

Notice of a public meeting of

Executive

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

Date: Tuesday, 6 October 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 Tuesday, 13 October 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
<i>Disclosable Pecuniary Interests</i>	<i>Disclose the interest, not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>
<i>Other Registrable Interests (Directly Related)</i> OR <i>Non-Registrable Interests (Directly Related)</i>	<i>Disclose the interest; speak on the item <u>only if</u> the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>
<i>Other Registrable Interests (Affects)</i> OR <i>Non-Registrable Interests (Affects)</i>	<i>Disclose the interest; remain in the meeting, participate and vote <u>unless</u> the matter affects the financial interest or well-being: (a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and (b) a reasonable member of the public knowing all the facts would believe that it would affect your view of</i>

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

3. Public Participation

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

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

The deadline for registering at this meeting is **5.00pm on Friday, 2 October 2026.**

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

Webcasting of Public Meetings

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

4. Exclusion of Press and Public

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

Annexes A and D to agenda item 12 on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information) and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

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

5. Minutes (Pages 7 - 20)

To approve and sign the minutes of the Executive meeting held on 9 September 2026.

6. Forward Plan (Pages 21 - 24)

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

7. Adult Social Care Strategy Delivery Plan and Improvement Programme (Pages 25 - 62)

To receive a report from the Corporate Director of Adult Social Care and Integration seeking endorsement of the approach to delivering the Adult Social Care Strategy through the Adult Social Care Improvement Programme, including the developing delivery arrangements.

8. Parks Investment Fund - progress report (Pages 63 - 90)

To receive a report from the Director of Environmental and Regulatory Services presenting an update on a major investment programme into the Council's parks, play areas and green spaces.

- 9. Lord Mayoralty Points Allocation** (Pages 91 - 94)
To receive a report from the Director of Governance which invites Executive to consider the points allocations for the Lord Mayoralty for the forthcoming municipal year, 2027/28.

- 10. York Central Mayoral Development Zone** (Pages 95 - 146)

To receive a report from the Director of City Development which presents proposals from the York and North Yorkshire Combined Authority (the “CA”) for the establishment of a Mayoral Development Zone (“MDZ”) on the York Central site; one of three proposed in the region.

- 11. Minerals and Waste Planning and the Local Plan** (Pages 147 - 198)

To receive a report from the Director of City Development which presents an update on recent developments concerning the future review of the Joint Minerals and Waste Plan (JMWP) and the implications for the preparation of the emerging York Local Plan 2045, as agreed in April 2026.

- 12. York Central Land Disposal** (Pages 199 - 328)

To receive a report from the Director of City Development which seeks Executive approval to dispose of the Council’s freehold interests in land at Fermetol Trading Estate, York (the Fermetol Property) to York Central Ltd (YCL), and in land at Upper Saint Paul’s Terrace (The Upper St Paul’s Property) to Network Rail, both subject to contract, external valuation, legal due diligence and satisfaction of conditions precedent.

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

Contact details are set out above.

Alternative formats

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我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

City of York Council

Committee Minutes

Meeting	Executive
Date	9 September 2026
Present	Councillors Douglas (Chair), Kilbane, Kent, Lomas, Ravilious, Steels-Walshaw, Webb (Vice-Chair) and Merrett
In Attendance	Councillor Ayre, Opposition Group Leader
Officers in Attendance	Richard Webb, Chief Executive Bryn Roberts, Monitoring Officer Debbie Mitchell, Director of Finance Dave Atkinson, Director of Environmental and Regulatory Services Garry Taylor, Director of City Development Ewa Zielinska, Environmental Services Officer Helene Vergareau, Head of Highway Management Ian Hoults, Head of Environmental Services Zoe Dunn, Head of Housing Delivery Guy Close, Democratic Services Manager Reece Willians, Democratic Services Officer

22. Apologies for Absence (4:30pm)

It was noted that Councillor Perrett was represented at the meeting by Councillor Merrett, in their roles as joint Executive Members for Housing, Planning and Safer Communities.

Apologies for lateness were received from Councillors Lomas and Webb.

23. Declarations of Interest (4:34pm)

Councillor Kilbane declared a pecuniary interest in relation to agenda item 10, Review of CYC community car park and on-street parking charges in response to petitions. Having sought advice from the Monitoring Officer he left the meeting during consideration of this item and not take part in the vote.

24. Public Participation (4:34pm)

It was reported that there had been four registrations to speak at the meeting under the Council's Public Participation Scheme, although only three were in attendance. Two written representations had also been received, and these had been published on the Council's website.

Johnny Hayes spoke on agenda item 10, 'Review of CYC community car park and on-street parking charges in response to petitions' and stated that shoppers should have clear rights to challenge and review charges and highlighted that guidance supported residents' abilities to challenge over-zealous projects in the local area. He stated that the parking policies were inflated in cost and in scope and the increase of up to 500% in some locations was not best practice and was a failure of professional judgement. Johnny supported the direction offered to Executive but urged Members to take further action. He added that although it was possible that changes in people's behaviour would result in an increase in revenue, the proposal at face value would see a decrease in revenue.

Ruth Phillips spoke on agenda item 10, 'Review of CYC community car park and on-street parking charges in response to petitions' and stated that the petition campaign began after significant changes were made to parking costs. Ruth supported the ambition to reduce congestion and promote sustainable travel but urged members not to usher in changes too quickly and emphasised the need for proper implementation. It was suggested that higher parking charges had not delivered the change expected and that some people had stopped coming into York altogether and businesses had lost out on income. In relation to the Minster Badge, it was stated that only 4.5% of residents had a badge and this represented a small number of residents. Ruth emphasised the need for proportionate adjustments which could then be reviewed as part of a wider policy review. That there was a need for sustainability and lower congestion but only in a way that supported people and businesses.

Andrew Lawson spoke on agenda item 10, 'Review of CYC community car park and on-street parking charges in response to petitions' and stated that following concerns about increased charges, businesses had reported fewer residents coming into the city, leading to an unsustainable city centre. He stated that

the report focussed on a handful of city car parks, and that many people who could not request a Minster Badge were not represented. Andrew emphasised that businesses needed a clear direction in terms of next steps and that change needed to be properly communicated, phased in and evidence led. That there was a need to confirm a timetable for businesses to get involved with the consultation.

The Leader of the Council requested that Officers provided a written response to comments raised by Andrew Lowson.

(Councillor Lomas joined the meeting at 4.42pm during the consideration of this item.)

25. Minutes (4:46pm)

Resolved: That the minutes of the Executive meeting held on 7 July 2026 be approved and signed as a correct record.

26. Forward Plan (4:46pm)

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.

27. Quarter 1 2026/27 Finance and Performance Monitor (4:46pm)

The Director of Finance presented a report which outlined the projected financial position and the latest performance information for the period covering 1 April 2026 to 30 June 2026.

The following annex was attached to the report:

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

The Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion highlighted how CYC was working with Explore York to develop opportunities and ensure closer working in neighbourhoods. Reference was made to issues associated with the Fair Funding Formula and higher rates of inflation for day-to-day services leading to an increase in operational costs.

The Leader of the Council reported that she had been in contact with Central Government to discuss ways to address key funding issues.

Resolved:

That Executive:

- i. Noted the finance and performance information.
- ii. Noted that work would continue in identifying the savings needed to fully mitigate the forecast overspend.
- iii. Accepted that the budgeted savings relating to the Explore contract would not be progressed and that the undelivered savings (£600k) would need to be added into growth as part of 2027/28 budget process.
- iv. Noted the funding awards provided to the council detailed in the report.

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

28. Capital Programme - Monitor 1 2026/27 (4:46pm)

The Director of Finance presented a report which outlined 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.

The following annex was attached to the report:

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

Resolved:

That Executive:

- i) In relation to the overall programme:
 - Recommended to Council the adjustments resulting in a reduction in the 2026/27 budget of £5.008k as detailed in the report.
 - Noted the 2026/27 revised budget of £107.982m as set out in paragraph 9 and Table 2.

- Noted 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.

ii) In relation to the investment at Burnholme:

- Noted 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
- Agreed to adding the scheme to the capital programme with £150k CYC contribution from s106 / leisure sinking fund
- Approved the Council to enter into the framework partner agreements, construction contract and other contract documents required to deliver the contract.
- Accepted 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.

29. Treasury Management 2026/27 Quarter 1 report and review of Prudential Indicators (4:46pm)

The Director of Finance presented a report which provided an update on treasury management activity and prudential indicators for the first quarter of the 2026/27 financial year.

The following annex was attached to the report:

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

Resolved:

That Executive:

- i. Noted the 2026/27 Treasury Management activity up to the first quarter date ending 30 June 2026.

- ii. Noted 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.

30. **Recycling Review (5:07pm)**

The Director of Environmental and Regulatory Services, Head of Environmental Services, and Environmental Services Officer, presented a report which outlined proposals to further improve overall recycling waste collection rates and separation by supporting residents to recycle as much as possible from home, including a move from boxes to fixed lid wheelie bins.

The following annexes were attached to the report:

- 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.

In response to a query, the Head of Environmental Services reported that the Waste Optimisation Project was a separate piece of work to the Recycling Review. It was noted that the Review provided Executive with an opportunity to improve residents' recycling experience. That work was ongoing to strike a balance between waste capacity and residents' preferences.

The Executive Member for Environment and Climate Emergency highlighted that it was not possible to provide a bespoke service for all residents, and that Executive had listened to feedback arising from the consultation exercise. It was acknowledged that there had been a delay in the £260k savings that had been sought and that this was to be achieved as part of the waste optimisation project. Operating collections on the most efficient routes at the most efficient speeds was a

priority and wheeled bins resulted in increased efficiency over boxes.

Resolved:

That Executive:

- i) Recommended Council to approve 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) Approved 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 could 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) Delegated 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) Approved 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 would be based on exceptional circumstances and the resident's ability 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.

(Councillor Webb joined the meeting at 5.20pm during the consideration of this item.)

31. Review of CYC community car park and on-street parking charges in response to petitions (5:25pm)

The Director of Environmental and Regulatory Services, and Head of Highway Management, presented a report which outlined 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, including feedback provided from the Place Scrutiny Committee.

The following annexes were attached to the report:

- 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

The Executive Member for Transport thanked those involved with the consultation and stated that York has seen a decrease in spending since 2024 whilst highlighting that factors other than parking charges played a role in this. It was reported that York had seen positive changes in travel habits and that an increase in bus passengers had led to an increase in services provided by operators. Parking revenue had enabled CYC to increase

investment into sustainable travel. In response to the Groves petition, the Executive Member spoke of unfair Traffic Regulation Orders (TROs) and noted that these had been reviewed as part of ongoing work on a future parking strategy.

The Executive Member undertook to respond to outstanding issues identified in petitions. In response to comments raised during public participation it was reported that there was no evidence that there had been an increase in nitrous oxide pollution. That the increase in parking charges did not correlate directly to a drop in footfall, as there had also been an increase in bus travel, walking, and cycling, as well as some people parking elsewhere and still coming into York.

Resolved:

That Executive:

- i. Noted the continued focus on LTS objectives to encourage a shift away from the private car and reduce mileage driven in the city by improving alternative 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.
- ii. Approved the following changes to parking charges:
 - Changes to the Minster Badge, from the current charge of £45 for two years, to an annual charge of £15.
 - Increased discount for Minster Badge holders parking in community parking areas (as listed below) from the current 30% discount to 50% discount.
- iii. Noted the commitment to develop a parking strategy as set out in the LTS and its Implementation Plan. This would be done as part of the wider work on the Movement and Place Plan, (also including a kerbside strategy). The parking strategy would consider how parking should be managed near places of worship as well as other important destinations.
- iv. Approved the introduction of an informal consultation stage before a decision be 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).
- v. Supported 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.

32. Anti-Terrorism Traffic Regulation Order (ATTRO) - statutory consultation response (5:40pm)

The Director of Environmental and Regulatory Services, the Director of City Development, and the Head of Highway Management, presented the report which provided a review of representations received during the statutory consultation process for the proposed introduction of a permanent Anti-Terrorism Traffic Regulation Order (ATTRO) for York city centre.

The following annexes were attached to the report:

- 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

The Executive Member for Transport reported that the proposals did not equal a change to residents' safety but instead changed how ATTROs would be implemented. It was advised that permanent ATTROs sat dormant for most of the time until the Police identified a risk. CYC was undertaking work with North Yorkshire Police to identify the restrictions that were needed at each point the ATTRO became active, and would provide more evidence-based responses to restrictions.

Resolved:

That Executive:

- i. Considered the representations received during the statutory consultation;

- ii. Approved the making of the permanent ATTRO (as per the draft order provided in Annex C).
- iii. Delegated the decision to activate the permanent ATTRO on the receipt of a Police recommendation to do so to the Chief Executive of the Council.
- iv. Approved 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.

Reason: 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.

33. Preparation for Potential Use of Compulsory Purchase Powers at Willow House to Support the Delivery of Affordable Housing (5:49pm)

The Director of City Development, and the Head of Housing Delivery, presented a report which sought 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 following annexes were attached to the report:

- Annex A: Equalities Impact Assessment
- Annex B: Willow House Boundary Plan

The Director of City Development reported that there was an expectation to acquire the premises through negotiation and that legislation supported this provisional course of action as an emergency measure in case negotiation was not possible. He outlined that no scoping or costs had been brought to Executive as the final costs would be brought back at a later point if required.

The Executive Member for Housing, Planning and Safer Communities acknowledged that this was an important step in getting the acquisition completed and noted that it would

support a significant number of people to be rehoused if progress was made.

Resolved:

That Executive:

- i. Noted 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.
- ii. Approved 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.
- iii. Noted that authority to make a Compulsory Purchase Order would only be requested following a further detailed report and a Statement of Reasons being brought back to the Executive, and that a future report would request authority to make a CPO only where voluntary acquisition has not been achievable and where the statutory tests are met.
- iv. Noted, 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.
- v. Delegated 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.
- vi. Delegated 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:

- i. 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.
- ii. 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.
- iii. 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.
- iv. 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.
- v. 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.

Councillor Douglas, Chair

(The meeting started at 4:30pm and finished 5:58pm).

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Table 1: 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)

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 1 December 2026

Title and Description	Author	Portfolio Holder
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

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Meeting:	Executive
Meeting date:	6 October 2026
Report of:	Sara Storey, Corporate Director of Adult Social Care and Integration
Portfolio of:	Councillor Steels-Walshaw, Executive Member for Health Wellbeing and Adult Social Care

Adult Social Care Strategy Delivery Plan and Improvement Programme

Subject of Report

1. To seek Executive endorsement of the approach to delivering the Adult Social Care Strategy through the Adult Social Care Improvement Programme, including the developing delivery arrangements.
2. Executive is asked to endorse the proposed approach and provide any further steer ahead of the next stage of development and onward governance.

Benefits and Challenges

3. Adult Social Care continues to operate in a challenging environment, with increasing demand, growing complexity of need and significant financial pressure. At the same time, the service is responding to the findings of the Care Quality Commission assessment and progressing the improvements required to strengthen the quality, consistency and effectiveness of services.
4. The service must therefore maintain safe and effective day-to-day delivery, whilst also progressing improvement activity and delivering the financial savings required by the Council. Managing these priorities together places considerable pressure on leadership, workforce capacity and frontline services.
5. Adult Social Care Improvement Programme provides the framework for bringing this work together. It is structured into six

workstreams: Early Intervention and Prevention, Practice Improvement, Market Intervention, Supported Housing, Leadership Workforce and Culture; and Financial Sustainability.

6. The programme is intended to strengthen delivery, provide clearer ownership and oversight, and ensure improvement activity supports better outcomes for people, greater independence, improved quality and longer-term financial sustainability. The principal benefit is a single, coordinated framework linking strategic priorities, service improvement, capacity and investment, and financial delivery.
7. The Adult Social Care Delivery Plan will cover the period 2026-2028, reflecting the anticipated two-year Improvement Programme, and will continue to be regularly reviewed as the Improvement Programme is further developed. It brings together the Adult Social Care Strategy, the Care Quality Commission assessment and the Improvement Advisor, the priorities identified through the Improvement Board, and the Adult Social Care savings plans.
8. The supporting resource plan will also continue to be developed alongside this work to provide greater clarity on capacity required to deliver the programme and the outcomes expected from that investment.
9. The approach is intended to bring greater clarity and alignment across Adult Social Care Strategy, improvement activity, financial sustainability, and resources required to deliver change, while maintaining safe and effective day-to-day services.

Policy Basis for Decision

10. The Adult Social Care Strategy supports the priorities and core commitments set out in the City of York Council Plan. It contributes to:
 - a. **Health and Wellbeing** – supporting people to remain independent, preventing or delaying the need for care and reducing health inequalities.
 - b. **Equalities and Human Rights** – promoting choice, dignity, independence and person-centred support.
 - c. **Affordability** – making best use of available resources, improving value for money and supporting financial sustainability.

d. **Climate and Environment** – supporting more sustainable, community-based models of care and reducing reliance on avoidable institutional or out-of-area provision.

11. The Adult Social Care Improvement Programme provides the framework through which these strategic priorities are being translated into delivery across the six improvement workstreams.

Financial Strategy Implications

12. Adult Social Care continues to operate within significant financial pressure, with increasing demand and complexity of need alongside workforce and commissioned care pressures. Financial sustainability is therefore integral to the delivery of the Adult Social Care Strategy and Improvement Programme.
13. The five service improvement workstreams will deliver the operational and service changes required to improve outcomes for people and support greater independence, quality and sustainability. The Adult Social Care savings delivery plans are aligned to these workstreams and the improvement activity being delivered through them.
14. The Adult Social Care savings delivery plans are, in the main, based on improving outcomes and the way services are delivered, with financial savings resulting from improved practice, prevention and early intervention, greater independence, better use of existing capacity and reduced reliance on higher-cost provision.
15. Financial Sustainability operates as a sixth, cross cutting workstream. Its role is to strengthen understanding of demand and cost drivers, benchmarking, financial modelling and forecasting, benefits tracking, financial controls and assurance of financial delivery across the programme.
16. The financial controls currently in place include delegated approval of care packages within Mosaic; a twice-weekly multidisciplinary assurance forum for all new packages and increases to existing packages; pre-assurance checklists; monthly finance reporting identifying changes in expenditure and required mitigating action; and controls over invoice payments. Financial performance and recovery actions are reviewed regularly through senior management arrangements, with regular reporting to the Executive Member.

17. Further controls are being implemented to strengthen grip, challenge and ensure value for money. These include strengthened commissioning and finance input into care package decisions; Assistant Director level sign off for all new short-term placements; Commissioning Lead approval of requests for care; use of the CareCubed tool to support provider negotiations; review of Mosaic approval and delegation levels; enhanced finance training; and targeted action on significant cost drivers, including discharge pathways and agency expenditure. The effectiveness of these arrangements will be monitored through regular reporting on expenditure, care package activity, forecast variances, savings delivery and agreed recovery actions.
18. Investment has also been identified to provide additional capacity required to deliver the Adult Social Care Improvement Programme. The Resource Plan aligns this capacity to the improvement workstreams, the activity to be delivered and the outcomes expected from the investment. Some investment also directly supports delivery of the Adult Social Care savings plans. The additional investment is funded from Adult Social Care growth. The plan is being further developed to provide clearer tracking of recruitment and implementation, the expected outcomes and financial benefits, and the timescales over which financial benefits will be realised.

Resource Plan cost by workstream

	Forecast 26/27	27/28	28/29	29/30
Early Intervention & Prevention	86	383	395	404
Practice Improvement	1,712	698	229	173
Market Intervention	89	-	-	-
Supported Housing	141	417	431	442
Leadership, Workforce & Culture	258	545	455	379
Cross Cutting	322	600	408	280
Total	2,709	2,643	1,917	1,678

19. Alongside the Resource Plan, the Adult Social Care savings delivery plans set out the service changes and financial benefits to be delivered through each improvement workstream.

20. The Council has already approved a number of Adult Social Care savings for 2026/27. These are set out below and form part of the Council's agreed financial plans.

2026/27 Identified budget savings

ASC ref	Project		Savings 26/27 (£k)
Total			400
ASC01	Transport Services	Review of transport provision to rationalise routes and commission services.	100
ASC02	Supported Employment	End of current supported employment contract with a service continuing through York and North Yorkshire Combined Authority funding.	94
ASC03	Out of Area Placements	Review out of area care placements and move individuals back to the York area where appropriate	206

21. In addition to the approved savings, several further savings opportunities have been identified. These are aligned to the improvement workstreams and are being developed through the Adult Social Care savings delivery plans. The current profile of these opportunities is set out below.

Priority	Projects delivering savings	2026/27	2027/28	2028/29	2029/30
Early Intervention and Prevention	Front Door Transformation & Demand Management	136	409	887	1,365
Practice Improvement	Residential & Nursing Care Optimisation, Health Funding & Income Maximisation, Direct Payment Assurance	1,092	1,659	1,884	1,884
Market Intervention	Maximising in-house resource & income by promoting technology,	82	210	210	210

Priority	Projects delivering savings	2026/27	2027/28	2028/29	2029/30
	opportunities for independence, & self-funders				
Supported Housing	Supported Independence & Placement Optimisation	355	509	-	-
Workforce leadership and culture	Workforce Sustainability & Agency Reduction	162	-	-	-
	Total	1,826	2,787	2,981	3,459

22. The savings opportunities and delivery plans will continue to be developed and validated through the relevant improvement workstreams, including confirmation of delivery activity, timescales, financial impact and benefits. Financial savings will only be reflected as deliverable savings where they are sufficiently evidenced, agreed and measurable.
23. The financial sustainability workstream will provide cross-programme oversight and assurance, including improved understanding of demand and cost drivers, benchmarking, financial modelling and forecasting, benefits tracking and strengthened financial controls.

Recommendation and Reasons

24. Executive is asked to:
25. Endorse the proposed approach to delivering the Adult Social Care Strategy through the Delivery Plan, Adult Social Care Improvement Programme and Adult Social Care savings delivery plans.
26. Note the development of the Resource Plan and strengthened financial controls supporting delivery.
27. Provide any further steer on the priorities, governance and monitoring arrangements.

28. **Reasons:** This approach will provide a single, coherent framework for translating the Adult Social Care Strategy into delivery, strengthening oversight of progress, outcomes, improvement activity and financial sustainability.

Background

29. The strategy, equality impact assessment and summary of consultation results for the Adult Social Care Strategy were presented to Scrutiny on 8 October 2025.
30. The purpose of the strategy is to provide a clear, coherent statement of vision, priorities, and planned activity for adult social care in York. The strategy is aligned with existing local plans and commitments while ensuring it is accessible, easy to understand, and consistent with the language and tone of other City of York strategic documents.
31. The strategy aims to create a strong foundation for future planning and delivery, supporting a shared understanding of direction and purpose across the system.
32. It is designed to:
- a. Reflect what matters most to people who draw on care and support, and those who support and work alongside them.
 - b. Ensure alignment with wider strategic documents, including the Council Plan, Health and Wellbeing Strategy, and Joint Strategic Needs Assessment.
 - c. Provide a focused, high-level framework to guide future decision-making, commissioning, and service development.
 - d. Clearly communicate the city's vision and priorities for adult social care.
33. The strategy outlines the Vision for adult social care, along with the commitments, approaches and priorities for 2025 – 2028.
34. The outputs from 2025/2026 are currently being drafted into the Local Account.

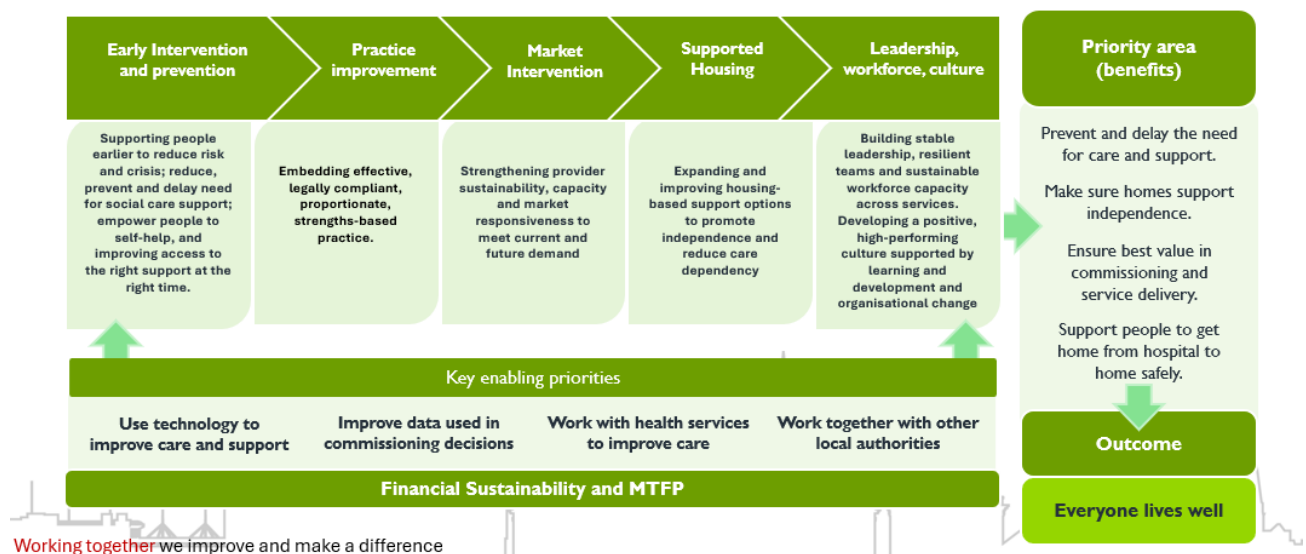
Delivery Plan

35. The overarching Adult Social Care Strategy Delivery Plan is set out at Annex A. Covering 2026-2028, it translates the Strategy into an integrated delivery framework bringing together improvement workstreams and financial sustainability, and key enabling priorities.
36. The Delivery Plan has been developed through the Adult Social Care Improvement Programme and endorsed by the Improvement Board, with input and challenge from the CQC Improvement Adviser, the Care and Health Improvement Advisor (CHIA) and the Department of Health and Social Care (DHSC). It will continue to be reviewed and assured by the Improvement Board as the programme develops.
37. High-level delivery plan:

Adult Social Care Strategy: Delivery



We want everyone to live well, with the right care and support when they need it. We believe people's strengths and in the power of communities. We will work in partnership with others to help stay independent, reduce unfair differences in health and wellbeing and make sure support is respectful, easy to access and right for each person. To understand how we will deliver this vision, our programme will be assessed against the below priorities:



38. The Delivery Plan will be supported by detailed workstream plans, setting out the key activity, milestones, measures, accountable leads aligned to the intended outcomes. These will bring together financial sustainability and the improvement activity and outcomes delivered through the Adult Social Care Improvement Programme and Adult Social savings delivery plans.

