York Council Privacy Notice

Please read our full privacy notice:

www.york.gov.uk/privacy

This Privacy Notice was created or updated in December 2024.

What information are you collecting?

We are collecting your information, such as:

- your name
- your contact details
- protected characteristics such as disability, gender, ethnicity, age etc.
- your responses opinions and thoughts

Full City of York Council Privacy Notice

Where required, we will seek your consent to take photos, video or audio recordings. You can find out how we may use these at:

www.york.gov.uk/privacy/communications

How is my information being collected?

We get information directly from you when you take part. This may be through a survey, attending events or focus groups.

Completing the survey - online

When we use Citizen Space to process responses, you can find out how they use your information here:

Delib's CitizenSpace (digital citizen engagement platform). You can find out how they use information in the Delib Privacy Notice.

Completing the survey - paper forms

If you have completed a paper survey, once you complete and return it to us, we will transfer the information you have given us onto the council's secure network and then destroy the paper copy confidentially.

How will my comments help you?

We want to hear directly from people across the city about what needs to change and how we can work together to build a fairer York for everyone. We may use your information to create reports that are anonymised and cannot be linked back to you or other individuals.

This may include:

- statistical analysis
- statutory returns
- audit framework
- see how the council and its partners are supporting individuals
- help design better services
- inform funding decisions

How do I withdraw my consent if I change my mind?

We are using the information you give us in the survey with your consent. You can withdraw your consent at any time by contacting: communications@york.gov.uk

How long will you keep my information?

We will only keep your information for as long as it is needed then it will be securely and confidentially deleted or disposed of.

You can find more details about how long the council keeps records here:

www.york.gov.uk/CouncilRetentionSchedule

Your rights

To find out about your rights please see:

www.york.gov.uk/privacy

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Contact us

If you have any questions about this privacy notice.

Want to exercise your rights.

Have a complaint about how your information has been used.

t: 01904 554145
e: information.governance@york.gov.uk

Or write to:

Data Protection Officer,
City of York Council,
West Offices, Station Rise,
York, YO1 6GA

Please tick the box to confirm you have read and understood the Privacy Notice and give your consent to your information being used as described within it. ☐

Please note, if you do not give your consent then you are unable to continue.

Ways to complete and return your questionnaire

1	Complete the survey online	You can access the online questionnaire by using the QR code opposite or by typing the following link: https://ourbigconversation.york.gov.uk/business-intelligence/yorkcarparking/
2	Scan and email	Complete, scan and email your response to: YorkCarParking@arup.com
3	Visit us	Drop into any of the libraries listed on page 2 or West Offices where we can assist you to complete Online.
4	Get help over the phone	Call customer Service on 01904 551550 and leave your number and we will call you back.
5	Drop off	Hand in the completed form at any of the libraries listed above on page 2.
6	Paid return envelope	Call our Customer Services team on 01904 551550 to request a freepost return envelope.
7	Return by freepost	York Car Parking Consultation Freepost RTEG-TYYU-KLTZ (to be updated by CYC BI team) CYC, West Offices, Station Rise, York YO1 6GA
8	Video Relay Service (BSL)	Use our BSL Video Relay Service, details are provided below.

Alternative formats statement

If you require any reasonable adjustments or this document in another format (e.g. large print, braille, Audio, BSL or Easy Read) please:

Email us: cycaccessteam@york.gov.uk

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

Use our BSL Video Relay Service:

www.york.gov.uk/BSLInterpretingService

Select ‘Switchboard’ from the menu.

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Questions

1. Which area are you answering the questions from?
Please select only ONE location

Bishopthorpe Road	
Micklegate	
The Groves	
Heworth	

2. Are you a business owner or manager in York? (Select one)

Yes	
No	

If you answered YES, please answer questions 3 – 5. If you answered NO, please continue to question 6.

Business Ownership and Parking in York

3. What type of business do you own or manage?

Retail		Food and beverage	
Entertainment and Recreation		Accommodation	
Financial Services		Health and Beauty	
Other:			

4. What impact have you seen from the increased parking charges directly on your business? (Select one)
Please provide evidence of this impact, you can email us at YorkCarParking@arup.com. Please include your response to this question in the email.

More customers, greater spend		More customers, lower spend	
Fewer customers, greater spend		Fewer customers, lower spend	
No change		Don't know / unsure	
Other:			

5. Has the increase in parking charges impacted your ability to park at your business or take deliveries?

If you are a business owner, please proceed to Question 12.

6. Do you drive to and park at the location you selected, and how often do you make this journey?

Yes, more than once a week	
Yes, once a week	
Yes, once every two weeks	
Yes, once a month	
No, I use other forms of transport	

7. If you drive to your selected area, why do you travel by car instead of other modes e.g. public transport, walking? Select all that apply.

Necessity – unable to walk long distances / travel any other way	
Comfort	
No suitable alternative transport modes available	
Safety	
It forms part of a multi-purpose journey	
Practicality – transporting heavy goods	
I do not drive to my selected location	
Other:	

8. What type of parking space do you usually park in when visiting your selected area?

Within a car park – regular parking	
Within a car park - accessible parking (blue badge)	
Within a car park - parent and child parking	
Within a car park - resident permit parking	
Within a car park – electric vehicle parking	
Within a car park – motorcycle parking	
On the street – regular parking	
On the street – accessible parking (blue badge)	
On the street – parent and child parking	
On the street – resident permit parking	
On the street – electric vehicle parking	
On the street – motorcycle parking	
Private land	
Other:	

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9. How has the increase in parking charges (April 2025) affected your parking habits in your selected area? Select all that apply.

I use car parks less frequently	
I use other modes of transport	
I park in different locations (e.g. residential streets)	
I use other / different private car parks	
I park for shorter amounts of time	
I have changed where I travel to (travel to a closer destination to my home)	
I have changed where I travel to (travel to a further destination from my home)	
I was not aware of the changes in parking charges	
I don't / can't drive	
No change	
Other:	

10. How far away from the area you selected are you willing to park in order to have cheaper or free parking?

Below 400m (under 5 minutes)	
400m (5 minutes)	
Below 800m (under 10 minutes)	
800m (10 minutes)	
Below 1200m (under 15 minutes)	
1200m (15 minutes)	
Over 15 minutes, please specify:	

11. What impact have you seen from the increased charges in terms of your visits to local businesses or services in your chosen area?

My visits have increased	
My visits have stayed the same	
My visits have decreased	
Not applicable	
Specific location(s)	
Other:	

All respondents please answer Question 12.

12. York's Local Transport Strategy envisages an accessible, affordable, sustainable, and resilient transport network that continues to actively improve health and support a thriving economy for decades to come. The strategy aims to discourage car use for journeys which could be made by sustainable modes and reduce the number of miles travelled on York's roads by at least 20% by 2030.

Thinking about the Strategy, what actions do you think the council could take in response to the challenge over car parking charge increases?

About you

All responses will be anonymised

On the next few pages we will ask some questions about you.

Any information you are happy to share will help us identify themes for the specific groups below which will assist us with any future support and policy planning and will not be used to identify you.

If you do not wish to complete this section, please return the completed form to us using any of the methods shown on page 3.

Would you like to complete the 'About You' section?

Yes		No	

Your gender:

Yes		No	
Prefer not to say			

Is the gender you identify with the same as your sex registered at birth?

Male		Female	
Non-binary		Prefer not to say	

Is the gender you identify with the same as your sex registered at birth?

Bisexual		Gay or Lesbian	
Heterosexual / straight		Prefer not to say	
Other:			

Please select the appropriate box to describe your religion or belief:

Prefer not to say		Atheist	
Hindu		Christian	
Sikh		Muslim	
Buddhist		No Religion	
Jewish			
Other:			

Your age:

Under 16		16 to 24		60 to 64	
40 to 55		56 to 59		Prefer not to say	
65+		25 to 39			

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What is your ethnic group?

Prefer not to say		Asian - Indian	
White – English / Welsh / Scottish / Northern Irish / British		Any other Asian background	
White – Irish		Asian – Bangladeshi	
White – Gypsy or Irish Traveller		Asian – Chinese	
White – Roma		Asian – Pakistani	
Any other White background		Black African	
Mixed – White & Black Caribbean		Black – Caribbean	
Mixed – White and Black African		Any other Black / Black British / African / Caribbean background	
Mixed – White and Asian		Other – Arab	
Any other Mixed / multiple ethnic background		Any other ethnic background	

Other:

Do you consider yourself disabled?

Yes		No	
Prefer not to say			

Do you look after, or give any help or support to, anyone because they have long-term physical or mental health conditions or illnesses, or problems related to old age? (Excluding anything which is part of paid employment)

Yes		No	
Prefer not to say			

Do you have any experience of being in care?

Yes		No	
Prefer not to say			



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Annex D

Car 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-Steet	-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**

Annex D

Highways & Transport Income and Expenditure

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 & 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 & Transport Revenue	**17,804**	**20,479**

*This is the accumulated cost of borrowing for Highways and Transport since 2011/12 which is when the council regularly started investing our own funds into Highways. The council uses an asset life of 40 years for borrowing on Highway Assets so a 2.5% Minimum Revenue Provision was applied with a notional 4% interest rate as an indicative cost – the budget for the expenditure is within Treasury Management.

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Right to Challenge Car Parking Price Consultation –

Bishopthorpe Road, Micklegate, The Groves and Heworth

Right to Challenge Car Parking Price Consultation – Bishopthorpe Road, Micklegate, The Groves and Heworth

This consultation closes on Friday 27th February 2026

Arup is undertaking an independent review of car parking charges in four areas of the city.

Traders and residents in Bishopthorpe Road, Micklegate and The Groves have initiated a challenge to parking charges through The Right to Challenge Parking Policies Statutory Guidance under the Traffic Management Act 2004. Separately, traders in Heworth have raised a petition against the proposed increases in car parking charges. This follows the Council's decision to increase charges for the local, council owned, car parking. On completion of the review, the Council will publish the findings from independent review and details of when it will be considered. The outcome of the decision will be published via the council website.

Why we want to hear from you

Your feedback will help ensure the independent review of car parking charges reflects the needs and concerns of local residents, traders and the wider community.

Please return completed copies of your survey to one of the following locations:

- Dringhouses Library
  56 Tadcaster Road, Dringhouses, York, YO24 1LR

- York Explore Library and Archive
  Library Square, Museum Street, York, YO1 7DS

- Bishopthorpe Library
  Main Street, Bishopthorpe, York, YO23 2RB

- Tang Hall Explore Café The Centre @
  Burnholme, Mossdale Avenue, York YO31 0HA

Alternatively, you can return your survey by Freepost. Details of the Freepost option are included on page 5 of this document.

Privacy Notice

Full City of York Council Privacy Notice

Please read our full privacy notice:

www.york.gov.uk/privacy

This Privacy Notice was created or updated in December 2024.

What information are you collecting?

We are collecting your information, such as:

- your name
- your contact details
- protected characteristics such as disability, gender, ethnicity, age etc.
- your responses opinions and thoughts

Full City of York Council Privacy Notice

Where required, we will seek your consent to take photos, video or audio recordings. You can find out how we may use these at:

www.york.gov.uk/privacy/communications

How is my information being collected?

We get information directly from you when you take part. This may be through a survey, attending events or focus groups.

Completing the survey - online

When we use Citizen Space to process responses, you can find out how they use your information here:

Delib's CitizenSpace (digital citizen engagement platform). You can find out how they use information in the Delib Privacy Notice.

Completing the survey - paper forms

If you have completed a paper survey, once you complete and return it to us, we will transfer the information you have given us onto the council's secure network and then destroy the paper copy confidentially.

How will my comments help you?

We want to hear directly from people across the city about what needs to change and how we can work together to build a fairer York for everyone. We may use your information to create reports that are anonymised and cannot be linked back to you or other individuals.

This may include:

- statistical analysis
- statutory returns
- audit framework
- see how the council and its partners are supporting individuals
- help design better services
- inform funding decisions

How do I withdraw my consent if I change my mind?

We are using the information you give us in the survey with your consent. You can withdraw your consent at any time by contacting: communications@york.gov.uk

How long will you keep my information?

We will only keep your information for as long as it is needed then it will be securely and confidentially deleted or disposed of.

You can find more details about how long the council keeps records here:

www.york.gov.uk/CouncilRetentionSchedule

Your rights

To find out about your rights please see:

www.york.gov.uk/privacy

Survey_3.indd 2-3 13/01/2026 16:31

Contact us

If you have any questions about this privacy notice.

Want to exercise your rights.

Have a complaint about how your information has been used.

t: 01904 554145
e: information.governance@york.gov.uk

Or write to:

Data Protection Officer,
City of York Council,
West Offices, Station Rise,
York, YO1 6GA

Please tick the box to confirm you have read and understood the Privacy Notice and give your consent to your information being used as described within it. ☐

Please note, if you do not give your consent then you are unable to continue.

Ways to complete and return your questionnaire

1	Complete the survey online	You can access the online questionnaire by using the QR code opposite or by typing the following link: https://ourbigconversation.york.gov.uk/business-intelligence/yorkcarparking/
2	Scan and email	Complete, scan and email your response to: YorkCarParking@arup.com
3	Visit us	Drop into any of the libraries listed on page 2 or West Offices where we can assist you to complete Online.
4	Get help over the phone	Call customer Service on 01904 551550 and leave your number and we will call you back.
5	Drop off	Hand in the completed form at any of the libraries listed above on page 2.
6	Paid return envelope	Call our Customer Services team on 01904 551550 to request a freepost return envelope.
7	Return by freepost	York Car Parking Consultation Freepost RTEG-TYYU-KLTZ (to be updated by CYC BI team) CYC, West Offices, Station Rise, York YO1 6GA
8	Video Relay Service (BSL)	Use our BSL Video Relay Service, details are provided below.

Alternative formats statement

If you require any reasonable adjustments or this document in another format (e.g. large print, braille, Audio, BSL or Easy Read) please:

Email us: cycaccessteam@york.gov.uk

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

Use our BSL Video Relay Service:

www.york.gov.uk/BSLInterpretingService

Select ‘Switchboard’ from the menu.

Survey_3.indd 4-5 13/01/2026 16:31

Questions

1. Which area are you answering the questions from?
Please select only ONE location

Bishopthorpe Road	
Micklegate	
The Groves	
Heworth	

2. Are you a business owner or manager in York? (Select one)

Yes	
No	

If you answered YES, please answer questions 3 – 5. If you answered NO, please continue to question 6.

Business Ownership and Parking in York

3. What type of business do you own or manage?

Retail		Food and beverage	
Entertainment and Recreation		Accommodation	
Financial Services		Health and Beauty	
Other:			

4. What impact have you seen from the increased parking charges directly on your business? (Select one)
Please provide evidence of this impact, you can email us at YorkCarParking@arup.com. Please include your response to this question in the email.

More customers, greater spend		More customers, lower spend	
Fewer customers, greater spend		Fewer customers, lower spend	
No change		Don't know / unsure	
Other:			

5. Has the increase in parking charges impacted your ability to park at your business or take deliveries?

If you are a business owner, please proceed to Question 12.

6. Do you drive to and park at the location you selected, and how often do you make this journey?

Yes, more than once a week	
Yes, once a week	
Yes, once every two weeks	
Yes, once a month	
No, I use other forms of transport	

7. If you drive to your selected area, why do you travel by car instead of other modes e.g. public transport, walking? Select all that apply.

Necessity – unable to walk long distances / travel any other way	
Comfort	
No suitable alternative transport modes available	
Safety	
It forms part of a multi-purpose journey	
Practicality – transporting heavy goods	
I do not drive to my selected location	
Other:	

8. What type of parking space do you usually park in when visiting your selected area?

Within a car park – regular parking	
Within a car park - accessible parking (blue badge)	
Within a car park - parent and child parking	
Within a car park - resident permit parking	
Within a car park – electric vehicle parking	
Within a car park – motorcycle parking	
On the street – regular parking	
On the street – accessible parking (blue badge)	
On the street – parent and child parking	
On the street – resident permit parking	
On the street – electric vehicle parking	
On the street – motorcycle parking	
Private land	
Other:	

Survey_3.indd 6-7 13/01/2026 16:31

9. How has the increase in parking charges (April 2025) affected your parking habits in your selected area? Select all that apply.

I use car parks less frequently	
I use other modes of transport	
I park in different locations (e.g. residential streets)	
I use other / different private car parks	
I park for shorter amounts of time	
I have changed where I travel to (travel to a closer destination to my home)	
I have changed where I travel to (travel to a further destination from my home)	
I was not aware of the changes in parking charges	
I don't / can't drive	
No change	
Other:	

10. How far away from the area you selected are you willing to park in order to have cheaper or free parking?

Below 400m (under 5 minutes)	
400m (5 minutes)	
Below 800m (under 10 minutes)	
800m (10 minutes)	
Below 1200m (under 15 minutes)	
1200m (15 minutes)	
Over 15 minutes, please specify:	

11. What impact have you seen from the increased charges in terms of your visits to local businesses or services in your chosen area?

My visits have increased	
My visits have stayed the same	
My visits have decreased	
Not applicable	
Specific location(s)	
Other:	

All respondents please answer Question 12.

12. York's Local Transport Strategy envisages an accessible, affordable, sustainable, and resilient transport network that continues to actively improve health and support a thriving economy for decades to come. The strategy aims to discourage car use for journeys which could be made by sustainable modes and reduce the number of miles travelled on York's roads by at least 20% by 2030.

Thinking about the Strategy, what actions do you think the council could take in response to the challenge over car parking charge increases?

About you

All responses will be anonymised

On the next few pages we will ask some questions about you.

Any information you are happy to share will help us identify themes for the specific groups below which will assist us with any future support and policy planning and will not be used to identify you.

If you do not wish to complete this section, please return the completed form to us using any of the methods shown on page 3.

Would you like to complete the 'About You' section?

Yes		No	

Your gender:

Yes		No	
Prefer not to say			

Is the gender you identify with the same as your sex registered at birth?

Male		Female	
Non-binary		Prefer not to say	

Is the gender you identify with the same as your sex registered at birth?

Bisexual		Gay or Lesbian	
Heterosexual / straight		Prefer not to say	
Other:			

Please select the appropriate box to describe your religion or belief:

Prefer not to say		Atheist	
Hindu		Christian	
Sikh		Muslim	
Buddhist		No Religion	
Jewish			
Other:			

Your age:

Under 16		16 to 24		60 to 64	
40 to 55		56 to 59		Prefer not to say	
65+		25 to 39			

Survey_3.indd 8-9 13/01/2026 16:31

What is your ethnic group?

Prefer not to say		Asian - Indian	
White – English / Welsh / Scottish / Northern Irish / British		Any other Asian background	
White – Irish		Asian – Bangladeshi	
White – Gypsy or Irish Traveller		Asian – Chinese	
White – Roma		Asian – Pakistani	
Any other White background		Black African	
Mixed – White & Black Caribbean		Black – Caribbean	
Mixed – White and Black African		Any other Black / Black British / African / Caribbean background	
Mixed – White and Asian		Other – Arab	
Any other Mixed / multiple ethnic background		Any other ethnic background	

Other:

Do you consider yourself disabled?

Yes		No	
Prefer not to say			

Do you look after, or give any help or support to, anyone because they have long-term physical or mental health conditions or illnesses, or problems related to old age? (Excluding anything which is part of paid employment)

Yes		No	
Prefer not to say			

Do you have any experience of being in care?