High-level summary of progress

39. The governance arrangements supporting the next phase of delivery will also be reviewed during September and October 2026. This will include the remit, membership and operation of the Adult Social Care Improvement Board; its relationship with individual workstreams; and the arrangements for reporting, escalation, challenge and decision-making.
40. **Leadership, workforce and culture:** Resource requirements and capacity gaps have been identified. Recruitment to key leadership and programme roles is progressing, alongside the Head of Service restructure and wider work to strengthen organisational capacity, accountability and culture. A Quality Assurance and Performance Forum has been established, with a performance framework, data cleansing and dashboards in development.
41. **Early Intervention and Prevention:** Early impact is being demonstrated through the Front Door redesign, including multidisciplinary working, improved advice and guidance, diversion from statutory services where appropriate, and better use of assistive technology.
42. **Neighbourhood working:** The dependencies between the Adult Social Care Improvement Programme and the Council's developing neighbourhood arrangements are being identified and built into the relevant workstreams. This is particularly important for Early Intervention and Prevention, access to community-based support and the development of more coordinated local responses.
43. **Practice Improvement:** Further improvements include Learning Disability and Autism transformation programme, preparation for Adulthood, implementation of the Carers Strategy, implementation of the Co-Production strategy and strengthened Direct Payments processes.
44. **Cross-directorate practice support:** Children's Services will support the Practice Improvement workstream through its Principal Social Worker, drawing on the learning and experience from the Children's Services improvement journey. This will provide additional professional challenge and support the development of quality assurance, practice standards and a stronger learning culture across Adult Social Care.

45. **Market Intervention:** Work is progressing to develop a more strategic and outcome-focused approach to commissioning. This includes development of the dementia model, implementation of the VSCE Commissioning principles, improvements to Live Well York and the development of a neighbourhood model. Together this work aims to make better use of community assets, strengthen preventative support and improve access to information, advice and community-based services.
46. **Cross-council working:** Engagement and joint working have increased across Public Health, Housing, Finance, Procurement, Transformation, Strategy and Policy, supporting a more coordinated response to the wider factors affecting adult social care outcomes and financial sustainability.

Consultation Analysis

47. Co-production, consultation and engagement with people who draw on care and support, unpaid carers and people with lived experience are being embedded within the delivery workstreams and will continue to inform the development and implementation of the activity.
48. Feedback from previous consideration by Corporate Management Team has informed the developing delivery arrangements. This included strengthening links with the Children's Services Principal Social Worker and Neighbourhoods, strengthening financial controls, and reviewing Improvement Board governance.
49. The report and developing Delivery Plan were considered by People Scrutiny on 8 September 2026. The discussion provided further scrutiny of the proposed approach and will continue to inform the detailed development of the workstream plans and success measures.

Options Analysis and Evidential Basis

50. Executive Board may endorse the proposed approach or endorse subject to requested amendments or additional development.

Organisational Impact and Implications

51. The organisational impact and impacts are as follows:

- **Financial**

The Delivery Plan provides the overarching framework for activity intended to improve outcomes and support financial sustainability. The investment required for additional resources is funded from Social Care Growth and agreed with Finance.

- **Human Resources (HR)**

The programme required additional workforce resources which are either recruited to or in progress.

- **Legal – n/a**

- **Procurement – n/a**

- **Health and Wellbeing**

Public Health supports the recommendations of the report. The approach and priorities explained within the Adult Social Care Strategy supports the York Health & Wellbeing Strategy 2022-2032 to make good health more equal across the city.

- **Environment and Climate – n/a**

- **Affordability**

The approach supports affordability.

- **Equalities and Human Rights**

The Equality Impact Assessment has been completed.

- **Data Protection and Privacy**

The relevant data protection requirements were completed for the consultation undertaken for the strategy development. Whilst processing of personal and/or special categories of personal data to compile the anonymised information in the report was undertaken, it is not likely to result in a high risk to the rights and freedoms of individuals and mitigations are in place to minimise these identified risks.

- **Communications**

We'll look at how best to use communications support to help the organisation deliver the strategy. Being able to articulate a clear vision and clearly defined priorities will directly benefit our work with partners and service users. Individual elements of the strategy may benefit from targeted support, in terms of people knowing about a particular element of the work or to encourage people to take a particular action.

- **Economy**

The strategy sets out a clear approach to Adult Social Care following significant engagement which is welcomed. An effective approach to Adult Social Care is a critical component of any thriving economy, including key relationships to a workforce health and underlying socio-economic stability. The strategy is welcomed in these respects.

Risks and Mitigations

52. The principal programme risks relate to capacity, pace of delivery and achievement of the planned financial benefits. These are being managed through prioritisation and sequencing, the Resource Plan, strengthened governance, and regular performance and financial reporting. Specific service risks and mitigating actions include:
- a. **Safeguarding Oversight:** All Care Quality Commission high-priority recommendations were immediately identified and prioritised. Clear oversight now in place, strengthened Front Door model, new screening and authorisation processes, and improved out-of-hours arrangements.
 - b. **Safeguarding practice strengthened:** triage moved to safeguarding team, new practice development lead in post, improved audit processes, and evidence that decision making is sound.
 - c. **Waiting list risk now understood and actively managed:** Live risk reporting, prioritisation, performance clinics, and procurement of external capacity to clear backlogs.

- d. **Hospital discharge safer and more coordinated:** Daily Multi-Disciplinary Team escalation meetings in place and shared discharge pathways.
- e. **Demand Management:** Strengthened front door in place to manage demand.
- f. **Market Capacity:** Market-shaping activity is underway to develop and expand local provision. This includes engagement with care providers and housing partners, alongside the development of a supported living workstream to increase capacity and improve choice for residents.

Wards Impacted

53. All wards

Contact details

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

Author

Name:	Gurdish Sandhu
Job Title:	Assistant Director Improvement (interim)
Service Area:	Adults Social Care and Integration
E-mail:	gurdish.sandhu@york.gov.uk
Report approved:	Yes
Date:	9 September 2026

Co-author

Name:	Sara Storey
Job Title:	Corporate Director – Adult Social Care and Integration
Service Area:	Adults Social Care and Integration
E-mail:	sara.storey@york.gov.uk
Report approved:	Yes
Date:	9 September 2026

Annexes:

Annex A: Adult Social Care Strategy

Annex B: Adult Social Care Strategy Delivery Plan (Draft)



City of York Council

Adult Social Care Strategy

2025 - 2028





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Strategy on a Page



Introduction

I am delighted to introduce the Adult Social Care Strategy for York. This sets out our ambitions and outlines the way in which we will deliver Adult Social Care services that make a real difference to people in York.

Adult Social Care is essential to the everyday lives, health, wellbeing and safety of thousands of people in our city. Whether it is by providing the best information and advice to help people stay safe and well, making sure people have the things they need to manage in their day-to-day lives, or by providing care through 24-hour support: what we do is essential, and we want and need it to be of the very highest quality.

We want people in York who have care and support needs and their carers to have the best possible quality of life, with the opportunity to make choices and do those things that are most important to them and make their lives worthwhile. We call this a “strength-based approach” and it is one of the cornerstones of the way we work. Our approach focuses on building on the strengths of individuals and communities to help them grow and succeed.

We will provide high-quality support that adapts to different needs while working with people to include them in decisions about their care. We will make sure that our services are safe and fair, and invest in a skilled team that can offer the very best advice and support. We will use our data and information to guide our decisions and collaborate closely with partners across all sectors to achieve the best outcomes.

York is a place that celebrates the unique strengths of people and their communities. Our role is to help those with care and support needs and their carers live happier, healthier, and more independent lives. We will work together to provide safe and high-quality care and support, making sure fairness and independence are at the heart of everything we do.



Sara Storey

**Director of Adult Social
Care & Integration**

About This Strategy

This strategy sets out how we will work together to support people to live the lives they choose, in communities where they feel included, valued and connected. It is not just a list of actions or aims. It is a framework that brings together what matters most, how we go about our work, and what we need to focus on in the years ahead. It brings together our commitments, our approaches to the work, and our key priorities for improvement and change.

Each part supports the others. Our commitments describe the core values and responsibilities that shape adult social care in York. Our approaches explain how we will work day to day, from building relationships and working in partnership to using data and insight to guide decisions. Our priorities highlight the areas where we need to go further or faster to improve outcomes and build a more sustainable care and support system.

Our strategy recognises that supporting people to stay well, connected and independent for as long as possible is good for individuals, families and communities. It helps to ensure that we make the best use of limited resources. It creates the space we need to invest in innovation and improvement and helps us focus our resources when and where they are most needed, for the people with the most complex needs and for care and support that cannot be delayed or avoided.

Supporting our workforce, working in strong partnerships, and using good information are essential to making adult social care work well. These things help us improve people's experiences, use resources wisely, and focus on what matters most.

This is how we create a stronger, more responsive adult social care system, one that works not just in parts, but as a whole.

Michael Melvin

**Director of
Safeguarding**

About Adult Social Care

Adult Social Care covers a wide range of activities to help people live independently, support wellbeing and help people to stay safe. It can include:

- Information, advice and early support to help people stay safe and independent.
- Support for people to live well at home (also called home care).
- Housing with support on site, like Extra Care or Supported Living.
- Day centres offering activities and company.
- Help for people to stay active and connected in their communities.
- 24-hour care in residential or nursing homes.
- Short-term help after illness or hospital stay, like reablement.
- Equipment and changes to the home to make life easier.
- Support for unpaid carers.
- Help for people to work, study, volunteer or spend time with family and friends.
- Safeguarding services for people who may be at risk of harm, abuse or neglect.

These offers of support are available to people of all ages who have care needs that qualify for help under the Care Act 2014, including young people moving into adulthood who may need support, people of working age and older people.



Adult Social Care and the Law

Adult Social Care in England is governed by The Care Act 2014. This is a law that says how councils must help people stay independent and safe and that people should get the right support when they need it. The law makes sure people are treated fairly and listened to. This includes people who pay for their own care and those who get help from the council. It also says that unpaid carers, like family members who look after someone with care needs, must be supported too. The aim is to make sure everyone gets the right care at the right time, and that people remain safe from harm and are respected.

Adult Social Care key statutory duties under The Care Act 2014:

Providing preventative services and information and advice to reduce, prevent or delay the need for care and support.

Assessment of people's needs and the creation of care and support plans, financial assessments; and a duty to meet eligible needs.

Promoting integration between health and social care services including integrated commissioning of care and support.

Promoting individual wellbeing, known as the wellbeing principle, to put wellbeing at the heart of care and support.

Safeguarding adults at risk of abuse, harm or neglect and establishing a Safeguarding Adults Board to ensure the safety of those with additional needs.

Shaping the care market to make sure there are enough good quality services and choices for people. Being ready with backup plans in case a care provider cannot continue.

Our Vision

In York, we want everyone to live well, with the right care and support when they need it. We believe in people's strengths and in the power of communities. We will work in partnership with others to help people stay independent, reduce unfair differences in health and wellbeing, and make sure support is respectful, easy to access, and right for each person.

Our vision is part of the wider City of York Council Plan commitments to a healthier, fairer, more affordable, sustainable and more accessible city where everyone feels valued.

We believe that excellent Adult Social Care services are delivered by valued staff, supported by strong leaders and effective partnerships with others.

Our vision is to put people at the centre of care. We are committed to providing the highest quality advice, support and care. We plan to work more closely with our partners in the council, those in health and care services, and organisations and people in our communities. Our goal is to improve care and support for people receiving these services and for their families and carers.



Our Commitments

Focusing on people's strengths and what matters most

We will listen to people and support them to live the lives they choose. We will build on people's strengths, support communities to thrive, and involve people in shaping the support that works best for them.

Supporting people to live well at home or in their community

We will help people to live independently wherever possible, by making use of technology, equipment, and a range of housing options. We will focus on choice and flexibility to help people live where and how they want.

Promoting wellbeing at every stage of life

We will help people stay healthy, live, work and learn well, stay connected to their communities, and prepare for changing needs as their lives evolve. Our approach will reflect people's whole lives, not just their care needs.

Supporting safety with dignity and choice

We will work with others to help people stay safe from harm and abuse. We will support people to make informed decisions and take positive risks, recognising that safety means different things to different people.

Working together for better care and support

We will work across the council and with health, care, and community partners to make sure people get the right support at the right time. We are committed to joining up services so that people experience seamless, high-quality care that reflects their needs and priorities.

Using our resources fairly and wisely

We will make sure support is sustainable and focused on outcomes that matter. We will be open about how we make decisions and explore new ways to meet people's needs, working closely with communities and partners.

Valuing carers

We recognise and value the vital role of unpaid carers in our communities and we will support them in their caring role, involving them in plans and decision making and supporting them and the people they care for if their caring responsibilities change or end.

Supporting our workforce

We are committed to ensuring staff have the training, resources, and respect they need to deliver excellent care and support. We will commit to the development, wellbeing, and best working conditions for everyone in the care sector.

Our Approaches

Our approaches set out the key principles and ways of working that guide us. This helps us stay consistent, stay true to our values, and makes sure we keep our focus on what really matters.

Working together with people with experience

Our approach will be to work alongside people with lived experience, carers and communities as equal partners to shape and develop services as well as other changes to care and support. This is known as co-production. It means involving people early in decision-making, being open about what can change and acting on what people tell us.

Providing high-quality and flexible support

We will work in ways that ensure support is consistently high quality, responsive and shaped around people's lives. This includes commissioning services that can adapt to changing needs, respond quickly to different circumstances and offer respectful, reliable help. Our ways of working will be designed to be flexible, so the right support is available at the right time, in the right way. This approach enables greater independence, choice and control for people drawing on care and support.

Using evidence and insight to make the best decisions

We will use a mix of data, evidence and lived experience to understand what is working well and where gaps or inequalities remain. We will strengthen the information we use to deliver services. This evidence-informed approach helps us improve outcomes, plan support and make fair, transparent decisions. We will share what we learn, track our progress and use insight to shape how we work in the future.

Building strong partnerships for best results

We will work closely with our communities and partners, including the NHS, community organisations, housing services and others across the council. This partnership approach brings together a wide range of skills, experience and resources to deliver on our commitments and priorities and will make things simpler for people navigating care and support.

Our Priorities

The priorities below were chosen to align with goals from our Council Plan and Health and Wellbeing Strategy. They focus on areas we believe need improvement or development and include ideas from the 'Making it Real' Framework, created by Think Local Act Personal, a group dedicated to improving health and care with input from service users.

Prevent and delay the need for care and support

It is important that we do more to prevent or delay people needing long-term care and support. This means investing in early help, strong communities and information that supports people to stay well, connected and independent. We want to support people before they reach crisis, reduce avoidable hospital admissions and ensure people can continue to live the lives they choose. This approach helps improve quality of life and reduces pressure on formal services.

Make sure homes support independence

We need to increase the availability and quality of housing that supports people to live safely and independently. This includes more accessible homes, better supported housing options and accommodation that offers choice for people with different needs. Many people want to stay in their own homes or live in their communities with the right support in place. We want to work with housing providers and partners to make this possible for more people.

Ensure best value in commissioning and service delivery

It is important that we make the best possible use of the public money we are responsible for. We will review how we commission and deliver services to make sure they are cost-effective, sustainable and delivering the best outcomes. This includes meeting our legal duty to ensure 'best value' while also focusing on quality, fairness and impact. We will explore new ways of working and work closely with providers to improve how services are planned, delivered and reviewed.

Our Priorities

Work together with other local authorities

We need to build stronger working relationships with other councils across the region and nationally. By sharing good practice, pooling knowledge and exploring joint approaches, we can improve services, reduce duplication and develop solutions to shared challenges. This will help us respond better to common issues such as workforce and market sustainability, and cost pressures in care.

Improve the data used in commissioning decisions

It is important that our decisions are guided by clear, accurate, up-to-date and useful information. We will strengthen the way we collect, analyse, and use data. Better use of data will help us make fairer decisions, target support more effectively and improve how we commission services.

Support people to get from hospital to home safely and effectively

We need to improve the way people are supported when they leave hospital to ensure the best chance of recovery. We will work with NHS and community partners to plan discharge well, support people's strengths and reduce the chance of readmission.

Use technology to improve care and support

We recognise how important it is that we embrace technology to improve how care is provided and experienced. We will adopt and use more digital tools, assistive technology and improved systems to help staff work more efficiently and help people live more independently. This includes supporting people with technology in their homes, improving access to information and modernising how we manage care records and referrals.

Work with health services to improve care

We need to strengthen how we work with NHS partners to join up care across the system. We recognise how better coordination between health and social care helps people get the support they need more quickly and reduces stress on families and carers. We will work to align our plans, share resources and ensure care feels as seamless as possible for the people who use it.

Our Vision

In York, we want everyone to live well, with the right care and support when they need it. We believe in people's strengths and in the power of communities. We will work in partnership with others to help people stay independent, reduce unfair differences in health and wellbeing, and make sure support is respectful, easy to access, and right for each person.

Our Commitments

 Focusing on people's strengths & what matters most	 Supporting people to live well at home or in their community	 Promoting wellbeing at every stage of life	 Supporting safety with dignity and choice
Working together for better care & support 	Using our resources fairly and wisely 	Valuing carers 	Supporting our workforce 

Our Approaches

Providing high-quality and flexible support	Working together with people with experience
Using evidence and insight to make the best decisions	Building strong partnerships for best results

Our Priorities

Prevent and delay the need for care and support	Make sure homes support independence	Use technology to improve care and support	Ensure best value in commissioning and service delivery
Improve the data used in commissioning decisions	Work with health services to improve care	Support people to get from hospital to home safely and effectively	Work together with other local authorities



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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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Adult Social Care Strategy Delivery Plan 2026

Executive Board – 6 October 2026

Adult Social Care Strategy on a Page



Introduction

The ASC strategy was co-produced during 2025 through extensive engagement and consultation with people who draw on care and support, unpaid carers, residents, staff and partners. In December 2025, the Care Quality Commission (CQC) published its assessment of the Council's adult social care functions.

The Delivery Plan provides the overarching framework for delivery of the Strategy. It brings together the six improvement workstreams, including financial sustainability, and key enabling priorities, informed by the CQC assessment and Improvement Board activity.

The Delivery Plan has been further refined following consideration by Corporate Management Team and People Scrutiny, including feedback on cross-directorate support, neighbourhood dependencies, financial controls and programme governance.

The Delivery Plan covers the period 2026-2028, reflecting the anticipated two-year Improvement Programme. It will be reviewed and refreshed regularly through the Improvement Board, alongside the wider programme reporting arrangements, to reflect progress, emerging priorities and changes in delivery.

Summary of the Strategy

The strategy sets out a clear vision that everyone in York should be able to live well, with access to the right care and support when it is needed. It promotes a strengths-based approach, independence, dignity, and choice, working collaboratively with people with lived experience and partners; valuing unpaid carers; and supporting the workforce. Its priorities include prevention, housing, technology, best value, improved data, partnership working and safe and timely transitions from hospital to home.

Context for the ASC Delivery Plan

The strategy sits within a challenging and rapidly changing context for adult social care in York, shaped by rising demand, financial pressures, and the need to improve outcomes and experiences.

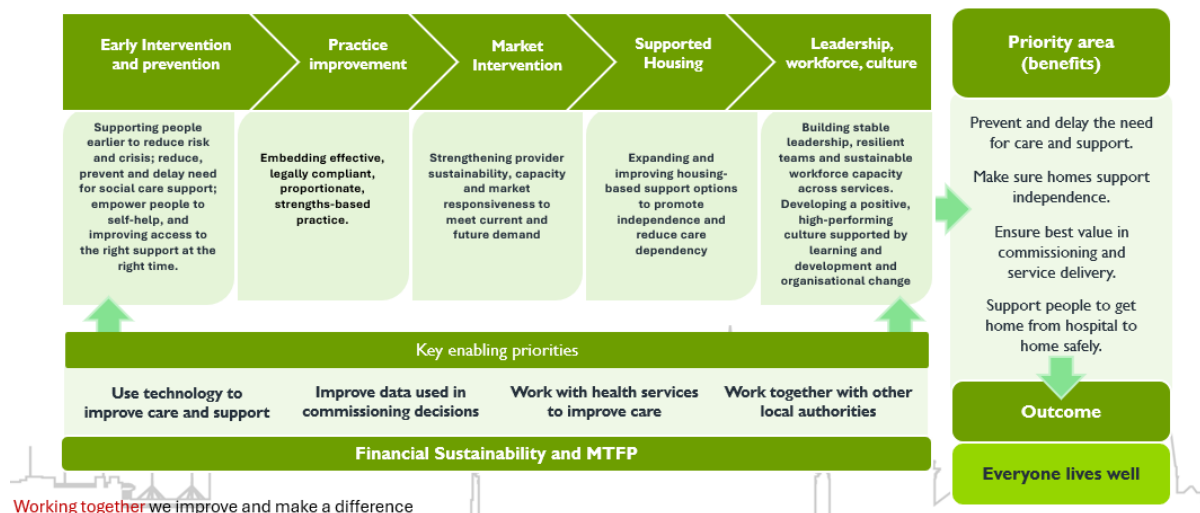
Adult Social Care is experiencing rising and increasingly complex demand alongside significant financial and workforce pressures. This requires a continued focus on prevention and independence, consistent and high-quality practice, effective commissioning, partnership working and better use of data and technology. The Delivery Plan brings this activity together to support improved outcomes, manage demand and provide a clearer route towards financial sustainability.

Adult Social Care Strategy Delivery Framework

Adult Social Care Strategy: Delivery



We want everyone to live well, with the right care and support when they need it. We believe people's strengths and in the power of communities. We will work in partnership with others to help stay independent, reduce unfair differences in health and wellbeing and make sure support is respectful, easy to access and right for each person. To understand how we will deliver this vision, our programme will be assessed against the below priorities:



Adult Social Care Improvement Programme Workstreams

The overarching Adult Social Care Strategy Delivery Plan translates the Strategy's vision and priorities into coordinated activity and outcomes. It brings together the financial sustainability and improvement workstreams: early intervention and prevention, practice improvement, market intervention, supported housing, and leadership, workforce and culture. The workstreams are supported by key enabling priorities and include relevant activity delivered through the Adult Social Care savings delivery plans.

Programme Governance and Accountability

The Corporate Director of Adult Social Care and Integration has overall accountability for delivery of the Adult Social Care Strategy. The Improvement Board provides oversight and assurance across the improvement workstreams, including financial sustainability, with designated workstream leads accountable for delivery. Programme management, performance and financial support will enable consistent monitoring of activity, milestones, measures, risks and dependencies, with matters escalated through the appropriate Council governance arrangements.

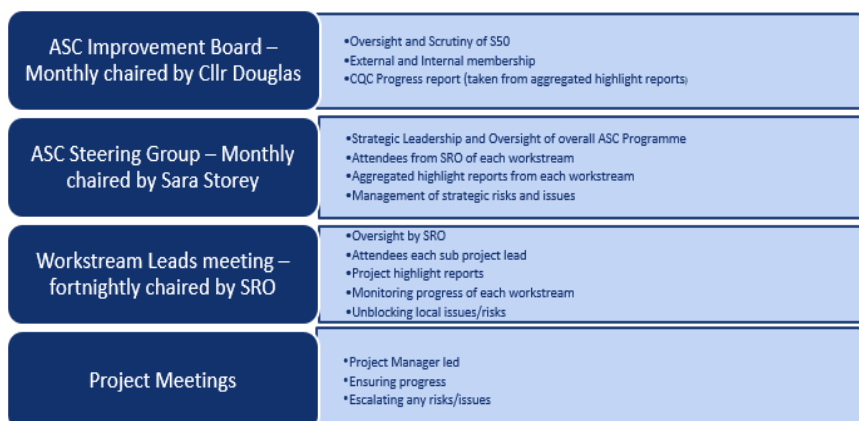
The Improvement Board arrangements will be reviewed during September and October 2026. This will include its remit, membership and operation, its relationship with individual workstreams, and arrangements for reporting, escalation, challenge and decision-making.

The Delivery Plan has been developed through the Adult Social Care Improvement Programme and endorsed by the Improvement Board, with external improvement support providing additional input and challenge.

Governance and Assurance

The governance structure provides oversight, assurance and escalation across the Adult Social Care Improvement Programme. Financial sustainability, delivery, progress, performance, risks, dependencies and outcomes will be monitored through each level of governance, with assurance provided to the Adult Social Care Improvement Board.

Programme Governance Structure



Workstream Delivery

The following sections set out the intended outcomes, grounded in what matters most to people who draw on care and support, unpaid carers and those who work alongside them. A focused set of Adult Social Care wide success measures and high-level impact measures for each workstream is being developed following the August Improvement Board workshop. These will demonstrate whether activity is improving people's experience and outcomes, alongside performance and financial sustainability. More detailed operational measures will be maintained within the supporting workstream and project plans.