Yes		No	
Prefer not to say			



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Meeting:	Executive
Meeting date:	9 September 2026
Report of:	Director of Environment and Regulatory Services and Director of City Development
Portfolio of:	Councillor Kate Ravilious, Executive Member for Transport

Anti-Terrorism Traffic Regulation Order - statutory consultation response

Subject of Report

1. This report provides a review of the representations received during the statutory consultation process for the proposed introduction of a permanent Anti-Terrorism Traffic Regulation Order (ATTRO) for the city centre. If a permanent ATTRO is approved this would lie dormant for the majority of the time and would only be activated when the threat level meets the required thresholds.

2. The proposal was made following a recommendation from the Chief Constable of North Yorkshire Police (NYP) to consider the implementation of a permanent ATTRO (Annex D).

3. The statutory consultation was undertaken following approval from the Executive on 12 October 2023 *"to start the process and consultation of developing an Anti-Terrorism Traffic Regulation Order and some events may mean access is restricted for the event"* (available here: https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=6951).

4. The report recommends the implementation of a permanent ATTRO for the pedestrianised area and the area near the Minster, as recommended by North Yorkshire Police.

Benefits and Challenges

5. An ATTRO is a special legal order that allows Councils and the Police to restrict or close off vehicle and pedestrian access to specific streets and public spaces and put measures in place, to protect people from the threat of terrorism on or near a road.

6. An ATTRO can only be put in place by a Council, when recommended by the Police for the purposes of *“avoiding or reducing, or reducing the likelihood of, danger connected with terrorism”* or *"preventing or reducing damage connected with terrorism”* (as defined by Section 22C of the Road Traffic Regulation Act 1984). An ATTRO cannot be used for any other reason.

7. In York, temporary ATTROs have been implemented previously for events such as the Christmas Market and royal visits. This has usually resulted in additional access restrictions, for example, most vehicles were prevented from accessing the footstreets area during the Christmas Market’s hours of operation in 2025. The additional access restrictions applied to vehicles carrying Blue Badge holders, vehicles carrying out non-emergency repairs, and waste vehicles.

8. The local authority makes the decision to implement an ATTRO (and associated access restrictions and protective measures) but must consider advice and recommendations from the Police. Refusal to implement an ATTRO after receipt of a recommendation from a Chief Constable would be an unprecedented event nationally.

9. An ATTRO can be either temporary or permanent, as described below.

    - A temporary ATTRO is recommended by the Police and implemented by the Council for one specific short-term event or incident, like a Christmas market, a busy public gathering, or a VIP visit (like a royal visit). The Police makes a recommendation based on the information they have on terrorism risks, and the Council must review the recommendation, make a decision, and process a brand-new temporary order each time it is needed. The temporary order is active only for the duration of that single event, then it ends.

    - A permanent ATTRO, if put in place, is kept dormant, as a standing legal framework ready to be activated when the Police believe that activating the ATTRO would be a

proportionate counter terrorism response for regular events, sudden security needs, or emergencies, for the area covered by the order. If approved, a permanent order enables the Council to react quickly to Police advice without having to process a new temporary order every time. The order always remains legally in place but is unused most of the time until it is activated by the Council on a temporary basis where needed, following Police recommendation.

10. The decision-making process for a temporary ATTRO and a permanent ATTRO differs as described below.

11. For a temporary ATTRO due to an event or circumstance-specific decision, the process is broadly:

    - Police identify a terrorism-related risk associated with a particular event, incident, intelligence or period;
    - The Chief Officer of Police recommends an ATTRO to the traffic authority (the Council);
    - Council officers consider the specific Police recommendation and decide:
        - whether an ATTRO is justified;
        - what roads/areas should be covered;
        - what restrictions or protective measures are proportionate;
        - and for how long;
    - Officers provide the Executive with options and recommendations on the proposed extent/impact of the Temporary ATTRO for approval to implement;
    - The Executive makes a public decision on the implementation of the ATTRO;
    - Consideration of how the ATTRO will be communicated;
    - The ATTRO is then implemented for the particular circumstances.

12. This means that the Council makes a fresh substantive decision each time a temporary ATTRO is proposed.

13. For the activation of the permanent ATTRO due to an event or specific circumstances, the process is broadly:

    - Police identify a terrorism-related risk associated with a particular event, incident, intelligence or period;
    - The Chief Officer of Police recommends to the traffic authority that the dormant ATTRO is put into operation;

- Officers consider the extent of the dormant ATTRO to be put into effect and review the framework for putting it in place and the required communications;
- Chief Executive approves the activation of the ATTRO in line with the framework process and the ATTRO is put into operation.

14. The main benefits of a permanent ATTRO are operational, for the Council, the Police, event organisers, and other stakeholders involved in events planning and security. The permanent ATTRO would only be activated in accordance with the draft Order (presented at Annex C), including Schedule 2 which sets out the operational requirements to ensure that any restrictions will be the minimum necessary to remove to reduce the danger and are consistent with the statutory requirements for making ATTROs.

15. A permanent ATTRO, if approved, would provide the following benefits:

- A permanent ATTRO enables the Police and the Council to set up delegations within their organisations, so that decisions can be made more effectively, especially in cases where an urgent decision is required. Some of these delegations are described in Annex C as they would be part of the Order, others are included in the recommendations in this report.

- A permanent ATTRO enables all partners to work together to establish a jointly agreed decision-making framework to enable quick decisions to be made on the level of restrictions and/or protective measures required based on national threat levels, intelligence, event risk profiles, etc. This would also include an assessment of the impact of the restrictions on groups with protected characteristics under the Equality Act and consideration of mitigation measures to reduce the impact of the restrictions, where possible. This type of framework is in place in other cities where a permanent ATTRO has been implemented.

- A summary of this assessment framework would be shared with event organisers in advance so that they can plan early for the restrictions, protective measures, and mitigation measures that they may need to implement and manage for their event. This will support early financial planning and viability assessments for event organisers.

- This would also improve communications, as communication protocols can be agreed in advance for different types of events and incidents, helping to inform residents, businesses, and visitors in advance (where possible). This would help to identify and inform individuals and groups affected by access restrictions in advance (where possible).

16. The implementation of a permanent ATTRO does not have any impact on the number of events or incidents when additional access restrictions are implemented. The Police make recommendations on the need for an ATTRO based on their assessment of the risks in relation to a specific threat of terrorism or to deal with a terrorist incident. If the Police identify the need for an ATTRO, they will recommend this course of action regardless of whether this requires a new temporary ATTRO or the activation of a permanent ATTRO.

17. The activation of a permanent ATTRO does not have an impact on the level of restrictions and/or protective measures required for a specific event or incident. This is determined by the Council, based on the assessment of risks, advice from the Police and assessment of the impact of access restrictions on groups with protected characteristics under the Equality Act. A permanent ATTRO would however enable these decisions to be made in a more streamlined way, using an agreed assessment framework. It would also enable partners to agree in advance on a range of possible mitigation measures to reduce the impact of access restrictions, which could be put in place during events.

18. The activation of a permanent ATTRO does not have an impact on costs and financial liabilities. Although the permanent ATTRO will be activated though a recommendation from the Police, the Council remains liable for all costs associated with the ATTRO, unless the Council decides to charge the beneficiary of the ATTRO, such as an event organiser, for the costs associated with the order. Charges relating to an ATTRO may not however be imposed on the organisers of a public event or assembly, such as a protest march or political rally. In this case, the Council would remain liable for all costs incurred (this applies to all measures implemented regardless of whether the ATTRO is temporary or permanent).

Policy Basis for Decision

Council policies and decision making

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

20. This vision sets a clear policy that an accessible place is a priority for the Executive. The Executive has set out Four Core objectives in the Council Plan, which are those outcomes they believe will most support the delivery of their vision, one of which is: *"Equalities and Human Rights - Equality of opportunity - We will create opportunities for all, providing equal opportunity and balancing the human rights of everyone to ensure residents and visitors alike can benefit from the city and its strengths. We will stand up to hate and work hard to champion our communities"*.

21. As is the case when a temporary ATTRO is recommended, the activation of the permanent ATTRO will require a balancing exercise to be undertaken by both the Police and the Council, considering the Public Sector Equality Duty and rights under Articles 2, 8, and 14 of Schedule 1 of the Human Rights Act 1998.

22. In making a decision on the ATTRO, the Executive is asked to consider both the 'absolute' right to life and the 'qualified' protection from discrimination. This relates to the legal distinctions contained in the Human Rights Act 1998 in relation to the Articles contained in Schedule 1 to that Act.

23. In brief, some rights (called Absolute rights), can never be restricted. These include Articles 3 (the right not to suffer torture), 4 (the right not to be subject to slavery), and 7 (there shall be no punishment without law).

24. The remaining rights (called Restricted rights) may be restricted, but only to protect the rights of others. These are divided into Limited rights (such as Article 2, the right to life, which can only be restricted through operation of a legal sentence following conviction, or "the use of force which is no more than absolutely necessary: (a) in defence of any person from unlawful violence; (b) in order to effect a lawful arrest or to prevent the escape of a person lawfully detained; or (c) in action lawfully taken for the purpose of quelling a riot or insurrection") and Qualified rights to protection from

discrimination (such as Article 8, the right to respect for private and family life, which may be interfered with by a public authority "... in accordance with the law and [where] necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the prevention of disorder or crime, for the protection of health or morals, or for the protection of the rights and freedoms of others.")

25. The Human Rights Act 1998 does not provide an order of precedence for the operation of the various rights set out in the Schedule (including rights to protection from discrimination); however, it is clear from the above that the Council cannot proactively choose to interfere with Article 2 rights, but can proactively choose to interfere with Articles 8 and 11 (the right to freedom of assembly and association), should it conclude that interference is proportionate to achieving the legitimate aims of protecting the rights and freedoms of others. It is clear that the Chief Constable has carried out that balancing exercise in making his recommendation for a permanent ATTRO.

26. The Executive will now need to make a proportionate decision on the implementation of the proposed permanent ATTRO, having regard to all impacts, to reach a balanced decision, including the Council's responsibilities under the Human Rights Act 1998 and the Public Sector Equalities Duty (PSED). The Executive should, however, give significant weight in that exercise to the Chief Constable's recommendation. Whilst the Chief Constable's recommendation is not determinative of the issue, the Executive would need extremely compelling alternative factors to outweigh that recommendation. Such factors do not appear to apply here.

27. When recommending the activation of the ATTRO, the Police will be required to carry out that balancing exercise before making the recommendation. The Council will then need to make a proportionate decision, having regard to all impacts, to reach a balanced decision including the Council's responsibilities under the Public Sector Equalities Duty and relevant Human Rights considerations and giving significant weight to the Police recommendation.

National legislation and guidance

28. City of York Council is working with Counter Terrorism Policing through ACT for Local Authorities, an initiative to support local government to embed counter terrorism considerations into day-to-day work. ACT specifically focuses on the Protect and Prepare

elements of the UK government's counter terrorism strategy. The Protect strand aims to *"strengthen the United Kingdom's protection against terrorist attacks"* while the Prepare strand aims to *"minimise the impact of an attack and reduce the likelihood of further attacks"*.

29. ACT for Local Authorities addresses protective security and preparedness planning holistically across public spaces, which are either owned, managed, or influenced by local authorities. ACT is separate, yet complementary, to the Terrorism (Protection of Premises) Act 2025, also known as Martyn's Law.

30. The Act places greater responsibility on individual qualifying premises and events to enhance their counter terrorism planning, by requiring them to consider how they would respond to a terrorist attack. In addition to this, at certain larger premises and events, appropriate steps to reduce vulnerability to terrorist attacks must also be considered.

Financial Strategy Implications

31. If the recommended option is approved, the cost of making the permanent order and developing a jointly agreed decision-making framework would be funded from the service's existing budgets. This should be lower than the costs of having to implement temporary ATTROs when recommended.

32. Other costs apply regardless of whether a temporary or a permanent ATTRO is in place. For example, if additional temporary infrastructure is required to protect the area where the ATTRO is activated and/or additional traffic management and diversion signage is required, an event organiser may be asked to cover these costs, regardless of the type of ATTRO implemented.

33. It is important to note that these costs cannot be imposed on the organisers of a public event or assembly, such as a protest march or political rally. In this case, the costs would rest fully with the Council. Decisions on the recharge of the costs for temporary infrastructure, will be made on an event-by-event basis. This is applicable regardless of the type of ATTRO.

Recommendation and Reasons

34. The Executive is recommended to:

    a) Consider the representations received during the statutory consultation;

b) Approve the making of the permanent ATTRO (as per the draft order provided in Annex C);

c) Delegate the decision to activate the permanent ATTRO on the receipt of a Police recommendation to do so to the Chief Executive of the Council;

d) Approve the development and implementation of an agreed decision-making framework for the permanent ATTRO's activation with the Chief Executive of the Council working in conjunction with the Leader of the Council and relevant Executive Members.

Reasons: To respond to the recommendation from the Chief Constable of North Yorkshire Police (NYP) to consider the making of a permanent ATTRO (Annex D), having taken into account the representations received during the statutory consultation process and all other relevant considerations.

Background

35. The statutory consultation was undertaken following the recommendation from the Chief Constable of North Yorkshire Police (NYP) to consider the implementation of a permanent ATTRO (Annex D). It followed the approval from the Executive on 12 October 2023 *"to start the process and consultation of developing an Anti-Terrorism Traffic Regulation Order and some events may mean access is restricted for the event"* (available here: https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=6951).

36. Following this decision, City of York Council worked with NYP to understand how a permanent ATTRO could be set up and how it would operate if approved. A proposal for a permanent ATTRO was drafted so that the Council and NYP could understand the detail and requirements that would be placed on each party should the proposed ATTRO be put in place. The draft order now proposed for approval is presented at Annex C.

37. The area to be covered by the permanent ATTRO, if approved, includes the pedestrianised area, which is protected by permanent Hostile Vehicle Mitigation (HVM) measures. It also includes areas which do not benefit form permanent protective measures: College Street, Deangate, Duncombe Place, High Petergate, Minster Gates, Minster Yard, Precentors Court and The Queen's Path.

38. The proposed area includes the area around the Minster, as temporary ATTROs have previously been implemented in this area due to activities occurring at the Minster. In recent years on New Year's Eve the Council has also installed temporary HVM on Duncombe Place, due to the gathering of people to celebrate the New Year.

39. In June 2025, a report was presented to the Executive Member for Transport, to request approval to undertake the statutory consultation for the proposed permanent ATTRO. The statutory consultation documents (presented an Annexes E and F) were prepared following the decision by the Executive Member.

Consultation Analysis

40. The statutory consultation was advertised on 18th March 2026, providing an 8-week consultation period, for representations to be received in response to the proposal. The proposal was advertised on street, in a locally circulated newspaper and letters and leaflets were posted to all registered Blue Badge holders (Annex E) and all residents/businesses (Annex F) within the proposed area.

41. The statutory consultation information was also placed on the Council website along with an Easy Read version of the materials. The Easy Read version was also available at the Customer Services area in West Offices. The Council's Communications Team also created posters to publicise the proposal, which were placed in all Libraries and Explore Centres. The posters had QR codes, to enable additional information to be viewed on the Council's website.

42. The statutory consultation received representations both against and in favour of the proposed ATTRO. Most of the representations received against the proposal (Annex G), were in relation to how the ATTRO would operate and who would be affected by the implementation of the ATTRO.

43. The Council received representations from Blue Badge holders about the impact on their access should the proposed permanent ATTRO be approved. Some of the representations received from Blue Badge holders gave the impression that the authors thought that access restrictions linked to the ATTRO would be in place permanently, which would remove vehicular access for Blue Badge holders during pedestrianised hours. This is not the case, as the ATTRO will lay dormant for the majority of the time and temporary

restrictions put in place when the ATTRO is activated may vary. For example, restrictions on vehicle access when the ATTRO is activated may only be in place for a section of the proposed ATTRO area. It is also important to note that this does not change whether the ATTRO implemented is a temporary or a permanent ATTRO. Under a temporary ATTRO, if the event or incident for which an ATTRO has been recommended by the Police is deemed to require strict access restrictions, Blue Badge holders and other vehicles would be prevented from accessing the area of concern. The implementation of a permanent ATTRO does not make this more or less likely as the decision is based on risk levels and the assessments made for the specific event or incident.

44. Some representations raised concerns about the removal of vehicular access for Blue Badge holders and queried why this access would be removed, when badges are checked in the street, before access is granted. The advice from counter-terrorism experts is to reduce the number of vehicles to an absolute minimum in secure areas where an ATTRO is activated and hostile vehicle mitigation measures are in place. This is because vehicles can be stolen or deception can be used to gain access. See here for national guidance: https://www.protectuk.police.uk/hostile-vehicle-mitigation-hvm This is applicable to both temporary and permanent ATTROs.

45. Some representations queried the effectiveness of vehicle access restrictions and vehicle removal as it was expressed that this would not stop the risk of bombs being transported into the area in backpack or pushchairs. Respondents expressed the views that, unless checks are going to occur on all bags, pushchairs etc, the risk of terrorism in the pedestrian area will still exist. It is accepted by counter-terrorism experts that other risks of attacks will remain. Expert advice focuses on reducing and mitigating the risks as far as possible. The ATTROs (temporary or permanent), the access restrictions, and Hostile Vehicle Mitigation measures reduce the risks from vehicle-borne threats, specifically vehicle-ramming attacks and vehicle-borne improvised explosive devices but they do not remove all risks of attacks.

46. Some representations objected to the extent of the proposed area, as it extends beyond the existing Hostile Vehicle Mitigation measures (HVMs). The objections to the additional area outside of the HVMs were linked to residents and businesses in the extended area being unsure as to how access to their properties would be managed. The impact on businesses and residents if the ATTRO is

activated in a specific area is difficult to comment on, as the impact will depend on the specific requirements of the ATTRO for the specific event or incident (applicable to both temporary and permanent ATTROs).

47. If the implementation is required for an event, a servicing period outside of the event's operational hours will generally be provided. For example, under the temporary ATTRO for the Christmas market, access is permitted after 7pm. If the ATTRO (temporary or permanent) is put in place due to an incident or specific intelligence on a threat, access may be restricted until it is deemed safe for the public to access the area. There has previously been temporary ATTROs put in place in Duncombe Place for emergency services events, the King's visit, and for a funeral of a North Yorkshire Police officer, and access requirements were managed for residents according to the event profile and risks.

48. There were concerns raised about the notice period that would be provided if the ATTRO is to be put into operation. It is difficult to provide a full response as the reason for activating the ATTRO will dictate the notice period. There will potentially be times when the ATTRO could be activated without notice due to urgency, for example in the case of a terrorist incident having taken place. This is applicable to temporary and permanent ATTROs.

49. If a permanent ATTRO is approved, the stakeholders involved would aim to develop an agreed Communication Plan so that all steps are agreed in advance for different types of events and incidents. This should help support communications where advance warning can be provided.

50. A representation was also received asking for the use of the ATTRO to be limited, so it would only be activated for 10-15 days a year. This would not be possible to implement, as the Police can request an ATTRO (temporary or permanent) whenever they assess that restrictions are required. Restrictions could be required for an event, activity, or increased threat levels connected with terrorism, this is not something that can be planned.

51. Objections were also received against a permanent ATTRO, with a suggestion that if an ATTRO is required it should continue to be processed through a temporary ATTRO, with the author stating it does not take long to implement a temporary ATTRO. This objection agreed that ATTROs need to be considered but raised concerns about the making of a permanent ATTRO, stating that it would encourage a police state. The benefits and challenges of

implementing a permanent ATTRO are presented at the start of this report.

52. There were also representations that stated York is not a high risk from terrorism and that terrorism is not an issue in the UK like in the USA. This is contrary to counter-terrorism experts' opinion as the current national threat level in the UK is *"severe, meaning an attack is highly likely"*.

53. A suggestion was made that if the Christmas Market increases the risk of terrorism in the city, then consideration should be given to cancelling the Christmas market to reduce the risk that it brings. This is not a matter which can be considered in this report.

54. There was also a suggestion that if the proposal is approved, a resident would raise a legal challenge against the decision. The grounds for such a challenge were unclear, so it is not possible to provide comment on the risk of a legal challenge based on this specific representation, although legal advice is provided as part of this report.

55. The representations received in favour of the ATTRO (Annex H) were based around the fact that, if the ATTRO is required to be put in place, it would be done so to help keep everyone safe, which should be the priority. A representation received from a Blue Badge holder stated that they would consider the removal of access for Blue Badge holders to the city centre for a limited time to ensure public safety, stating that it is a small price to pay in unpredictable times.

56. There were also representations in favour of the proposal who cited the growing terrorist threat that is seen in the world today, which is reflected in the current national threat level. Representations also listed other cities in the UK, where vehicles have been used as part of an attack in recent times, to help illustrate the need for the ATTRO. One representation stated that one vehicle is enough and that allowing exceptions or concessions, weakens the ATTRO and introduces vulnerabilities that cannot be controlled in real-world conditions.

57. A representation stated that the proposal did not go far enough and questioned why the proposal did not include the Minster and the Minster gardens. If the proposed ATTRO is approved it would only be put in place on the highway within the proposed area, which would not include the Minster or the Gardens as they are private areas.

58. Finally, residents in support of the proposal raised concerns that if approved, the ATTRO and associated restrictions should only be put into effect if strict requirements are met and that support to tourism should not be a consideration when deciding on the implementation of an ATTRO and associated measures. This would not be a consideration for the implementation of the ATTRO, but York is an internationally known city, which attracts thousands of visitors from all over the world, so this does increase the risk.

Option Analysis and Evidential Basis

Option A - Implement the permanent Anti-Terrorism Traffic Regulation Order and associated delegations as proposed (recommended)

59. The original request from NYP was for the proposed area, which is wider than the pedestrian area currently protected by HVMs. The extended area was originally requested to offer protection for the area in front of the Minster. Both the pedestrian area and the Minster area have previously been subject to access restrictions under temporary ATTROs. This requirement is likely to continue and the implementation of a permanent ATTRO for the whole area would enable the partners involved to establish an agreed decision-making framework and communication protocols, to help reduce operational delay with implementation when it is deemed necessary to put the ATTRO in place.

Option B - Implement the Anti-Terrorism Traffic Regulation Order for the area protected by HVMs only and the recommended delegations (not recommended)

60. This would seem logical as the permanent ATTRO area would be covered by permanent HVMs, so the area could be closed off without the requirement for additional temporary HVMs (and associated resource implications).

61. In practice however, additional temporary HVMs would still be required if an area which is not currently covered by permanent HVMs needs to be protected (this could also be a smaller area within the pedestrian area). If the permanent ATTRO doesn’t cover this area, the Police’s recommendation would be for a temporary ATTRO and additional protective measures would have to be considered. As noted above, the Council has the ability to recover the costs associated with an ATTRO and protective measures from

an event organiser (but this does not apply to all events, and the Council will need to make a decision on cost recovery on a case by case basis).

62. As noted above, the Minster area is likely to continue requiring temporary ATTROs for events and New Year's Eve, so it makes sense to include the area within the permanent ATTRO (if approved).

Option C – Do not implement a permanent ATTRO and continue to manage events and incidents through temporary ATTROs (not recommended)

63. This is the do-nothing option under which the ATTRO and associated access restrictions' operation must be agreed between partners every time the Police recommends a temporary ATTRO.

64. The lack of clarity on delegated decisions on ATTROs also means that some decisions have to be presented to the Executive, requiring significant additional time and resources for the Police's recommendations to be considered and decisions to be made by the Council.

65. This would reduce the efficiency in putting a recommended ATTRO in place, which may result in poorer outcomes. It also means that it is very difficult for event organisers to plan for the requirements of an ATTRO (and the costs associated with this), as there is no guidance available for them on what these requirements are going to be when they plan their event.

66. The majority of the objections to the proposal are around the impact on access for businesses, residents, and Blue Badge holders. This option does not address these concerns. The same issues would remain on the occasions when a temporary ATTRO is required. The lack of agreed frameworks and protocols would continue to have a negative impact on businesses, residents, Blue Badge holders, and event organisers.

Organisational Impact and Implications

67. The following implications have been identified:

- ***Financial*** - If the recommended option is approved, the cost of making the permanent order and developing a jointly agreed decision-making framework would be funded from the service's existing budgets. This should be lower than the

costs of having to implement temporary ATTROs when recommended.

Other costs apply regardless of whether a temporary or a permanent ATTRO is in place. For example, if additional temporary infrastructure is required to protect the area where the ATTRO is activated and/or additional traffic management and diversion signage is required, an event organiser may be asked to cover these costs, regardless of the type of ATTRO implemented.

It is important to note that these costs cannot be imposed on the organisers of a public event or assembly, such as a protest march or political rally. In this case, the costs would rest fully with the Council. Decisions on the recharge of the costs for temporary infrastructure, will be made on an event-by-event basis. This is applicable regardless of the type of ATTRO.

- ***Human Resources (HR)*** - No implications identified
- ***Legal*** - Sections 6, 22C and 22D of the Road Traffic Regulation Act 1984 (as amended by the Civil Contingencies Act 2004) enables traffic orders to be put in place by the traffic authority for the purposes of avoiding or reducing the likelihood of danger connected with terrorism, or preventing or reducing damage connected with terrorism. An ATTRO can only be made on the recommendation of the Chief Constable of Police. The making of an ATTRO follows the same statutory procedure as for a Traffic Regulation Order under The Local Authorities' Traffic Orders (Procedure) (England and Wales) 1996.

  As traffic authority, the Council has the duty to secure the expeditious, convenient and safe movement of traffic (having regard to the effect on amenities) (s122 Road Traffic Regulation Act 1984). When considering any restrictions proposed, the traffic authority has to consider its duty (as stated above) against the factors mentioned in Section 1 of the Road Traffic Regulation Act 1984. Schedule 2 to the ATTRO sets out requirements aimed at meeting these duties by ensuring that any restrictions will be the minimum necessary to remove or reduce the danger and are consistent with the statutory requirements for making such an order.

The Council must comply with the Public Sector Equality Duty as set out in Section 149 of the Equality Act 2010 when considering the request to make the ATTRO.

In considering the request for the ATTRO, there is also a duty to act in accordance with the European Convention on Human Rights as explained further in the Human Rights and Equalities Implications section below.

- ***Procurement*** - No implications identified
- ***Health and Wellbeing*** - No implications identified
- ***Environment and Climate action*** - No implications identified
- ***Affordability*** – No implications identified as this report does not propose any changes that would affect affordability.
- ***Equalities and Human Rights****,* - As is the case when a temporary ATTRO is recommended, the activation of the permanent ATTRO (if approved as recommended) will require a balancing exercise to be undertaken by both the Police and the Council, considering the Public Sector Equality Duty and rights under Articles 2, 8, and 14 of Schedule 1 of the Human Rights Act 1998. This is described in more detail in the body of this report – see “Policy Basis for Decision” section.
- ***Data Protection and Privacy*** – No implications identified as this report does not propose any changes that would affect personal data.
- **Communications** - A permanent ATTRO would enable more effective communications with local residents, businesses and others, through the development of a set of template communications to cover its implementation for particular events and issues. We know from previous experience that the decision-making process around temporary ATTROs can lead to significant communication issues.
- ***Economy:*** The recommended approach allows for a more planned and efficient way of managing risks associated with the threat of terrorism attack and is welcomed.

Risks and Mitigations

68. All relevant risks are identified in the body of the report when comparing the do-nothing option with the option to implement a permanent ATTRO.

Wards Impacted

69. Guildhall Ward for the proposed permanent ATTRO area and all wards for access to the city centre.

Contact details

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

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Background papers

Executive Decision dated 12 October 2023
https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=6951

Executive Decision dated 3 March 2026
https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=7654

Executive Decision dated 17 June 2026
https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=7445

Annexes

- Annex A: Human Rights and Equality Assessment (HREA)
- Annex B: Data Protection Impact Assessment (DPIA) **(Not required)**
- Annex C: Draft City Centre ATTRO
- Annex D: NYP ATTRO Request letter
- Annex E: Consultation letter to Blue Badge holders
- Annex E1: Consultation leaflet
- Annex F: Consultation letter to business and residents
- Annex G: Representations received against the proposal
- Annex H: Representations received in support of the proposal

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City of York Council and Centre for Applied Human Rights

Human Rights and Equality Assessment Tool (HREA)

Who is submitting the proposal?

Directorate	Environment and Regulatory Services
Service Area	Environment and Regulatory Services
Name of proposal	Permanent Anti-Terrorism Traffic Regulation Order
Lead Officer	Dave Atkinson, Director of Environment and Regulatory Services
Date Assessment Started	2025
Date Assessment Completed	26.08.26

Names of those who contributed to the assessment			
Name	**Job Title**	**Organisation**	**Area of Expertise**
Darren Hobson	Highway Regulation Manager	CYC	Highways and Transport
Helene Vergereau	Head of Highway Management	CYC	Highways and Transport
Laura Swiszczowski	Head of Equity, Diversity and Inclusion	CYC	Equity, Diversity and Inclusion

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 proposal is to introduce a permanent Anti-Terrorism Traffic Regulation Order (ATTRO) for the city centre (pedestrianised area and area near the Minster) – see information provided in Annex E1

1.2	**Are there any external considerations?**
	Legislation / government directive / codes of practice etc.
	The proposal for a permanent ATTRO was made following a recommendation from the Chief Constable of North Yorkshire Police (Annex D). Section 22C of the Road Traffic Regulation Act 1984 Counter-Terrorism Act 2008 and the Counter-Terrorism and Border Security Act 2019 Human Rights Act 1998 & Equality Act 2010

1.3	**Who are the stakeholders and what are their interests?**
	Consider both internal and external stakeholders.
	City centre businesses and residents, events organisers, the Police and emergency services Visitors to the city centre and the Minster Blue Badge holders who currently access the pedestrianised area with vehicles when permitted Their interests are wide ranging and include suitable access by a range of transport modes (private car, taxi/private hire, deliveries, cycling, walking), safety, and services and amenities available in the footstreet area

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 implementation of a permanent ATTRO (replacing the current arrangements where temporary ATTROs are recommended by the Police) would: • Enable decision to be made faster (ATTRO activation, type of access restrictions and protective measures, communications) • Enable all partners to work together to establish a jointly agreed decision-making framework • A summary of this assessment framework could also be shared with event organisers in advance so that they can plan early for the restrictions and/or protective measures they are likely to be required to implement and manage for their event • Enable the Police and the Council to set up delegations within their organisations, so that decisions can be made more effectively, especially in cases where urgent decisions are required Links to the Council Plan (2023- 2027) and other corporate strategies and plans: See Policy Basis for Decision section in the main report

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**
	Consultation undertaken for this decision	This is a decision which requires a statutory consultation and all objections must be considered for a decision to be made – consultation responses provide useful information on the impact of the restrictions when an ATTRO (temporary or permanent) is in place
	Previous consultation exercises	Previous decisions linked to city centre access and restrictions provide useful information on the impact of the restrictions

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.

Draft

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

Equalities Human Rights	Everyone	Age including financial, digital exclusion impacts	Disability Including financial, digital exclusion impacts	Gender reassign-ment Including Trans, Non-binary, Intersex	Marriage and civil partnership	Pregnancy and maternity	Race	Religion and belief	Sex	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 education***														
Right to free elections***														
Right to housing***														

David Smith

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	**This decision does not directly affect access rights for people using their vehicle to access the city centre or the Minster area. These rights can be affected by a permanent ATTRO (as proposed) or by a temporary ATTRO (do-nothing scenario).** This assessment considers the impact of an ATTRO with strict vehicular access restrictions being implemented but it is important to note that the decision on whether to implement a permanent ATTRO does not affect the likelihood or frequency of such restrictions being put in place. Older people are more likely to hold a Blue Badge and to use a vehicle to access and park in the city centre. **Negative impacts (high) -** When restrictions implemented under an ATTRO restrict their ability to drive and park in the pedestrianised streets, this result in the exclusion of some people and increases the distance those with reduced mobility have to travel on foot or using a wheelchair or mobility scooter, making shops and services in the footstreet area less accessible during footstreet hours. This is also applicable to families with young children where a family member is a Blue Badge holder. When an ATTRO is implementing, removing Blue Badge access, this has a high negative impact for these groups. **Positive impacts (medium)** - However, some older people benefit from the reduction in the number of vehicles accessing the footstreet area, especially during busy times such as when events are taking place, as it creates a safer, mainly car free, environment. Younger	Mixed: Positive and Negative	Negative High Positive Medium

	people, especially young children and families also benefit from a reduced number of motorised vehicles in the streets listed above.		
Disability	**This decision does not directly affect access rights for people using their vehicle to access the city centre or the Minster area. These rights can be affected by a permanent ATTRO (as proposed) or by a temporary ATTRO (do-nothing scenario).** This assessment considers the impact of an ATTRO with strict vehicular access restrictions being implemented but it is important to note that the decision on whether to implement a permanent ATTRO does not affect the likelihood or frequency of such restrictions being put in place. **Negative impacts (high)** – People living with a disability/impairment are more likely to hold a Blue Badge and to use their vehicle to access and park in the city centre. When an ATTRO (permanent or temporary) removes the ability to drive and park in these streets, this will increase the distance disabled people have to travel on foot or using a wheelchair or mobility scooter, making shops and services in the footstreet area more accessible during footstreet hours. Many respondents to the consultations and workshops have stated that the removal of blue badge parking and vehicular access precludes them entirely from accessing the city centre during footstreets hours. This means that they aren't able to access the services available in the footstreets. **Positive impacts (medium)** –Some people living with a disability benefit from the reduction in the number of vehicles accessing the footstreet area, especially during busy times such as when events are taking place, making it a safer, mainly car free, environment for all users.	Mixed: Positive and Negative	Negative High Positive Medium

	This is particularly the case for those with visual impairments and others who identify as disabled or live with mobility issues, but do not rely on a car and Blue Badge parking. These users have previously generally noted the positive impact of the reduction in vehicles in the streets, reducing the risk of conflict and enabling then to use the carriageway to travel along the streets, often providing a more even, wider area, compared to using the narrow footways available in many parts of the city centre.		
Gender reassignment	No differential impact identified		
Marriage and Civil Partnership	No differential impact identified		
Pregnancy and Maternity	**This decision does not directly affect access rights for people using their vehicle to access the city centre or the Minster area. These rights can be affected by a permanent ATTRO (as proposed) or by a temporary ATTRO (do-nothing scenario).** This assessment considers the impact of an ATTRO with strict vehicular access restrictions being implemented but it is important to note that the decision on whether to implement a permanent ATTRO does not affect the likelihood or frequency of such restrictions being put in place. When an ATTRO (permanent or temporary) is in place, restricting vehicular access to the city centre, this has a mixed impact on pregnancy and maternity when considering the potential impact on women who may experience pregnancy related mobility impairments, especially in later stages of pregnancy, as they may be eligible for a Blue Badge and when considering people with babies and small children. Impact are similar to those listed under the Disability category.	Mixed: Positive and Negative	Negative High Positive Medium

Race	No differential impact identified		
Religion and Belief	**This decision does not directly affect access rights for people using their vehicle to access the city centre or the Minster area. These rights can be affected by a permanent ATTRO (as proposed) or by a temporary ATTRO (do-nothing scenario).** This assessment considers the impact of an ATTRO with strict vehicular access restrictions being implemented but it is important to note that the decision on whether to implement a permanent ATTRO does not affect the likelihood or frequency of such restrictions being put in place. When an ATTRO (permanent or temporary) is in place, restricting vehicular access to the city centre, this has a mixed impact on access to places of worship in the footstreet area and to the Minster for people who live with reduced mobility or a disability and have a Blue Badge. The key considerations (both positive and negative) are as those described above for older people and people living with a disability and apply to access to the St Sampson's Centre (Church Street), The Holy Trinity Church (Goodramgate), St Helen's Church (Stonegate), and St Martin le Grand (Coney Street).	Mixed: Positive and Negative	Negative High Positive Medium
Sex	No differential impact identified		
Sexual Orientation	No differential impact identified		

Other social – economic groups			
Carer	**This decision does not directly affect access rights for people using their vehicle to access the city centre or the Minster area. These rights can be affected by a permanent ATTRO (as proposed) or by a temporary ATTRO (do-nothing scenario).** This assessment considers the impact of an ATTRO with strict vehicular access restrictions being implemented but it is important to note that the decision on whether to implement a permanent ATTRO does not affect the likelihood or frequency of such restrictions being put in place. The impact of an ATTRO (temporary or permanent) on carers, considering carers who may care for an adult or child living with a disability or impairment and eligible for a Blue Badge, reflects the impacts (both positive and negative) on those living with disabilities, as described above.	Mixed: Positive and Negative	Negative High Positive Medium
Care Leavers	No differential impact identified		
Low income groups	No differential impact identified		
Veterans and armed Forces	No differential impact identified		
Other	No differential impact identified		
Human Rights (list any rights impacted)			
Right to life	Article 2 - protects the right to life. In this case, its applicability relates to the requirement placed on the Government to take appropriate	Positive	High

	measures to safeguard life by making laws to protect people. Public authorities should also consider the right to life when making decisions that might put people in danger or that affect their life expectancy. This risk is being mitigated with an Anti Terrorism Traffic Regulation Order if the police are aware of specific risks. In making a decision to implement an ATTRO (permanent or temporary) on the recommendation of the Police, the Council must consider carefully the balance to be struck between individual rights and the wider public interest and whilst it is acknowledged that there could be interference with a Convention right, the decision must be reasonably justified as it is a proportionate means of achieving a legitimate aim.		
Right to private and family life	Article 8 - protects the right of the individual to respect for their private and family life, their home and their correspondence. The private life part of this right includes things like wellbeing, autonomy, forming relationships with others and taking part in our community. Article 14 - protects the right to be free from discrimination when enjoying other rights, such as Article 8.	Negative	High

Step 4 – Gaps in data and knowledge

4.1	What are the main gaps in information and understanding of the impact of your proposal?		
	When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities. Please indicate actions you will take to resolve this gap. As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.		
	Gaps in data or knowledge	**Action to deal with this**	**Date resolved**
	Future impacts on residents, visitors, businesses, event organisers, etc	Continue to monitor impacts and gather feedback when ATTROs are implemented	On-going

Consultation Draft

Step 5 - Maximising positive impacts

5.1	**What has been done to optimise opportunities to advance equality / human rights or foster good relations?**
	As noted above, this decision does not directly affect access rights for people using their vehicle to access the city centre or the Minster area. These rights can be affected by a permanent ATTRO (as proposed) or by a temporary ATTRO (do-nothing scenario). This assessment considers the impact of an ATTRO with strict vehicular access restrictions being implemented but it is important to note that the decision on whether to implement a permanent ATTRO does not affect the likelihood or frequency of such restrictions being put in place. Actions taken to advance equality / human rights or foster good relations include: • Blue Badge access for vehicles available on two corridors in the city centre when no additional restrictions are in place • Mitigation measures implemented for specific events with an ATTRO – For example, for the Christmas Market 2026 will have a rest day on a Tuesday when vehicular access will be permitted for Blue Badge holders on Goodramgate and Colliergate. Another example is Pride 2026 where Blue Badge access was retained on the Blake Street loop during the event. When an ATTRO is requested/activated options for similar mitigation measures are considered and implemented where possible. • The implementation of a permanent ATTRO would support improved communications through an agreed protocol, enabling advanced communication to affected Blue Badge holders (where possible)

Step 6 – Recommendations and conclusions of the assessment

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

	Option Selected	**Conclusion / justifications**
	No major change to the proposal	Although the assessment presented here considers the impact of access restrictions implemented under a permanent ATTRO, this can be implemented currently, under temporary ATTROs, with less time for planning and organising mitigation measures (where possible). The implementation of a permanent ATTRO will not increase the likelihood or frequency of access restrictions but it will help with planning for them and communicating about them.