The table below sets out the expected outcomes for each workstream. A focused set of high-level success measures will be developed with workstreams and informed by what matters most to people, existing performance information and the August Improvement Board workshop. The measures will be baselined and agreed through the Improvement Board process.

Workstream	Expected Outcome	Areas for success – measures development
Early Intervention	People receive the right support early, helping them	Access to the right support first time; impact of prevention and

and Prevention	remain independent, building on their strengths, and preventing or delaying crisis and the need for long-term care.	early help; independence and reduced demand for long-term care; experience of people and unpaid carers.
Practice Improvement	People experience consistent, proportionate and strengths-based practice that promotes independence and involves them in decisions about their care and support.	Timeliness of assessments, reviews and safeguarding responses; quality and consistency of strengths-based practice, people feeling safe, listened to and involved.
Market Intervention	People can choose good-quality, sustainable local care and support that meets their needs.	Local capacity and market stability; provider quality and compliance; choice, access and value for money.
Supported Housing	People can access suitable housing and support that promotes independence and reduces reliance on more restrictive forms of care.	Availability and effective use of supported housing; independence and reduced reliance on residential care; quality and people's experience.
Leadership, Workforce and Culture	People receive consistent, high-quality support from a skilled, stable and valued workforce, underpinned by effective leadership.	Leadership and workforce stability and capability, and workforce culture and wellbeing; continuity and quality of support.
Financial Sustainability and Medium-Term Financial Plan	Adult Social Care delivers improved outcomes while managing demand and cost pressures and delivering agreed savings.	Delivery of savings and budget position; demand and cost drivers; financial benefits, and outcomes and value achieved

Each Workstream will develop and agree 'headline' success measures, supported by detailed operational measures where required. The success measures will focus on impact and what matters most to people.

Financial Sustainability

Financial sustainability is a cross-cutting priority across all five improvement workstreams. Adult Social Care savings delivery plans are aligned to the relevant workstream activity, with improvements primarily focused on better outcomes while also delivering financial benefits.

Financial oversight will include demand and cost drivers, benchmarking, modelling and forecasting, benefits and savings tracking, and strengthened financial controls. The controls include delegated approval of care packages, multidisciplinary assurance of new and increased packages, regular monitoring of expenditure and mitigating actions, and strengthened commissioning and finance challenge. Delivery

progress, risks and financial impact will be monitored through established programme and financial governance.

Workforce Stabilisation

There is an immediate priority to stabilise the senior leadership capacity in Adult Social Care. This includes permanent recruitment to leadership and operational roles, strengthening induction and development, supporting workforce wellbeing and retention, and ensuring that capacity and capability are aligned with demand.

The detailed phased approach to recruitment is set out in the Adult Social Care Resource Plan.

Resourcing and Capacity

Investment has been identified to provide the capacity and capability required to deliver the Adult Social Care Improvement Programme. This includes leadership and operational capacity, enabling support, programme and performance management, co-production and communications, and targeted specialist support.

The Resource Plan will be reviewed alongside the Delivery Plan to ensure resources remain aligned to priority improvements, sequencing and delivery requirements. Some areas of investment will also support delivery of financial benefits through the aligned Adult Social Care savings delivery plans.

The Resource Plan will also provide clearer monitoring of recruitment and implementation, the outcomes and financial benefits expected from the investment, and the timescales over which these will be realised.

Co-production, Engagement and Experience

Resident and carer experience will inform the continued development and delivery of the programme. This will include feedback on timeliness, communication and outcomes, alongside clearer alignment with the Carers Strategy and evidence of how carers' voices are shaping improvement.

Workstream delivery plans will identify where activity is to be co-produced and how feedback and lived experience will be used alongside performance, quality and financial information to assess impact.

Cross-cutting Enablers and Assurance

Digital transformation, including Mosaic optimisation, self-service opportunities and the assistive technology roadmap, will support sustainable service improvement across the programme.

Market position, provider stability and potential hand-back risks will be monitored through the Market Intervention workstream. Workforce wellbeing and retention will be addressed through the Leadership, Workforce and Culture workstream.

Key dependencies, including leadership recruitment, commissioning capacity, digital improvements, corporate and external support, and the sequencing of change will be

identified and monitored through programme governance to support realistic planning and confidence in delivery.

Children's Services will support the Practice Improvement workstream through its Principal Social Worker, drawing on learning from the Children's Services improvement journey to strengthen quality assurance, practice standards and learning culture.

The Council's developing neighbourhood arrangements are a key dependency, particularly for Early Intervention and Prevention, access to community-based support and the development of coordinated local responses. This dependency will be reflected in the relevant workstream plans.

Particular attention will be given to the interdependent risks relating to programme capacity, pace of delivery and achievement of the planned financial benefits.



Meeting:	Executive
Meeting date:	6 October 2026
Report of:	Dave Atkinson, Director of Environmental and Regulatory Services
Portfolio of:	Councillor Jenny Kent, Executive Member for Environment and Climate Emergency

Parks Investment Fund – progress report

Subject of Report

1. In October 2025 Executive approved a major investment programme into the Councils parks, play areas and green spaces - PIF for short. The programme consisted of 19 approved schemes and a further 5 possible schemes which required additional investigation to establish cost and feasibility.
2. Executive is now being provided with an update on the programme and asked to:
 - a) Note that significant progress has been made on the approved programme of work and the benefits this has already started to bring.
 - b) Note the adjustments to individual scheme funding.
 - c) Pause any further work on scheme 19 Bachelor Hill Tenant Road steps.
 - d) Note the findings from the PIF play area consultation and that this information is already being used to inform play area requirements.
 - e) Approve a tree planting programme for the Councils play areas and immediate surrounding green spaces in collaboration with White Rose Forest.
 - f) Note that it is not possible to progress any of the reserve schemes within the current programme.

These decisions will allow officers to complete the delivery of the work programme

Benefits and Challenges

3. The benefits and challenges to this programme of investment are the same as those previously reported to Executive in October 2025 and include:
 - Improving our communities and ensure that residents can enjoy accessible parks, play areas, and green spaces fit for all.
 - Supporting our Pride in Place values - of community wellbeing, encouraging more people of all ages and abilities to spend time outdoors.
 - Accessible and sustainable outdoor environments that enhance biodiversity, wellbeing, and social inclusion.
 - Encourage our communities to help with the ongoing and future involvement in York's green spaces
4. The biggest challenge that was identified in October 2025 was capacity within the current workforce to deliver this greatly expanded investment programme. This problem was addressed through the appointment of project manager who will be in place until 30 April 2027.

Policy Basis for Decision

5. The programme of work supports two of the Council's Core commitments:

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.

Health - Health and wellbeing - We will improve health and wellbeing and reduce health inequalities.

Scheme selection

6. To define the work programme weighted criteria was used in order of significance:
- First - Indices of Multiple Deprivation (IMD) levels. Those green spaces and play areas in higher IMD areas the greater the need for investment
 - Second - Investment into play areas. Play areas with older equipment score higher
 - Third - Key infrastructure - the poorer the condition of the asset the greater the score
 - Fourth equal - projects
 - which support the expansion and retention of Green Flag Award standard.
 - Projects which have or have the potential for 3rd party funding contributions.

Programme of work

7. Application of the above criteria established a programme of work

	Site	Scheme features
1	Chesney's Field play area - senior	New safety surfacing to 3 units plus removal of unusable part of unit
2	Hull Road Park - Lions Head area	Upgrade of area to meet accessible standards, includes new or improved handrails, tactile paving, repointing and drainage improvements.
3	Hull Road Park - Millfield Avenue	New perimeter railings and gate
4	Hull Road Park - Millfield Avenue footpath	New tarmac path to improve accessibility

5	Cornlands Road open space / play area	New surfaced path across site and into play area
6	Crombie Avenue play area and adjoining games court	Project 1 - rebuild of play area with new entrances.
		Project 2 – new external access improvements
		Project 3 – Paint and refresh games court surface
7	Hull Road Park main play area	Phase 1 - Safety surfacing and new seesaw
		Phase 2 - new accessible play zone and equipment
		Phase 3 – new accessible seating and surfacing
8	Bell Farm / Byland Avenue open space and play area	Create a more coherent open space
9	Hull Road Park - footpath by beck	Rebuild footpath
10	Viking Road play area	Phase 1 access improvements to improve visibility into the site and create a more welcoming entrance.
		Phase 2 replacement of two old items of play equipment, new safety surfacing
		Phase 3 Reclad bridge mounds
11	Chesney's Field play area – junior	Phase 1 new linking path from main road to play area gate.
		Phase 2 new equipment, surfacing and seating
		Phase 3 – (new) request for extra swings in unfenced senior play area *
12	Cemetery Road play area	Replacement of old play equipment and add new seating
13	Glen Gardens Basketball Court	New surface, goals and fencing
14	Rowntree Park Basketball court	New surface, goals and fencing
15	Acomb Green play area	replacement steps required

16	Brailsford Crescent play area – Junior	Complete replacement of old equipment and surfacing
17	Rowntree Park	Project 1 replacement 6m high pyramid climber net and renew surrounding base area
		Project 2 (new) Repairs to large multiplay- identified through safety inspection
18	Ashton Avenue play area (junior)	Project 1 play equipment & access improvements
		Project 2 (new) request for extra swings in unfenced senior play area *
19	Bachelor Hill - Tenant Road entrance	Rebuild steps, install handrail

*see paragraph 24 below

Progress to date and ongoing actions

8. Following the October Executive meeting and the appointment of the PIF project manager work commenced at pace with the initial focus on construction schemes. In parallel a substantial consultation and co-production exercise has taken place; the results of which have been used to inform the follow-on equipped play area projects. In January Hull Road Park was entered onto the Green Flag Award scheme for the first time, the independent judges visited the park on April, and in July the Council was notified that the entry was been successful.
9. The situation now is that several schemes are finished, some are due to start on site shortly, others have tenders being assessed or are out to tender. Some schemes have phases, as such the situation is more nuanced. All with the aim of completing the programme by the end of February 2027. A detailed update on each scheme is provided in Annex 1.

Consultation Exercise

10. An extensive programme of engagement has informed the design specifications for play area improvements. This has taken two forms; local school-based consultation and a city-wide survey.

11. For Ashton Avenue, Cemetery Road, Chesney Fields and Hull Road Park play areas. Approximately 1,100 pupils from ten York primary schools (Burton Green, Clifton Green, Hob Moor, Hob Moor Oaks, Dringhouses, Westfield, Fishergate, St George's, Tang Hall and St Aelred's) and 120 residents have participated through school assemblies, focus groups, class discussions, on-site sessions and community engagement events. The September edition of OurYork contains a short article and picture on the consultation at Ashton Avenue play area.
12. Following the same approach as earlier schemes the best play area designs will be taken back to the schools and local communities to vote for the winning design
13. In addition, a city-wide Accessible and Inclusive Play Areas survey was carried out in June 2026 receiving 200 responses from disabled children and their parents or carers. The findings are being incorporated into design specifications to ensure accessibility and inclusion are central to the new play areas and improvements.
14. The key priorities from the exercise are for:
 - More inclusive and adaptive play equipment
 - Accessible pathways, surfacing and entrances
 - Secure fencing and self-closing gates
 - Sensory and quiet-space provision
 - Accessible toilets and Changing Places facilities
 - Better provision for older disabled children and young people
 - Accessible parking and drop-off facilities
15. The survey results are being used to address key areas for improvement as part of the PIF project. All new play area designs stipulate a requirement to include more inclusive and accessible equipment, appropriate surfacing and new gates where needed.
16. The survey covered play areas across the whole of York, approximately 50% of which are CYC owned. It is proposed that by sharing and publicising the survey results on York Open Data this information will be a valuable resource for CYC (Public Realm and Planning Development) and all external York play area providers to inform future improvements and new installations.
17. The survey results highlight longer term infrastructure needs such as car parking and toilet provision, to which there is no immediate

answer. A summary of the consultation findings is attached as Annex 2.

Green Flag award

18. One of the ambitions of PIF was to increase the number of Council sites which hold the Green Flag award. Historically, Rowntree Park, West Bank Park, Glen Gardens, Clarence Gardens and Rawcliffe Country Park have all held the award. See [The Green Flag Award - Green Flag Award](#) for more on the Award.
19. In large part due to the direct investment and consequential positive feeling that it generated, Hull Road Park was entered for the award for the first time this year. The investment was an important statement of intent to our local community and partners who help care for the park; providing focus and a heightened sense of purpose to their efforts. In April the park was visited by two independent judges who toured the park and meet the many stake holders who support the Councils work; in July the Park was awarded its first ever Green Flag.
20. The conclusion to judges' feedback *stated "Hull Road Park is clearly very well supported, judging by the number of members of the community groups who met the judges on the day of their visit. These groups together with CYC and organisations have created a park that is clearly well worthy of Green Flag Award accreditation"*.
21. In October an advertising consent application will be submitted for a 6m high flagpole in common with our other Award-winning sites. The choice of location for flagpole was made with the assistance of Friends with the aim to raise the flag at the park Christmas event arranged by one of our main partners The Trust for Conservation Volunteers.

Minor changes to approved programme

22. Two schemes have evolved slightly from original intentions. At Hull Road Park Lions head area, the Osbaldwick Beck fence was found to be in better condition than anticipated. As such greater emphasis was placed improving accessibility at both sets of steps with new or improved handrails, installing tactile painting and resolving seasonal drainage issues.

23. In Rowntree Park play area decay has been identified in the large multi-play unit timbers that requires addressing; rather than a full renewal of the pyramid climber is it now planned to only replace the net and surface underneath, which frees up funds to contribute to the multi-play unit repairs
24. *In response to local feedback two new provisional items have been added to the programme. These schemes have no funding allocated and it is proposed to only progress if an external grant application is successful. At both Chesney Field junior and Ashton Avenue junior play area feedback has requested swings for older children outside of the junior area.
25. For now, it is proposed to pause further work at the Bachelor Hill Tenant Road entrance as the expected costs is three times the original estimate. Local feedback on the nearby Cornlands Road path project indicted that residents would prefer money to be prioritised on play equipment rather than further path works which have potential limited impact.

Proposed Tree planting programme

26. Officers have been the investigating the possible of a tree planting programme with the aim of increasing the amount of shade in play areas, increase children's access to nature and supporting biodiversity. Across a combination of PIF sites and non PIF play areas approximately 90 planting locations have been identified.
27. The proposed programme meets the objectives of the White Rose Forest who have offered to fund planting, tree guards and aftercare for 3 to 4 years. The council's contribution is to manage the planting and aftercare. This would be an ongoing service growth that needs to be resourced; this is a challenge for Public Realm given existing resources but is considered manageable.

To investigate schemes

28. Application of the criteria detailed in paragraph 6 identified five high scoring schemes that needed further investigation into the practicality and cost before they could be recommended for inclusion in PIF. The results of these investigations are provided at the end of Annex 1. It is not proposed that any of these schemes are included within the current PIF programme but could be developed later subject to future funding.

Evaluation

29. To help evaluate the impact of the PIF programme a collaborative project with University of York, University of Salford, Stockholm Environment Institute and Friends of Rowntree Park has been set up to undertake an evaluation of the park improvements. Supported by the University of York, the University of Salford and the Royal Geographical Society, the evaluation will compare patterns of park use and the experience and perspectives of park users before and after the improvement works. The research will provide understanding of the benefits of these improvements by assessing environmental quality, park use, and resident experiences before and after the improvements.
30. The research is following four lines of investigation:
 - a) To undertake observations of pre- and post-improvement park use to assess if the improvements lead to increased visitation rates, and if the change in use is more pronounced for marginalised groups such as females and ethnic minority groups.
 - b) To assess pre- and post-improvement environmental quality of the parks, as well as environmental justice and biodiversity indicators. This will identify how the environmental features and quality of the spaces have changed following the improvement works.
 - c) To conduct questionnaire surveys with park users to better understand their experiences and opinions of the park and its improvements. This will also help us to understand some of the factors potentially contributing to the patterns observed in (a), including the role of environmental quality and biodiversity from (b), and determine whether the improvements are attracting new types of visitors to the park.
 - d) To capture the perspectives of park users and local residents on their health and wellbeing and the extent to which the urban greenspaces and improvements may affect these.
31. This work is supported by a photographic record being kept of each site, capturing its condition before work starts and then as each site is completed a finished record.

Financial Strategy Implications

32. The available PIF budget to spend on site is £657.9k of which £643.6k has been either spent, committed or allocated. In addition to this are the costs of the project manager. Annex 1 provides the latest financial position for each scheme. Some schemes are below the original estimated allocation, others above. Some have remained the same as they are fixed price contracts. The overall project remains within the allocated resource.
33. The cost of a small number of schemes have yet to be confirmed, once they are the financial situation will be reviewed with the Executive Member to ensure that PIF is fully utilised. In the autumn officers will also submitted, funding bids to seek to deliver additional improvements and equipment in response to consultation and consider those play areas which did not make the cut off point in October 2025.
34. In parallel with the PIF programme a range of standalone S106 funded and other projects are being delivered during 2026/27 which takes the overall investment into the City's green spaces to around £925k.

Recommendation and Reasons

35. Members are recommended to:
 - a) Note that significant progress has been made on the approved programme of work and the benefits this has already started to bring. The programme of work as set out in Annex 1.
 - b) Note the adjustments to funding for each scheme as set out in Annex 1
 - c) Pause further work on scheme 19 Bachelor Hill Tenant Road steps.

Reason: To ensure that the programme being delivered meets the expected outcomes

- d) Note the findings from the PIF play area consultation and that this information is already being used to inform play area requirements.

Reason: To ensure that the programme being delivered meets the expected outcomes and to share York's knowledge and promote

the value of inclusive and accessible play to a wide range of interested parties and partners.

- e) Approve a tree planting programme for the Council's play areas and immediate surrounding green spaces in collaboration with White Rose Forest.

Reason: To both enhance the local environment and use enjoyment of the green spaces, and to contribute to the Council's tree planting ambitions.

- f) Note that it is not possible to progress any of the reserve schemes within the current programme

Reason: The scale of expenditure required is outside the scope of what is currently available

Consultation Analysis

36. No specific consultation has been undertaken on this report. As previously reported above in delivering the programme a combination of site specific, locality and city-wide consultation have been used to inform schemes.

Organisational Impact and Implications

37. The implications are as follows:
- **Financial** – the programme of work detailed in Annex 1 is within the available budget. To date £643.6k has either spent, committed or allocated. Employee costs are £73k leaving a retained sum of £14.3k as a small contingency

Costs and funding sources are shown in the table below

Costs	£'000	Funding	£'000
Scheme Costs	643.6	Park Fund	500.0
Project Officer	73.0	Specific s106 and 3 rd party funds	78.6
Used or allocated	716.6	General s106	152.3
Retained	14.3		
Total	730.9		730.9

- **Human Resources (HR)** – There are no other HR implications contained within this report.
- **Legal** – The Council does not have a statutory duty to maintain parks. However, the Council does have a duty of care to ensure the safety of public play areas and has a statutory duty under the Highways Act 1980 to maintain footpaths, and certain bridges, in a safe condition and fit for the type of traffic which is ordinarily expected to use it. Under the War Memorials (Local Authorities' Powers) Act 1923, the Council has the power, but not a duty, to maintain, repair and protect war memorials within its district. The Council's policy approach to the management of parks should take into account all relevant considerations, as set out in this report. There is a growing body of case law which emphasises the importance of public bodies taking proportionate steps to combat climate change.
- **Procurement** – Whilst there are no direct procurement implications relating to this report itself, procurement will be a main tool used to deliver some of the works if this report is approved. Future procurements for 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.
- **Health and Wellbeing** – As highlighted earlier in this report, well-maintained parks and play infrastructure support physical activity, but also encourage social interaction and community engagement, all of which are beneficial for health. Prioritising funding for open spaces and play areas for those living in less affluent areas is welcome. We would also encourage development of these areas to consider local need and views of residents including children, older adults, those in care homes etc. as evidence suggests this is key to maximising use of such spaces. Finally, we urge consideration to be given to groups currently less likely to access, or face barriers to accessing, the city's open spaces and play areas such as disabled people, people from BME backgrounds and teenage girls by implementing design

principles e.g. Make Space for Girls and Active Design Checklist.

- ***Environment and Climate action*** – Enhancement of the city's parks and green spaces can make an important contribution to tackling the challenges of climate change. The York Climate Change Strategy sets objectives for increased tree planting, increased carbon storage and sustainable land management. These objectives should be considered in the assessment of potential investment. Capital works have the potential to increase carbon emissions, and these should be mitigated and minimised wherever possible. Opportunities for biodiversity enhancement and climate adaptation could be considered as part of the assessment for potential investment.
- ***Affordability*** – Investment in green spaces and play areas supports activities which are free at the point of participation.
- ***Equalities and Human Rights*** – An Equalities Impact Assessment (EIA) has been prepared in parallel with this report.
- ***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.
- ***Communications*** – Local engagement in – and understanding of - this work will help the council to deliver this objective with the support of people in the areas affected. It is part of a wider story of support for communities across the city and information about this investment will be presented within the context of the range of activities making a difference on the ground. This will help council to explain how the different strands of work, including this investment, work together for the places where they live and work.
- ***Economy*** – There are no significant economic implications flowing from the programme, though the investment is noted and welcomed.

Risks and Mitigations

38. The risks associated with this report, are that the programme of work is not delivered in a timely manner or by the project planned end date risking negative reputational impact. This was previously identified, and mitigation measures have been put in place through the appointment of a project officer employed in the role until 30th April 2027.

Wards Impacted

39. Those wards which are directly impacted are Acomb, Clifton, Fishergate, Guildhall, Heworth, Hull Road, Micklegate, Rawcliffe and Clifton Without, and Westfield
40. Some sites provide services for more than one ward e.g. Rowntree Park so the neighbouring wards to these listed above will also be impacted.

Contact Details

Author:

Ian Hoult
Head of Environment
Environmental Services
(07923) 206042

Chief Officer Responsible for the report:

Dave Atkinson
Director of Environment and Regulatory
Services

**Report
Approved**



Date 03/09/2026

Dave Meigh
Operations Manager
Public Realm
(07923) 217442

Kristina Davey
Public Realm Project
Manager
(07765) 896651

Annexes

Annex 1 – Detail site update

Annex 2 – Consultation summary

Background Papers

Meeting of Executive held on 7 October 2025

<https://democracy.york.gov.uk/documents/s185673/Item%2013%20-%20500k%20Parks%20Investment%20Fund%20Scheme%20Approval.pdf>

Abbreviations

IMD – Indices of Multiple Deprivation

PIF – Parks Improvement Fund

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Annex 1

	Site	Scheme features	Progress at 24/09/26	Remaining actions	Original cost estimate	Actual cost / expected spend
1	Chesney's Field play area - senior	New safety surfacing to 3 units plus removal of unusable part of unit	Completed	None	£20k	£13.8k
2	Hull Road Park - Lions Head area	Upgrade of area to meet accessible standards, includes new or improved handrails, tactile paving, repointing and drainage improvements.	Completed	None	£15k	£19.2k
3	Hull Road Park - Millfield Avenue boundary railings	New perimeter railings and gate	Completed	None	£25k	£12.8k
4	Hull Road Park - Millfield Avenue footpath	New tarmac path to improve accessibility	Completed	None	£25k	£13.6k
5	Cornlands Road open space / play area	New surfaced path across site and into play area	Completed	None	£27.5k	£23.1k
6	Crombie Avenue play area and	Project 1 near 100% rebuild of play area with new entrances.	Completion due 28/09/26.		£65k	£65k

	adjoining games court	Project 2 – Paint and refresh games court surface		Contractor appointed, awaiting start date	£5k	£5k
7	Hull Road Park main play area	Phase 1 - Safety surfacing under 4 units and new seesaw	Completed	None	£35k plus additional £5k ward funding	£20.2k
		Phase 2 - new accessible play zone and equipment	Out to tender, due back 20/10/26	Possible follow up phase with Friends subject grant application		£20k
		Phase 3 – new accessible seating and surfacing		Installation by end of November		£3k
8	Bell Farm / Byland Avenue open space and play area	Create more coherent open space	40 % complete - first section of fence and old gates removed	Groundworks and crown lifting of trees planned for autumn together with further fence removal or redesign to improve sightlines into and across the site. New crushed stone footpath from Birch Close.	£15k	£9k
9	Hull Road Park - footpath by beck	Rebuild footpath	Complete	None	£20k	£29.5k
10	Viking Road play area	Phase 1 access improvements - new more welcoming layout with improved visibility into site.	Complete	None	£40k	£4.9k
		Phase 2 replacement of two old items of play equipment, new safety surfacing	Tenders received 18/09/26	School consultation being arranged		£30k

		Phase 3 Reclad bridge mounds	Structural faults found	Engineering assessment carried out and remedial works identified, indicative cost of repairs being verified.		£29k (tbc)
11	Chesney's Field play area – junior	Phase 1 new linking path from main road to play area gate.	Complete	None	£45k	£6.5k
		Phase 2 new equipment, surfacing and seating	Tender imminent	Scheme enhanced to reflect feedback from consultation and soft market test with suppliers. Additional funds from contingency and underspends		£65k
		Phase 3 – (new) request for extra swings in unfenced senior play area		Subject to grant funding being sought in the autumn		
12	Cemetery Road play area	Replacement of old play equipment. Additional with seating to follow on.	Tenders received	School / community vote on 28 th September followed by Ward Committee meeting 29 th September. Budget increased with local 106 funds.	£25k	£37k
13	Glen Gardens Basketball Court	New surface, goals and fencing	Out to tender October via Framework	Part underspend / part contingency to make up £16k shortfall in external funding	£45k	£45k
14	Rowntree Park Basketball court	New surface and fencing, increased number of goals to enable more 3x3 games	Out to tender October via Framework		£45k	£45k
15	Acomb Green play area	Replacement steps required due high footfall and wear		Contractor to be appointed via Framework in October due from Procurement team early Sept.	£20k	£20k (tbc)