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**
	Negative impact of access restrictions when an ATTRO is activated	ATTRO activation framework and communication protocol to be developed with requirements for mitigations in mind to assess all possible options to reduce the impact of access restrictions Equality and Human Rights impacts will be assessed and mitigation measures identified where possible for each instance of the permanent ATTRO being activated	Dave Atkinson	On-going

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?
	Continue to monitor impacts and gather feedback when ATTROs are implemented

CITY OF YORK COUNCIL

(YORK CITY CENTRE) (ANTI-TERRORISM TRAFFIC REGULATION)

ORDER 2026

CITY OF YORK COUNCIL (YORK, CITY CENTRE) (ANTI-TERRORISM TRAFFIC REGULATION) ORDER 2026

The Council of the City of York ("the Council") in exercise of its powers under Sections 1 and 92 and by virtue of Sections 22C and 22 D of the Road Traffic Regulation Act 1984 ("the Act"), and Part IV of Schedule 9 to the Act, and of all other enabling powers and after consultation with the Chief Officer of Police for North Yorkshire in accordance with Part III of Schedule 9 to the Act, hereby makes the following Order:-

INTERPRETATION

1. In this Order:-

"'authorised agent or designated person" means any event stewards or security personnel employed by a company contracted to provide security on behalf of the Council

"terrorism" has the same meaning as in section 1 of the Terrorism Act 2000(c); and "traffic authority" has the same meaning as in section 121(A) of the Road Traffic Regulation Act 1984.

TRAFFIC REGULATION

2. Save as provided in Article 3 of this Order, no person shall, except upon the direction or with the permission of a police constable, enter or proceed in or cause or permit any vehicle to enter or proceed or wait or load in any street or length of street for which the council of the City of York is the traffic authority for the area bounded by blue line on the plan annexed to Schedule 1 to this Order.

3. Nothing in Article 2 of this Order shall apply to any police, fire brigade or ambulance vehicle personnel or vehicles on official duty.

4. Article 2 of this Order shall be commenced, suspended or revived at the discretion of a police officer of North Yorkshire Police of the rank of Superintendent or above to such extent and for such period as they may specify.

5. The Chief Constable of Police for North Yorkshire may:

   (i) In consultation with the Chief Executive of the Council or their nominated representative enable a constable to direct that any provision of this Order (shall to the extent as the constable may specify) be commenced, suspended or revived;
   (ii) In consultation with the Chief Executive of the Council or their nominated representative confer a discretion on a constable to delegate this authority under section 22D(5)(d) of the Act to an authorised agent or designated person for such period as they think

necessary for a purpose relating to danger or damage connected with terrorism;

(iii) in consultation with the Chief Executive of the Council or their nominated representative confer a power on a constable to place or authorise or require to be placed, at or near any point on the roads specified in the plan annexed to Schedule 1 to this Order, such signs, structures, bollards or other obstructions as is considered appropriate for preventing the passage of vehicles or pedestrians;.

(iv) in consultation with the Chief Executive of the Council or their nominated representative authorise the undertaking of works for the purpose of, or for the purpose ancillary to another provision of this Order.

6. Any discretion exercised in accordance with Articles 4 and 5 shall be exercised in accordance with Schedule 2 to this Order and shall have regard to any protocol for the time being in force between the Council of the City of York and North Yorkshire Police.

STRUCTURES/BOLLARDS/OBSTRUCTIONS

7. The structures, bollards or other obstructions that may be placed pursuance to Article 5 to this Order may;
   (i) include any obstructions of any description whatsoever;
   (ii) be fixed or moveable; and
   (iii) be placed so as to prevent the passage of vehicles or persons at all times or at certain times only.

8. Any other Order made under the Road Traffic Regulation Act 1984 currently in force which conflicts with or is inconsistent with this Order shall take effect subject to this Order and shall, insofar as it is inconsistent with this Order, be suspended for the duration of this Order.

COMMENCEMENT

7. This Order shall come into operation on _____ 2026 and may be cited as the City of York (York City Centre) (Anti-Terrorism Traffic Regulation) Order 2026

SCHEDULE 1

Plan

SCHEDULE 2

Protocol

Criteria for Commencing, Suspending and Reviving City of York (York City Centre) (Anti-Terrorism Traffic Regulation) Order 2026 ("the Order").

(1) Criteria for commencement, suspension or revival
The Order will only be commenced, suspended or revived, and only to the extent necessary, for the following purposes:

1. avoiding, or reducing the likelihood of, danger connected with terrorism; and
2. preventing or reducing damage connected with terrorism.

(2) Commencement or Revival of the Order
1. The Order may not be commenced or revived unless a North Yorkshire police officer of the rank of Superintendent or above is satisfied that they have sound reason for doing so based on a specific threat, security assessment or specified intelligence that there is a threat of danger or damage due to terrorism. On reaching that decision, they shall, as soon as reasonably possible, begin the notification procedure set out in paragraph (4), below.

2. If a spontaneous incident occurs based on a specific threat, security assessment or specified intelligence that there is a threat of danger or damage due to terrorism a police officer of the rank of Superintendent or above will commence or revive the order. On reaching that decision, they shall:
(a) as soon as reasonably possible notify a police officer of at least the rank of Superintendent of the decision; and
(b). immediately notify the Council's CCTV control room and issue an RMCI notification through the emergency planning process to alert other category 1 and 2 responders.

(3) Suspension of the Order
1. Once the Order has been revived or commenced it will be suspended as soon as a North Yorkshire police officer of the rank of Superintendent or above is satisfied that the likelihood of danger or damage connected with terrorism relied upon to commence or revive the Order is removed or reduced. The Order may be suspended in part if the preceding circumstances arise only in respect of part of the operation of the Order.
The suspension will be notified to the Council as soon as possible after the decision to suspend the order (or any part of it) is made.

(4) Notification
1. Before commencing, suspending or reviving the Order North Yorkshire Police must notify the Council of the intention to revive the Order, briefly

describing the general nature and effect of the proposals, and naming or describing the roads to which the proposals relate (unless the giving of such notice is considered inappropriate having regard to its purpose or cannot be given due to urgency).

2. Subject to para. 4.1 above, the intention may be publicised in such ways as may be appropriate for the purpose of informing persons likely to be affected by the proposals at least seven days before the proposals take effect (or such lesser period as may be appropriate having regard to the circumstances) unless the giving of such notice is considered inappropriate having regard to its purpose or cannot be given due to urgency.

3. The Order must not be commenced or revived unless North Yorkshire Police have given prior notice of the proposals to the Council of the City of York at least seven days before the proposals take effect or as soon as reasonably practicable unless the giving of such notice is considered inappropriate having regard to its purpose or cannot be given due to urgency.
If the Order is commenced or revived urgently due to a spontaneous incident, North Yorkshire Police shall immediately notify the Council's CCTV control room and issue an RMCI notification through the emergency planning process to alert other category 1 and 2 responders.

4. Where the decision is made to suspend the Order (or any part of it) North Yorkshire Police shall notify the Council of the City of York as soon as possible after the decision is made to suspend the Order (or any part of it).

5. So far as the prohibition in this order conflicts or is inconsistent with the provisions of any other Order made under the Road Traffic Regulation Act 1984, the prohibition in the order shall prevail.

(5) Criteria for determining the extent of the restrictions

The Order will only be commenced or revived in accordance with the following:

(1) Access will only be restricted to the minimum number of roads necessary to remove or reduce the danger;

(2) Access will be restricted only to the minimum number and types of road users necessary to remove or reduce the danger;

(3) Access will only be restricted for the minimum period necessary to remove or reduce the danger; and

(4) In no circumstances will access be restricted for a continuous period longer than 48 hours without the prior approval of the Chief Constable of Police and the Chief Executive of the Council (or his/her nominated deputy).

Dated the day of 20

THE COMMON SEAL OF THE
COUNCIL FOR THE CITY OF
YORK WAS HERETO AFFIXED
IN THE PRESENCE OF

DIRECTOR OF GOVERNANCE
& MONITORING OFFICER
OR AUTHORISED SIGNATORY

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Our ref:

Your ref:

Date: 9th December 2024

Letter sent by email to: James.Gilchrist@york.gov.uk

Request for implementation of ATTRO – York City Centre

Dear Mr Gilchrist,

In October 2023 a paper was submitted to the Council Executive which considered blue badge access in the City of York. Within this paper the City of York Council undertook to work with North Yorkshire Police around the preparation of an Anti-Terrorism Traffic Regulation Order (ATTRO). I am writing to you to formally request that you consider the implementation of an ATTRO as conferred in Sections 1 and 92 and by virtue of Sections 22C and 22 D of the Road Traffic Regulation Act 1984 ("the Act"), and Part IV of Schedule 9 to the Act, in relation to York City Centre.

Yours sincerely

Tim Forber
Chief Constable
North Yorkshire Police

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CITY OF YORK COUNCIL

Sign up for roadwork alerts in your area!

SCAN ME

City Development

West Offices
Station Rise
York
YO1 6GA

Our Ref: ATTRO consultation
Date: 18/03/2026

Dear resident

Statutory consultation: safety and access in central York

I'm writing to let you know about a new statutory consultation which has launched this week, and how you can take part.

What is the deadline for me to respond

This consultation is open for eight weeks, until Wednesday 13 May 2026.

What has City of York Council been asked to do?

- City of York Council has received a recommendation from North Yorkshire Police to implement a permanent Anti Terrorism Traffic Regulation Order (ATTRO) for the city centre
- If approved, this has the potential to change access to roads and pavements in the city centre, and so requires a change in highways regulations
- This means we are running a statutory consultation before the Council's Executive makes a decision

If the ATTRO is approved, it would lie dormant. It would only change access to York if activated, and under very strict rules.

Where can I find out more?

Along with this letter, we have enclosed a leaflet about the consultation, how it may work, and what it might mean for access into the city centre.

- You can also read this information online at www.york.gov.uk/ATTRO

  or scan the QR code below to read more:

- You can also visit our Customer Services team and read the papers at West Offices, Station Rise, York, YO1 6GA
- We also have an Easy Read version of the information available; please telephone us on 01904 551550 to ask for a copy to be posted or emailed to you.
- There will also be copies of the leaflet at every York Explore centre and library.

How can I take part?

To take part in the statutory consultation, you can send us your comments in a number of ways:

Email: highway.regulation@york.gov.uk

Write to us (Freepost – you do not need a stamp)

ATTRO consultation
Freepost RTEG-TYYU-KLTZ
City of York Council,
West Offices, Station Rise
York, YO1 6GA

If you are writing in objection to the proposed ATTRO, please ensure that you state so and set out your reasons for objecting.

Yours faithfully,

Garry Taylor
Director of City Development

CITY OF YORK COUNCIL

Statutory consultation

Proposals for an Anti Terrorism Traffic Order (ATTRO) in York

March 2026



This leaflet explains:

- what an Anti Terrorism Traffic Regulation Order (ATTRO) is,
- why a permanent one has been recommended in York,
- what it could mean,
- and how to have your say in this statutory consultation.

You can read about how to take part in the consultation at the end of this leaflet.

Deadline for comments

We need to receive your comments by **Wednesday 13 May 2026.**

What is an ATTRO?

An ATTRO helps keep people safe from the threat of terrorism.

Other cities in the UK already have an ATTRO or are considering them. ATTROs allow the Police, working with councils, to restrict access and put protective security measures in place. These measures will help reduce the risk and possible impacts of terrorist attacks on or near a road.

ATTROs can be temporary (for a specific event) or permanent. A temporary ATTRO can be recommended by the Police at any time, for the purpose of avoiding or reducing the risk of danger connected with terrorism. The council then needs to consider the recommendation and decide whether to implement an ATTRO and what access restrictions and protective measures should be put in place. This needs to be done for each temporary ATTRO.

A permanent ATTRO allows the council to react immediately to a recommendation from the Police, rather than waiting for a temporary order to be processed. It is inactive for most of the time. It is only activated, once recommended by the Police, when intelligence or events require the risk of a terrorist attack to be mitigated by restricting access to an area.

Who is asking for an ATTRO in York?

The Chief Constable of North Yorkshire Police has formally written to City of York Council (CYC) to recommend that a permanent ATTRO is put in place to cover the city centre area.

The area covered is shown on the map on page 5. The order itself would be made by the traffic authority (City of York Council in this instance).

Why is City of York Council consulting on this?

CYC is the Highways Authority for the roads and pavements in most of York. This means that if anyone – for example the police, or a utility company – wants to use our roads or change how they can be used, they need permission from us.

Where the proposed changes are permanent, the council must hold a statutory consultation to consider the views of residents and businesses before making a decision.

The permanent ATTRO that North Yorkshire Police have recommended would change who can use the highways and roads in certain situations, which is why we are consulting with you.

When would the ATTRO be used?

Under the proposed permanent ATTRO, there are two ways the ATTRO could be activated.

1. based on information, threats, security assessments and intelligence showing that there is a threat of danger or damage due to terrorism; or
2. if an incident occurs which is linked to terrorism or shows that there is a threat of danger or damage due to terrorism

In these cases, a North Yorkshire police officer of the rank of Superintendent or above can request for the ATTRO to be activated.

If the proposed permanent ATTRO is agreed, it will set out the requirements and processes to be followed by North Yorkshire Police and City of York Council. This would also support a faster response if the ATTRO needs to be activated quickly.

What would happen when the ATTRO is activated?

If approved, the proposed permanent ATTRO would sit in place as a permanent order. It will only be activated for temporary periods, where appropriate and in line with strict rules, which are:

1. Access, including to vehicles, cycles, and pedestrians (depending on the risk/incident), will only be restricted to the minimum number of roads necessary to remove or reduce the risk/danger;
2. Access will only be restricted to the extent needed to remove or reduce the risk/danger;
3. Access will only be restricted for the minimum period necessary to remove or reduce the risk/danger; and
4. In no circumstances will access be restricted for a continuous period longer than 48 hours without the prior approval of the Commissioner of Police and the Chief Executive of City of York Council (or their nominated deputy).

Closing the roads to restrict access could only happen if the Police have sound reasons – which may be due to a security assessment or intelligence of a likelihood of danger or risk of damage due to terrorism. It cannot be used for any other reason.

Wherever possible, at least seven days' notice of the access restrictions to be implemented would be given, allowing CYC to notify those likely to be affected by the restrictions. This would include Blue Badge holders, residents and businesses within the area. Due to the nature of terrorism, it may not always be possible for that much notice to be given.

If the roads need to be closed, this would be likely to include the city's Blue Badge holder access and exit points.

These safeguards ensure that the activation of the ATTRO is a proportionate measure, used to the minimum extent necessary in order to deal with danger or the likelihood of danger connected to terrorism.

The ATTRO could only be used in relation to the specific threat of terrorism or to deal with a terrorist incident.

What areas would the ATTRO cover?

On the map below,

- the proposed area for the permanent ATTRO is highlighted with a red line
- the existing footstreets zone is shown in orange
- the Blue Badge holder vehicle access and exit points are shown with black triangles and labels



The area included in the permanent ATTRO recommendation from the Police extends beyond the pedestrian area which is already covered by the permanent Hostile Vehicle Measures (HVM).

The proposal includes the adopted highways of:

- College Street
- Deangate
- Duncombe Place
- High Petergate
- Minster Gates
- Minster Yard
- Precentors Court
- The Queen's Path

North Yorkshire Police have proposed to extend the ATTRO area beyond the existing HVM to help protect the York Minster, which is designated as a '**Tier 1**' site. This means it is on the UK's Critical National Infrastructure for Cultural heritage. The area around the Minster has previously received three requests from North Yorkshire Police for temporary ATTROs.

If the area of the ATTRO includes roads outside of the existing Hostile Vehicle Measures, how will access be changed?

The ATTRO can only be activated under strict rules. If it is approved and activated, it could mean additional access restrictions being put in place and temporary physical barriers being placed across roads in the area beyond that already covered by the permanent Hostile Vehicle Measures (HVM) to stop access.

Who would pay for any costs involved?

When an ATTRO is required, the Road Traffic Regulation Act 1984 enables the Council to recharge the costs associated with the ATTRO (for example: additional barriers, notices, signage, traffic management, marshals, etc) to the event organisers or the occupier of the premises for which the ATTRO is required.

This applies to the costs associated with temporary and permanent ATTROs.

The council cannot recharge these costs if the event is a public procession or assembly (for example: a demonstration, a gathering to publicise a cause or campaign, or to commemorate an event). In these cases we will need to fund the costs associated with activating the ATTRO.

How can I find out more

You can find out more information about ATTROs and the full Notice of Proposal on our website **york.gov.uk/ATTRO**

Scan the QR code to find out more about the Anti Terrorism Traffic Order in York proposal

How do I submit a response

To take part in the statutory consultation, you can send us your comments in a number of ways:

Email: highway.regulation@york.gov.uk

Write to us (Freepost):

ATTRO consultation
Freepost RTEG-TYYU-KLTZ
City of York Counci
West Offices
Station Rise
York
YO1 6GA

If you are writing in objection to the proposed ATTRO, please ensure that you state so and set out your reasons for objecting.

We need to receive your comments by **Wednesday 13 May.**

If you would like this document in an alternative format, please contact us by phone on **01904 551550** or email **ycc@york.gov.uk.**

CITY OF YORK COUNCIL

City Development

West Offices
Station Rise
York
YO1 6GA

Contact: Darren Hobson
Email: highway.regulation@york.gov.uk
Ref: ADB/DH/555

Date: 18th March 2026

Dear Occupier/Business Owner

Proposed Anti-Terrorism Traffic Regulation Order – York City Centre

It is proposed to introduce an Anti-Terrorism Traffic Regulation Order (ATTRO) for York City centre, to cover the extent shown in the enclosed map.

The proposal has been brought forward following a recommendation from North Yorkshire Police to help keep people safe from the threat of terrorism. The proposed ATTRO would allow the Police, working with the council, to restrict access, parking and loading activities within the proposed area and put protective security measures in place to reduce the risk or possible impact of terrorist attacks on or near a road.

A permanent ATTRO allows the council to react immediately to a recommendation from the Police, rather than waiting for a temporary order to be processed. The ATTRO will be dormant for most of the time and only activated, once recommended by the Police, when intelligence or events require the risk of a terrorist attack to be mitigated by restricting access to an area.

Further information on the proposal can be found on the Council website (www.york.gov.uk/ATTRO). If you wish to discuss this matter further please contact highway.regulation@york.gov.uk.

I do hope you are able to support the proposals, but should you wish to object then please write, giving your grounds for objection, to the Director of City Development at the address shown on the Notice of Proposals, to arrive no later than the date specified in the Notice.

Yours faithfully

D. Hobson

Darren Hobson
Highway Regulation Manager

Enc. Documentation

Cc – Cllr T. Clarke, Cllr R. Melly & Cllr D. Merrett

CITY OF YORK COUNCIL
NOTICE OF PROPOSALS
CITY OF YORK (YORK CITY CENTRE) (ANTI-TERRORISM TRAFFIC REGULATION) ORDER 2026

Notice is hereby given that City of York Council, in exercise of powers under Sections 1, 2, 4 and 92 and by virtue of Sections 22C and 22D of the Road Traffic Regulation Act 1984 ("the Act"), and Part IV of Schedule 9 to the Act, and all other enabling powers and after consultation with the Chief Officer of Police for North Yorkshire in accordance with Part III of Schedule 9 of the Act, proposes to make the above-mentioned Order.

The roads which would be affected by the Order are:

Back Lane Adjacent to 41 Coney Street

Back Swinegate	**Blake Street**	**Church Lane**
Church Street	**Coffee Yard**	**College Street**
Colliergate	**Common Hall Lane**	**Coney Street**
Davygate	**Deangate**	**Duncombe Place**
Feasegate	**Finkle Street**	

Footpath from Church Lane to Low Ousegate

Footpath Peter Lane from Adjacent No.5 Peter Lane to adjacent No.8 High Ousegate

Footpath Whip-ma-whop-ma-Gate from Shambles to Colliergate

Grape Lane	**Goodramgate** (between its junctions Deangate and King's Square)	
High Ousegate	**High Petergate**	**Jubbergate**
Judges Court	**King's Court**	**King's Square**
Lendal	**Little Shambles**	**Little Stonegate**
Low Petergate	**Lunds Court**	**Market Street**
Minster Gates	**Minster Yard**	**Nether Hornpot Lane**
New Street	**Newgate**	**Newgate Market**
Parliament Street	**Patrick Pool**	**Peter Lane**
Precentor's Court	**Pump Court**	

St Andrewgate (between its junction with King's Square & a point 50 metres north east)

St Helen's Square	**St Sampson's Square**	**Shambles**
Silver Street	**Spurriergate**	**Stonegate**
Swinegate	**Three Cranes Lane**	**The Purey Cust**

The Queen's Path

The Order will only be commenced, suspended or revived and only to the extent necessary, for the following purposes:

- Avoiding, or reducing the likelihood of, damage connected with terrorism;
- Preventing or reducing damage connected with terrorism

When the Order is activated it will have the effect of preventing the passage of vehicles and/or pedestrians from proceeding, waiting and loading in the above-named roads to the extent and for as long as is necessary to deal with a specific threat, security assessment or specified intelligence that there is a threat of danger or damage due to terrorism.

A copy of the draft Order, Statement of Reasons for making it and relevant maps can be inspected at the Reception, West Offices, Station Rise, York, during normal business hours. Objections or other representations specifying reasons for the objection or representation should be sent to me in writing to arrive no later than 13th May 2026.

Dated: 18th March 2026

Director of City Development
Network Management, West Offices, Station Rise, York, YO1 6GA
Email: highway.regulation@york.gov.uk


Bootham
Gillygate
Lord Mayor's Walk
Monkgate
Marygate
York Minster
St Leonard's Place
Jewbury
Blake Street Blue Badge Access IN
Duncombe Place
Deangate
Goodramgate Blue Badge Access IN
Lendal Blue Badge Access OUT
Low Petergate
Museum Street
Blake Street
Stonegate
Goodramgate
Lendal
Davygate
Church Street
Colliergate
St Saviourgate
Coney Street
Shambles
Stonebow
River Ouse
Parliament Street
Pavement
Colliergate Blue Badge Access OUT
Rougier Street
North Street
Fossgate
High Ousegate
Coppergate
Existing footstreets zone
Proposed area covered by the recommended ATTRO
Ouse Bridge
Clifford Street
Castlegate
Piccadilly

I cant understand why those with blue badges are denied access when the ATTRO is in force but you let pushchairs, prams, bicycles etc into the area without being checked. Any of those could carry explosives into an event as easily as a vehicle. I can understand the polices point of view but not at the cost of disabled people who have a right to access the city centre. Unless police are going to check every backpack, pram bicycle etc accessing the center its discrimination. At present public transport in York is not fit for purpose let alone for disabled people to access the city centre. I am rarely able to access the city centre from public transport and as a bluebadge holder rely on vehicle access. The city seems to care more about the needs of visitors than it's actual residents who pay council tax. I hope the council will do the right thing and keep blue badge access for those who need it.	The proposal if approved would only remove all vehicles form the pedestrian area when the ATTRO is put in place. This will help to reduce the risk of a vehicle been used as a weapon. If the ATTRO is approved and put in place there is no guarantee that an incident will occur, but the ATTRO will help to reduce the risk of a vehicle being used as a weapon.
In light of potential of reprisal terrorist action around Western Cities, due to unstable situation in Iran/ Lebanon/ Isreal - I can understand the concerns of Police to allow restricted access to vehicles in York City centre. However if Disabled Drivers are restricted access for the foreseeable future is over reaction. One could utilised same argument to Shopping Centre Car Parks in all area's of York. Covering all vehicles including delivery / collection services. In case of disabled access. I am of the opinion access should be granted and in these situation all vehicles with blue badges., should be checked to ensure the users are disabled and not family members freeloading.	If approved the ATTRO would not be in place constantly, it would only be put into operation if there was deemed to be a threat or an incident had occurred. The proposed ATTRO is not a full time ban on Blue Badge vehicles, outside of the times that the ATTRO is brought into force, Blue Badge Access will be maintained and managed in the existing process.

Do not discriminate against genuine disabled and access. Thin out numbers by fraudulent use of said badge.	
Please note I am totally against this plan of banning blue badge holders in the city centre.	If approved the ATTRO would not be in place constantly, it would only be put into operation if there was deemed to be a threat or an incident had occurred. The proposed ATTRO is not a full time ban on Blue Badge vehicles, outside of the times that the ATTRO is brought into force, Blue Badge Access will be maintained and managed in the existing process.
This ATTRO regulation is nothing more than a joke as it would not stop a determined terrorist wanting to carry out a bombing. You would think the Police could come up with a better excuse as not all bombers enter into the city using a car. A cyclist, a moped driver and even a person pushing a buggy or pushchair could convey a large bomb into a built up area or a large store, yet nothing absolutely nothing had been done to combat that. York council are hiding behind this regulation as they can't make the city centre a tourist place (which is what they want) by just banning cars any other way. They could not care less about people with a disability and they have shown that numerous times but had to back down due to the public anger , so they turn to the police to do it for them. I have not been able to go into York since this council decided that tourist mean more to them than local people , this is so obvious that it's embarrassing that they still try to say it's for our safety, complete and utter rubbish and they know it.	The proposal if approved would only remove all vehicles form the pedestrian area when the ATTRO is put in place. This will help to reduce the risk of a vehicle been used as a weapon. If the ATTRO is approved and put in place there is no guarantee that an incident will occur, but the ATTRO will help to reduce the risk of a vehicle being used as a weapon.
City of York Council already have temporary ATTROs. It need not take long for the council to implement a temporary ATTRO.	If approved a Permanent ATTRO, would mean that the process to implement the ATTRO if required is more efficient, which will provide a better reaction if a potential danger is deemed. The proposed ATTRO, will help remove the

It is right that ATTROs are considered each time. York is not at high risk from terrorism. Do not encourage a Police State by putting a permanent ATTRO in place.	administrative impact of the introduction.
Why waste my monies paid to the government on things that won't happen	
NO no no to ATTRO. The police have to much power as it is. They all think they're gods. We do not live in a totalitarian area. Terrorism doesn't hit the UK like it does the USA.	If approved the ATTRO would not be in place constantly, it would only be put into operation if there was deemed to be a threat or an incident had occurred.
I wish to object to the extension of the ATTRO entirely - whilst I have no issues with the current arrangements made when deemed necessary in relation to the footstreets in Central York (particularly during times of Xmas Market etc) - I do not understand why this ATTRO requires extension to streets such as the Minster Yard. These areas are not in a location with mass traffic and to date, this is the closest area to the city people with Blue Badges can park. Car Parks such as Bootham Row are wholly inadequate and over subscribed - both due to a large loss in disabled parking due to the installation of electric vehicle spaces, and the fact the kerbs are too narrow to accommodate a wheelchair etc without being forced into the road path. ATTRO seems to have no further indication of how those who work at the Minster and thus need access to the parking will do so either. Duncombe place has recently been given increased Disabled provisions, and so to then extend the ATTRO here seems unwise. There is no explanation of when this ATTRO will be utilised other than "under very strict conditions" - based on the current use of the ATTRO, this COULD mean being excluded from the City centre for weeks - if used around the	If the proposed ATTRO is approved it will not be put in place on a permanent basis, it would only be put in place during an incident or if a danger/risk to the public is deemed. The area was extended to out side the HVM barrier area to include the area in front of the Minster as it has been subject to temporary ATTRO in the past. If put in place, the whole area does not need to be implemented, it can be implemented in sections.

Xmas Market, or other major city wide events. Unless the dates the ATTRO would be used were declared well in advance, and limited to a maximum of 10-15 days per year, not just used as a "blanket" arrangement, I would be unable to support them Should this go ahead I would consider a legal challenge against the council. Labour were voted in due to the disabled oppression which was exercised by the Green party - of which Labour were staunchly against.	
I have no faith in City Of York Council. I realise that whatever I, or others say it will be ignored. This has the word security attached. The whole city can be closed down based on that one word. I was in the police for thirty years. I watched incompetent career builders dream up 'plans', implement them, then retire, or move to anther job and leave everyone else to cope with the aftermath. Listen to what's said then apply, the question, is this career building, do we really need this.	This proposal is not about career building, ATTRO's have been put in place in other cities across the country. The Purpose of the ATTRO is to help reduce the potential risk.
Not sure the Chief Constable has his thinking hat on ! Man / Person on foot carrying a bag ? And person carrying weapons like a sword. (Never mind the daily issue nationwide of knife crime). How does this proposal stop suicide bombers. If they were in a car its likely they would still have a device on board. Spend more effort on intelligence and less time on the 0.00000000001% chance of something happening. Plenty more to worry about than more barriers.	If the ATTRO is approved and put in place there is no guarantee that an incident will occur, but the ATTRO will help to reduce the risk of a vehicle being used as a weapon.
Why do york police want to close everything down blaming terroism	The proposal has been made to help to reduce the risk of vehicle attack

Yes it would be easy for them if everyone stopped at home. My suggestion is YORK POLICE start doing your job you are responsible for public safety which does not mean stopping everyone going about there daily buisiness, and closing all the roads on ridiculous excuses, it apears all you are interested is catching motorist speading and stopping free speach your being ridiculous . City Centre access and freedom of movement are our right how dare they try to deny us all of that.	happening within the proposed area. This would not be put in place at all times. Outside of the times that ATTRO is put into place vehicle access to the proposed area will be as it is now.
I write in response to the Notice of Proposals dated 18 March 2026 regarding the proposed Anti-Terrorism Traffic Regulation Order (ATTRO) affecting York City Centre. **1. Support for Public Safety Objectives** At the outset, I wish to express my full support for measures aimed at protecting public safety and reducing risks associated with terrorism. As a business operating in a high-footfall, tourism-driven area near York Minster, we recognise the importance of ensuring that the city remains safe for residents, visitors, and businesses alike. **2. Significant Concerns Regarding Business Impact** Notwithstanding the above, I must formally raise concerns regarding the practical and financial impact that the proposed ATTRO may have on small independent businesses such as mine. **a) Access for Deliveries and Suppliers** [We rely] on frequent and time-sensitive deliveries, including: • Fresh milk and perishable goods • Coffee beans and supplies • Bakery and food products The proposal indicates that access, loading, and waiting may be restricted or prevented when the order is	The proposed suggestions are noted and if the ATTRO is made, these will be considered to help business operation at times when the ATTRO is put into operation.

activated. This creates a material risk of: • Disruption to supply chains • Inability to trade effectively • Increased operational costs Without guaranteed access arrangements, the viability of daily operations is put at risk. **b) Lack of Operational Certainty** The ATTRO is described as being capable of immediate activation without prior notice based on police intelligence or events. This creates uncertainty for businesses in terms of: • Staffing and stock planning • Scheduled deliveries • Customer access and service continuity A lack of advance notice could result in avoidable financial losses. **c) Impact on Customer Accessibility** Restrictions on movement within the area may: • Reduce accessibility for certain customers • Create confusion regarding whether businesses remain open • Negatively affect footfall during activation periods This is particularly significant for small independent businesses that rely on consistent daily trade. **3. Requested Amendments and Safeguards** In light of the above, I respectfully request that the Council incorporates the following safeguards into the final Order: **1. Guaranteed Delivery Access** Provision of clearly defined and protected time windows or controlled access arrangements for essential business deliveries. **2. Business Access Permits**	

Introduction of a permit or exemption system for: • Registered suppliers • Essential service vehicles **3. Advance Notification System** Implementation of a real-time notification system (e.g. SMS/email alerts) to provide businesses with: • Advance warning of activation where possible • Clear indication of expected duration **4. Business Impact Mitigation / Compensation** Consideration of appropriate compensation or support mechanisms where businesses can demonstrate: • Loss of income • Operational disruption directly caused by ATTRO activation **5. Clear Signage and Public Communication** Commitment to ensuring: • Clear signage indicating that businesses remain open • Public communication strategies to minimise confusion and support continued trade **4. Conclusion** While I support the underlying objectives of the proposed ATTRO, it is essential that its implementation does not disproportionately impact small independent businesses operating within the affected area. I respectfully request that the Council gives full consideration to the concerns outlined above and incorporates appropriate safeguards to ensure that public safety measures are balanced with the economic sustainability of the city centre. I would welcome the opportunity to engage further on this matter and to contribute constructively to any consultation process.	

I trust the police will not overstep their powers but I think the road closures are silly. Any terrorist could simply walk into the city centre with explosives in their shopping bags / back packs	The proposal has been made to help reduce the risk of a vehicle attack from occurring in a high density pedestrian area, it is not to completely remove the risk of a terrorist attack.
So, this is just another away to stop residents using their cars to get to the city centre!! I don't want anything permanent closing the roads we still have access to!!	If approved the ATTRO would not be in place constantly, it would only be put into operation if there was deemed to be a threat or an incident had occurred. The proposed ATTRO is not a full time ban on Blue Badge vehicles, outside of the times that the ATTRO is brought into force, Blue Badge Access will be maintained and managed in the existing process.
My concern with this is that authorities have already shown themselves willing to extend the definition of terrorism beyond its original intention (the ban on Palestine Action as a terrorist organisation rather than a radical protest group). Coupling such draconian responses with the ability to close down the centre of York offers a worrying possibility of overuse and escalation. It is not clear where this permanent ATTRO would ever be rescinded, not how that would happen or if the legislation allows for that.	If approved the ATTRO would not be in place constantly, it would only be put into operation if there was deemed to be a threat or an incident had occurred.
Received the proposals for ATTRO in York and see that I will be fully cut off from the centre of York----why did I ever decide to live in a lovely city which I am not now able to access. This further proposal takes the biscuit. If I want to do relaxed shopping, I take my car on a 60 miles round trip to Northallerton as parking is easy for a Blue Badge holder, whereas York is dire. I have difficulty walking, but am not at the stage where a wheelchair/scooter is necessary, but since access points into central York (namely Goodramgate) have been closed since November 2025, first for the Christmas market (which I therefore could not attend) and now for roadworks until May-----I have had to cancel	If approved the ATTRO would not be in place constantly, it would only be put into operation if there was deemed to be a threat or an incident had occurred. The proposal has been made to help reduce the risk of a vehicle attack from occurring in a high density pedestrian area, it is not to completely remove the risk of a terrorist attack.

appointments indefinatly. Now the police have said JUMP, you are only considering the able and tourists (pity any disabled among them). As a member of your staff checks the blue badge before entry----how can a terrorist find it easy to enter by car? Do you have a member of staff at all road entries checking people with rucksacks/ bags etc to see if they are carrying bombs? Thought not. The police are important, but we have become a nanny state and the laughing stock of the world------put more police out on patrol if they are that worried, but do NOT stop the citizens of York being able to go about their daily business	
We object to the proposal for an ATTRO in York for the following reasons: When they were elected the controlling group on the Council had promised an end to the Blue Badge ban brought in by the previous administration. So far no reasonable adjustments have been made to the existing closure due to the Christmas Market and the current possibility of one day break is insufficient. Parking in the centre needs to be designed that satisfies NYP and accessibility without the need for an human-operated barrier, although it would need enforcement rather than constant operational supervision, perhaps being a saving.	Thank you for your comments. The management of the Christmas markets are not part of this review but appreciate the impact the markets have with the potential implementation of an ATTRO at that point.
While we fully understand the need for the traffic order we want to limit harms to our business. Would you be able to help me with some questions we have please? 1 Limited access to our Centre causes severe disruption to our business. What notice could we expect when a regulation order is to be activated?	1. Notice would depend on the reason for the activation of ATTRO, as it may be put in place due to an incident or as a requirement to an event. 2. This is a query for North Yorkshire Police, the highway authority is only responsible for the highway. 3. This will depend on the reason and extent of the implementation for the ATTRO.

2 We have a parking space for one vehicle on our land, by the side of our building, it is ringed with a lockable steel barrier. During the last regulation order the police told us they could enter our land and interfere with our vehicle parked there behind the steel barrier. They provided no proof of authority to enter our land nor proof that they had authority to interfere with our vehicle there. They talked about towing it away. Can you clarify please whether our vehicle can be parked on our land enclosed by the lockable steel barrier? 3 Currently our Centre Manager drives into the city centre and parks in our parking area, on our land at the side of our building. We depend upon this for the deliveries of some of the food supplies, picked up by the manager, for the cafe business in our Centre. If we are not allowed to park that vehicle on our land will we still be allowed access at some times for deliveries? Presently once delivery has taken place the car is parked there. 4 Following on from 3, above, if we are not able to park a vehicle on our land, inside the lockable steel barrier, may we have some parking permission for elsewhere please? We are thinking of the same sort of thing as the market traders who park somewhere near to the inner ringroad?	4. We are unable to offer alternative parking.
1. The proposed ATTRO states that were the Police to seek to restrict vehicular access for a continuous period longer than 48 hours, prior approval must be sought from the Commissioner of Police (presumably the Deputy Mayor for Crime and Policing?) and the Chief Executive of City of York Council. Does this open up the risk of considerations unrelated to public safety being given undue weight resulting in a legitimate ATTRO request being refused or curtailed?	1. The presumption is in correct Deputy Mayor, would no need to provide approval. 2. There is no indication that the police and counter terrorism advice has changed.