16	Brailsford Crescent play area – Junior	Complete replacement of old equipment and surfacing	Tender received and contractor appointed	Budget increased due to the costs of dealing with old safety surfacing	£15k	£20k
17	Rowntree Park	Project 1 replacement 6m high pyramid climber net and renew surrounding base area	Out to tender - due back 29 th Sept	Cost estimate based on discussion with possible suppliers.	£30k	£16k (tbc)
		Project 2 (new) Repairs to large multiplay- identified through safety inspection	Out to tender - due back 29 th Sept	Cost estimate based on discussion with possible suppliers		£16k (tbc)
18	Ashton Avenue play area (junior)	Project 1 play equipment and access improvements	Tender imminent	Scheme enhanced to reflect feedback from consultation and soft market test with suppliers. Additional funds contingency and underspends to cover lack of external grant.	£70k (inc. £20k external grant).	£70k
		Project 2 (new) request for extra swings in unfenced senior play area		Subject to grant funding being sought in the autumn		
19	Batchelor Hill - Tenant Rd entrance	Rebuild steps, install handrail	On hold	Pending finalisation of play area costs.	£10k	£29k

To investigate schemes					
	Site	Scheme features	Commentary	Options	Est cost £'000s (08/26)
A	Clarence Gardens pavilion	Internal remodelling to allow community use / refreshments to be provided	No connection to sewer network and limited electrical supply to building therefore unsuited to community or commercial catering options in current format	1 - Refurbish existing building 2 - Install new electric supply and external socket for connection of food/coffee van:	£135k £55k
B	Hull Road Park pavilion	Building needs modernising to expand use. Internal floor space is limited. Current roof configuration is prone to vandalism.	Option1 – Amended existing pitched tile roof and internal alterations: Remove existing canopies, alter existing roof pitch bring eaves down in place of flat roofs to create more internal space. Rewire and refurbish. Option 2 - Remove existing canopies, construct new external walls beneath gables to form new floor area. Rewire existing building & refurbish existing WCs. Option 3 - Reroof existing building with metal sheet tiles to improve robustness of roof covering and reduce vandalism.		£385k £95k £40k
C	Acomb Green path access	Possible ramp from bus stop area	Indicative cost from potential contractor		£31k
D	Monkbridge Gardens	Access path from Heworth Green	Indicative cost from CYC Civils	1 Rebuild 2 Make good surface	£62k £18K
	Arran Place (King George V Memorial Playing Field)	New accessible route from / to Fossway. 2m height difference in levels	Indicative cost from potential contractor		£55k

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Accessible and Inclusive Play Areas, York 2026

Summary of Key Findings from City of York Councils' city-wide survey

1. Top Priorities Identified by Respondents

Rank	Priority	Key Message
1.	More inclusive and adaptive play equipment	Children want to participate alongside peers
2.	Accessible pathways, surfacing and entrances	Access begins before children reach equipment
3.	Secure fencing and self-closing gates	Essential safety infrastructure
4.	Sensory and quiet-space provision	Supports regulation and communication
5.	Accessible toilets and Changing Places facilities	Significant infrastructure gap
6.	Better provision for older disabled children and young people	Existing facilities often unsuitable
7.	Accessible parking and drop-off facilities	Important part of accessibility journey

2. Barriers to Accessibility

Woodchip surfaces	Grass and muddy routes
Narrow gates	Steps
Uneven ground	Poor connection between play features

3. Demand for Inclusive Equipment is High

Respondents consistently requested:

Adaptive swings	High-backed swings	Accessible zip-wires
Ground level play	Sensory equipment	
Wheelchair accessible roundabouts	Inclusive spinning equipment	

4. Sensory Play is a Major Priority

Families frequently identified the importance of:

Musical equipment	Sensory gardens
Tactile play	Water and sand play
Nature-based sensory experiences	Quiet sensory spaces
Communication boards	BSL and Makaton signage

5. Older Children and Young People are Underserved

Swings too small	Narrow slides
Lack of age-appropriate equipment	Limited opportunities for teenagers and young adults with SEND

Age-Appropriate Provision Gap		
Feature	Younger Children	Young People up to 25
Swings	Good	Limited
Slides	Good	Too small
Climbing	Moderate	Poor
Social Space	Moderate	Poor
Challenge	Available	Significant gap

6. What Good Looks Like

Respondents consistently associated successful inclusive play areas with:

Level accessible routes	Wide gates	Inclusive equipment
Multiple swing types	Sensory opportunities	Quiet spaces
Secure fencing	Seating and shelter	Accessible toilets
Nearby parking	Social inclusion	

Key Findings

- Wheelchair users prioritised access infrastructure.
- Autistic children prioritised safety, swings and sensory opportunities.
- Older children experienced the largest participation gap.
- Disabled parents highlighted gate and pathway accessibility.

7. Strategic Design Principles

Play area improvements should be guided by the following principles:

- Accessible by default
- Inclusive rather than segregated
- Suitable for a wide range of disabilities
- Promote independent play
- Support social interaction
- Provide age-appropriate opportunities
- Consider disabled parents and carers
- Incorporate sensory experiences
- Provide supporting infrastructure
- Enable future adaptability

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Meeting:	Executive
Meeting date:	6 October 2026
Report of:	Bryn Roberts, Director of Governance
Portfolio of:	Councillor Claire Douglas, Executive Leader

Lord Mayoralty Points Allocation

Subject of Report

1. To invite the Executive to consider the points allocations for the Lord Mayoralty for the forthcoming municipal year, 2027/28.

Benefits and Challenges

2. A clear and simple process for the selection of a Lord Mayor is essential in the interests of public transparency and secures the full and proper engagement of all parties in the appointment of a Lord Mayor for the City. Failure to adopt a universally accepted process would potentially arise in disputes regarding the integrity of any appointments made.

Policy Basis for Decision

3. The appointment of the Lord Mayor in York is a fundamental part of the city's continuing historic traditions. The role of Lord Mayor is firmly enshrined in the Council's Constitution, as an ambassador for the city and its cultural and economic ambitions. As such, the appointee will play an active part in promoting all the Council's priorities. Whilst the qualification requirements for nominations for the Lord Mayoralty are set out in Article 5 of the Constitution, the procedure for arriving at such nominations is not prescribed in the Constitution.

Financial Strategy Implications

4. There are no financial strategy implications arising from this report.

Recommendation and Reasons

5. Members are asked to agree the points allocation for the Lord Mayoralty for the municipal year 2027/28 in accordance with the information presented in the table at paragraph 8.

Reason: To allow for the nomination to the office of Lord Mayor for the Municipal Year 2027/28.

Background

6. The system for nominating the Lord Mayor is based on an accumulation of points determined by the number of seats held by each group or individual on the Council. The group (or individual) having the largest cumulative total of points on Lord Mayor's Day each year is invited to nominate the Lord Mayor for the following year. It should be noted that currently a nominee for Lord Mayor requires at least four years' service as a City of York Councillor and should be elected to serve a further term, as set out in Article 5 of the Constitution.
7. Should a group lose all its seats on the City Council, it may have any accumulated points frozen until seats are once again gained by that group on the Council.
8. A group (or individual) loses 47 points when nominating the Lord Mayor or when not taking up the offer of nominating. Under the current points system, the number of points accumulated by each group or independent Member, as we move towards the Annual Meeting in May 2027, is as follows:

Party	Points at LM Day 2026	Loss for LM 2026/2027	Points at LM Day 2027	Total
Labour	43	-47	-4 + 24	20
Liberal Democrat	33		33 + 19	52
Conservative	13		13 + 3	16
Councillor Warters (Restore Britain)	-33		-33 +1	-32

9. This would result in the Liberal Democrat Group, with 52 points, qualifying for the Lord Mayoralty in 2027/2028.

Consultation Analysis

10. No consultations have been required for this decision, as it reverts to the established process for the allocation of the Lord Mayoralty.
11. Once determined, the qualifying Group will undertake its own consultative exercises within the Group as part of its process for securing its nominee for the role. Once that Group has reached an agreement for its nomination to the Office of Lord Mayor, the Leader of the Group will make a formal announcement with their nominee at a forthcoming meeting of the Council, prior to the Annual Meeting being held.

Options Analysis

12. Members have two options in respect of the request. They may:
 - a. adopt the points allocation for the office of Lord Mayor for the Municipal Year 2027/2028; or
 - b. not adopt the points allocation.
13. Option a is recommended, as this is the accepted calculation method for determining the Lord Mayoralty.

Organisational Impact and Implications

14. There are no direct implications in relation to financial, human resources, legal or equalities arising from the recommendations in this report.

Risks and Mitigations

15. There are no specific risks associated with this decision, as there will be a Group which receives the right to nominate to the role of Lord Mayor irrespective of the decision taken.

Wards Impacted

16. All Wards.

Contact details

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

Author

Name:	Bryn Roberts
Job Title:	Director of Governance
Service Area:	Democratic Services
Report approved:	Yes
Date:	30 March 2026
E-mail	bryn.roberts@york.gov.uk

Background papers

None



Meeting:	Executive
Meeting date:	6 October 2026
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Councillor Claire Douglas, Leader of the Council and Executive Member for Policy, Strategy and Partnerships

York Central Mayoral Development Zone

Subject of Report

1. This report presents proposals from the York & North Yorkshire Combined Authority (the “CA”) for the establishment of a Mayoral Development Zone (“MDZ”) on the York Central site; one of three proposed in the region.
2. Executive are recommended to support the designation, which may accelerate and facilitate regeneration in a key development priority site for the Council. Members are also recommended to approve a boundary for the Zone to define its extent, and to delegate authority to agree governance arrangements with the CA for this zone.

Benefits and Challenges

3. The designation of York Central as a Mayoral Development Zone (MDZ) would establish the regeneration scheme as a priority for investment for both the York and North Yorkshire Mayoral Combined Authority (MCA) and central government. This will be beneficial in ensuring the deliverability of this large-scale and complex development site. The CA is proposing a £10m MDZ regeneration fund and £500k of revenue funding across the 3-site regional MDZ programme.
4. The designation would give further confidence to investors and partners, establishing the project as a mayoral priority and signalling additional long term strategic support for the project.

5. The designation of the site as a MDZ may come at the expense of alternative sites or locations in the City, though at this point, there are not sites or locations identified which would benefit from the designation, and the decision could be made to designate additional sites in the future should opportunities arise.

Policy Basis for Decision

6. The proposal links to the Council Plan priorities for a fair, thriving, green and connected city. York Central is a strategic development priority for the city, and forms a core allocation of the Local Plan, and component of the Economic Strategy. The scheme will support delivery of new homes, employment floorspace, new accessible public realm, improvements to sustainable travel, and support culture, skills and inward investment.
7. The project will provide new affordable homes (with a desire for 40% affordable housing) and create employment opportunities for all, supporting the Affordability component of the council plan. The scheme will deliver new environmentally sustainable homes and commercial floorspace in the heart of the city centre with unparalleled sustainable transport connectivity, and on brownfield land, supporting the Climate objectives of the council plan. New Health floorspace is proposed in the scheme, and the accessibility and of key infrastructure and investment in connectivity improvements supports Equalities objectives of the Council Plan.

Financial Strategy Implications

8. There are no direct financial implications arising from this report. The Combined Authority paper proposes a ringfenced £10m capital MDZ Regeneration Fund and £500k capacity funding from Combined Authority resources. Any City of York Council financial commitments from future MDZ activity would require separate consideration through the Council's governance processes.
9. Any future Investment would complement investment already committed by the Council to the project in the form of £35m of Enterprise Zone backed borrowing. Any work to facilitate, derisk or accelerate the project through MDZ allocation would give greater certainty to the Business Rates income that underpins this investment, as described in the report.

Recommendation and Reasons

10. Executive is recommended to:
 - a) Endorse the approach of designating a Mayoral Development Zone on the York Central site.
 - b) Propose the MDZ extent as indicated at Annex 2 to the Mayoral Combined Authority.
 - c) Delegate authority to the Leader of the Council, in consultation with the Mayor, to agree and enter into with the CA, any necessary advisory governance structures for the MDZ.
11. **Reason:** In the interests of supporting the development of the strategically important York Central development site.

Background

12. York Central has been a long-standing strategic regeneration priority for City of York Council. The site is a critical element in the delivery of the City's Local Plan and Economic Strategy, and offers significant opportunities to generate inward investment and improve social outcomes. Previously, the Council has supported the site through policy, funding, land, infrastructure and partnership decisions, while also acting as the local planning authority.
13. In November 2015 York Central successfully secured Enterprise Zone status, following a joint bid by City of York Council and the York, North Yorkshire and East Riding Local Enterprise Partnership. This status allows a proportion of business rates generated on the site to be retained locally to help fund infrastructure. In November 2018 Executive approved an investment case and prudential borrowing of £35m against the Enterprise Zone, and in April 2022, Executive delegated authority to enter into an Enterprise Zone funding agreement with Homes England. This complemented earlier Council approvals in July 2020 to make further project funding available and agree grant terms for £77.1m of central government infrastructure funding.
14. An MDZ is described as a flexible, non-statutory Mayoral designation for an area where regeneration is a priority. This differs from a Mayoral Development Corporation (MDC), which is a statutory delivery body with wider powers and higher set-up and running costs.

15. The CA has proposed the designation, in principle, of Scarborough, the Selby Growth Corridor and York Central as MDZs. The purpose is to accelerate regeneration in key locations across York and North Yorkshire. The CA took a paper to its 2 July Cabinet meeting recommending these designations (Annex 1)
16. For York Central, the paper describes a nationally significant brownfield regeneration opportunity on former railway land west of York Railway Station, with outline planning consent, a joint venture partner appointed and major unlocking infrastructure nearing completion.
17. The CA paper states that an MDC is not required for York Central because land ownership and planning are not considered to be the main barriers. It suggests that an MDZ would help signal York Central as a Mayoral and regional priority, align government and funding commitments, and give confidence to investors and partners. The CA paper approved in principle the designation of York Central as an MDZ, delegated to the Mayor, in consultation with the Council, approval of a redline boundary, and the creation and appointments to any MDZ advisory board structures required.
18. Given the strategic importance of the York Central site, and the benefits of an MDZ as previously described, it is recommended that Executive endorse the approach of allocating an MDZ at York Central. It should be noted that statutory planning decisions, including reserved matters decisions, remain with the Council in its capacity as local planning authority and must be considered on their own merits, separate to the MDZ designation.
19. A proposed redline boundary for the allocation is set out at Annex 2. This boundary is largely based on the site extent as defined within the Local Plan. As well as the extent of the Outline Planning Application for the site, this boundary incorporates York Railway Station, and land to the east of the station. This approach will optimise the benefits of the MDZ allocation by taking in additional land and allowing for more comprehensive consideration of any project support across the railway station extent in particular.
20. A review of governance arrangements at York Central is currently being undertaken. It is important that any governance related to the MDZ dovetail into this wider project governance to ensure efficiency and effectiveness of governance arrangements. Given the timing of the wider governance review, which is still underway,

delegations are therefore sought in this paper for the Director of City Development, in consultation with the Director of Governance and Executive Member, to agree and enter into any subsequent MDZ governance arrangements with the CA.

Consultation Analysis

1. The MDZ is ultimately designated and decisions made upon it by the CA. It therefore falls to the CA to undertake consultation on the MDZ's. Place scrutiny considered the proposed MDZ on 21st July 2026.
21. Internal consultation has been undertaken between officers and members on the proposed redline boundary of the MDZ and project governance arrangements which may interface with MDZ governance. Extensive community consultation (both statutory and non-statutory) has shaped the York Central development proposals, which the allocation is designed to facilitate and expedite.

Options Analysis and Evidential Basis

22. **Option 1 (recommended option):** Endorse the creation of the MDZ on York Central, propose the redline boundary for the MDZ as defined at Annex 2, and delegate the agreement of governance arrangements as set out. This will ensure that the benefits of the allocation as defined in the report are harnessed and will ensure these benefits are captured over an appropriate spatial extent. Low levels of officer resource would be required to engage with the CA on the proposals.
23. **Option 2:** Decline to endorse the MDZ on York Central (not recommended). This would result in a delay or reduction in the benefits realisable under the MDZ, and would undermine the benefits identified in terms of attracting funding and investment, though it would result in some low levels of officer resource saving.
24. **Option 3:** Endorse the MDZ on York Central, but propose an alternative spatial extent for the site (not recommended). The spatial extent or redline boundary for the zone is drawn to capture as wide a benefit from the York Central site as possible, whilst avoiding land or property that does have a development relationship with the core site. A smaller boundary may exclude development opportunity sites, sub-optimising the benefits of the

allocation. A larger boundary may take in land or property which is in alternative ownership or control, and does not have a development relationship with the York Central allocation, potentially complicating the MDZ operation and causing unnecessary confusion.

Organisational Impact and Implications

25. Financial

There are no direct financial implications arising from this scrutiny cover report. The CA paper outlined a ringfenced £10m capital MDZ Regeneration Fund and £500k capacity funding from CA resources. Any City of York Council financial commitments from future MDZ activity would require separate consideration through the Council's governance processes.

26. Human Resources (HR)

There are no direct HR implications arising from this report. Officer capacity may be required if the Council participates in boundary, governance, delivery framework or funding discussions with the CA.

27. Legal

The CA paper (Annex 1) states that MDZs are informal, non-statutory designations and do not have formal legal status. The Council should satisfy itself that support for an MDZ would not prejudice or fetter its statutory roles, including planning, highways, consultation, land, governance and decision-making functions. In particular, any support for an MDZ must not predetermine future planning decisions or reserved matters, which must continue to be considered on their own merits.

28. Health and Wellbeing

There are no direct health or wellbeing implications arising from this report. Future regeneration proposals should consider community safety, natural surveillance, public realm design and safe access through and around York Central.

29. Environment and Climate Action

The designation will support the York Central development site, which proposes highly sustainable new residential and commercial floorspace, with accessible public realm and sustainable transport connectivity and improvements

30. Affordability

The designation will support delivery of the York Central development which proposes a significant quantum of new affordable homes, and the creation of employment floorspace, aiding affordability in the City.

31. Equalities and Human Rights

There are no direct equalities implications arising from this report. The proposals will support regeneration benefits being shared as set out in the report and including accessibility, affordable housing, employment opportunities, A HREAT has been completed and is included at Appendix 3.

32. 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.

33. Communications

The CA as lead authority for the MDZ designation will undertake communications activity around the designation, this should be undertaken in consultation with CYC Communications department to coordinate and optimise reach.

34. Economy

The proposal will support the delivery of the York Central scheme which is a core plank of the economic strategy for York, realising over 1m sqft of employment floorspace over its lifetime, the proposals are supported in this context.

Risks and Mitigations

35. Risks and mitigations are summarised in the table below

Risk	Consequence	Mitigation
There may be missed opportunities around other sites in the city	Failure to capitalise on wider opportunities	Active dialogue with CA around future potential allocations
Potential confusion between existing York Central arrangements and governance structures	Delayed and confused decision making and accountability around the site	Clear boundary and governance arrangements agreed with the CA
Future financial or delivery expectations	Council may be assumed to support future commitments beyond the principle of the MDZ	Any future commitments would require approvals in their own rights

Wards Impacted

36. Holgate Ward

Contact details

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

Author

Name:	Garry Taylor
Job Title:	Director of City Development
Service Area:	City Development
E-mail:	garry.taylor@york.gov.uk
Report approved:	Yes
Date:	15 September 2026

Co-author

Name:	Ben Murphy
Job Title:	City Head of Place-shaping and Growth
Service Area:	City Development
E-mail:	ben.murphy@york.gov.uk

Background papers

None

Annexes

Annex 1: CA MDZ Paper

Annex 2: Proposed Reline Boundary

Annex 3: HREAT

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CABINET MEETING

2 July 2026

NEW MAYORAL DEVELOPMENT ZONES FOR YORK AND NORTH YORKSHIRE

Report of the Director of Economy

1.0 Purpose of the Report

- 1.1 This report sets out the proposal to designate Scarborough, the Selby Growth Corridor and York Central as Mayoral Development Zones to accelerate and drive the regeneration of the region's key development opportunities.

2.0 Recommendations

- 2.1 It is recommended that the Combined Authority Cabinet:
- 2.1.1 Approve in principle the designation of Scarborough, Selby Growth Corridor and York Central as Mayoral Development Zones (MDZs)
 - 2.1.2 Delegate to the Mayor, in agreement with the Lead Member of the relevant local authority, approval of the redline boundary of each MDZ
 - 2.1.3 Delegate to the Director of Economy, in consultation with the Mayor, the administration of the processes required to designate and launch the three MDZs in agreement with the relevant local authorities
 - 2.1.4 Delegate to the Mayor, in consultation with the Lead Member of the relevant local authority, the creation and appointments to any MDZ Advisory Board structures required where existing governance is not deemed sufficient
 - 2.1.5 Approve the ringfencing of an initial £10m capital MDZ Regeneration Fund from Mayoral Investment Funding and Local Growth Funding
 - 2.1.6 Approve the creation of £500k capacity fund to develop and administer the MDZs from Local Growth Fund revenue

3.0 Background

3.1 In the last year the Combined Authority have undertaken significant appraisals of the range of regeneration and development opportunities across the region. This analysis has informed two significant submissions to government funding programmes – the Business Rates Retention Zone (BRRZ) submission and the Strategic Sites Accelerator submission.

3.2 Through engagement with City of York Council and North Yorkshire Council, officers have identified York, Scarborough and Selby as key priority locations for the region. There are a number of reasons for this prioritisation, including:

- The **scale of investible propositions**, particularly housing and commercial development, which were identified alongside partners as part of the development of an Investment Pitchbook (available [here](#)). The Combined Authority has a key strategic role in ensuring that these sites are unlocked and enable the region to achieve its growth potential. For example:
 - York is home to York Central, one of the largest city centre regeneration schemes in the UK, with potential to deliver 2,500 new homes and a bold new Innovation Hub.
 - Selby is part of a large-scale generation programme led by North Yorkshire Council, alongside major commercial development opportunities, such as Olympia Park which could create up to 3,250 new jobs and Gascoigne Interchange with potential for 4,500 FTE jobs, to name a few. Given the scale of brownfield land that could be unlocked, officers have also been in discussions with the Ministry of Housing, Communities and Local Government around the levers that could unlock this (such as a Business Rate Retention Zone).
 - Scarborough has major brownfield redevelopment opportunities, including quality leisure and tourism developments and prime commercial space opportunities, residential and mix use proposals; alongside 1,000 new homes at Middle Deepdale. North Yorkshire

Council have also flagged the emerging opportunities at **Harrogate** as being an area of priority, although not yet as advanced as Scarborough.

- 3.3 **Targeting activity in some of the region's most deprived areas** and ensuring that devolution and its benefits are inclusive to all of our communities is also a critical part of prioritising regeneration activity. According to the Indices of Multiple Deprivation¹ (2025), Scarborough has the highest levels of deprivation within the region, with 19 Lower Super Output Areas (LSOAs) classified within the 20% most deprived areas within England. Although to a lesser degree, this is followed by York, with 8 LSOAs in the 20% most deprived, then Selby with 2 LSOAs. Deprivation is concentrated along the coast, but this clearly demonstrates that challenges exist elsewhere within the region.
- 3.4 The **geographical significance** of each location – York is at the heart of Yorkshire, if not the UK, in terms of its connectivity, and is strategically positioned between major UK cities. York to London is less than 2 hours by train and the city is part of the Northern Powerhouse Rail. Selby similarly has strong rail connectivity and road links, as part of an M62 corridor, with strong economic links across to West Yorkshire and East Yorkshire. Both York and Selby have roles to play beyond the region and could contribute to national growth, particularly supporting the government's Northern Growth Strategy. Comparatively, Scarborough has geographic significance for the opposite reason – it is the most populated area on the coast but can be perceived as isolated and constrained by transport connectivity. As highlighted previously, it is one of the most deprived areas and devolution needs to ensure that these communities are not excluded.
- 3.5 As a consequence of this work there are three clearly identified regeneration priorities that align across the Selby Growth Corridor, York Central, and the masterplan to regenerate Scarborough. It should be noted that this does not mean these are the only places that require regeneration investment across the region, or preclude those projects from accessing CA or other funding. It is

¹ [English indices of deprivation 2025 - GOV.UK](https://www.gov.uk/government/statistics/english-indices-of-deprivation-2025)

instead an acknowledgment that at this stage these three areas have the scale and development readiness to be regional priorities and for consideration as to how the regeneration of these areas can be accelerated by the powers available to the Mayor through devolution

4.0 Driving regeneration through devolution

- 4.1 Devolution provides regional Mayors with a wide range of tools to drive regeneration. These include formal Mayoral Development Corporations (MDCs) which are established in statute (MDCs) and Mayoral Development Zones (MDZs), which are informal locally created delivery mechanisms focused on specific geographical areas.
- 4.2 **MDCs** are statutory delivery bodies that require formal approval from the Secretary of State under the Localism Act 2011. They have extensive powers to assemble land, deliver infrastructure and (can) take on responsibility for full planning powers for the area. They are directed by a governing body appointed by the Mayor and become formal corporations with directly employed staff.
- 4.3 The consolidation of powers mean they can drive and accelerate development, overcome land ownership or planning issues that are holding back regeneration, grant business rate relief, and provide market and investor confidence to unlock funding. There are currently nine MDCs in the UK, several of which are in London for the regeneration sites that transcend local authority boundaries to coordinate planning powers, but with notable examples in the north including three in Tees Valley.
- 4.4 MDCs are not small undertakings. They have a typical start-up cost of £5m to £15m. A small to early-stage MDC has an estimated running cost of between £1m to £3m, as staff are required to manage the MDC and administer the powers that it has assumed from the local authority, although clearly dependent on which powers it does take on.
- 4.5 Critically, MDCs are most typically used where there are major land ownership or planning impediments that are holding back development or regeneration.