2. Over recent years police and counter-terrorism officer advice has been published as part of suites of documents which have informed City of York Council decisions on city centre access – for example see item 38 at council decision It would be helpful to know whether any aspects of this advice have changed?	
There has been no promotion of the proposals for an anti-terrorism traffic regulation order. I'm unclear about the impact on blue badge holders and would like to understand what has been considered as part of an equality impact assessment, and what mitigations have been put in place. Of course temporary and emergency responses will be vital to ensure, but my concern is how the proposal takes into account the need to safeguard access for disabled people to the city centre in the future.	If the ATTRO is put into effect it is likely that the access to the city centre will be revoked, but this may be dependant on the area that sees the ATTRO imposed as it may not be in place for the whole pedestrian area.
Hello. I have received an email about the ATTRO proposals, asking for my comments, as a Blue Badge User. My thoughts about the practicalities are: 1). if restrictions are going to be activated at short notice it would be useful for Blue Badge users (and shop staff/ delivery drivers) to receive a text message alert to inform us, rather than doing this by email, for faster communication so that no one sets out on a journey into town that will be unsuccessful or cause chaos. 2). The other consideration is that cars and their drivers will be trapped in town if the restriction is activated while they are already there. (eg: if I park in Kings Square at 10am, then an ATTRO is activated at 11am, how am I going to get out via the Exit point at the end of Colliergate?) 3). My other thought about this is that if Terrorism is such a genuine threat, the Council should consider cutting out opportunities for Terrorism in the city centre -such as the Xmas Market,	1. Comms plans will need to be considered to ensure communication of the implementation of the ATTRO is successful if the proposal is made permanent. 2. If implemented at short notice, the Police will provide advice on the safety approach in each situation. 3. This decision would be outside of this consultation, but the comment is noted.

which brings far too many people into a small area.	
My comments on the proposal: 1 What are the actual savings, in £'s and time, arising from the proposed changes to the process? If it is normal to give 7 days notice of a closure, where is the saving? 2 Using the logic that York Minster is a Tier 1 structure that requires inclusion in order to remove/reduce the possibility of damage, what are your proposals to safeguard the other 20+ Tier 1 structures in York? Or don't you think terrorists will be interested in damaging Tier 1 buildings? 3 While you have the ability to charge groups for an ATTR, what are the costs involved and on how many occasions an ATTR has been required, have you obtained payment?	1. The cost saving will be in officer time, as the implementation of a Temporary ATTRO, would require the writing of the legal notice and the placement on street, whenever it was proposed to be put in place. If a permanent restriction is put in place, then the temporary notice would not be required. 2. There are other buildings and structures in York, which hold significant historical importance, but they are not considered Tier 1 sites. 3. The cost of the ATTRO, would depend on if additional infrastructure is required to protect the area in which the ATTRO is implemented. On occasions when the a temp ATTRO has been put in place on Duncombe Place for Police activities/events and additional infrastructure has been required, this has been paid for by the Police.
We have received today the council letter as per my email subject title with regards to the ATTRO your proposing to introduce. Can I ask as the letter does not explain this that as a resident of High Petergate/ Precentors Court that if the Police activate the ATTRO are myself & family with two vehicles allowed access & egress? It slightly concerns me that with events outside the Minster or on Duncombe Place as it stands now we have major problems getting in/out & that if this ATTRO is indeed implemented (which let's be honest it will) this will indeed impact myself & my family going about our daily lives ? If you could be kind enough to explain what the council/NYP are planning to do	The proposed introduction of an ATTRO is proposed for a larger area than the footstreets, due to the significant importance of York Minster. If the proposed ATTRO does come in to effect, it will only be only be put into effect if required, which will mean that it would be dormant for the majority of the time, which will not affect any access. Three Temporary ATTRO has been recommended to be put in place previously by North Yorkshire Police for Duncombe Place, i.e. Kings visit. The proposed introduction of the ATTRO, will remove the requirement to process a temporary ATTRO, if required in future.

if such a ATTRO is implemented i would be very grateful.	
Can you advise the following please: What access will residents, who are now going to be included in the extended area, have to their home either by foot or car during the use of this proposal? What notice will be recent residents get? Why, if the Minster is a likely target, were no permanent electronic anti terrorism bollards installed at the entrance to Duncombe place or under the historic gate? Is there a plan for this in the future ?	If the proposed ATTRO does come in to effect, it will only be put into effect if required, which will mean that it would be dormant for the majority of the time, which will not affect any access. If the proposed ATTRO is approved and then required to be put in place, it may not affect the whole area of the ATTRO as it can be put in place in just areas or streets within the proposed ATTRO area. The notice to residents if the ATTRO is put in place will depend on the reason that the ATTRO is put in place, as it may not be possible to provide Notice. There has previously three temporary ATTRO put in place on Duncombe Place and Notice has always been provided to residents at the earliest opportunity.

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Any regulations which are enacted to keep the citizens of, and visitors to York safe and free from harm are to encouraged. Not being able to use my blue badge in York City center for a limited time in order to ensure enhanced public safety is a small price to pay in these unpredictable times.	The proposal has been made to try and reduce the risk of an attack, with the aim of improving safety.
Having studied the material my only comments are: Why is the red line not all round the Minster? This too is open to the public and could be subjected to the same threat or part of the threat, although I acknowledge the inclusion of an access barricade to areas affected in proximity. I am for the proposal as outlined	The Council Can only propose the area within the Council ownership/maintenance area, which is why the line does not go all round the Minister.
My mother has a blue badge. I am usually the driver of the car if I take her into town. We have no objection to the ATTRO proposals. Thank you for consulting us.	Thank you for your comments.
I support the proposals outlined at: https://www.york.gov.uk/ATTRO	Thank you for your comments.
It is my view that the ATTRO should be approved. As a blue badge holder with restricted mobility, I consider that the safety of people (the general public as a whole) must come before any single individual's requirement to access the city centre. We live in troubled times, and I consider that the police's proactive approach to be 100% justified.	The proposal has been made to try and reduce the risk of an attack, with the aim of improving safety.
This is a great idea get it implemented this is for everyone's safety, in the light of things happening (anywhere go for it and the present climate in this deranged world) .	Thank you for your comments.
As a Blue Badge owner I agree with this proposal describing what the Police will be able to do having received permission from the Council.	Thank you for your comments.

I am writing to you to give my support to a permanent ATTRO order for York City Centre. Although I do support access to city centre amenities for our most vulnerable. Keeping everyone safe should be the first priority. Also, regarding the York Christmas market. I am not in favour of limiting the number of days or reducing the hours of the Christmas market.	Thank you for your comments.
I can see there will be some very rare occasions that such an order could be used but my fear is our local council will use it to their own financial benefit and to the disadvantage of disabled parking badge users and local residents. City of York Council has a deserved reputation of thinking more about tourists than the local residents! There needs to be clear and credible verifiable evidence that there is such a terrorist threat to York centre and be issued by a senior police officer such as Chief Constable or Deputy and not just the York City senior police officer. The evidence of such a terrorist threat needs to be made public as well as the risk assessment. The publication of such documents is needed to prevent our City Council from flexing its muscles whenever the fancy takes them. As a Blue Badge holder, I have found our council very anti disabled people based on the crazy total ban a few years ago. A concerned resident.	The requirements for the implementation for the ATTRO are stated within the Draft Order, the Council cannot make the decision to implement the ATTRO.
I am in favour of the ATTRO. It's an uncertain world, with a growing terrorist threat	Thank you for your comments.

Strong Support for Full Implementation I strongly support the introduction of a permanent Anti-Terrorism Traffic Regulation Order (ATTRO) in York city centre. This must be implemented in full, without exemptions that compromise its effectiveness. **A Proven and Immediate Risk** There is no credible way to safely allow vehicles into densely crowded pedestrian areas such as York city centre—particularly during peak periods. Recent UK incidents, including the Liverpool city centre vehicle incident and the Derby vehicle incident, demonstrate how quickly vehicles can cause serious harm in busy public spaces. These events show that risk exists not only from terrorism, but from error, loss of control, or other unforeseen circumstances. **One vehicle is enough.** **Clear Expert Guidance** UK Counter Terrorism Policing advice is unequivocal: Hostile Vehicle Mitigation (HVM) measures require restricting vehicle access in high-footfall areas. The key reality is: **There is no safe or reliable way to permit routine or exempted vehicle access into crowded pedestrian zones.** Any exemptions fundamentally weaken the protection. **Accountability and Risk Responsibility** If the ATTRO is weakened through exemptions or concessions, the risk does not disappear, it is ***knowingly accepted***.	

In that scenario, City of York Council would be making a conscious decision to increase exposure to a well-understood threat. This has serious implications: • The Council would carry responsibility for foreseeable and preventable risk • Any incident would raise immediate and justified questions about why expert guidance was not fully followed • A diluted scheme could be seen as a failure to discharge the Council's primary duty to protect life **Watering down the ATTRO is not a neutral act, it is an active assumption of risk.** **Public Safety Must Override Convenience** While concerns from Blue Badge Holders are valid, they cannot override the fundamental requirement to protect life. This is not about fairness or access, it is about preventing serious injury or fatalities. Allowing exceptions introduces vulnerabilities that cannot be controlled in real-world conditions. **Economic and Reputational Consequences** A failure to implement robust protections also puts York's future at risk: • Serious damage to the city's reputation as a safe destination • Loss of visitor confidence and reduced footfall • Immediate and long-term harm to local businesses • Wider economic impact across tourism, retail, and hospitality A strong ATTRO protects not only people, but the city's economic stability. **Conclusion**	

If this scheme is diluted, the risk is not reduced—it is transferred. In that event, City of York Council would be knowingly accepting responsibility for a foreseeable threat. That is not a position any public authority should take when lives, livelihoods, and the city's reputation are at stake. Please can you confirm receipt of this email.	
I write in support of the proposal that a permanent ATTRO is put in place to cover the city centre area. The terrorism-related conditions which must be met before the ATTRO can be activated, are strict and could not be used either on a whim or for other purposes. The requirement for the request to be made by a senior police officer provides an appropriate level of scrutiny. The relatively short maximum duration of an ATTRO activation, together with the requirements that access is restricted only to the extent and duration that is necessary in the particular circumstances, also provides a balance against the impact on citizens' movements. It must be recognised that York is an internationally well-known city, which attracts thousands of visitors from across the globe - particularly during festivals. You only have to look at some cities on the continent to see how individual terrorists have brought death and injuries to visitors there. York police must be able to protect the resident and visiting community at a moment's notice. A permanent ATTRO would best enable that, without needing to go through the delay inherent in the temporary process first. Whilst I also recognise that the activation of an ATTRO could impinge on the access of some groups of people to the city centre (e.g. those who are	

disabled, or traders), it is my view that the permanent ATTRO is a proportionate order, which would only be used when there is a terrorism-related threat to the general public.	

Meeting:	Executive
Meeting date:	9 September 2026
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Councillor Merrett and Councillor Perrett, Joint Executive Members for Housing, Planning and Safer Communities

Preparation for Potential Use of Compulsory Purchase Powers at Willow House to Support the Delivery of Affordable Housing

Subject of Report

1. This report seeks an in-principle decision to enable the Council to continue preparatory work for the potential use of compulsory purchase powers under Section 17 of the Housing Act 1985, should they ultimately be required to support land assembly for the Willow House development. The report is being brought at this stage to ensure that, whilst negotiations with the remaining leaseholders continue, the Council can undertake the necessary preparatory work to avoid delays to the delivery of the approved scheme and remain in a position to act promptly if voluntary acquisition cannot be achieved.

2. The Willow House scheme will redevelop the former Willow House care home, associated garages and storage units on Council-owned land into 36 high-quality affordable homes with new play and amenity space. Full planning permission for the scheme was granted on 7 May 2026.

3. To deliver the approved layout, six assets (stores and garages) must be acquired by the Council in the northern section of the site, where 10 of the 36 homes would be delivered. Negotiations have progressed positively, but not all interests have yet been secured. A Compulsory Purchase Order (CPO) would only be pursued as a last resort if negotiations are unsuccessful and the statutory tests for the use of compulsory purchase powers can be satisfied.

4. The boundary plan for the Willow House scheme includes several residential properties that are not proposed for compulsory acquisition, and the Council is not seeking to acquire occupied homes as part of this process.

Benefits and Challenges

5. Benefits
   - Delivery of 36 high-quality affordable homes on a brownfield site
   - Improved amenity, play space and security for Walmgate
   - Regeneration of a site vacant since 2017
   - Supports wider Walmgate Improvement Proposals
   - Provides programme certainty and protects external funding
6. Challenges
   - A small number of leaseholders have not yet reached agreement
   - A CPO process may require extended timescales if objections lead to inquiry

Policy Basis for Decision

7. The proposal supports the Council Plan priorities approved in 2023, the high-quality affordable homes and amenity space at Willow House supports health and wellbeing, sustainable transport, affordable housing supply and environmental sustainability. The enabling works and main works construction contracts will support the education, skills, economy and employment priorities.

8. The scheme forms part of the Housing Delivery Programme and aligns with the Local Plan brownfield strategy. It also reflects previous Executive decisions relating to Willow House, including:
   - Executive, 16 November 2023: approval to progress a 100 percent affordable scheme
   - Executive, 7 October 2025: approval to procure a principal contractor and enabling works and extend the red line boundary.
   - Executive, 14 April 2026: approval of the Housing Delivery Programme Delivery Strategy and recognition of availability of CPO powers, Executive board were asked to "*note the availability of Compulsory Purchase Order (CPO) powers, and to receive further reports (should they be required) in respect of any potential CPOs which may be required to facilitate the delivery of the schemes.*" [1]

Financial Strategy Implications

9. All acquisition, compensation and associated CPO-related costs are already accounted for within the approved Willow House project budget and will be funded through the Housing Revenue Account. No additional budget approval is

[1] (Public Pack)Agenda Document for Executive, 14/04/2026 p285 28j

required as a consequence of the recommendations within this report. While final costs may vary depending on the outcome of negotiations, these risks have been modelled and accommodated within the existing approved scheme budget.

10. Early resolution of land assembly reduces the risk of cost escalation, contractor delay and jeopardy to external grant funding. The scheme remains financially viable with the assumed acquisition costs.

Recommendation and Reasons

Recommendation

11. It is recommended that the Executive:

a) Notes the preparatory work already undertaken to assemble the land, interests and rights required for the Willow House development, including engagement with leaseholders, initial land referencing activity and preparation of the supporting documentation needed for a potential Compulsory Purchase Order. This preparatory work supports the future potential use of compulsory purchase powers should they be required.

b) Approves the principle of using compulsory purchase powers under Section 17 of the Housing Act 1985 to acquire the land, interests and rights in the six assets, included within the plan at Appendix 1, for the purposes of the erection of houses as part of the Willow House development.

c) Notes that authority to make a Compulsory Purchase Order will only be requested following a further detailed report and a Statement of Reasons being brought back to the Executive. That future report will request authority to make a CPO only where voluntary acquisition has not been achievable and where the statutory tests are met.

d) Notes, for the avoidance of doubt, the in-principle approval of the use of compulsory purchase powers relates only to the land, interests and rights required for the Willow House development and does not include the acquisition of any residential properties shown within the wider boundary plan.

e) Delegates authority to the Director of City Development, in consultation with the Director of Finance and the Director of Governance, to prepare draft documentation for any potential Compulsory Purchase Order referred to above without authorising the making of the order at this stage. This includes appointing land referencing agents, preparing the Statement of Reasons, preparing an Equalities Impact Assessment and securing any statutory consents, licences or orders required to support timely project delivery. These activities form part of the preparatory stage of a CPO process.

f) Delegates authority to the Director of City Development, in consultation with the Director of Finance and the Director of Governance, to use all reasonable

endeavours to assemble the land, interests and rights required for the scheme by agreement prior to making any CPO. This includes settling compensation and related terms where appropriate and in accordance with statutory requirements where appropriate, removing land no longer required from any proposed CPO, and making arrangements for the relocation of leaseholder possessions and vesting of land acquired in the ownership of the Council where required.

Reasons

12. To ensure the Council is able to secure the land, interests and rights required to deliver the Willow House development, where voluntary acquisition may not be achievable.

    a) To maintain progress on a scheme that has planning permission, secured funding and a clear delivery route, and which will provide new affordable homes and improved amenity space on a long-vacant site.

    b) To allow preparatory work for a potential CPO to continue in parallel with ongoing negotiations, reducing the risk of delay to the programme and ensuring the Council is ready to act promptly if required.

    c) To ensure that any future Executive decision to make a CPO is supported by a full Statement of Reasons, an Equalities Impact Assessment and a complete land referencing schedule, in line with statutory guidance.

    d) To provide clarity that this report does not authorise the making of a CPO, nor does it predetermine any planning matters, which remain the responsibility of the Local Planning Authority.

Background

13. Willow House is a former care home that has been vacant since 2017. The site includes 19 garages and 6 storage units. The area has been identified as a priority regeneration opportunity due to vacancy, anti-social behaviour and the need for new affordable homes. The boundary plan includes three residential properties that fall within the red line for technical reasons, but these are not proposed for acquisition and are not part of the CPO scope.

14. Planning permission for 36 affordable homes was granted on 7 May 2026 (ref 25/02537/FULM). Demolition consent was granted on 12 March 2026 (ref 25/02383/FUL). Procurement for enabling works is underway through a direct award via the Government Commercial Agency. Main works are expected to begin with an appointed Strategic Developer Partner in March 2027.

15. Planning permission for the Willow House development has been granted and officers are not currently aware of any planning, highway, environmental or other

statutory impediments that would prevent implementation of the approved scheme following acquisition of the remaining land interests. This position will continue to be reviewed as the project progresses.

16. In any future report seeking authority to make a Compulsory Purchase Order, the Council would need to demonstrate that the relevant statutory and policy tests are met. This would include evidencing a compelling case in the public interest, that there is a clear and deliverable scheme underpinning the acquisition, that the necessary funding is available, that there are no planning or other legal impediments to implementation, and that reasonable efforts have been made to acquire the required interests by agreement. A full Statement of Reasons would be presented to the Executive at that stage.

Consultation Analysis

17. The Willow House project has been shaped through extensive engagement from 2021 to 2026 including estate-wide letters, drop-in events, design workshops and resident panels.

18. Engagement with affected leaseholders

- First contacted in early 2024 by letter
- Followed by meetings and written correspondence
- Most leaseholders have indicated willingness to proceed, via either acquisition or reprovision, others are in negotiation
- Heads of Terms have been shared and compensation principles explained

19. This demonstrates reasonable endeavours to acquire interests by agreement.

Options Analysis and Evidential Basis

Option 1: Do nothing.

20. Under this option the Council would continue without acquiring the outstanding leasehold interests. The approved scheme could not be delivered in full. Development would be restricted to the southern portion of the site only, reducing the number of homes from 36 to 26. This would require significant redesign work of the landscaping, could undermine the viability of the scheme and would delay delivery.

21. The northern part of the site, including the garages and stores, would remain in their current condition. This would leave an ongoing source of antisocial behaviour and would not address the long-standing issues associated with the garage buildings. The wider regeneration benefits of the scheme would not be achieved.

22. Not recommended.

Option 2: Continue negotiations only, without any intention to potentially use CPO powers, should voluntary agreement not be reached.

23. Risk of prolonged delay, jeopardising grant funding and contractor mobilisation.

24. Not recommended.

Option 3: Prepare for the potential use of CPO (preferred)

25. Provides certainty, protects programme and funding, and ensures delivery of public benefits.

26. Recommended.

Organisational Impact and Implications

27. **Financial:** The Willow House building scheme to deliver 36 affordable homes has been in planning and development for several years and is a key house building scheme for the strategic development partnership currently under procurement. Grant funding has been secured from the MCA and MHCLG through One Public Estate for the demolition and enabling works required on the south section of the site. This grant funding contains conditions relating to the date that work begins on site. It is financially advantageous to the council if the Willow House scheme could be developed as a whole, saving additional overheads and prelims, rather than in two separate sections. The current approved budget for the scheme includes an amount for land purchase to cover the acquisition and compensation to the leaseholders. Delays could also impact on the cost of the scheme through staff recharges and project management fees. It is therefore important for the scheme financial viability that the negotiations with leaseholders do not hold up progress on the works.

28. **Human Resources (HR):** There are no HR implications contained in this report.

29. **Legal:** The Council has the necessary powers to acquire land compulsorily for the scheme. Part XVII of the Housing Act 1985 authorises local housing authorities to compulsorily purchase land, houses or other properties to provide housing accommodation. In using this power, the Council must then apply the procedure set out in the Acquisition of Land Act 1981 (as updated by the Levelling Up and Regeneration Act 2023), using the prescribed forms set out in the Compulsory Purchase of Land (Prescribed Forms) (Ministers) Regulations 2004 (as amended in 2024 and 2026).

30. The Compulsory Purchase Act 1965 deals with post confirmation procedure and the Land Compensation Acts 1961 and 1973 set out the assessment of compensation. Any CPO should only be made as a last resort where there is a

compelling case to acquire the property and where the acquisition of the property is in the public interest. The onus is on the acquiring authority to seek to acquire the property through negotiations with the property owners. All reasonable steps should be taken to acquire the property by mutual agreement before proceeding to a CPO.

31. **Procurement:** Should the Council require external Land Agents, or any other consultancy discipline following the outcome of this report, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the council's Contract Procedure Rules and where applicable, the Procurement Act 2023. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.

32. **Health and Wellbeing:** Public Health support the recommendations contained in the report. Affordable housing which is of a good standard is a cornerstone of good health and wellbeing.

33. **Environment and Climate action:** No direct climate change impacts have been identified in relation to the decision of this report.

34. In accordance with the planning permission granted on 7 May 2026, the development as designed will significantly exceed the 75% improvement on Part L 2013 required by the local plan, with 104% achieved overall. Homes at Willow House have been designed to be net-zero carbon in operation. All new build elements are targeting Passivhaus certification. There is a target to maximise the area of Solar PV on all suitably oriented roofs in order to provide as much energy as possible from a local renewable energy source, with solar potentially providing 114% of total energy demand

35. **Affordability:** This report contributes to the provision of affordable housing with lower rents and running costs, alongside the social value commitments on the contractor to create employment/skills pathways for their employees.

36. **Equalities and Human Rights:** Please review the completed Human Rights and Equality Assessment in the Appendix. Those responsible will ensure the actions listed are completed in a timely manner.

37. When considering the use of CPO powers, the Council is obliged to act in a way which is compatible with the European Convention on Human Rights (as enacted in the Human Rights Act 1998). The Convention Rights relevant to CPOs are Article 1 (protection of property) and Article 8 (protection of private, family life and home). No public authority can interfere with these interests except if it is in accordance with the law and is necessary in the interests of national security, public safety or the economic well-being of the country.

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

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

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

40. The DPIA screening questions identified that whilst there is processing of personal and/or special categories of personal data and/or criminal offence data, it is not likely to result in a high risk to the rights and freedoms of individuals. Therefore, a simple DPIA was completed.

41. This identified the data protections risks as well as the mitigations either in place or that need to be put in place, to minimise these identified risks. A summary of these is below:

    a) The Council has an appropriate lawful basis to process the personal information.

    b) Only the minimum amount of personal information necessary to support the Compulsory Purchase Order process will be processed

    c) The Council's data protection policies and procedures will be followed to ensure the secure and lawful processing of personal information.

42. **Communications:** This development is part of the council's wider narrative around supporting new affordable housing and is part of the story of delivering on corporate objectives. As such, communications on this issue will likely need to focus on the wider benefits and objectives of the scheme, and will include localised and well as city-wide materials, as required.

43. **Economy:** The proposals will bring about important regeneration benefits in this neighbourhood, to the benefit of residents, and are supported.

Risks and Mitigations

44. **Risk:** Ability for the Council to potentially use CPO powers is not confirmed.

    Mitigation: Should voluntary agreement not be reached, the Council should develop robust planning status and legal advice that there is a clear public interest case.

45. **Risk:** Programme delay.

    Mitigation: Early CPO preparatory work and continued negotiation.

46. **Risk:** Objections leading to inquiry.

    Mitigation: Transparent engagement and robust evidence base.

47. **Risk:** Cost escalation.

    Mitigation: Early land assembly and secured grant funding.

Wards Impacted

48. Guildhall Ward

Contact details

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

Author

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Background papers

Executive Report, 16 November 2023
Executive Report, 7 October 2025
Executive Report, 14 April 2026
Planning Decision Notice
Walmgate Improvement Proposals, 7 May 2026

Annexes

Annex A: Equalities Impact Assessment
Annex B: Willow House Boundary Plan

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Annex A: Equalities Impact Assessment

City of York Council and Centre for Applied Human Rights

Human Rights and Equity Analysis Tool (HREAT)

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

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

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

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

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

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

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

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

Who is submitting the proposal?

Directorate	Housing & Communities / City Development
Service Area	Housing Delivery Programme (HDP) / Development and regeneration
Name of proposal	Preparation for Potential Use of Compulsory Purchase Powers at Willow House to Support Delivery of Affordable Housing
Lead Officer	Zoe Dunn, Head of Housing Delivery
Date Assessment Started	July 2026
Date Assessment Completed	July 2026

Names of those who contributed to the assessment

Name	Job Title	Organisation	Area of Expertise
Zoe Dunn	Head of Housing Delivery	CYC	Housing delivery and regeneration
Lisa Otter	Housing Development Manager	CYC	Housing delivery and regeneration

1.1	**What is the purpose of the proposal**
	Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.
	1. The Council is asking for permission to get ready to use special legal powers if they are needed to help bring all the land that is needed together for the Willow House housing project. 2. The Willow House project will turn an empty former care home site, along with some garages and stores, into 36 affordable homes. It will also include new green spaces, a children's play area and improvements for local people. 3. The Council wants to reach an agreement with all landowners first. Most discussions are going well, but some agreements have not yet been reached. Getting ready to use possible Compulsory Purchase Order powers means the Council can keep the project moving and make sure all the new homes and community improvements can be built if agreements cannot be reached. 4. No one will lose their home as part of this proposal. The Council is not planning to buy any occupied houses through compulsory purchase.

Step 1 – Aims and intended outcomes

1.2	**Are there any external considerations?**
	Legislation / government directive / codes of practice etc.

	The proposal is informed by: • Equality Act 2010 (Public Sector Equality Duty). • Human Rights Act 1998. • Housing Act 1985 (Section 17). • Acquisition of Land Act 1981. • Planning and Compulsory Purchase Act 2004. • MHCLG Guidance on Compulsory Purchase Process and the Crichel Down Rules. • City of York Council Plan 2023-2027. • Housing Delivery Programme. • Planning permission and related statutory consents for Willow House.

1.3	**Who are the stakeholders and what are their interests?**
	Consider both internal and external stakeholders.
	Stakeholders include: • Existing leaseholders of garages and storage units who require clear information, fair compensation and appropriate support throughout the process. • Local residents who will benefit from regeneration, improved public spaces and reduced anti-social behaviour. • Households on the housing register and those in housing need who may benefit from additional affordable housing provision.

	• Future residents of the development. • Ward Members and community representatives. • Housing Revenue Account residents. • Housing Delivery Programme officers and delivery partners. • Grant funding bodies and statutory consultees.

1.4	**What results / outcomes do we want to achieve and for whom?**
	Explain what outcomes you want to achieve for stakeholders, staff and the wider community. Demonstrate how the proposal links to the Council Plan (2023- 2027) and other corporate strategies and plans. Highlight how the proposal meets the objectives of Equalities, Affordability, Climate and Health.
	The proposal directly supports: • The Council Plan 'One city for all' (2023 - 2027), particularly Priority (e) to increase the supply of affordable housing. • The Homelessness and Rough Sleeping Strategy (2024 - 2029), through the expansion of social housing. • The Climate Change Strategy (2022 - 2032), through the delivery of energy-efficient, low-carbon homes and sustainable neighbourhoods. • The Health and Wellbeing Strategy (2022 - 2032), by addressing health inequalities linked to poor quality housing. The proposal will assist in delivering: • 36 affordable homes. • Improved public realm, landscaping and play space. • Regeneration of a long-vacant site. • Reduced anti-social behaviour associated with the former buildings and garages. • Increased housing opportunities for households experiencing affordability challenges.

	The proposal seeks to ensure these benefits can be secured by maintaining a viable route to site assembly and delivery.

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**
	Planning application and supporting assessments	Provides evidence relating to scheme impacts and benefits.
	Leaseholder engagement and negotiations	Identifies impacts on directly affected parties.
	Community consultation undertaken between 2021 and 2026	Provides local stakeholder feedback and concerns.
	Housing need and affordability evidence	Demonstrates need for affordable housing provision.
	Officer knowledge and experience	Informs understanding of likely equalities impacts.

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 inc financial, digital exclusion impacts	Disability inc financial, digital exclusion impacts	Gender	Gender reassignment inc Trans, Non-binary, Intersex	Marriage & civil partnership	Pregnancy and maternity	Race	Religion and belief	Sexual orientation	Carers inc financial, digital exclusion impacts	Low-income groups: financial, digital exclusion impacts	Veteran, armed forces community	Other – Those with experience of Care
Right to life*														
Prohibition of torture*														
Prohibition of slavery and forced labour*														
Right to liberty, movement and security (including freedom of movement)***														
Right to a fair trial*														
No punishment without law*														
Right to private and family life***	Positive	x	x					x				x		
Freedom of thought, conscience, and belief***														
Freedom of expression***														
Freedom of assembly***														
Right to marry***														
Right to property***	Positive and Negative													
Right to education***														
Right to free elections***														
Right to housing***	Positive *1	x	x					x				x		

*1 Housing at Willow House is expected to have positive impacts across equality groups by increasing the supply of 100% affordable, accessible, low-carbon homes, reducing fuel poverty, improving health and wellbeing, and securing city-wide social value (local jobs, apprenticeships, skills, SME supply-chain opportunities).

Adverse impacts (e.g., construction disruption or land assembly at specific sites) are limited, lawful, proportionate and mitigated through consultation, phased delivery and Executive/Full Council approval processes.

Step 3.2 Table 2 – Assessing the impact of your proposal

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

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

Rights clashes and restrictions

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

Use the following guidance to inform your responses:

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

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

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

Table 2

Characteristic or Human Right affected	Positive or Negative impact	Impact Description	Evaluation or Justification
Age	**Positive**	Delivery of 36 warm, energy-efficient homes with a high proportion of accessible/adaptable homes will form part of the contractual requirements.	The 36 homes at Willow House includes the delivery of high-quality, low carbon homes, as well as promoting accessibility and affordability. This is expected to have a positive impact by enabling the delivery of much needed genuinely affordable housing, supporting a wide range of residents, including those with protected characteristics.
Disability	**Positive**	Delivery of 4 M43 dedicated accessible/adaptable homes designed to Nationally Described Space Standards and Healthy Homes standard, with step-free routes and inclusive design principles.	As above
Pregnancy / Maternity	**Positive**	Safe, healthy living conditions; proximity to services.	As above
Race / Religion / Sexual orientation / Gender reassignment	**Positive**	Inclusive design along with ongoing open and meaningful community engagement. CYC will follow fair allocations	As above

		policies for the new affordable homes.	
Carers / Low-income households	**Positive**	Affordable rents, lower running costs, improved stability; social values commitments on the contractor to create employment/skills pathways.	As above
Right to Property	**Positive and Negative (mitigated)**	Possible compulsory acquisition (and where possible with a choice of reprovision) for a store or garage for a small number of individuals. This is mitigated by enabling the development of 36 homes for social rent and shared ownership which will allow more individuals to have access to property.	The 36 homes at Willow House includes the delivery of high-quality, low carbon homes, as well as promoting accessibility and affordability. This is expected to have a positive impact by enabling the delivery of much needed genuinely affordable housing, supporting a wide range of residents, including those with protected characteristics. Any interference would be lawful, proportionate, justified in the public interest and accompanied by statutory compensation rights. The Council will continue negotiations as its preferred approach.
Human rights (housing, private/family life)	**Positive**	Increased access to adequate, secure, energy efficient housing.	As above

4 – Gaps in data and knowledge

4.1	What are the main gaps in information and understanding of the impact of your proposal?		
	When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities. Please indicate actions you will take to resolve this gap. As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.		
	Gaps in data or knowledge	**Action to deal with this**	**Date resolved**
	Limited equality monitoring information relating specifically to affected leaseholders	Continue direct engagement and identify individual requirements through negotiations.	
	Future residents are not yet known	Continue to use housing needs and affordability evidence.	
	Individual health, disability or support needs that may emerge during negotiations	Assess and respond on a case-by-case basis.	

Step 5 - Maximising positive impacts

5.1	**What has been done to optimise opportunities to advance equality / human rights or foster good relations?**
	• The Council continues to pursue voluntary acquisition and negotiated settlements as its preferred approach. • Ongoing engagement has been undertaken with affected leaseholders. • The proposal supports the delivery of 36 affordable homes and associated community benefits. • Compensation and acquisition processes would be undertaken in accordance with statutory requirements. • Individual circumstances and support needs of affected parties will continue to be considered throughout the process. • Any future recommendation to make a CPO would be subject to further Executive approval and a detailed Statement of Reasons.

Step 6 – Recommendations and conclusions of the assessment

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

	Option Selected	Conclusion / justifications
	No major change to proposal.	The assessment identifies significant positive impacts for low-income households, households in housing need and the wider community through the delivery of affordable housing, environmental improvements and neighbourhood regeneration. The proposal supports the Council's housing, affordability, health and regeneration objectives and promotes the human right to adequate housing. Whilst a limited number of leasehold interests may be affected, the Council continues to prioritise voluntary acquisition, negotiation and reprovision where appropriate. Any future use of compulsory purchase powers would be subject to statutory safeguards, compensation rights and a further Executive decision. Therefore, the proposal is considered proportionate, justified and compatible with the Council's equality and human rights obligations.

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**
	acts	Continue negotiations and seek acquisition by agreement wherever possible	Head of Housing Delivery	Ongoing
	Individual support needs	Consider accessibility, communication and support requirements on a case-by-case basis	Housing Delivery Team	Ongoing
	Community engagement	Continue transparent communication with residents and stakeholders	Housing Delivery Team / Communications	Ongoing
	Equality monitoring	Review equality considerations if a future CPO report is brought to Executive	Housing Delivery Team	Prior to any future CPO decision

Step 8 - Monitor, review and improve

8.1	**How will the impact of your proposal be monitored and improved upon going forward?**
	Consider how will you identify the impact of activities on protected characteristics, other marginalised groups and human rights going forward? How will any learning and enhancements be capitalised on and embedded?
	The Council will continue to monitor equality and human rights impacts through ongoing engagement with affected leaseholders and stakeholders. Any equality concerns raised during negotiations will be recorded and addressed where appropriate. Should officers seek authority to make a Compulsory Purchase Order in the future, the assessment will be reviewed and updated to reflect the latest information, engagement outcomes and identified impacts. The Council will continue to ensure equality, affordability, housing need and community wellbeing remain central considerations throughout project delivery.

Annex B: Data Protection Impact Assessment (DPIA)

Equity, Diversity & Inclusion (EDI): Protected characteristics

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

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

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

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

- Carers

Low income groups

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

Human rights differ from equalities in two main ways:

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

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

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

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

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

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

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

Right	Description	Focus Area
Right to life	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. Public authorities should also consider the right to life when making decisions that might endanger or affect life expectancy. When public officials may be involved in an instance when someone died, public authorities must investigate.	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	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.	Right to liberty and security

Freedom from torture and inhuman or degrading treatment	Torture consists in causing very serious and cruel physical or mental pain or suffering. Inhuman treatment or punishment is treatment which causes intense physical or mental suffering. Degrading treatment means treatment that is extremely humiliating and undignified. Inhuman or degrading treatment could include: serious physical assault; very severe detention conditions or restraints; serious physical or psychological abuse in a health or care setting.	Children and families Health and social care
Right to marry and start a family	Right of men and women of marriageable age to marry and to start a family.	Births, deaths and marriages
Prohibition of slavery and forced labour	Slavery is when someone owns someone else like a piece of property. Servitude is when someone provides services to a person for no reward and is unable to stop due to coercion. Forced or compulsory labour is when someone is forced to do work to which they have not agreed to, under the threat of punishment.	Children and families Jobs, training and volunteering People and communities
Right to a fair trial	This right is triggered when someone is charged with a criminal offence and have to go to court, or a public authority is making a decision that has an impact on someone's civil rights or obligations.	Environment and animals Health and social care People and communities Streets, roads and pavements

No punishment without law	No one can be charged with a criminal offence for an action that was not a crime when it was committed. Public authorities must explain clearly what counts as a criminal offence so that people know when they are breaking the law.	Environment and animals People and communities Streets, roads and pavements
Right to property	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.	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	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. 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.	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	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.	Births, deaths and marriages People and communities
Freedom of thought, conscience and belief	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. This right protects a wide range of non-religious beliefs including atheism, agnosticism, veganism and pacifism. 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.	Business Schools and education
Freedom of expression	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.	Business Environment and animals People and communities Schools and education Sports and leisure

Freedom of assembly and association	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.	Environment and animals Jobs, training and volunteering People and communities Travel and transport Streets, roads and pavements
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.	Children and families Environment and animals Jobs, training and volunteering People and communities Schools and education Sports and leisure

Right to housing	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: 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.	Benefits and money Housing People and communities Planning and building Waste and recycling

Data Protection Impact Assessment (DPIA)

Reference Number (if applicable)	
Lead/contact name:	Zoe Dunn
Directorate:	City Development
Service Area:	Housing Delivery
Data controller details:	City of York Council
Data processor details:	City of York Council and any appointed land referencing consultants, property advisors or legal advisors (where applicable)
Information Asset Owner: (All systems/assets must have an Information Asset Owner (IAO). Intranet | Information on the roles of SIRO, IAO, IAA, DPO and CG (york.gov.uk)	Head of Housing Delivery
Information Asset Administrator: (All systems / assets usually have an Information Asset Administrator (IAA) who reports the IAO as stated above. Intranet | Information on the roles of SIRO, IAO, IAA, DPO and CG (york.gov.uk)	Housing Delivery Team
Customers and stakeholders: Please list all involved including both internal and external parties	• Leaseholders of affected garages and storage units / parties with legal interests in the land • Housing Delivery Team • Legal Services / Appointed Legal Team • Appointed land referencing consultants

	• Executive Members and relevant stakeholders

Step 1 – Identify the need for a DPIA

Hints and tips to complete this section:

Refer to the completed DPIA screening questions

*It was identified that a DPIA would be needed ***.*

*The purposes of the proposed, new or change in process, service, technology, or project are ****this could be copies of extracts from or links to project docs, business cases etc****
*The above will realise several benefits including: *** e.g. what are the expected benefits for individuals/the council etc*

See customers and stakeholders above and/or describe when and how you will seek individuals' views – or the reasons it's not appropriate to do so and/or refer to the equalities impact assessment Intranet | Equalities and human rights (york.gov.uk)

If you need to describe "purposes" because there are no other documents, consider the below points

- *what do you want to achieve*
- *what is the intended effect and/or outcome for individuals, the council etc*
- *are there any unintended effects and/or outcomes for individuals, the council etc*

The proposal seeks approval in principle to prepare for the potential use of compulsory purchase powers under Section 17 of the Housing Act 1985 to support delivery of the Willow House affordable housing scheme.