- 4.6 **MDZs** meanwhile are a more flexible and less formal mechanism, but can be equally effective in driving regeneration, particularly where land and planning are not principal barriers. Unlike MDCs they are not statutory bodies, or a corporate structure with associated running costs. Instead, they are a Mayoral designation of a geographical area where regeneration is a priority. They work with the local authorities rather than taking on their statutory planning roles and provide a strategic framework to coordinate development and investment across public and private partners. They can also be useful tools in laying the foundations for a future MDC **should** - over time - the nature of the challenges in an area evolve to an extent that the full powers of a new statutory body proves to be the best model to realise the full ambition of the area.
- 4.7 As a consequence, MDZs are flexible, providing strategic direction, collaboration and commitment to an area but without the statutory burden. They create a unified geography of coordinated development to attract private investment and align public sector funding. In short, they signal that they are a Mayoral priority within a region to drive transformational development.
- 4.8 The Mayor is committed to using the full powers of devolution to drive this change for York and North Yorkshire. However, given the very different nature of MDCs and MDZs it is important that they carefully consider the context of the geographies to which they are being applied.
- 4.9 **Scarborough** – North Yorkshire's second-largest town, Scarborough faces entrenched socio-economic challenges, including high levels of deprivation across employment, health, skills, and crime. Its economy is reliant on tourism and retail, leaving many residents with insecure, low-quality jobs. Poor transport connectivity restricts access to employment and essential services. At the same time, safety concerns in the town centre undermine confidence and vitality. Critically, Scarborough also suffers from market failure: low land values, high construction costs, and limited commercial rents deter private investment, leaving key sites vacant. The high street lacks diversity, green space, and leisure options, contributing to health inequalities and negative perceptions. Addressing these interconnected issues and delivering on the Mayor's vision for healthy and thriving town centres requires a large-scale,

coordinated, strategic response to unlock regeneration, improve connectivity, enhance the public realm, and create inclusive economic opportunities.

- 4.10 However, Scarborough also benefits from significant opportunities, with assets that set it apart from many other UK coastal towns. It has a university campus, a county cricket ground, a major outdoor concert venue that attracts world class acts, and strong – and improving - rail connections. It has benefited from major national government investment in recent years through a £20.2m Local Regeneration Fund and £20m Pride in Place funding. It has an approved Station to Shore masterplan for transport and high street regeneration, and private developer with planning permission to redevelop the former Brunswick shopping centre. To begin to realise this phase of development North Yorkshire Council have also indicated they are willing to invest significant capital to contribute towards the funding gaps needed to drive forward the proposals.
- 4.11 The council and private sector also has a number of significant mixed-use development opportunities across the town that they are preparing to take to the market in the coming years, whilst there are a significant housing sites allocated for development.
- 4.12 The challenges relating to the regeneration of Scarborough are ultimately based on viability rather than land ownership or planning related. There are willing landowners and developers and a consensus supporting the need for re-development. The key to unlocking Scarborough's potential is securing public sector funding and finance to address market failure and unlock the private sector investment. At this stage an MDC would not be proportionate or needed to address these issues, but an MDZ – backed with regeneration funding – would allow the early phases of regeneration to accelerate at pace and provide investor and developer confidence to help unlock further phases as they are brought to the market.
- 4.13 **Selby Growth Corridor** – there are a significant number of large-scale re-development sites that form a corridor in and around the Selby area that have the potential to create thousands of jobs and investment into the region. These sites include many of the former colliery and associated mining sites

that developed along the Selby coalfield. The principal sites forming the corridor are:

- Gascoigne Wood
- Core 62
- Konect 62 (Kellingley Colliery)
- Olympia Park
- Selby town centre and station gateway

- 4.14 Collectively these sites form over 200 hectares of future development land, covering a range of opportunities from rail to logistics, data centres to advanced manufacturing. The sites benefit from their industrial heritage, with rail connections, power supplies, and access to water. But they also suffer from the legacy of their former uses, with the resolution of decontamination and flood attenuation being key barriers to development. In addition, there are major ongoing regeneration activities taking place in and around the town centre and station gateway.
- 4.15 However, as with Scarborough the sites have proactive and willing landowners and developers and planning permissions in place (with further expansions being sought through the North Yorkshire Council local plan process). As noted above the Gascoigne Wood site and Konect 62 have also been subject to the Combined Authority's Business Rate Retention Zone (BRRZ) submission to government. As such an MDC is not deemed to be the appropriate model at this stage. However, unifying the sites under a MDZ would help promote the opportunities to the market, allow the necessary infrastructure investment to be sought, and add weight to the ongoing BRRZ submission.
- 4.16 **York Central** – a major regeneration development on former railway land to the west of York Railway Station, York Central is a 45-hectare (110-acre) site is one of the largest brownfield developments in England and has been through a variety of masterplan iterations over the last 25 years. It is now at the point of delivery, with outline planning in place, a JV partner appointed (McLaren/Arlington), and £135m unlocking site infrastructure nearing completion. Should detailed planning permission be secured and outstanding viability gaps resolved, development could start on site in early 2027.

- 4.17 York Central is a nationally significant regeneration opportunity and will be the major driver of future economic growth in the region. It has a Gross Development Value of £2.5bn, will create a new Central Business District for York, and add a (conservative) estimate of £1.2bn GVA to the region's economy. The completed development could deliver:
- 3,000 new homes (up to 40% affordable)
 - 1.4m sq. ft of commercial and retail space
 - Create 10,000 new jobs
 - 18-hectare park and a further 30 hectares of public realm
 - Zero carbon heating for up to 30,000 homes
 - Major expansion of the National Railway Museum
- 4.18 The delivery of a regeneration scheme of this size and scale is dependent on a range of inter-related complex public and private funding mechanisms and commitments. Many of these involve multiple decisions across government departments which if dis-aggregated could cause the totality of the development to fail. Twice in the last year alone the Mayor's intervention at the most senior level in government has safeguarded the investment in the National Railway Museum and secured the commitment for central government to bring over 2,000 civil service jobs in a government office hub on the site, which in turn will unlock the future commercial office space.
- 4.19 There still remain viability challenges to deliver York Central. The ambition to achieve 40% of the new homes as affordable housing will require grant funding; there are viability gaps relating to the proposed Innovation Hub which will be a catalyst for the region's high growth opportunity sectors; and inflationary pressures and commercial returns remain volatile due to both global and national instability.
- 4.20 As with Scarborough and the Selby Growth Corridor, York Central has no land ownership or planning barriers to development. Outline permissions are in place, detailed planning permissions are imminent, the vast majority of finance is secured, and there are willing landowners and developers. An MDC is not required. However, designating York Central as an MDZ would reiterate its role as the north's biggest mixed-use regeneration opportunity and provide a status that would signify the region's commitment to its delivery. Crucially, it

would provide a designation that is short-hand in Westminster for regional priorities and help ensure that the complex package of government commitments and funding remain aligned to allow its delivery.

5.0 York and North Yorkshire MDZ proposals

5.1 Having considered the large-scale regional opportunities and their characteristics it is therefore proposed that the Combined Authority formal designates these three geographies as:

- **Scarborough Mayoral Development Zone**
- **Selby Growth Corridor Mayoral Development Zone**
- **York Central Mayoral Development Zone**

5.2 It is vital from the Combined Authority's perspective that the MDZs are seen as a partnership with the local authorities within which they sit. Since inception the Combined Authority, City of York Council and North Yorkshire Council have worked in partnership to advance the region's regeneration and growth opportunities. Each of the proposed MDZ have been discussed with and are supported in principle by the constituent local authorities as an agreed mechanism for accelerating their delivery.

5.3 Each zone will require appropriate governance to be overseen by the Mayor with representation from the relevant local authority and key private sector developers and landowners with interests in the area. However, this must interface with existing governance relating to the MDZ area, and due to the different stages of development and coordination of each one the needs may differ from MDZ to MDZ. York Central for example already has extensive governance arrangements in place and the appropriate approach will need to be carefully considered and developed with existing stakeholders, whilst ensuring the Mayor has sufficient oversight to drive forward the development and to inform CA decisions. Similarly, Scarborough already has a Neighbourhood Board that oversees Pride in Place funding and the interplay with any new governance must be carefully considered.

- 5.4 Where existing governance is not deemed to be sufficient to enact a step change in delivery it is proposed to create an MDZ Advisory Board that will be chaired by the Mayor. The decision to establish any new MDZ Advisory Board and the proposed make-up of the board would be delegated to the Mayor in consultation with the lead member of the relevant local authority. It should be noted that any board would be advisory only, and the decision-making body for all MDZ activity will remain the Combined Authority.
- 5.5 To kickstart the impact of the MDZs it is proposed to ringfence an initial £10m MDZ Regeneration Fund to unlock regeneration opportunities. The MDZ Regeneration Fund will be funded through ringfencing £5m of remaining capital Mayoral Investment Funding, and an allocation of £5m of the £22m capital element of the Local Growth Fund. The allocation of the MDZ Regeneration Fund will only be available for the region's MDZs, with its application subject to detailed business case submissions and appraisals, and further CA decisions to allocate the funding.
- 5.6 In addition to this capital funding, £500k of Local Growth Fund revenue funding will be used for Combined Authority capacity to allow the development of the MDZs and any associated technical support needed for the delivery of activity.
- 5.7 However, the initial £10m is only the first commitment to providing funding to unlock the potential of the region's MDZs. Officers will work across all three MDZs to identify any future or further investment needed to deliver the full scale of each MDZ, allowing the design of mixed model funding and investment plans across local, regional, national government; public and private sector borrowing; and leveraged private sector investment. This will be undertaken through the Combined Authorities Investment Framework and will help define the overall scale of long-term Combined Authority funding needed to drive delivery of each MDZ.

6.0 Next Steps

- 6.1 As noted earlier in the report, unlike MDCs, MDZs are non-statutory designations, and as such are not a legal entity and do not need any approvals beyond that of the Combined Authority. Consequently, there is no

prescribed national criteria or guidance. There are however a number of key steps:

- Establishing a red-line boundary for the MDZ and identifying the key sites within it
- Produce an evidence base or strategic case that sets out the overarching needs of the MDZ
- Develop an MDZ masterplan or a delivery framework (or formally adopt existing masterplans)
- Integrate in to existing regional strategies
- Mobilise activity

- 6.2 It is proposed following the agreement in principle – and subject to any approvals each local authority deems necessary within their own governance processes – that the CA will work with the relevant local authority and key delivery partners to define a red line boundary for each MDZ, establish the primary aims of each, and the appropriate governance associated. Once agreed the formal launch and designation of the MDZ is delegated to the Director of Economy in consultation with the Mayor. This will allow each MDZ to be stood up at pace once ready.
- 6.3 As noted earlier in the report, where a new MDZ Advisory Board is required, it will be chaired by and appointed to by the Mayor, including as a minimum either the lead officer or an agreed elected Member of the relevant local authority. The Board will oversee the development of the strategic case, delivery mechanisms and any masterplan activity. The Board will not be a formal committee of the Combined Authority or a decision-making body but an advisory board. Meetings will not be held in public due to the commercial sensitivities relating to the MDZ, but to ensure transparency 6 monthly update reports will be brought back to the Combined Authority.
- 6.4 The allocation of the ringfenced £10m MDZ Regeneration Fund would be subject to detailed business cases in line with the Combined Authority's Investment Framework and Assurance processes, and any decisions to

allocate funding to any MDZ will remain a decision of the Combined Authority Cabinet.

- 6.5 To deliver the MDZ programme of activity £500k of revenue funding from the Local Growth Fund will be used as Combined Authority capacity funding. This will allow staff resources to be allocated to the administration of the MDZs and to procure and external consultancy support that is needed. These are operational decisions that will be undertaken by the Director of Economy.

7.0 Financial Implications (please confirm words agreed with Finance)

- 7.1 The proposals set out in this report can be accommodated within existing approved funding envelopes. The creation of the £10m Mayoral Development Zone Regeneration Fund (MDZ RF) will be funded from £5m of remaining Mayoral Investment Funding and £5m from the Local Growth Fund capital allocation. The allocation of up to £8m to Scarborough reflects the relative maturity of schemes and the ability to leverage match funding and private sector investment.
- 7.2 Provision is included within the MDZ RF for £500k of capacity funding to support the establishment and delivery of the MDZ programme. This funding will be profiled over a two-year period and is expected to cover the costs of a strategic programme manager, access to a framework delivery partner, and associated corporate support required to mobilise and coordinate activity across the three zones.
- 7.3 As MDZs are non-statutory designations, they do not create ongoing baseline revenue liabilities comparable to Mayoral Development Corporations. Financial commitments will instead be made on a scheme-by-scheme basis through the Combined Authority's existing Investment Framework and Assurance processes, ensuring that funding is aligned to deliverability, value for money, and risk management.

8.0 Procurement Implications

- 8.1 Should any priorities emerge from this report and require procurement, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with the Combined Authority'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.

- 8.2 Commercial Procurement must be consulted to identify whether there are opportunities for granting arrangements or if a public contract is required, prior to any services commencing.

9.0 Legal Implications

- 9.1 Mayoral Development Zones can be created informally using York and North Yorkshire Combined Authority and the Mayor's existing economic development and regeneration powers. Whilst an MDZ does not have formal legal status it identifies an area for regeneration, investment or development. It would not have any other legal implications as to the status of the area.
- 9.2 The Mayor may subsequently identify a Mayoral Development Area with the object of securing regeneration of that area, having consulted with and gaining consent of the relevant bodies and persons. A Mayoral Development Corporation is established with secondary legislation following designation of a Mayoral Development Area. The choice of between a MDZ, MDA and MDC or other structure will vary depending on the development needs of the different sites.
- 9.3 This report seeks approval 'in principle' to establish Mayoral Development Zones in Scarborough, Selby Growth Corridor and York Central with a delegation to the Mayor in consultation with the Leader of with North Yorkshire Council or City of York Council to formally designate depending on the location of the proposed area.

10.0 Equalities Implications

- 10.1 There are no specific equalities implications associated with the principle of establishing MDZs. However, it should be noted that the proposed MDZs are seeking to accelerate the regeneration opportunities of the most deprived areas within the region, helping to address inequalities and improve the opportunities and life chances of the communities in those places.

11.0 Human Resources Implications

- 11.1 There are no immediate human resource implications at this stage. Should it be identified that any staff are required for the Combined Authority to administer the MDZs then HR will advise on the necessary recruitment processes.

12.0 Environmental Implications

- 12.1 The principle of creating MDZs have no specific environmental considerations. Any funding of future projects by the CA within the MDZs will be subject to consideration of the environmental implications of that investment.

13.0 Combined Authority Areas Impacted (Council Areas/Wards/Divisions)

- 13.1 Scarborough, Selby and York.

14.0 Recommendations

- 14.1 It is recommended that Cabinet:
- 14.1.1 Approve in principle the designation of Scarborough, Selby Growth Corridor and York Central as Mayoral Development Zones (MDZs)
 - 14.1.2 Delegate to the Mayor, in agreement with the Lead Member of the relevant local authority, approval of the redline boundary of each MDZ
 - 14.1.3 Delegate to the Director of Economy, in consultation with the Mayor, the administration of the processes required to designate and launch the three MDZs in agreement with the relevant local authorities
 - 14.1.4 Delegate to the Mayor, in consultation with the Lead Member of the relevant local authority, the creation and appointments to any MDZ Advisory Board structures required where existing governance is not deemed sufficient
 - 14.1.5 Approve the ringfencing of an initial £10m capital MDZ Regeneration Fund from Mayoral Investment Funding and Local Growth Funding
 - 14.1.6 Approve the creation of £500k capacity fund to develop and administer the MDZs from Local Growth Fund revenue

15.0 Reasons For Recommendations

- 15.1 To allow the creation of three MDZs in York and North Yorkshire to accelerate the delivery of the regeneration of Scarborough, Selby Growth Zone and York Central.

16.0 Contact Details

For further information please contact the authors of this Report.

Author

Name:	Andy Kerr
Job Title:	Director of Economy
Service Area:	Economy
Email:	andy.kerr@yorknorthyorks-ca.gov.uk
Report approved:	
Date:	

Co-author

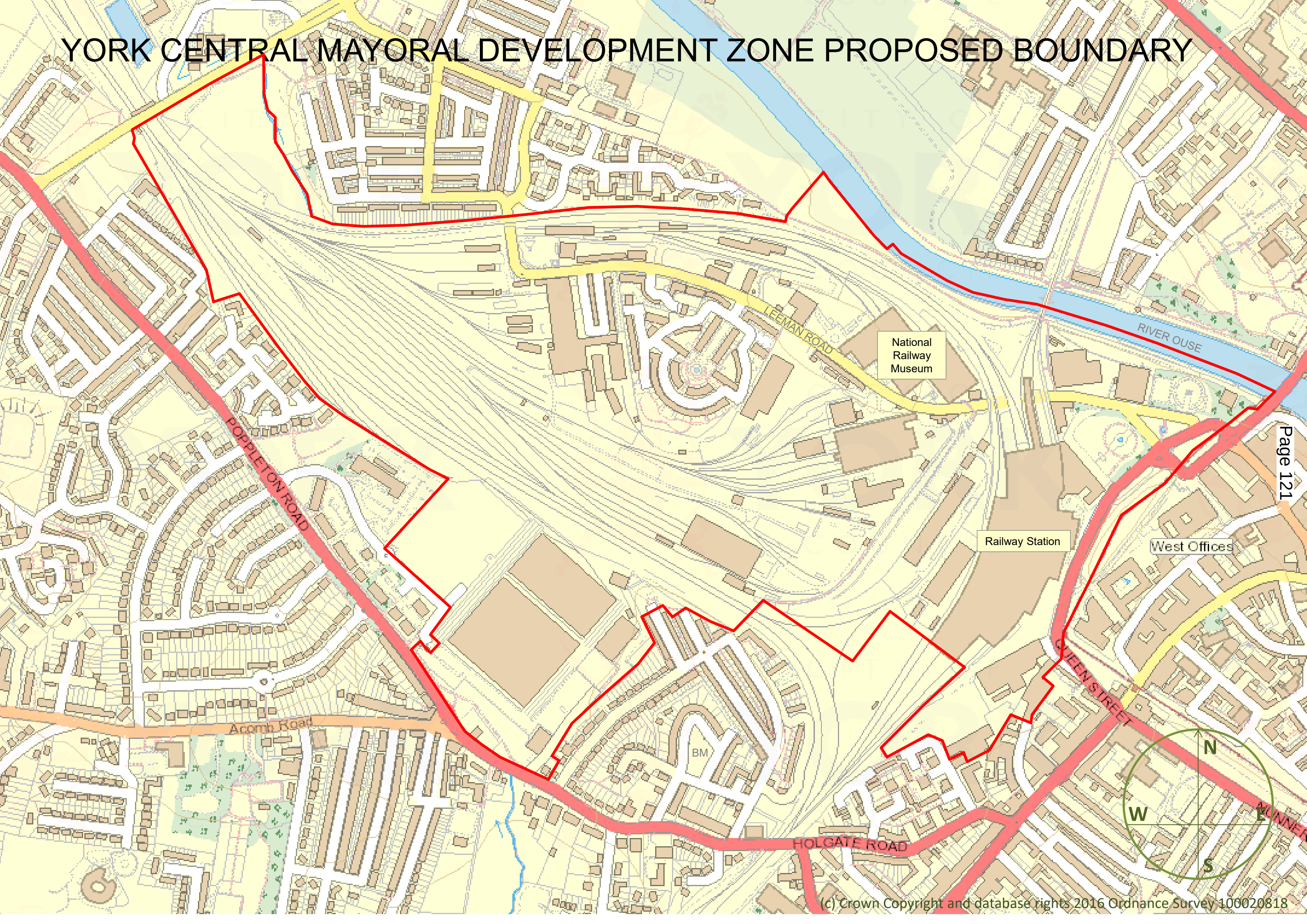
Name:	
Job Title:	
Service Area:	
Email:	
Report approved:	
Date:	

Background papers - none

Appendices - none

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YORK CENTRAL MAYORAL DEVELOPMENT ZONE PROPOSED BOUNDARY



National
Railway
Museum

Railway Station

West Offices

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City of York Council and Centre for Applied Human Rights

Human Rights and Equality Assessment Tool (HREA)

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

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

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

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

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

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

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

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

Who is submitting the proposal?

Directorate		City Development	
Service Area		Regeneration	
Name of proposal		Mayoral Development Zone at York Central Development	
Lead Officer		Garry Taylor	
Date Assessment Started		28/08/2026	
Date Assessment Completed		01/09/2026	
Names of those who contributed to the assessment			
Name	Job Title	Organisation	Area of Expertise
Ben Murphy	City Head of Placeshaping & Growth	City of York Council	Programme Management
David Smith	Access Officer	City of York Council	Access and equalities

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 designate a Mayoral Development Zone (MDZ) at York Central to enable the development of the site through the use of the flexible, non statutory designation for the regeneration priority site, to signal its strategic importance and potentially attract government funding. The designation will relate to the whole of the York Central development site, including housing and commercial development as well as public realm and access improvements.
1.2	Are there any external considerations?
	Legislation / government directive / codes of practice etc.
	No, the designation is an informal and non statutory one.
1.3	Who are the stakeholders and what are their interests?
	Consider both internal and external stakeholders.
	CYC City Development: Objective is to deliver the York Central Scheme York & North Yorkshire Combined Authority: Objective is to facilitate and accelerate the scheme's delivery
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.

Outcomes for Stakeholders, Staff and the Wider Community

Stakeholders The designation will provide confidence to delivery partners, investors and developers, enabling the continued regeneration of the York Central site in line with the agreed masterplan. It will support investment, create confidence in the delivery programme and may accelerate the provision of employment space, homes, public realm, infrastructure and community facilities.

Council Staff The proposal supports the Council's regeneration objectives by enabling the delivery of a strategic asset that contributes towards the city's long-term growth ambitions. It will help ensure that public sector investment to date generates tangible outcomes, while reducing ongoing landholding liabilities and supporting the efficient use of council resources.

Wider Community The proposal will help unlock and accelerate a major brownfield site, supporting the creation of new homes, employment opportunities, high-quality public spaces and improved connectivity between the city centre and surrounding communities. The development is expected to create jobs during both construction and occupation phases, increase economic activity and contribute to the long-term prosperity of York.

Alignment with the Council Plan 2023-2027: "One City for All"

The Council Plan priorities for a fair, thriving, green and connected city, and the proposed designation, with potential to unlock and accelerate development, will help to deliver many of the plan priorities. York Central is a strategic development priority for the city, and forms a core allocation of the Local Plan, and component of the Economic Strategy. The scheme will support delivery of new homes, employment floorspace, new accessible public realm, improvements to sustainable travel, and support culture, skills and inward investment.

The project will provide new affordable homes and create employment opportunities for all, supporting the Affordability component of the council plan. The scheme will deliver new environmentally sustainable homes and commercial floorspace in the heart of the city centre with unparalleled sustainable transport connectivity, and on brownfield land, supporting the Climate objectives of the council plan. New Health floorspace is proposed in the scheme, and improvements to the accessibility of key infrastructure (including the rail station) and investment in connectivity improvements (including Wilton Rise footbridge) supports Equalities objectives of the Council Plan.

	<u>Conclusion</u> The proposed designation will enable the continued delivery of York Central as a transformational regeneration project. It aligns strongly with the Council Plan 2023-2027 and York 2032 vision by supporting economic growth, housing delivery, sustainable development and improved accessibility. The proposal delivers positive outcomes across the Council's four cross-cutting priorities of Equalities, Affordability, Climate and Health, whilst providing long-term benefits for residents, businesses, stakeholders and future generations.
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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
	Public consultation undertaken as part of the York Central masterplanning, planning application and regeneration programme.	To understand the views of residents, businesses, community groups and other interested parties on issues such as housing, accessibility, transport, public realm, green space and community benefits. This helps identify potential impacts on different groups and informs measures to address concerns.
	Stakeholder engagement with statutory consultees, delivery partners, neighbouring landowners and community organisations undertaken as part of planning the site.	To gather specialist advice and understand potential impacts on protected groups, local communities and users of the site, as well as opportunities to maximise social and economic benefits.
	York Central planning application documents and supporting technical assessments (including transport, environmental,	To provide an evidence-based understanding of the potential impact of the wider regeneration programme on access, connectivity, inclusion, employment, housing and the local environment.

	accessibility and socio-economic assessments).	
	City of York Council Plan 2023-2027 ("One City for All").	To ensure the proposal aligns with the Council's commitments on Equalities and Human Rights, Affordability, Climate and Health and supports the delivery of strategic objectives for residents and communities.
	York 2032 Vision and supporting strategies, including the Economic Growth Strategy, Health and Wellbeing Strategy and Climate Change Strategy.	To understand the long-term needs and priorities of the city and ensure the proposal contributes to inclusive economic growth, sustainable development and improved wellbeing outcomes.
	Feedback and evidence from York Central delivery partners, including Homes England, Network Rail and other public sector partners.	To understand the anticipated social, economic and environmental outcomes of the wider regeneration programme and ensure these are reflected within decision-making.

Step 3 – Screening the impacts or effects.