To enable preparation of any future Compulsory Purchase Order, the Council will undertake land referencing activities and maintain records relating to individuals and organisations with legal interests in land required for the development. This will include ownership information, leaseholder information and correspondence records required to support negotiations and statutory processes.

The purpose of the processing is to:

- Identify persons with a legal interest in land.
- Facilitate ongoing negotiations and voluntary acquisition where possible.
- Enable preparation of statutory notices and supporting CPO documentation if required.
- Ensure the Council can comply with legal obligations associated with any future compulsory purchase process.

The expected benefits include:

- Accurate identification of affected parties.
- Effective communication and engagement with leaseholders.
- Compliance with statutory CPO requirements.
- Support for delivery of 36 affordable homes and associated regeneration benefits.
- Stakeholder engagement has been undertaken through direct correspondence, meetings and negotiations with affected leaseholders and interested parties

Step 2 – Describe the information flow

Hints and tips to complete this section:
The collection, use and deletion of information should be described here.

It may be useful to use a flow diagram or another visual way or data map/flow/list to explain information flows. *If there will be any card payments taken as part of the processing, need to confirm if online and/or card machine and which "system" is used to process the payments taken*
• HM Land Registry. • Existing Council records. • Direct contact with affected leaseholders. • Professional property advisers and land referencing consultants. • Legal representatives acting on behalf of affected parties. Information will be stored within Council systems and shared only with officers and professional advisers involved in land assembly, negotiations and any future CPO process. Information will be retained in accordance with Council retention schedules and securely deleted when no longer required.

Provide details of personal, special category and criminal offence data being processed by checking all options that apply. Add any additional items and their description, in the 'other' option.			
Personal data			
Name	☒	NHS Number	☐
Address	☒	NI Number	☐
Post Code	☒	IP Address	☐

Date of Birth/Age/Age group	☐	Photograph	☐
Telephone Number(s)	☒	Email Address	☒
Other: Please describe	☒	Land ownership details, Leasehold interest details, Compensation negotiation records, Property title information, Correspondence records	
Special Category Data			
Religion	☐	Ethnicity	☐
Health Information	☐	Trade Union Membership	☐
Political Opinions	☐	Sexual Orientation	☐
Biometric Data	☐	Other: Please describe e.g. Carer	☐
Criminal offence and/or history data			
Please describe:			☐

Provide details of data subjects - checking all that apply. Add any additional items in the 'other' option.			
Residents	☒	Customers/Clients/Citizens	☒
Children/young people	☐	Vulnerable people/groups	☐
Staff/employees/agency staff	☐	Volunteers	☐
Other: Please describe	☒	Leaseholders, Property Owners, Land interest holders, Occupiers where relevant	

Step 3a – Identifying risks & solutions

The following questions will highlight any risks associated with the principles of the UK General Data Protection Legislation (UK GDPR) and Data Protection Act 2018 (DPA) and other privacy legislation

Where a risk is identified, it should be carried forward to the table in Step 3b below, where mitigation and evaluation should be recorded. Suggestions/hints/tips are shown in italics		
Data protection/ privacy Issue	Response	Risk (Yes/No)
/IAA?	Head of Housing Delivery and relevant Housing Delivery officer	No
How many individuals affected?	Small number of leaseholders and land interest holders	No
Nature of relationship	Statutory land assembly and property negotiations	No
How is information collected?	Land Registry, Council records and direct engagement	No
Who has access?	Housing Delivery, Legal Services and appointed consultants	No
Is any information shared within CYC?	Yes, where necessary to progress the project	No
Is any information shared externally with other organisations?	Potentially with appointed land referencing consultants, valuers and legal advisers under contract	No
What is the lawful basis for processing personal data?	Article 6	No

	(c) Legal obligation: the processing is necessary for you to comply with the law (not including contractual obligations). (e) Public task: the processing is necessary for you to perform a task in the public interest or for your official functions, and the task or function has a clear basis in law.	
What is the lawful basis for processing special categories of personal data	Article 9 (g) Reasons of substantial public interest (with a basis in law)	No
What is the lawful basis for processing criminal conviction or offences including past criminal convictions or offences	Article 10	No
Will information be processed in a way that goes beyond an individual's reasonable expectations?	No. Individuals would reasonably expect the Council to process ownership and contact details in connection with land acquisition and statutory processes.	No
Do we have any previous experience of this type of processing?	Yes. The Council has previous experience of land acquisition, regeneration schemes and associated property negotiations.	No

How will you tell the individuals about the use of their information?	This will be included in the PN	No
Does the privacy notice cover the processing activities, or does it need amending?	The Council's existing privacy notices relating to property and land management functions are likely to cover much of the proposed processing. A review will be undertaken before commencement of formal land referencing activity to ensure processing associated with any future compulsory purchase process is adequately covered	Low
If you are relying on consent to process personal information, how will this be collected and what will you do if it is not given or withdrawn?	The processing is not reliant upon consent. Processing is undertaken under the Council's statutory functions and legal obligations. Consent is therefore not the lawful basis being relied upon.	No
Purpose Limitation		
Have you identified all the purposes at Step 1 for which you will use information?	Yes. The purposes include land referencing, ownership verification, engagement with affected parties, acquisition negotiations, compensation assessment, preparation of statutory documentation and compliance with compulsory purchase legislation.	No
Does the processing achieve your purpose(s)?	Yes. The processing is necessary to identify land interests, communicate with affected parties and ensure compliance with legal requirements relating to potential compulsory purchase activity.	No

Is there another way to achieve the same outcome?	No practical alternative exists. Identification of legal interests and communication with affected parties is a legal requirement and essential precursor to any potential compulsory purchase process.	No
How will you ensure data minimisation i.e. only collecting/processing the minimum amount for the purpose(s)?	Only information required to identify legal interests, communicate with affected parties and satisfy legal or statutory requirements will be collected and retained. Unnecessary personal information will not be requested or stored.	No
How will you ensure there is no “function” or processing creep?	Information will only be used for purposes directly connected to land assembly, negotiations, compensation matters and statutory processes associated with the Willow House development. Any proposed secondary use would require separate assessment and governance approval.	No
Can you ensure that the data collected is good enough for the intended purpose?	Yes. Information requirements are well established through statutory land acquisition and property practices. Collection will be limited to information required to identify affected parties and administer the process.	No
Is there any information that could be removed or anonymised without compromising the purpose(s) set out at Step 1?	Some reporting and monitoring information may be anonymised where personal identification is not required. However, ownership and contact details cannot be	No

	anonymised during active negotiations and statutory processes because the identity of parties must be known.	
Accuracy		
Can the information be amended and/or deleted if required?	Yes. Information can be updated, corrected or deleted in accordance with Council procedures, legal requirements and data subject rights where applicable.	No
How will you ensure information used will be accurate and up to date?	Information will be verified through Land Registry records, legal documentation, direct correspondence and periodic review during negotiations. Updates received from individuals or their professional representatives will be incorporated as necessary.	Low
Have you established retention periods for the information?	Yes. Information will be retained in accordance with the Council's records management and retention schedules applicable to land acquisition, legal and property records.	No
Does the new processing/system allow you to delete information in line with the retention periods?	Yes. Information held within Council systems can be managed and deleted in line with agreed retention schedules.	No
If there is a business need to retain information beyond the retention period, e.g. historical	Not anticipated. Where legal or audit requirements necessitate extended retention, records management procedures will be followed and anonymisation considered where appropriate.	No

trend analysis, can the data be anonymised at this point?		
Have you checked if there is there a legal or other requirement to transfer the data at the end of the retention period for permanent preservation e.g. City or National Archives? If there is, how will this be done?	Not anticipated	Low
How will it be destroyed/deleted or transferred?	Information will be securely deleted from electronic systems and confidentially destroyed where held in paper format, in accordance with Council records management procedures.	No
Security		
If required, has the information security technical checks/questions been completed and approved by ICT/ICT security? OR has it identified any risks?	No new systems to be procured as part of this proposal.	No
Where will the information be stored?	Information will be stored within secure Council electronic document management systems, restricted-access project folders and approved corporate systems. Any external providers will be required to maintain equivalent security standards.	Low

Does the new or current system/ procedure/processing provide adequate protection against security risks?	Yes. Existing Council ICT controls, access restrictions, encryption, authentication measures and information governance procedures provide appropriate protection for the nature and scale of processing proposed.	Low
What is the current state of technology in this area and/or are there any relevant advances in technology or security?	The proposed processing utilises established property, legal and records management systems already used by the Council. Personal data will be stored within secure Council systems with role-based access controls, multifactor authentication and cyber security protections. No novel technology, AI solutions or automated decision-making tools are proposed. Current security arrangements are considered proportionate to the scale and sensitivity of the processing activity.	No
What training and guidance is or will be given to staff?	All CYC staff are required to complete regular mandatory DP and information security training – MyLo All CYC staff with access to NHS system are required to complete NHS eLearning dp/ig training	No
What data protection training has been undertaken by staff?		No
If a third party is being used, what is the data protection relationship e.g. independent controllers, joint controllers, controller / processor, or processor/controller?	N/A	

If a third party is being used, is there a contract in place with the appropriate UK GDPR/DPA 2018 clauses and schedule if needed?	N/A	
If a third party is being used, how have you checked that their processes are UK GDPR/DPA 2018 compliant?	N/A	
Is the third party signed up to any approved code of conduct or certification scheme e.g.,	N/A	
International Transfers		
Will you transfer information outside of the EEA?	No	No
If transferring data outside of the EEA, does the country/ organisation demonstrate an adequate level of data protection?	N/A	
If transferring information outside of the EEA, how will you ensure that the information is transferred securely?	N/A	
Will you be using 'Cloud Based' systems to store or transfer information? If so, where is the	Information will primarily be stored within existing Council-approved systems and secure corporate storage environments. Any cloud-based services used by the	No

geographical location of the server and does the system demonstrate and adequate level of data protection?	Council are managed in accordance with corporate ICT and information governance requirements. No additional cloud platform is proposed as part of this project.	
Rights of the Data Subject		
How will you manage rights of individuals requests e.g. Subject Access Requests (SARs), request to rectify data, request to be forgotten, objection to processing, restriction?	In accordance with CYC policies and procedures	No
Does the system involve automated decision making? If so, do you have a process in place to facilitate human intervention?	No	No
Accountability		
As a result of this new or change to processing, do you need to update entries in the Information Asset Register (IAR)/ROPA etc?	A review will be undertaken to confirm whether the processing activity is already captured within existing property and regeneration information assets. Updates to be made if required.	Low
As a result of this new or change to processing, do you need to update any Policies or Procedures?	None anticipated. Existing information governance, records management and property acquisition procedures are expected to provide an appropriate framework for the processing activity.	No

As a result of this new or change to processing, do you need to consider any Codes of Practice, regulatory guidance etc?	Yes. The processing should continue to comply with: • UK GDPR. • Data Protection Act 2018. • Information Commissioner's Office guidance. • Council Information Governance policies. • MHCLG guidance relating to compulsory purchase procedures. • Relevant records management and retention requirements.	No

Step 3b – Identifying risks & solutions

What are the risks and mitigations about data processing? Required information: privacy risks identified, mitigation/solution, evaluation (i.e. is the risk eliminated/reduced/accepted). Treat this in the same way as defining project risks but look at it from a customer and data point of view. It is good practice to include the risks identified here in the project or service area risk register so that they are monitored throughout the lifecycle of the project and/or service provision. Transfer any risks identified in Step 3a above into the below table, i.e. all those where Risk is Yes.		
Risk	Mitigation / Solution(s)	Evaluation *Is the risk eliminated, reduced, or accepted?*
Personal/special categories data/criminal offence data transfer • *More than is necessary* • *Not accurate / up to date* • *Not by secure methods*	• Information collected will be limited to that required for land referencing, negotiation and statutory purposes. • Quality assurance checks will be undertaken before information is shared. • Secure Council email systems, approved file transfer methods and restricted-access folders will be used.	Reduced and accepted

	• Land Registry and legal title information will be verified before use.	
Individuals/data subjects are not informed or can access their rights	• Privacy notices will be reviewed and updated where necessary. • Individuals will receive information through project correspondence and statutory notices. • Existing Council Subject Access Request and Information Rights processes will apply.	Reduced and accepted
Data breaches: Personal information may be exposed, leading to identity theft or fraud, financial fraud, physical harm, or other forms of malicious use e.g.	The risk is low. The following will be implemented: • Existing Council cyber security controls. • Role-based access permissions. • Secure storage arrangements. • Staff data protection training ongoing. • Information governance oversight. • Data sharing limited to those with a legitimate business need.	Reduced and accepted
Breach notification obligations to ICO/NHS etc: If a data breach occurs due to insufficient security, the organisation may fail to meet its	• Utilising CYC ICT, information governance team oversight, policies and procedures • Established ICO reporting and escalation processes.	Reduced and accepted

obligation to promptly notify affected individuals and relevant authorities.		
Information could be accessed or shared without individuals' consent, violating their right to privacy.	• CYC ICT, HR, information governance policies and procedures • Use of passwords and logins to system(s) • Carry out staff training	Reduced and accepted
Non-compliance with data protection and privacy legislation/regulations resulting in regulator action/sanctions including potential fines and legal action.	• Completion of DPIA • DSA where needed • Privacy notices to be drafted/ reviewed • Compliance monitoring e.g. through internal audits etc	Reduced and accepted
Improper system /records access	CYC organisational and technical measures such as • User designation and password approval, • user permissions limited based on access requirements for role • password protection	Reduced and accepted
Unlocked device with unauthorised access to system	CYC organisational and technical measures such as • Standard work policy to lock device when leaving desk. • Autolock • Rolling password changes	Reduced and accepted
Privacy notice does not reflect processing activity	Privacy notice will be drafted or reviewed, then approved and published	Reduced and accepted

Retention periods are not adhered to	• Apply Council retention schedules. • Periodic records review. • Secure deletion and disposal procedures.	Reduced and accepted
IAR/ROPA is not up to date	IAR/ROPA will be updated to include all new and updated assets and new processing activities	Reduced and accepted
Policies and procedures do not reflect new project/new or change to processing	• Review existing procedures. • Seek Information Governance advice where necessary.	Reduced and accepted
Regulatory investigations from concerns/complaints being raised to them and/or through their monitoring of all data controllers e.g. audit, inspect or investigate the council's DP/IG and ICT security practices, resulting in reputational damage and possible penalties for non-compliance.	• CYC ICT, information governance policies and procedures • Compliance with UK GDPR and Data Protection Act 2018. • Adherance to Council information governance procedures. • DPIA review and governance oversight.	Reduced and accepted
Financial loss from breaches and subsequent legal action and/or insurance claims from individuals could result in financial losses, including legal fees, fines, and compensation to affected individuals	• CYC ICT, information governance policies and procedures • Existing ICT security controls. • Information governance compliance.	Reduced and accepted
inability to access services or opportunities	• Accessible communication methods.	Reduced and accepted

	• Direct engagement with affected parties. • Reasonable adjustments considered where required.	
loss of control over the use of information;	• Restricted access permissions. • Secure storage. • Controlled information sharing. • Governance oversight.	Reduced and accepted
discrimination	• Equality Impact Assessment completed. • Individual circumstances considered. • Consistent application of statutory processes. • Reasonable adjustments where required.	Reduced and accepted
re-identification of pseudonymised data	Not considered a significant risk as pseudonymisation is not expected to be used within the process. Where reporting information is anonymised, disclosure controls will be applied.	Risk is low and accepted
loss of confidentiality	3) Confidential handling procedures. • Access restrictions.	Reduced and accepted

	• Professional confidentiality obligations. • Secure file sharing methods.	
any other significant economic or social disadvantage	• Continued negotiation and engagement with affected leaseholders. • Fair compensation in accordance with statutory requirements. • Access to professional advice through the statutory process. • Consideration of individual circumstances where relevant.	Reduced and accepted

Some other examples of actions that can reduce risks are

- taking additional technological security measures; or using a different technology; training staff to ensure risks are anticipated and managed.
- anonymising or pseudonymising data where possible.
- writing internal guidance or processes to avoid risks.
- putting clear data-sharing agreements into place with all partners.
- offering individuals the chance to opt out where appropriate; or
- implementing new systems to help individuals to exercise their rights

Step 5 – Record of outcomes and sign off

Please complete the sign off section below and email a copy of the full document to information.governance@york.gov.uk
Where it is identified that the processing is likely to result in a high risk to individuals, approval will need to be gained from the Senior Information Risk Owner and/or Chief Operating Officer and/or the Information Commissioner's Office. Please see Do we need to consult the ICO? | ICO

	Yes/No	Date	Name	Position
Confirm ongoing or outstanding actions will be integrated to the project or service plan with date and name and position of who responsible	*Yes*	*30 July 2026*	*Lisa Otter*	*Housing Delivery Manager*
Residual risks approved:	Yes	*30 July 2026*	*Lisa Otter*	*Housing Delivery Manager*
DPO/Information Governance advice provided:				
Summary of DPO/ Information Governance advice:				
DPO/Information Governance advice accepted.				
If not accepted, please explain the reasons:				

Project/Process Sponsor	
Name	Garry Taylor
Job Title	Director of City Development
Signature	
Date	

Information Asset Owner	
Name	
Job Title	
Signature	
Date	

Data protection/information governance	
Name	
Job Title	
Signature	
Date	

Annex C: CPO Boundary Plan



0 1:500 25m

- Site Red Line Boundary
- Existing Trees - to remove
- Existing Trees - to retain
- Root Protection Area

Change ID	Change Name	Comment

Revision	Issued	Issue Title
01	05/09/2025	Stage 3

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HEALTH, SAFETY AND ENVIRONMENTAL INFORMATION BOX

Notes: This drawing is to be read in conjunction with the risk register produced for inclusion in the health and safety plan. The hazard notes are in addition to normal hazards and risks faced by a competent contractor when dealing with the type of works detailed on the drawing.

NOT FOR CONSTRUCTION
DO NOT SCALE FROM THIS DRAWING

All measurements given are indicative, on site dimensions must be determined prior to the purchaser manufacture of any components. All discrepancies between indicative dimensions given and those measured on site to be brought to architect's attention.

DRAWING TITLE:

Existing Site Plan

PROJECT:
Willow House

CLIENT:
HDP - City of York Council

DATE:
18/12/2025

DRAWING STATUS:
Stage 3

SCALE:
1:500 @ A3

Project: 336

Drawing No.: (EX) 002

Revision: 01

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