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

Step 3.1 Table 1 – Screening the impacts or effects

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

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 education***														
Right to free elections***														
Right to housing***	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +

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	Potential benefit from enabling and accelerating additional affordable housing for eligible households of different ages. Detailed outcomes will depend on the eventual housing mix, allocation policy and accessible design. Potential indirect benefit from a well-connected location and inclusive routes. Temporary construction or access effects are matters for detailed planning and delivery controls	+	L
Disability	Potential positive impact through enabling and accelerating accessible and adaptable affordable homes and an inclusive external environment. These requirements must be secured and tested through the detailed design, planning and delivery stages. Potential indirect benefit from a well-connected location and inclusive routes. Temporary construction or access effects are matters for detailed planning and delivery controls	+	L
Gender reassignment	No differential impact identified.	0	
Marriage and Civil Partnership	No differential impact identified.	0	
Pregnancy and Maternity	Potential indirect benefit from enabling and accelerating affordable, secure and appropriately designed housing. No specific differential impact can be confirmed until the housing mix and allocation arrangements are known.	+	L

Race	No differential impact from the disposal has been identified.	0	
Religion and Belief	No differential impact from the disposal has been identified.	0	
Sex	No differential impact from the disposal has been identified.	0	
Sexual Orientation	No differential impact from the disposal has been identified.	0	

Other social – economic groups			
Carer	Potential indirect benefit through enabling and accelerating affordable and accessible homes meet the needs of carers and households receiving care. The final effect depends on design and allocation.	+	L
Care Leavers	Potential benefit if eligible care-experienced people can access the additional affordable supply under the applicable allocations framework.	+	L
Low income groups	The York Central scheme will deliver new affordable housing and employment space, which may benefit low income groups.	+	M
Veterans and armed Forces	No specific differential impact has been identified.	0	
Other		0	
Human Rights (list any rights impacted)			

Right to housing	Positive contribution through enabling affordable and accessible homes at York Central.	+	M
Right to private and family life, home and correspondence	Potential positive impact from additional secure, accessible, affordable homes that support family and private life.	+	L
Right to property		0	
Right to liberty, movement and security	Potential indirect benefit from a well-connected location and inclusive infrastructure investment. Temporary construction or access effects are matters for detailed planning and delivery controls.	+ / -	L

Step 4 – Gaps in data and knowledge

4.1	What are the main gaps in information and understanding of the impact of your proposal?		
	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

	There are no gaps in data or knowledge.	N/A	N/A
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Step 5 - Maximising positive impacts

5.1	What has been done to optimise opportunities to advance equality / human rights or foster good relations? The York Central scheme which the MDZ allocation is designed to facilitate, has been subject to extensive community and stakeholder engagement to shape the proposals to realise as many city benefits as possible, including those relevant to equality, human rights and good relations. The engagement has included a very wide range of stakeholders, including those groups identified in this assessment, and engagement has been through a wide variety of means including in person events, online consultation and engagement with specialist groups and stakeholders. The scheme proposals which the MDZ seeks to facilitate and accelerate have been extensively shaped through this engagement.
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Step 6 – Recommendations and conclusions of the assessment

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

Option Selected	Conclusion / justifications
No major change to the proposal	Proceed with the proposed designation of MDZ, which seeks to facilitate and accelerate the development of the York Central site.

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

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 HREA will be maintained as a live assessment and reviewed at key decision and delivery gateways.

Appendix A

Equality, Diversity & Inclusion (EDI): Protected characteristics

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

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

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

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



Meeting:	Executive
Meeting date:	6 October 2026
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Councillor Dave Merrett, Executive Member for Housing, Planning and Safer Communities

Minerals and Waste Planning and the Local Plan

Subject of Report

1. This report provides an update on recent developments concerning the future review of the Joint Minerals and Waste Plan (JMWP) and the implications for the preparation of the emerging York Local Plan 2045, as agreed in April 2026.
2. In accordance with the April decision, the Council issued its Formal Notice of Plan-Making on 26 June 2026. Since then, the strategic context has changed significantly in relation to reviewing the JWMP. The North York Moors National Park Authority (NYMNPA) has resolved to incorporate minerals and waste policies within its new Local Plan, whilst North Yorkshire Council (NYC) advised that it was actively considering whether minerals and waste policies should also be incorporated into its emerging Local Plan rather than pursuing a new joint plan.
3. Consequently, an Executive Member Decision was taken in July 2026 to include the minerals and waste as a topic in the forthcoming new Local Plan 2045 Scoping Consultation and for formal notification of plan-making to be re-issued to allow plan-making momentum to continue. Formal notification to this effect was re-issued on 30 July 2026.
4. This report seeks to update Executive on the implications of this approach and a decision to continue to formally include minerals and waste policy matters within the emerging York Local Plan to

discharge its responsibilities as a Minerals and Waste Planning Authority.

Benefits and Challenges

5. The principal benefit of the proposed approach is that it provides certainty that the Council can continue to fulfil its statutory responsibilities as a Minerals and Waste Planning Authority whilst maintaining momentum on preparation of the York Local Plan.
6. The changing strategic landscape following the Council's decision to proceed with plan-making in April and issuing of notice in June 2026 created uncertainty. The decision of the North York Moors National Park Authority to incorporate minerals and waste policies within its own Local Plan and North Yorkshire Council's consideration of a similar approach. In the absence of certainty regarding future joint plan arrangements, officers considered it prudent to ensure that York's Local Plan was capable of meeting all of the Council's planning authority responsibilities.
7. The decision to amend and reissue the Formal Notice to include minerals and waste planning has enabled these matters to be considered through the forthcoming scoping consultation and throughout subsequent stages of plan preparation, minimising the risk of delay arising from the need to revisit or repeat statutory stages of plan preparation at a later date. This approach ensures stakeholders are engaged on minerals and waste issues from the earliest stage of plan-making and allows the necessary evidence gathering, policy development and consultation requirements to be integrated within a single plan-making programme.
8. Re-issuing the Formal Notice was not simply an administrative change. Including minerals and waste planning within the scope of the Local Plan established a clear intention that these matters will be considered through the plan-making process. This requires the Council to consult on minerals and waste issues through the forthcoming scoping consultation, undertake the necessary evidence gathering and policy development work, and progress those matters alongside the wider Local Plan unless a subsequent alternative approach was formally agreed. No alternative approach has been agreed; the formal decision made by NYMNPA means that the adopted JMWP cannot be reviewed jointly and NYC are yet to issue their notification of matters to include in their new Local Plan. Consequently, we are recommending a decision to formally

progress with the inclusion of minerals and waste planning policy into the Local Plan.

9. The principal challenge is therefore the increase in scope, complexity and resource requirements to support the emerging Local Plan. A review of the adopted JMWP will be required to identify policies which continue to be applicable to York and their alignment with the NPPF. Additional technical evidence, policy development and targeted stakeholder engagement are likely to be required.
10. Conversations continue in relation to potentially co-commissioning of evidence base across with the other authorities to ensure cross-boundary alignment of baseline data. Regardless, continuation of effective engagement is necessary to ensure that cross-boundary issues are appropriately addressed through the new plan. This includes the ability to address the need and supply of minerals into and out of York as well as the management of waste, for which there are existing regional management regimes.
11. It is likely that there will be some financial benefits by combining two plan-making processes into one, avoiding the need for multiple consultations and plan examinations.

Policy Basis for Decision

12. The preparation and maintenance of an up-to-date development plan is a statutory responsibility of local planning authorities under the Planning and Compulsory Purchase Act 2004 (as amended by the Levelling up and Regeneration Act 2023). The preparation of plans now falls under the Town and Country Planning (Local Planning) (England) Regulations 2026.
13. The approach to Minerals and Waste policy planning is set out in the National Planning Policy Framework (NPPF). A new NPPF was released in August 2026¹, which includes plan-making provisions for minerals and waste policies; updated planning practice guidance (PPG) is expected to support this soon. The NPPF is clear that any development plans being prepared under the above regulatory framework will need to accord with the policies in the framework.

¹ <https://www.gov.uk/guidance/national-planning-policy-framework>

14. The proposals support the Council Plan commitment to sustainable and well-managed growth, protecting and enhancing York's environment while ensuring that the infrastructure necessary to support residents and businesses can be planned effectively.
15. Policies in the Local Plan will contribute to the Council's environmental objectives by supporting sustainable management of waste, promoting the prudent use of mineral resources and ensuring that environmental impacts are appropriately considered through the planning process.

Financial Strategy Implications

16. Executive approved the commencement of a new Local Plan for York in April 2026, supported by external grant funding to assist with the early stages of plan preparation. The current programme and associated budgets were developed on the basis that a review of the Joint Minerals and Waste Plan (JMWP) would be considered separately, reflecting the expectation at that time that a future joint planning approach with neighbouring authorities would continue.
17. Incorporating these matters within the Local Plan will require additional evidence gathering, policy development, stakeholder engagement and consultation activity. There may also be implications for specialist technical support and legal advice during later stages of plan preparation and examination.
18. At this stage, officers consider that the immediate financial impact can be accommodated within existing Local Plan project resources and the current programme of work. However, the inclusion of minerals and waste policy preparation is likely to increase the overall scope and complexity of the Local Plan and may require additional budget provision as the plan progresses. It may also require drawing forward of funds into the current year as opposed to costs starting from 2027/28.
19. Conversely, incorporating minerals and waste policies within the York Local Plan may avoid the future costs associated with preparing a separate minerals and waste development plan for York, whether jointly or independently. There may also be efficiencies in undertaking integrated consultation activity and progressing a single examination process.

Recommendation and Reasons

20. The Executive is asked to:
- i. Note the change in circumstances relating to the future review of the Joint Minerals and Waste Plan.
 - ii. Note and endorse that City of York Council remains the Minerals and Waste Planning Authority for York and its statutory planning responsibilities will be addressed through the new Local Plan process.
 - iii. Note and endorse the implications of including minerals and waste planning matters in the scope of the emerging York Local Plan;
 - iv. Note and endorse the updated timetable for the production of the Local Plan (Annex B).

Background

21. The Minerals and Waste Joint Plan was adopted on 16 February 2022 and covers the administrative areas of City of York Council, North Yorkshire Council and the North York Moors National Park Authority. The plan provides the strategic planning framework for minerals extraction, waste management facilities and associated infrastructure within the plan area.
22. Since adoption of the current plan, the Government has introduced a new plan-making system intended to accelerate plan production and ensure greater consistency across local planning authorities. The new system establishes a mandatory 30-month preparation period and introduces three gateway assessments alongside three statutory consultation stages. Reviews of existing plans are required to follow the same process as new plans and should commence within five years of plan adoption.
23. Executive agreed in April 2026 to commence preparation of a new Local Plan for York. At the time this report was prepared, officers were engaged in discussions with North Yorkshire Council (NYC) and the North York Moors National Park Authority (NYMNPA) regarding the future review of the JMWP. Those discussions were based on an assumption that the three authorities would continue to work collaboratively on a successor joint plan, consistent with the approach taken in preparing the existing JMWP.

24. Since then, the position has changed significantly. In June 2026, the North York Moors National Park Authority at their Annual General Meeting resolved to incorporate minerals and waste planning policies within its forthcoming Local Plan rather than participate in a future joint minerals and waste plan. City of York Council was subsequently advised by North Yorkshire Council that they were also considering whether minerals and waste policies should be incorporated within its emerging Local Plan, although no formal notification for plan-making has yet been issued. Regardless, previous joint working arrangements could not continue and a new plan would be need to be prepared either independently or jointly just with North Yorkshire Council.
25. These developments prompted officers to review how the Council will continue to fulfil its statutory responsibilities as a Minerals and Waste Planning Authority. Consequently, a report was taken to an Executive Member Decision Sessions (EMDS) in July 2026 considering 3 options:
- **Option 1** – Amend the scope of the Local Plan to include minerals and waste planning matters
 - **Option 2** – Do not amend the scope of the Local Plan and await further decisions from North Yorkshire Council prior to agreeing an approach to Minerals and Waste planning.
 - **Option 3** – Commit now to preparing a separate Minerals and Waste Development Plan
26. Given the advanced stage of preparation of the Local Plan programme, the imminent publication of the Scoping Consultation, and the desire to avoid delay or the need to repeat statutory stages of plan-making at a later date, a decision was taken by the Executive Member for Housing, Planning and Safer Environment in July 2026 to amend the scope of the Local Plan process to now include minerals and waste planning matters (option 1). This has ensured that minerals and waste issues can now be considered through the forthcoming consultation, evidence gathering and policy development work from the outset.
27. The original Formal Notice of Plan-Making issued on 26 June 2026 was superseded by a new Notice issued on the 30 July 2026 to include minerals and waste policy and an update to the local plan timetable.

28. The Plan-making Activity Schedule and Local Plan Timetable (Annex B) has further been updated to reflect a delay incurred to starting the Scoping Consultation. This was scheduled to commence in August but was delayed to the end of September due to the procurement and installation of new software to support plan-making and following a review of the new NPPF to ensure strategic alignment of the issues. The Plan-making activity schedule also reflects updated information regarding the review and preparation of Neighbourhood Plans.

Consultation Analysis

29. At this stage, discussions have been undertaken between officers of the three partner authorities regarding future plan preparation arrangements and potential programme implications, including evidence base commissioning. No formal public consultation has yet been undertaken ahead of the commencement of the statutory plan-making process.
30. Future consultation will be undertaken in accordance with the requirements of the new planning regulations and forthcoming engagement strategy, inclusive of meeting statutory duties for maintaining effective cross-boundary cooperation.

Options Analysis and Evidential Basis

Option 1 – Note and endorse the approach to include minerals and waste planning matters in the Local Plan (Recommended)

31. The EMDS decision taken to re-issue formal Notice of Plan-making has committed the Council to including consideration for minerals and waste matters in the Scoping consultation for the new Local Plan 2045 providing a clear indication that this is the mechanism to fulfil its responsibilities as a Minerals and Waste Planning Authority. This enables the relevant matters to be appropriately identified from the outset of the plan-making process and will minimise the risk of delay, duplication or the need to repeat statutory plan-making stages at a later date.

Option 2 – Continue to explore alternative approaches to minerals and waste policy, including joint working or production of a separate plan (Not recommended)

32. Under this option, the Council would undertake the Local Plan scoping consultation as originally notified but continue to explore North Yorkshire Council's intentions before determining how minerals and waste matters should be addressed.
33. The advantage of this approach is that it would avoid committing resources to minerals and waste policy preparation until the future of any successor joint arrangement is clearer.
34. However, this option carries significant risks. The Council has already issued a Formal Notice of Plan-Making and will continue to consider minerals and waste matters in the Scoping Consultation, providing a clear indication of our intention to consider these matters as part of our new Local Plan. Pivoting to an alternative approach could result in delays to evidence gathering and programme milestones would need to be revisited, creating additional cost and delay.
35. Under this option, the Council could still consider preparing a standalone minerals and waste plan following the scoping consultation. Officers do not recommend this. This has significant resource requirements and costs associated with progressing a separate plan as well repeating initial stages of plan-making.

Organisational Impact and Implications

36. **Financial** - Financial implications are outlined above. The existing Local Plan budget can meet the projected requirements for incorporating minerals and waste policies into the Local Plan inclusive of considering evidence base commissioning, where necessary. The requirement to draw money forward into the current financial year will be kept under review.
37. **Human Resources (HR)** - The review will require officer input from Strategic Planning Policy and other relevant technical officers. Initial work can be accommodated within existing staffing arrangements. However, as the evidence base and policy development work progresses, additional specialist support or consultancy input may be required. Resource requirements will continue to be reviewed as part of the wider Local Plan programme.
38. **Legal** - The Council has statutory responsibilities in relation to plan-making. Any future evidence commissioning collaboration will

require legal review and appropriate governance arrangements to ensure compliance with relevant legislation and constitutional requirements.

39. **Procurement** - Procurement activity is likely to be required for specialist technical studies and consultancy support. Any procurement activity will be undertaken in accordance with the Council's Contract Procedure Rules.
40. **Health and Wellbeing** - An up-to-date minerals and waste planning framework supports the management of environmental and amenity impacts which can affect community health and wellbeing. Future policy development will seek to ensure that impacts on communities are appropriately assessed and mitigated.
41. **Environment and Climate Action** - Minerals and waste planning has an important role in supporting sustainable resource management, the circular economy, climate resilience and the transition towards net-zero carbon objectives.
42. The proposed approach will ensure that these matters are considered alongside wider environmental and climate priorities through the preparation of the Local Plan.
43. **Affordability** - There are no direct affordability implications arising from the recommendations at this stage.
44. **Equalities and Human Rights** - A Human Rights and Equalities Assessment has been undertaken in relation to the proposal and is attached at Annex A. The outcomes from this have shown that there would be positive outcomes from production of a new plan inclusive of minerals and waste planning.
45. **Data Protection and Privacy** - There are no direct data protection implications arising from this report. Any future consultation activities will be undertaken in accordance with relevant data protection requirements.
46. **Communications** - Clear communication will be required to explain the change in circumstances regarding the future review of the Joint Minerals and Waste Plan and to set out why minerals and waste matters are now proposed to be included within the scope of the Local Plan.

47. The forthcoming Scoping Consultation will provide the first opportunity to engage stakeholders on these issues and should clearly communicate that the Council is seeking views on minerals and waste matters in light of the evolving position across York and North Yorkshire.
48. **Economy** - An up-to-date minerals and waste policy framework supports sustainable economic growth by providing certainty for infrastructure investment and development activity.
49. Including these matters within the Local Plan will allow minerals and waste planning considerations to be integrated with wider economic, environmental and spatial planning objectives.

Risks and Mitigations

50. **Risk:** Failure to adequately address Minerals and Waste Planning Authority responsibilities

Mitigation: The Formal Notice of Plan-Making has been amended to include minerals and waste planning matters within the scope of the emerging Local Plan, ensuring that these issues are considered from the outset of the plan-making process.

51. **Risk:** Delay to Local Plan preparation

Mitigation: Including minerals and waste planning matters within the current scope of work enables evidence gathering and consultation activities to proceed without delay and reduces the likelihood of repeating statutory stages of plan-making.

52. **Risk:** Increased scope and resource requirements

Mitigation: Resource requirements will continue to be monitored through the Local Plan programme. Consideration of minerals and waste matters have been planned into future Local Plan budget monitoring and staffing arrangements.

53. **Risk:** Stakeholder confusion regarding the scope of the Local Plan

Mitigation: The amended Formal Notice, Scoping Consultation materials and supporting communications will clearly explain the reasons for the change and the evolving position across York and North Yorkshire. This will provide transparency regarding the

Council's intentions and the opportunity for stakeholders to participate in shaping future policy.

Wards Impacted

54. All wards.

Contact details

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

Author

Name:	Alison Cooke
Job Title:	Head of Strategic Planning Policy
Service Area:	Strategic Planning Policy, City Development
E-mail:	alison.cooke2@york.gov.uk
Report approved:	Yes
Date:	19 September 2026

Co-author

Name:	Alison Stockdale
Job Title:	Strategic Planning Policy Manager
Service Area:	Strategic Planning Policy, City Development

Background papers

- Executive April 2026 - [Decision - Plan-making activity and Local Plan Review \(york.gov.uk\)](#)
- Executive Member Decision Session - [Agenda for Decision Session - Combined Executive Member Decision Session on Thursday, 30 July 2026, 4.30 pm](#)

Annexes

- Annex A: Human Rights and Equalities Assessment (HREA)
- Annex B: Plan-making activity schedule, including the updated Local Plan timetable.

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City of York Council and Centre for Applied Human Rights

Human Rights and Equality Assessment Tool (HREAT)

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

City of York Council (CYC) combines this approach with York's commitment as a Human Rights City to produce a Human Rights and Equality Assessment tool (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 Equality 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 HREAT 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		City Development	
Service Area		Strategic Planning Policy	
Name of proposal		Plan-making activity (Local Plan including Minerals and Waste planning)	
Lead Officer		Alison Cooke – Head of Strategic Planning Policy	
Date Assessment Started		21 July 2026	
Date Assessment Completed		Ongoing	
Names of those who contributed to the assessment			
Name	Job Title	Organisation	Area of Expertise
Alison Stockdale	Strategic Planning Policy Manager	City of York Council	Strategic Planning

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.

In April 2026, a report to Executive presented the forthcoming Plan-making activity being undertaken by City of York Council, as well as presenting a proposal to refresh York's Local Plan. An Equalities Impact Assessment was carried out to support the initial reporting of the intention to commence work on a new Local Plan – see <https://democracy.york.gov.uk/documents/s188399/Item%208%20-%20Plan-making%20activity%20and%20Local%20Plan%20Review%20-%20Annex%20E.pdf>

As a Minerals and Waste Planning Authority we have a statutory duty to produce a Minerals and Waste Plan. At the time of reporting on forthcoming Plan-making activity it was intended that our statutory duties on Minerals and Waste would be fulfilled by reviewing the joint Minerals and Waste Plan for York and North Yorkshire. However, it is now intended that the Minerals and Waste Plan will form part of York's new Local Plan.

This report considers the proposed approach to Plan-making in relation to Minerals and Waste Planning.

Minerals and Waste planning influences where extraction, processing, recycling, recovery, and disposal activities occur. These activities can affect:

- Local air quality, noise, and traffic
- Access to land, public rights of way, and community facilities
- Employment opportunities
- Environmental quality and long-term health
- Distribution of burdens and benefits across communities

Because impacts are spatially uneven, the policy must ensure fair treatment and meaningful participation for all affected groups.

Minerals and Waste policy is likely to have city-wide impacts and benefits. Wider cross-boundary impacts are anticipated where this relates to the management and treatment of waste.

Step 1 – Aims and intended outcomes

1.2	Are there any external considerations?
	Legislation / government directive / codes of practice etc.
	Plan making activities must accord with the following legislation: • Planning and Compulsory Purchase Act 2004 (as amended) • Localism Act 2011 • Levelling Up and Regeneration Act 2023 (LURA 2023) • Planning and Infrastructure Act (PIA) 2025 • Town and Country Planning (Local Planning) (England) Regulations 2026 • The Neighbourhood Planning (General) Regulations 2012 • The Neighbourhood Planning (Referendums) Regulations 2012 Under the Town and Country Planning (Local Planning) (England) Regulations 2026, Local Authorities are required to publish a Local Plan Timetable for the preparation of new plans. This is included within the plan-making activity schedule. A new National Planning Policy Framework expected in Autumn 2026 will provide the overarching policy context, with local plans expected to avoid duplication of national policy. This will dictate the content of plans.

The Equality Act 2010 provides a legal framework to protect the rights of individuals and advance equality of opportunity for all. It provides a discrimination law which protects individuals from unfair treatment and promotes a fair and more equal society. Under the Act, the Gypsy, Roma and Traveller community are specifically protected under the protected characteristics for 'Race'.

1.3 Who are the stakeholders and what are their interests?

Consider both internal and external stakeholders.

Plan-making in York is relevant to anyone who lives, works or carries out business in the authority. This includes Local Communities, Voluntary and Community Sector, officers at City of York Council and Planning Agents and Developer community. It also includes stakeholders, such as statutory consultees, who may have an interest in strategic planning in the city.

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.

York is operating within a rapidly changing policy, economic, social, and environmental context. National reforms to the planning system, regional strategies through the York and North Yorkshire Combined Authority, and evolving expectations on a complex range of issues require the Council to maintain an up-to-date spatial framework. Our local policy will be able to set an effective spatial response that optimises benefits for communities. The activity schedule focuses on delivery and implementation of the adopted local plan alongside implementation of the Community Infrastructure Levy, continuation of Neighbourhood Plan making, the updated Statement of Community Involvement and initiation of a Local Plan Review. Each of these documents is subject to a separate decision to proceed.

Since preparation of the current adopted Local Plan there has been significant city-wide strategy development in York, articulated in the city's collective vision set out in 'York 2032: The 10-Year Plan'. The refreshed Local Plan, inclusive of minerals and waste policy, must reflect the city's strategic ambitions as articulated in York 2032 and related strategies on climate change, the economy, health and wellbeing, transport, skills and culture. The plan will provide a coherent basis for delivering sustainable development across the city. All of the above need to shape the development plan for the city.

The proposal directly reflects the core aims of the Council Plan (One City for All – 2023-2037), equalities, affordability, climate action and population health.

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
	Statutory legislation (as set out in Section 1.2 above)	Sets the requirements and formal framework for plan-making
	National Planning Policy Guidance	Provides guidance about the requirements
	National Planning Policy Framework	National Planning Policy for England and how it should be applied.
	Stakeholder engagement	The new Local Plan including Minerals and Waste planning will update the existing adopted City of York Local Plan and Joint Minerals and Waste Plan for York and North Yorkshire. Both plans were informed by significant and wide-reaching stakeholder engagement. The new plan-making system includes a minimum of 3 statutory consultation stages which should be advised by a consultation strategy. The proposal allows for approval of the consultation strategy to be delegated to the Director of City Development; this will set out in detail stakeholder mapping, events and how consultation will be conducted. Preparation will be subject to iterative HREAT and Environmental Outcome Reporting and these will be published at each statutory consultation stage and/or when applicable.

	York's Adopted Local Plan (2025)	Provides the local policy framework against which the CIL, non-statutory guidance and neighbourhood Plans will be developed. This was subject to extensive consultation and public examination and is supported by evidence base, including iterative EIA.
	Adopted Minerals and Waste Joint Plan (2022)	Provides the local and cross-boundary policy framework against which forthcoming Minerals and Waste policy for York will be developed. This was subject to extensive consultation and public examination and is supported by evidence base, including iterative EIA.
	Community Infrastructure Levy (2025)	City-wide consultation on the Community Infrastructure levy charging schedule was undertaken schedule has been undertaken. This was supported by evidence base, EIA and was subject to public examination prior to adoption in November 2025.

Step 3 – Screening the impacts or effects.

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

Step 3.1 Table 1 – Screening the impacts or effects

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

Right to education***	Neutral													
Right to free elections***	Neutral													
Right to housing***	Neutral													

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	For plan-making, there will be opportunities to engage with all age groups through various consultation stages; this will be outlined in forthcoming consultation strategies. Overall, the Local Plan and planning policy may consider age specific spatial policy; this is to be determined and will be reported on in the future.	+	L
	Sustainability Appraisal and SEA previously identified that Minerals and Waste operations can affect air quality, noise, dust, and water pollution, impacting on the right to life (health). In mitigation, policy must ensure: - Strict environmental controls - Site-selection safeguards - Monitoring and transparent reporting - Avoidance of disproportionate impacts on vulnerable groups, including on the protected characteristics of age and disability. This will be informed by engaging with a wide range of stakeholders throughout the plan-making process.	0 (unknown at this stage)	L
Disability	For plan-making, there will be opportunities to engage and work with those who identify as either having an impairment or being a disabled person through various consultation stages; this will be outlined in forthcoming consultation strategies. The Local Plan and planning policy guidance may consider disability specific spatial policy; this is to be determined and will be reported on in the future	+	L

	Sustainability Appraisal and SEA previously identified that Minerals and Waste operations can affect air quality, noise, dust, and water pollution, impacting on the right to life (health). In mitigation, policy must ensure: - Strict environmental controls - Site selection safeguards - Monitoring and transparent reporting - Avoidance of disproportionate impacts on vulnerable groups, including on the protected characteristics of age and disability. This will be informed by engaging with a wide range of stakeholders throughout the plan-making process.	0 (unknown at this stage)	L
Gender reassignment	This proposal is not expected to impact on that characteristic	0	N/A
Marriage and Civil Partnership	This proposal is not expected to impact on that characteristic	0	N/A
Pregnancy and Maternity	Sustainability Appraisal and SEA previously identified that Minerals and Waste operations can affect air quality, noise, dust, and water pollution, impacting on the right to life (health). In mitigation, policy must ensure: - Strict environmental controls - Site selection safeguards - Monitoring and transparent reporting - Avoidance of disproportionate impacts on vulnerable groups, including on the protected characteristics of age and disability. This will be informed by engaging with a wide range of stakeholders throughout the plan-making process.	0 (unknown)	L

	For plan-making, there will be opportunities to engage with pregnant people through various consultation stages; this will be outlined in forthcoming consultation strategies.	+	L
Race	Mixed use Gypsy and Traveller sites are more likely to be located in industrial areas and therefore disproportionately more likely to be impacted by industrial/waste management uses. In mitigation, policy should avoid the co-location of sensitive receptors.	0 (unknown)	L
	For plan-making, there will be opportunities to engage and work with harder to reach groups such as gypsies and travellers; this will be outlined in forthcoming consultation strategies.	+	L
Religion and Belief	This proposal is not expected to impact on that characteristic	0	N/A
Sex	This proposal is not expected to impact on that characteristic	0	N/A
Sexual Orientation	This proposal is not expected to impact on that characteristic	0	N/A

Other social – economic groups			
Carer	This proposal is not expected to impact on that characteristic. However, there is potential for this group to be considered as part of future evidence base	0	N/A
	For plan-making, there will be opportunities to engage with carers through various consultation stages; this will be outlined in forthcoming consultation strategies.	+	L

Care Leavers	This proposal is not expected to impact on that characteristic. However, there is potential for this group to be considered as part of future evidence base	0	N/A
	For plan-making, there will be opportunities to engage with carer leavers through various consultation stages; this will be outlined in forthcoming consultation strategies.	+	L
Low income groups	While the wider Local Plan outlines the production of non-statutory guidance in relation to affordable housing which will support affordable housing provision, the Minerals and Waste Plan is not itself expected to impact on that characteristic. However, there is potential for this group to be considered as part of future evidence base	0	N/A
Veterans and armed Forces	This proposal is not expected to impact on that characteristic. However, there is potential for this group to be considered as part of future evidence base.	0	N/A
Other	N/A		
Human Rights (list any rights impacted)			
Right to Life	Age, disability and race (Gypsy and Traveller communities) are identified as particularly sensitive receptors in relation to minerals and waste planning. While Minerals and Waste development may affect life expectancy, the plan will recognise this risk and avoid any potential conflict.	0 (unknown)	L

Step 4 – Gaps in data and knowledge

4.1	What are the main gaps in information and understanding of the impact of your proposal?		
	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
	Full details of the new plan-making system and revised NPPF are not yet available; these are being incrementally released by MHCLG.	Officers to keep up to date with changes in planning policy and guidance.	Ongoing
	Full impacts of the new Local Plan including Minerals and Waste Plan cannot be known until it has been progressed	Further information will be gained via public consultation at statutory stages and continued annual monitoring of the adopted Local Plan.	Ongoing

Step 5 - Maximising positive impacts

5.1	What has been done to optimise opportunities to advance equality / human rights or foster good relations?
	The plan-making process is in its early scoping stages and positive impacts are not yet measurable. The Local Plan will be subject to ongoing HREAT, including at consultation stages, and including Minerals and Waste policy considerations.

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	The HREAT demonstrates the proposal is robust at this stage. There are opportunities to advance equality and foster good relations through targeted and specific consultation in plan-making, which will be subject to continuing monitoring and review. HREAT will continue as an iterative process throughout plan-making.

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
	Review of adopted Local Plan implications	Monitoring of adopted Local Plan and the impact of Minerals and Waste policy to inform future Local Plan production	Alison Cooke	Annual
	HREAT of new Local Plan and Minerals and Waste Plan	Future HREAT to consider the impact and implications of evidence base/new and revised Minerals and Waste policy	Alison Cooke	TBC – aligned to relevant stages of Local Plan production. HREAT to be undertaken prior to statutory consultation and published as part of the suite of evidence.

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 Local Plan Timetable and Activity Schedule will be updated as necessary to ensure the plan-making timetable remains up-to-date. Iterative HREAT will also be carried out to inform Local Plan preparation and will be published as part of statutory consultations and/or when relevant. The adopted Local Plan (2025) and Joint Minerals and Waste Plan policies continue to be monitored in accordance with an agreed monitoring framework and reported through the statutory Annual Monitoring Report. This will be used to inform the detail of future plan-making. Once adopted it is anticipated that the new Local Plan will be monitored annually and reviewed every 5 years, in line with the Regulations.

Appendix A

Equality, Diversity & Inclusion (EDI): Protected characteristics

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

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

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

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

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Plan-making Activity Schedule

October 2026

Version Control

Version	Date
1	14/04/2026
2	30/06/2026
3 (this document)	06/10/2026

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1 Introduction

1.1 This schedule covers the following documents:

- Implementation of the City of York Local Plan 2017-2033 (adopted February 2025)
- New Local Plan 2045
- The Community Infrastructure Levy (CIL) Charging Schedule
- Neighbourhood Plans
- York and North Yorkshire combined authority Spatial Development Strategy
- Statement of Community Involvement

Purpose

1.2 This Activity Schedule sets out a planning policy work programme for the Council with indicative timeframes for plan production. It will be reviewed as necessary to keep it up to date.

2 The Development Plan for the City of York

Regional Spatial Strategy (RSS)

2.1 Whilst the Regional Strategy for Yorkshire and Humber has otherwise been revoked, its York Green Belt policies have been saved together with the key diagram which illustrates those policies and the general extent of the Green Belt around York. Following the adoption of the City of York Local Plan these policies now carry very little weight as the Plan identifies the detailed Green belt boundaries as required by RSS policy.

Minerals and Waste Joint Plan (North Yorkshire County Council, North York Moors National Park Authority and City of York Council) (2022)

2.2 This joint plan was adopted by each authority as follows:

- City of York Council at its Full Council meeting on 27 April 2022;
- North Yorkshire County Council on 16 February 2022; and
- North York Moors National Park Authority on 21 March 2022.

City of York Local Plan (2025)

2.3 The City of York Council Local Plan was adopted by Full Council on 27 February 2025.

2.4 The Local Plan was submitted to the Secretary of State for independent examination in 2018. Five phases of Examination in Public (EiP) took place between 2019 to 2024. Formal consultation on the proposed modifications to the Plan took place in Spring 2023 with an additional main modifications consultation for Policy H5: Gypsies and Travellers in summer 2024.

- 2.5 The Local Plan was prepared in compliance with Planning and Compulsory Purchase Act (2008, as amended) and the National Planning Policy Framework¹. Consultation on the proposed Main Modifications was compliant with Regulation 19 of the Planning and Compulsory Purchase Act 2004² and the adopted Statement of Community Involvement (2007).

Implementing the adopted Local Plan

- 2.6 We have supported the implementation of the adopted Local Plan with the following documents:
- *Validation Checklist*: A Validation Checklist helps people understand what information they need to include when applying for planning permission. It makes sure planning applications are complete and clear, so that decisions can be made efficiently and consistently. Public consultation was held on the list in Autumn/Winter 2025. This was subsequently published in February 2026³.
 - *Non-statutory Planning Guidance*: Non-statutory planning guidance seeks to support the implementation of the adopted policies. This follows the Town and Country Planning Regulations (Local Plan) Regulations 2026 revisions which state that after 30 June 2026 planning authorities will no longer be able to adopt Supplementary Planning Documents (SPDs). *Decisions on implementation of guidance is subject to an Executive Member decision.*
 - *Community Infrastructure Levy (CIL)*: The Community Infrastructure Levy (CIL) is a charge that local authorities can set on new developments in their area. This charge makes sure certain types of new development contribute to the infrastructure needed to support growth and benefit the local community. The Council's CIL charging schedule took effect on 1 February 2026. Work is ongoing in relation to how we may spend CIL.

Neighbourhood Plans

- 2.7 Neighbourhood Plans offer local communities (via a Neighbourhood Forum or Parish Council) the opportunity to prepare locally specific policies in conformity with the Development Plan and national policy. Once it has been agreed at a referendum and is 'made' by the local planning authority (i.e. brought into legal force following an independent Examination), it becomes part of the Development Plan for the authority.
- 2.8 We have six Neighbourhood Plans in York:

¹ Under transitional arrangements against NPPF 2012 as per para 241 of the NPPF (2024).

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

² <https://www.legislation.gov.uk/ukpga/2004/5/section/19>

³ <https://www.york.gov.uk/downloads/file/2748/validation-requirements-list>

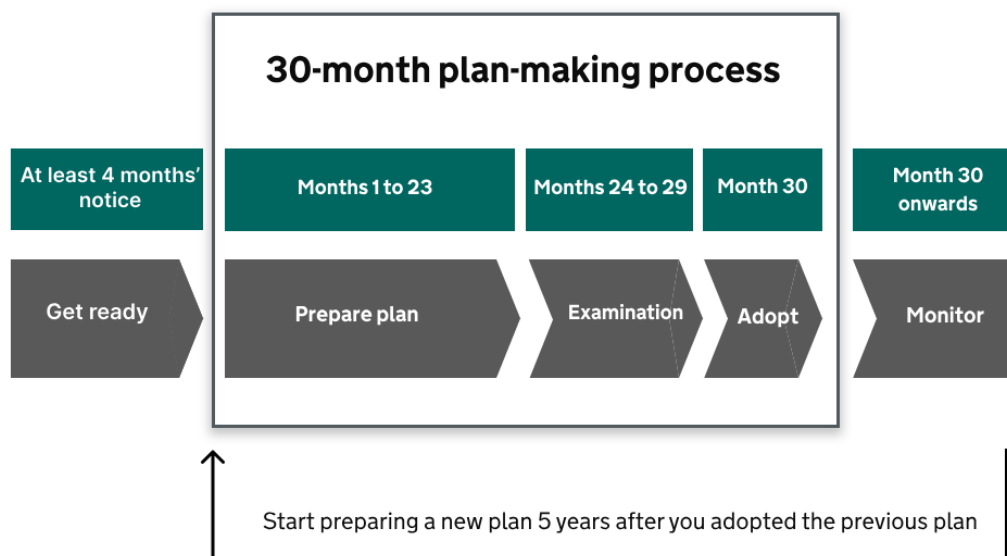
- Earswick Neighbourhood Plan – June 2019
- Huntington Neighbourhood Plan – July 2021
- Minster Precinct Neighbourhood Plan – June 2022
- Rufforth and Knapton Neighbourhood Plan – December 2018
- Strensall with Towthorpe Neighbourhood Plan – June 2023
- Upper and Nether Poppleton Neighbourhood Plan – October 2017
- Murton Neighbourhood Plan – September 2025
- Copmanthorpe Neighbourhood Plan – December 2025

- 2.9 Following the release of the National Planning Policy Framework in August 2026 and the Council's notification of preparing a new plan, we will be supporting Parishes who wish to review their 'made' plans in due course.
- 2.10 Three neighbourhood plans are currently being actively progressed by Parish Councils:
- Dunnington Parish Council – preparing a plan
 - Heslington Neighbourhood Plan – preparing for submission; anticipated late 2026
 - Heworth Without Parish Council - neighbourhood area approved and are at the very early stages of preparing a neighbourhood plan.

3 Future Local Plan plan-making

- 3.1 Executive agree to initiate the production of a new Local Plan and subsequently, the Council has issued a formal notice of preparation on 26 June 2026.
- 3.2 Following discussions in relation to the reviewing the Minerals and Waste Joint Plan, it was agreed at an Executive Member Decision Session to incorporate relevant minerals and waste policies into the new Local Plan. Consequently, a new notification for preparation of for a new Local Plan incorporating minerals and waste was published on 31 July 2026.
- 3.3 The plan will be prepared in accordance with the regulatory framework, including but not limited to:
- National Planning Policy Framework (NPPF)
 - Town and Country Planning (Local Plan) (England) Regulations 2026
 - National Planning guidance, including specifically for plan-making:
 - <https://www.gov.uk/government/collections/create-or-update-a-local-plan-using-the-new-system>
 - [New local plan-making system roadmap](#), including:
 - [30-month local plan process: an overview](#)
 - [Getting ready to prepare a new plan](#)
 - [Give notice of your plan-making](#)
 - [Gathering baselining information to prepare your new plan](#)

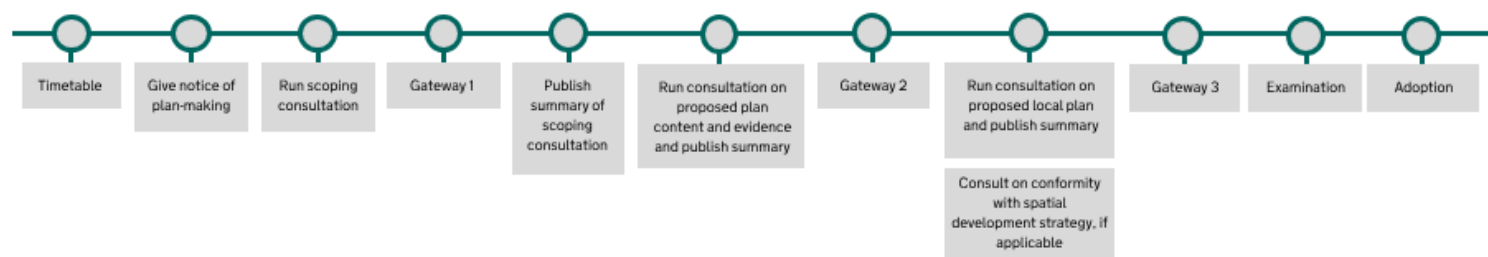
3.4 The broad timetable proposed consists of:



Local Plan Process Overview. Source: MHCLG

3.5 There are tasks where the sequence is required by law:

Tasks in local plan-making where the sequence is required by law



Tasks in sequence required by law. Source: MHCLG

3.6 The Council's timetable for preparation of the plan is set out in Table 1.

3.7 Subject to progression on the new Local Plan, development of a Supplementary Plan identifying Gypsy and Traveller site allocations may be brought forward ahead of the new Local Plan. An indicative timetable for this has been proposed at Table 2.

4 York and North Yorkshire Spatial Development Strategy

4.1 The York and North Yorkshire Combined Authority (YNYCA) will be responsible for producing the Spatial Development Strategies (SDSs). SDSs are high-level strategic plans that set out policies for on how places should grow, covering issues that cross local boundaries.

4.2 CYC will have a pivotal role informing the SDS and will need to ensure the regional requirements are translated into the local policy framework. Effective

collaboration across the YNYCA will be necessary and will include the co-commissioning of agreed evidence base. This will be undertaken concurrent with the production of York's Loal Plan Review.

5 Statement of Community Involvement & Engagement

- 5.1 A Statement of Community Involvement (SCI) sets out the processes by which the community will be engaged in consultation on each type of document and at every stage of its preparation. The SCI also sets out how the community will engage in the consideration of major development management decisions.
- 5.2 Executive approved an updated Statement of Community Involvement in April 2026.
- 5.3 As part of the new Local Plan making requirement, consultation on a Local Plan Engagement Strategy will be undertaken as part of the Local Plan Scoping Consultation. The outputs to this consultation will inform the final Engagement Strategy for the preparation of the Local Plan prior to Gateway 1 of the process.

Table 1a Timetable for new Local Plan

	2026												2027												2028												2029					
	New plan-making schedule												1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30
Overall timescale	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
Local Elections																																										
Mayoral Elections																																										
Plan review scoping																																										
Notification for plan-making																																										
Plan visioning																																										
Scoping consultation																																										
Call for sites																																										
Review comments																																										
Decision to proceed																																										
Gateway 1 self assessment																																										
Evidence base																																										
Drafting Plan																																										
Engagement																																										
Review comments																																										
Gateway 2 Assessment																																										
Finalising plan																																										
Engagement																																										
Consultation write-up																																										
Gateway 3 Assessment																																										
Submission																																										
Examination																																										
Adoption																																										

Table 1b Dates required by Regulation 4 of the Town and Country Planning (Local Planning) (England) Regulations 2026

Key stages of plan-making	Relevant regulations*	Anticipated date
Notice of intention to commence local plan preparation made available	Regulation 19(1)	July 2026
Notice of scoping consultation made available	Regulation 20(1)	September 2026
Deadline for receipt of representations in response to scoping consultation	Regulation 20(4)	November 2026
GATEWAY 1: Summary of self-assessment of readiness for local plan preparation made available	Regulation 21(3)	December 2026
Notice of proposed local plan content and evidence consultation made available	Regulation 23(1)(a)	July 2027
Deadline for receipt of representations in response to proposed local plan content and evidence consultation	Regulation 23(4)	September 2027
GATEWAY 2: Observations and advice sought from the “appointed person” in relation to progress on the proposed local plan	Regulation 26	November 2027
Notice of proposed local plan consultation made available	Regulation 27(1)(a)	July 2028
Deadline for receipt of representations in response to proposed local plan consultation	Regulation 27(4)	September 2028
GATEWAY 3: Observations and advice sought from the “appointed person” on compliance of the proposed local plan with the prescribed requirements	Regulation 31	October 2028
Submission of the proposed local plan to the Secretary of State for independent examination	Section 15D(1) of the Act	January 2029
Adoption of the local plan	Section 15EA of the Act	June 2029

**from the Town and Country Planning (Local Planning) (England) Regulations 2026, apart from the final two rows which refer to the Planning and Compulsory Purchase Act 2004*

Table 2 Possible Supplementary Plan for Gypsy and Traveller site allocations

Overall timescale	2026												2027												2028	
	Jan	Feb	Mar	Apr	Ma	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	Ma	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb
Local elections																										
Decision to proceed																										
Notice of intention																										
Call for sites																										
Site assessment																										
Drafting																										
Consultation period (6 weeks)																										
Assessment & sign off																										
Submission																										
Examination																										
Adoption																										

6 Programme Management and Reporting

Programme Management

- 6.1 The overall management of the Local Plan falls under the Director of City Development with day-to-day management by the Head of Strategic Planning Policy.

Reporting

- 6.2 Matters relating to the Local Plan, CIL and Neighbourhood Plans are usually reported to Council Members via the Planning Policy Advisory Group. This is a formally constituted cross party advisory committee of the Council which meets in public and makes recommendations to the Council's Executive. The Council's Executive is responsible for making key decisions relating to the production of the Local Plan, CIL and Neighbourhood Plans. Governance arrangements to allow effective progress of the Local Plan through the production and Submission phases will be reviewed to ensure the timetable can be fully met. Full Council is responsible for agreeing the adoption of the Local Plan.

Review

- 6.3 This document will be kept under review and updated regularly to reflect changes in timescales or the production of additional documents.
- 6.4 The Local Plan timetable will be updated on a monthly basis to align with statutory requirements. Update will be published to:

7 Further Information

- 7.1 For further information regarding this document and/or the workstreams included, please contact the Strategic Planning Policy Team via the following details:

Email: localplan@york.gov.uk

Phone: 01904 552255

City of York Council | Strategic Planning Policy

City Development | West Offices | Station Rise | York YO1 6GA

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linkedin.com/company/cityofyork

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Meeting:	Executive
Meeting date:	6 October 2026
Report of:	Garry Taylor, Director of City Development
Portfolio of:	Councillor Peter Kilbane, Executive Member for Economy and Culture Councillor Katie Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

York Central Land Disposal

Subject of Report

1. This report seeks Executive approval to dispose of the Council's freehold interests in land at Fermetol Trading Estate, York (the Fermetol Property) to York Central Ltd (YCL), and in land at Upper Saint Paul's Terrace (The Upper St Paul's Property) to Network Rail, both subject to contract, external valuation, legal due diligence and satisfaction of conditions precedent.
2. Both properties form part of the wider York Central regeneration area, and are essential to secure the comprehensive regeneration of the strategic priority development site.
3. The proposed transaction at the Fermetol Property is intended to support the lands residentially led mixed-use development in accordance with outline planning permission reference 18/01884/OUTM and the Reserved Matters Application 25/02384/REMM (RMA5). The Fermetol Property is being disposed of on the basis that 100% of the residential units within the Scheme will be delivered as affordable housing.
4. The land at the Upper St Paul's Property will form part of the new pedestrian and cycle access to York Central from Wilton Rise, accommodating the footings for the new bridge structure.

5. Executive approval is sought to delegate authority to officers to finalise and complete the land disposals, subject to the Council being satisfied on valuation, best consideration, legal terms, financial implications, affordable housing delivery and governance requirements.

Background

6. The Council owns freehold land at Fermetol Trading Estate, York, shown edged red on the plan included in Annex B, and Upper St Paul's Terrace York, shown edged red on the plan included at Annex F. Both Properties sits within the context of the wider York Central regeneration area.
7. The delivery of York Central is essential to the future of York, contributing significantly to the growth of the regional economy, through the provision of high quality office space, and to meeting housing need in the city, with a shared ambition to deliver 40% affordable housing on the site (above a policy compliant planning position of 20% affordable).
8. York Central Partnership (YCP) is a partnership of landowning bodies on the York Central site and is comprised of, Homes England, Network Rail, National Railway Museum (NRM) and CYC.
9. The masterplan for the whole site, which secured planning consent in 2019, will deliver up to 112,000 sq. m of commercial space and up to 2500 homes as well as a large park, public squares and an expanded NRM.

Fermetol Property

10. The Fermetol Property site was acquired by agreement by the Council in 2016 following Member approvals at December 2015 Executive and for a value in the order of £1.012m. It is important to note that power to acquire the land compulsorily did not exist at the time, as the land was publicly or privately offered for sale immediately before the negotiations for acquisition. The site was acquired in order 'to complete the land assembly of the York Central site to ensure that the land required for key infrastructure is available and so a development scheme can be delivered'. The site is partially occupied by Network Rail who are utilising the industrial unit and open yard area on the site for operational storage capacity. The remaining dilapidated building is vacant. Access to the Fermetol Property is

granted by legal right linking it to the highway network at Leeman Road.

11. The parcel is irregular in shape and extends to a total area of some 1.33 acres (0.54 hectares) and is currently occupied by two single storey buildings, one of which is vacant and in poor condition and the other is currently used as a Network Rail Delivery Unit Store. The remainder of the land is open land which is mainly hard standing used for storage. Access to this site is via a private lane.
12. Savill's have valued the Council's whole 1.68-acre landholding, comprising the northern land at Carlisle Street (which comprises a private car park) and the southern land at Fermetol Trading Estate. It assumed that the whole site could accommodate 51 homes. The valuation is included in the confidential appendix A.
13. The developer has commissioned their own valuation for the site that resulted in a negative land value based upon their assumed build costs, risk surrounding Homes England affordable homes grant funding, and the remediation of the complex site. Since this initial work, the Developer has requested to only purchase the southern land parcel consisting of the Network Rail tenancy and excluding the car park on the basis of high costs for developing the car park land (given the adjoining embankment) and reflecting the extent of RMA5.
14. To determine a fair value for the site, it is proposed that the value of the site shall be determined by an open-book residual appraisal in accordance with agreed valuation as detailed within this report.
15. The development of the site falls under the Phase1C Reserved Matters Application, RMA5. The development of this land is critical to the delivery of housing and community space in plots L&K, included in Annex B.

Upper St Paul's Property

16. The Upper St Paul's Property forms amenity open space and lies adjacent to allocated open space and adopted highway in the Cleveland Street and Upper St Paul's Terrace part of the Holgate Ward. The land is public open space, forming part of a recreation area for the residents of York. For the Council to appropriate the land to another use/ purpose (which includes highway) the following process is required and has to be carried out:

- Notice of the intention needs to be advertised in a local newspaper in two consecutive weeks
 - The Council must consider any objections or other comments received.
17. Any appropriation of Council land to a different use/ purpose must be approved by Executive.
18. The area around the land is informally known as Holgate Community Garden, and the Council has worked with the community over the years to make small scale improvements, though no formal agreements are in place between CYC and the community defining the area or activity. None of these improvements are directly impacted by the disposal of land or the planned infrastructure works – the area being unimproved grass amenity space, and the planned activity will not impact on the Community Garden moving forward.
19. The land is irregular in shape and extends to around 0.01ha, the land will be used to form part of the planned pedestrian and footbridge into the York Central site, which is required to be delivered as part of the site's planning consent. Network Rail are delivering the bridge, having secured planning consent for it earlier in 2026.
20. The land does not have alternative use or development value but plays a critical role in facilitating the York Central scheme. It is proposed that the land be disposed of directly to Network Rail, following the undertaking of a valuation report to ensure the Council's obligations for best consideration are met.

Benefits and Challenges

21. Benefits

- a) Supports delivery of York Central, a major strategic regeneration opportunity for the city.
- b) Enables the land to be brought forward as part of a coordinated residentially led mixed-use scheme, rather than being developed separately without the economies of scale afforded by the York Central scheme. This will deliver 37 affordable housing units and a 387sq m convenience store intended to support the York Central community.

22. Challenges

23. The consideration for the Fermetol Property is not yet fixed and will depend on an open-book residual appraisal, which shall include valuation parameters such as; development value, development costs, profit, development management fee, registered provider funding and building contract information. An external valuation shall be sought to ensure best consideration is attained for the Council's land. This approach is considered to protect the Council in ensuring it achieves best value in the disposal of the site in the view of Savills who undertook the initial valuation report.
24. The Council require for the residential units on the Fermetol Property to be 100% affordable housing. The appropriate legal mechanism required to secure this is being considered in detail.

Policy Basis for Decision

25. York Central is a long-standing strategic regeneration priority and is identified as a major opportunity to deliver homes, employment, public realm and wider economic benefits. The proposed disposal supports the coordinated delivery of the wider regeneration scheme and the use of Council land to unlock public benefits.
26. The proposal supports the Council's strategic objectives by facilitating brownfield regeneration, contributing to affordable housing delivery (with a shared ambition for 40% affordable housing to be achieved, above the policy compliant 20% level) and supporting the economic development of the city. The affordable housing basis of the transaction is particularly relevant to the administration's affordability objectives.

Financial Strategy Implications

27. The Council committed £10m towards the development of York Central in 2013. There have been a number of funding approvals since that time regarding the council activity in developing the site. The last report in 2022 identified c £1m of remaining funding for the development.
28. In 2016, the Fermetol Property was acquired by agreement by the Council at a cost of £1.012m (Land plus stamp duty). This was funded from the council's £10m budget. The transaction at the

Fermetol Property is expected to generate a capital receipt, but the amount is not currently known. The consideration will be determined by an open-book residual appraisal in accordance with agreed valuation parameters.

29. The residual appraisal will calculate the consideration by deducting relevant development costs, profit and development management fee from development value. In the event that the appraisal results in a negative amount, the Council will not be liable to pay the purchaser any costs.
30. Completion will only proceed once the external valuation has been undertaken in consultation officers and the Director of City Development, along with the Director of Finance and Director of Governance and Monitoring Officer, is satisfied that the consideration and terms are acceptable.
31. The Developer will act as the Council's agent in securing vacant possession from Network Rail, and their reasonable costs will be deducted from final consideration.
32. As the purchase of this land in 2016 was funded from CYC's £10m contribution towards the development of the site and therefore it is proposed that the receipt is ringfenced towards the Council contribution.

Recommendation and Reasons

33. Executive is asked to:
 - i) Approve the disposal of the freehold land at Fermetol Trading Estate, York to York Central Ltd, on the basis of an external valuation to take place once actual costs are known, and the provision of 37 units of affordable housing, some of which straddle the site boundary of the adjacent lane, already secured by the developer, and which make-up 100% of the housing being delivered on the site.
 - ii) Agree to advertise the proposed appropriation of the open space land to the intended highway use, and delegate authority to the Director of City Development, in consultation with the Director of Finance and the Director of Governance, to conclude the appropriation process in accordance with legislative requirements and subject to any objections received.

- iii) Subject to the appropriation of the open space land to the intended highway use to the extent necessary to deliver the proposed pedestrian and cycle access, approve the disposal of the freehold land at Upper Saint Paul's Terrace to Network Rail, on the basis of an external valuation.
- iv) Delegate authority to the Director of City Development, in consultation with the Director of Finance and the Director of Governance, to negotiate and finalise the terms of the conditional agreements for sale, including the final consideration, provided that final consideration is within the financial envelope set out in this report.
- v) Delegate authority to the Director of City Development, in consultation with the Director of Finance and the Director of Governance to negotiate, finalise and complete all legal documentation required to give effect to the disposals, including the conditional agreement for sale, transfer documentation, survey licence, confirmatory deed relating to the York Central S106 Agreement and any ancillary agreements required.
- vi) Note that completion of the disposals will not take place until external valuation reports have been undertaken and officers are satisfied that the final consideration is derived from appropriate costs, as identified in respect of the Fermetol Property and that the agreed number of affordable homes are being delivered on the site.

Reason

34. The recommendations will support the delivery of York Central and the proposed delivery of affordable housing on the Fermetol Property, while retaining appropriate Council control over final valuation, best consideration, legal terms, financial implications and completion requirements before the land is transferred.

Consultation Analysis

35. Consultation for the sale of Council land has been undertaken to date and has included engagement between the Council, YCL, Network Rail and professional advisers.

36. Wider consultation for the planning permission for the York Central development has been undertaken by YCL and is outside of the scope of this report.

Options Analysis and Evidential Basis

Option	Description	Advantages	Disadvantages / risks
RECOMMENDED Option 1: Approve delegated disposal subject to final valuation	Executive approves the disposals and delegates authority to officers to finalise and complete, subject to final officer valuation and legal/finance clearance.	Supports timely delivery of York Central and affordable housing while preserving officer control over valuation, best consideration and legal completion.	Requires robust governance controls so completion cannot occur unless valuation and legal requirements are satisfied.
Option 2: Defer decision until consideration is fixed	Executive waits until the residual appraisal has been completed and the consideration is known.	Provides certainty on the final price before approving disposal.	This would introduce delay to the land transaction at the point the residual appraisal is undertaken, impacting the delivery programme for much needed affordable housing
Option 3: Retain the land	Council does not proceed with the disposal at this stage.	Retains ownership and future control.	This would undermine a coordinated development approach to the land resulting in

			fewer residential units being delivered at and around the Fermetol Property, and undermining delivery of the essential Wilton Rise bridge at the Upper St Paul's Property, jeopardising the whole wider development.
Option 4: Open market disposal	Council markets the Fermetol Property separately.	May provide a higher disposal value for the scheme.	This would undermine a coordinated development approach to the land resulting in fewer residential units being delivered at the Fermetol Property, and undermining delivery of the essential Wilton Rise bridge at the Upper St Paul's Property, jeopardising the wider development.

37. Preferred option: Option 1 is recommended because it allows the Council to support delivery while ensuring that completion remains subject to external valuation, statutory compliance and legal due diligence.

Organisational Impact and Implications

38. Financial

See Financial Strategy Implications section.

39. Human Resources (HR)

No HR implications exist.

40. Legal

The land which the Council proposes to dispose of is currently within the General Fund. The Council has a statutory power under Section 123 of the Local Government Act 1972, to dispose of any General Fund/non-HRA land held by the Council (including granting a lease of it). Although Section 123 requires the consent of the Secretary of State for Housing, Communities and Local Government to be obtained for a disposal at a price less than best reasonably obtained, such consent is automatically given for the disposal of General Fund/non-HRA land by a General Consent Order if both of the following conditions are satisfied:

- a) the Council considers that the disposal will contribute to the promotion or improvement of the economic, environmental, or social well-being of its area; and
- b) the difference/shortfall between the consideration/monetary receipt obtained and best consideration amount does not exceed £2 million.

41. Procurement

No procurement implications exist.

42. Health and Wellbeing

The proposed delivery of affordable housing and regeneration of brownfield land may support wider health and wellbeing outcomes but these will be managed through the consultation process for the relevant planning applications submitted by York Central Limited.

43. Environment and Climate action

The proposal supports brownfield regeneration in a sustainable city centre location.

44. Affordability

The sale is on the basis that 100% of residential units within the Scheme on the Fermetol Property will be affordable housing.

45. Equalities and Human Rights

An Equalities Impact Assessment screening has been undertaken. As the development falls under the council's planning process, no further requirement for additional assessment was identified.

46. Data Protection and Privacy

No personal data processing is required from the disposal itself.

47. Communications

No communications support is required over and above the communications resourcing already supplied by the council into York Central Limited.

48. Economy

The proposal supports the coordinated delivery of York Central and the regeneration of underused land. Economic benefits include housing delivery, construction activity and support for wider place-making.

Risks and Mitigations

Risk	Impact	Mitigation
Final consideration lower than expected	Reduced or nil capital receipt and possible challenge to value for money.	Completion subject to external valuation, Finance and Legal clearance and confirmation of best consideration position.

Affordable housing not secured	Public benefit and valuation assumption may not be delivered.	Affordable housing to be secured through a positive covenant included within the agreement of sale.
Vacant possession delayed or not achievable	Delay to completion and scheme delivery; potential costs to the Council.	Developers to be appointed as agents for securing vacant possession of the land.
Unclear cost treatment in residual appraisal	Dispute over consideration and potential erosion of receipt.	Agree valuation parameters as included in Annex D

Wards Impacted

Holgate

Contact details

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

Author

Name:	Garry Taylor
Job Title:	Director of City Development
Service Area:	City Development
E-mail:	garry.taylor@york.gov.uk
Report approved:	Yes
Date:	15 September 2026

Co-author

Name:	Nicholas Collins
Job Title:	Head of Property Services
Service Area:	Property Services
E-mail:	nicholas.collins@york.gov.uk

Name:	Simon King
Job Title:	Programme Manager
Service Area:	City Development
E-mail:	simon.king@york.gov.uk

Background papers:

- 15 November 2017, York Central – Preferred Access Route and Preparation for Planning
- 15 March 2018, York Central - York Central Access Construction
- 21 June 2018, York Central Master Plan and Partnership Agreement
- 30 August 2018, York Central Update - Western Access
- 29 November 2018, York Central Enterprise Zone Investment Case
- 17 January 2019, York Central Partnership Legal Agreement
- 18 July 2019, York Central Partnership Update
- 24 October 2019, York Central Update
- 23 July 2020, York Central Update
- 22 April 2021, York Central and York Station Gateway Update
- 21 April 2022, York Central Enterprise Zone Funding Agreement

Annexes

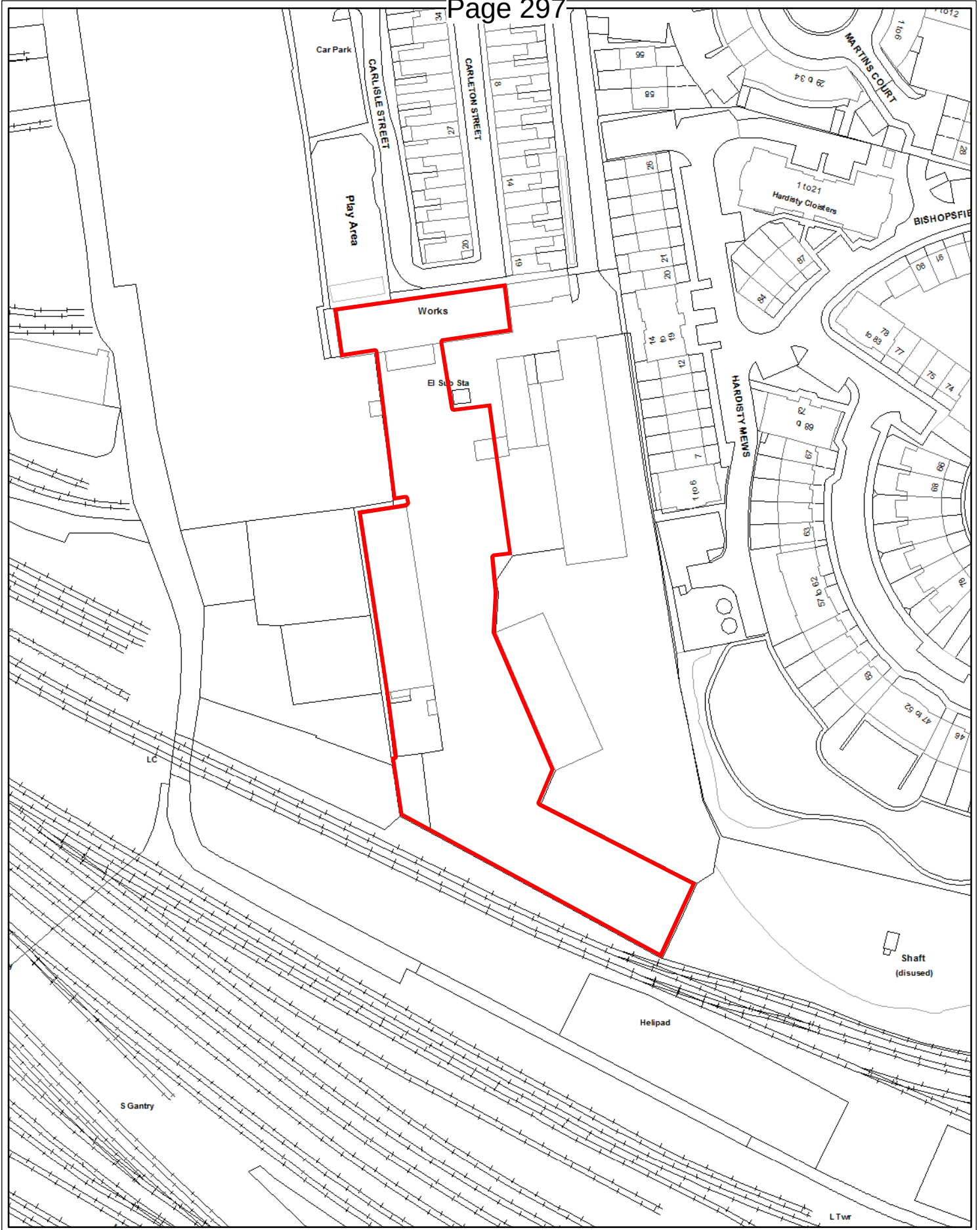
- Annex A (**Exempt from publication**) Valuation report
- Annex B: Site plan showing the Fermetol Property edged red.
- Annex C: HREAT
- Annex D (**Exempt from publication**) Summary of Valuation Report
- Annex E: Site plan showing the Upper Saint Paul's terrace property edged red

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

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**Asset & Property
Management**

Fermetol Trading Estate

SCALE 1:1,250

DRAWN BY: CC

DATE: 12/03/2018

Originating Group:

Asset & Property Management

Drawing No.

E01642



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City of York Council and Centre for Applied Human Rights

Human Rights and Equality Assessment Tool (HREA)

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

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

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

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

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

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

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

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

Who is submitting the proposal?

Directorate		City Development	
Service Area		Regeneration	
Name of proposal		Sale of CYC Land for York Central Development	
Lead Officer		Garry Taylor	
Date Assessment Started		03/08/2026	
Date Assessment Completed		03/08/2026	
Names of those who contributed to the assessment			
Name	Job Title	Organisation	Area of Expertise
Simon King	Programme Manager, City Development	City of York Council	Programme Management

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 sell a parcel of council-owned brownfield land at York Central to enable the development of an estimated 37 affordable homes. All homes built on this particular parcel are intended to be affordable. The land is currently occupied by Network Rail, which uses two sheds for storage.
1.2	Are there any external considerations?
	Legislation / government directive / codes of practice etc.
	No.
1.3	Who are the stakeholders and what are their interests?
	Consider both internal and external stakeholders.
	CYC City Development: Objective is to deliver the York Central Scheme CYC Finance and Property: Objective is to sell the land for best value CYC Legal and Governance: Objective is to ensure that the sale of land is safe and legal CYC Political Administration: Policy is to sell the land for 100% affordable housing External, York Central Limited: Objective is to purchase the land for the development of the York Central Scheme
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.

Outcomes for Stakeholders, Staff and the Wider Community

Stakeholders The land sale will provide certainty to delivery partners, investors and developers, enabling the continued regeneration of the York Central site in line with the agreed masterplan. It will support investment, create confidence in the delivery programme and accelerate the provision of employment space, homes, public realm, infrastructure and community facilities.

Council Staff The proposal supports the Council's regeneration objectives by enabling the delivery of a strategic asset that contributes towards the city's long-term growth ambitions. It will help ensure that public sector investment to date generates tangible outcomes, while reducing ongoing landholding liabilities and supporting the efficient use of council resources.

Wider Community The proposal will help unlock a major brownfield site, supporting the creation of new homes, employment opportunities, high-quality public spaces and improved connectivity between the city centre and surrounding communities. The development is expected to create jobs during both construction and occupation phases, increase economic activity and contribute to the long-term prosperity of York.

Alignment with the Council Plan 2023-2027: "One City for All"

The proposal directly contributes to the Council Plan vision of creating a healthier, fairer, more affordable, more sustainable and more accessible city where everyone feels valued.

Economic Growth York Central is a flagship regeneration scheme that will deliver significant commercial and employment space, supporting business growth, inward investment and the creation of high-quality jobs. This aligns with the Council Plan objective of promoting a vibrant and inclusive economy and with the wider York 2032 Economic Growth Strategy.

Housing and Communities The scheme supports the creation of new homes, including an estimated 37 affordable homes on the land being sold, with all homes on this parcel intended to be affordable, helping address housing need and supporting sustainable communities. This contributes to the Council Plan ambition for residents to live healthy and fulfilling lives in homes that meet their needs.

Sustainability and Transport Development of a brownfield site in a highly sustainable location adjacent to York railway station supports sustainable travel choices, reduces pressure on greenfield land and contributes towards York's net-zero ambitions. The scheme also improves pedestrian, cycling and public transport connectivity.

Equalities The proposal supports the Council Plan commitment to create opportunities for all and promote equality of opportunity. By facilitating the delivery of accessible public spaces, employment opportunities, housing options and improved transport connections, the scheme seeks to ensure that the benefits of regeneration are available to a wide range of residents and visitors. Particular benefits are anticipated for those who currently experience barriers to employment, housing and access to services.

Affordability The proposal contributes to affordability objectives by supporting economic growth, job creation and the delivery of housing, including an estimated 37 affordable homes on this specific parcel. Increased employment opportunities and investment will help residents benefit from York's economic success, supporting the Council's commitment to tackle inequalities and the cost-of-living challenges faced by households.

Climate The development of a major brownfield site represents sustainable land use and supports the Council's Climate Change Strategy and commitment to achieving net zero. The location adjacent to the railway station encourages lower-carbon travel choices, while future development phases will be required to meet high environmental and sustainability standards. The proposal therefore supports the transition to a more sustainable, climate-resilient city.

Health The proposal supports health and wellbeing objectives through the creation of high-quality public realm, active travel routes, green infrastructure and opportunities for employment and economic participation. The York 2032 vision recognises the role that well-designed places play in improving physical and mental wellbeing, reducing inequalities and creating healthy communities. York Central will contribute towards these outcomes through its placemaking and connectivity benefits.

Conclusion

The proposed land sale will enable the continued delivery of York Central as a transformational regeneration project. It aligns strongly with the Council Plan 2023-2027 and York 2032 vision by supporting economic growth, housing delivery, sustainable development and improved accessibility. The proposal delivers positive outcomes across the Council's four cross-cutting priorities of Equalities, Affordability, Climate and Health, whilst providing long-term benefits for residents, businesses, stakeholders and future generations.

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
	Public consultation undertaken as part of the York Central masterplanning, planning application and regeneration programme.	To understand the views of residents, businesses, community groups and other interested parties on issues such as housing, accessibility, transport, public realm, green space and community benefits. This helps identify potential impacts on different groups and informs measures to address concerns.
	Stakeholder engagement with statutory consultees, delivery partners, neighbouring landowners and community organisations.	To gather specialist advice and understand potential impacts on protected groups, local communities and users of the site, as well as opportunities to maximise social and economic benefits.
	York Central planning application documents and supporting technical assessments (including transport, environmental, accessibility and socio-economic assessments).	To provide an evidence-based understanding of the potential impact of the wider regeneration programme on access, connectivity, inclusion, employment, housing and the local environment.
	City of York Council Plan 2023-2027 ("One City for All").	To ensure the proposal aligns with the Council's commitments on Equalities and Human Rights, Affordability, Climate and Health and supports the delivery of strategic objectives for residents and communities.
	York 2032 Vision and supporting strategies, including the Economic Growth Strategy, Health and Wellbeing Strategy and Climate Change Strategy.	To understand the long-term needs and priorities of the city and ensure the proposal contributes to inclusive economic growth, sustainable development and improved wellbeing outcomes.

	Local demographic, socio-economic and housing need data.	To identify groups who may benefit from or be disproportionately affected by the proposal, including those experiencing inequality, deprivation, housing need or barriers to employment and services.
	Feedback and evidence from York Central delivery partners, including Homes England, Network Rail and other public sector partners.	To understand the anticipated social, economic and environmental outcomes of the wider regeneration programme and ensure these are reflected within decision-making.

Step 3 – Screening the impacts or effects.

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

Step 3.1 Table 1 – Screening the impacts or effects

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

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 education***														
Right to free elections***														
Right to housing***	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +	Potential +

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	Potential benefit from additional affordable housing for eligible households of different ages. Detailed outcomes will depend on the eventual housing mix, allocation policy and accessible design. The land sale itself does not determine who receives a home.	+	L
Disability	Potential positive impact where the development provides accessible and adaptable affordable homes and an inclusive external environment. These requirements must be secured and tested through the detailed design, planning and housing-delivery stages.	+	L
Gender reassignment	No differential impact from the land disposal has been identified. Future housing allocation and management must operate lawfully and without discrimination.	0	L
Marriage and Civil Partnership	No differential impact from the land disposal has been identified. Eligibility and allocation arrangements will be determined separately and must be applied fairly.	0	L
Pregnancy and Maternity	Potential indirect benefit from affordable, secure and appropriately designed housing. No specific differential impact can be confirmed until the housing mix and allocation arrangements are known.	+	L
Race	No differential impact from the disposal has been identified. Future engagement, allocation and housing management should be accessible, culturally aware and non-discriminatory.	0	L

Religion and Belief	No differential impact from the disposal has been identified. Detailed design and management should avoid unjustified barriers connected with religion or belief.	0	L
Sex	No differential impact from the disposal has been identified. The affordable-housing benefit should be available through lawful and fair allocation arrangements.	0	L
Sexual Orientation	No differential impact from the disposal has been identified. Future allocation and management must be inclusive and non-discriminatory.	0	L

Other social – economic groups			
Carer	Potential indirect benefit where affordable and accessible homes meet the needs of carers and households receiving care. The final effect depends on design and allocation.	+	L
Care Leavers	Potential benefit if eligible care-experienced people can access the additional affordable supply under the applicable allocations framework. The sale itself does not create a specific nomination or allocation priority.	+	L
Low income groups	The clearest positive impact: all of the estimated 37 homes on this parcel are intended to be affordable, increasing affordable supply in a well-connected brownfield location. Affordability, tenure and allocation details remain subject to the delivery arrangements.	+	M
Veterans and armed Forces	No specific differential impact has been identified. Eligible members of the Armed Forces community may benefit through the applicable housing and allocation arrangements.	0 / +	L

Other	Potential benefits for households affected by housing insecurity or homelessness, subject to the tenure mix and lawful allocation arrangements. Construction impacts on nearby users will need to be managed through the planning and delivery process.	+ / -	L
Human Rights (list any rights impacted)			
Right to housing	Positive contribution through enabling an estimated 37 affordable homes on this parcel. Adequacy will depend on affordability, security of tenure, accessibility, habitability, location and the detailed delivery arrangements.	+	M
Right to private and family life, home and correspondence	Potential positive impact from additional secure, affordable homes that support family and private life. No existing residential occupiers are displaced by the sale.	+	L
Right to property	The land disposal and Network Rail occupation/storage arrangements will be dealt with through lawful property and contractual processes. No unjustified interference with an individual's possessions has been identified.	0	L
Right to liberty, movement and security	Potential indirect benefit from a well-connected location and inclusive routes. Temporary construction or access effects are matters for detailed planning and delivery controls.	+ / -	L

Step 4 – Gaps in data and knowledge

4.1	What are the main gaps in information and understanding of the impact of your proposal?		
	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
	There are no gaps in data or knowledge. The development of the site sits within the bounds of York Central's RMA5 which is the responsibility of the developers, Arlington/McClaren.	N/A	N/A

Step 5 - Maximising positive impacts

	What has been done to optimise opportunities to advance equality / human rights or foster good relations?
5.1	The proposal has been structured so that all homes built on this specific council-owned parcel are intended to be affordable, currently estimated at 37 homes. This maximises the social value of the disposal and increases affordable-housing supply in a sustainable, well-connected brownfield location. The assessment identifies the need to secure the affordable-housing commitment through the legal/development documentation; apply inclusive and accessible design; use fair and non-discriminatory allocation and management arrangements; manage temporary construction and access impacts; and update the HREA as the design, tenure and delivery details become clearer. The proposal should also be reviewed with relevant Council housing, planning, legal, EDI/Human Rights and regeneration officers rather than treated as a one-off assessment.

Step 6 – Recommendations and conclusions of the assessment

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

Option Selected	Conclusion / justifications
Adjust the proposal	Proceed with the land sale subject to the adjustments in Step 7. The proposal is expected to have a positive, medium-level impact on low-income households and the right to housing by enabling an estimated 37 affordable homes, with 100% of the homes on this parcel intended to be affordable. This is not a commitment that all housing across York Central will be affordable. No evidence of unlawful discrimination has been identified. However, the final impact depends on legally securing the affordable-housing outcome, inclusive design, tenure and rent levels, fair allocations, and monitoring during delivery. The HREA must therefore remain a live document and be reviewed when further information is available.

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
	Affordable-housing outcome could be diluted or misunderstood.	Secure through the disposal agreement that all homes on this parcel are affordable; state clearly that this relates only to this parcel (estimated 37 homes), not all housing at York Central.	Regeneration, Property and Legal teams	Before legal completion

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 HREA will be maintained as a live assessment and reviewed at key decision and delivery gateways, including finalisation of the disposal/development documentation. Monitoring will include: confirmation that all homes on this parcel remain affordable; number and tenure of homes delivered; rent or charge levels against the agreed affordability definition. Findings will be considered through York Central programme governance. Material new impacts will trigger an update to the HREA and, where needed, additional mitigation or targeted engagement. A formal review should also be undertaken within three years, in line with Council guidance, or earlier if the proposal changes materially.

Appendix A

Equality, Diversity & Inclusion (EDI): Protected characteristics

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

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

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

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

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