



**Notice of a public meeting of
Corporate and Scrutiny Management Committee (Calling In)**

- To:** Councillors Galvin (Chair), Burton, D'Agorne, Fraser, Horton, Hyman, King, McIlveen, Potter, Runciman (Vice-Chair) and Steward
- Date:** Friday, 31 October 2014
- Time:** 5.00 pm
- Venue:** The George Hudson Board Room - 1st Floor West Offices (F045)

AGENDA

1. Declarations of Interest

At this point, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda.

2. Public Participation

It is at this point in the meeting that members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on Thursday 30 October 2014**. Members of the public can speak on agenda items or matters within the remit of the committee.

To register to speak please contact the Democracy Officer for the meeting, on the details at the foot of the agenda.

Filming, Recording or Webcasting Meetings

Please note this meeting may be filmed and webcast or audio recorded and that includes any registered public speakers, who have given their permission. The broadcast can be viewed at <http://www.york.gov.uk/webcasts> or, if sound recorded, this will be uploaded onto the Council's website following the meeting.

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The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at http://www.york.gov.uk/downloads/download/3130/protocol_for_webcasting_filming_and_recording_of_council_meetings

- 3. Minutes** (Pages 1 - 14)
To approve and sign the minutes of meetings of the Committee held on 26 September and 8 October 2014.
- 4. Called In Item: Rewiring of Public Services: Business Case for Children's Services** (Pages 15 - 122)

To consider the decisions made by the Cabinet at their meeting held on 9 October 2014 in relation to the above item, which has been called in firstly by Councillors Brooks, Douglas and Doughty and secondly by Councillors Aspden, D'Agorne and Runciman in accordance with the Council's Constitution. A cover report is attached setting out the reasons for the call-in and the remit and powers of the Corporate and Scrutiny Management Committee (Calling-In) in relation to the call-in, together with the original report and the decisions of Cabinet.

5. Urgent Business

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

Democracy Officer:

Name : Jill Pickering

Contact Details:

- Telephone : 01904 552061
- E-mail : jill.pickering@york.gov.uk

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

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

Contact details are set out above.

This information can be provided in your own language.

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)

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City of York Council

Committee Minutes

Meeting	Corporate and Scrutiny Management Committee (Calling In)
Date	26 September 2014
Present	Councillors Galvin (Chair), Burton, Fraser, Horton, Runciman (Vice-Chair), Healey (as a substitute for Cllr Steward), Riches (as a substitute for Cllr Potter), Ayre (in place of former Cllr Jeffries) and Fitzpatrick (as a substitute for Cllr King)
Apologies	Councillors King, Potter and Steward
In Attendance	Councillors Alexander, Boyce, Crisp, Cuthbertson and Steward

10. Declarations of Interest

At this point in the meeting, Members were asked to declare any personal interests not included on the register of interests, any prejudicial interests or any disclosable pecuniary interests which they might have in respect of the business on the agenda. No additional interests were declared.

11. Public Participation

It was reported that there had been four registrations to speak at the meeting under the Council's Public Participation Scheme and that the Cabinet Leader had also requested to speak.

Jason McGill, Chairman of York City Football Club (YCFC) addressed the committee. He explained in detail to the committee what the consequences of delaying the project would be for the club. He stated that the new Community Stadium would provide a sustainable future for the club together with increased commercial opportunities which would not just benefit the professional sports teams but also the wider community.

Frank Ormston, Chair of York Minstermen, one of York City's supporters' groups, addressed the committee. He stressed that the new stadium was a necessity for the survival of the football club which would give it the chance it needed to survive and prosper and remain as a community asset for generations to come. He expressed the view that the new, well planned

and sustainable stadium would provide a viable home for both professional sports clubs and would help propel professional sport in the city in the future.

Fiona Evans spoke on behalf of Yearsley Pool Action Group (YPAG). She stated that the proposals threatened not only the future of Yearsley Pool but also had potentially damaging consequences for the future provision of water sports and fitness swimming across the entire city and region. She expressed concerns that the decision had been rushed through without the necessary consultation with user groups and without accurate and relevant information being provided to councillors and the wider public. She stressed the enormous health, safety and sporting benefits the large pool provided to the community and the hope that it would be preserved for the well being of future generations.

Patrick Crowley, Chief Executive of the York Teaching Hospital NHS Foundation Trust addressed the committee. He stated that the new stadium and community hub would allow the hospital to deliver services, both independently and in partnership with York St John University and City of York Council as well as providing training and development opportunities. Expertise and costs could be shared as partnership arrangements extended to the public sector and other community focused organisations in and around the city. The new complex would enable the delivery of health related services in an integrated way, in a high quality and modern venue and in an accessible location.

Councillor Alexander, Cabinet Leader, responded in detail to concerns which had been raised. He advised that the community facilities would provide a community destination residents could be proud of and they would create the financial viability for the stadium to operate and be self sustainable. With regard to the future of Yearsley Pool, he had advised YPAG and publically that there were no plans to close this pool, but that a review would take place and the council would work with the community and Greenwich Leisure Limited (GLL) to reduce the ongoing public subsidy. As part of the detailed planning application, there would be an impact assessment on the city centre. The business plan has been shared with opposition members and due diligence over the bids had been carried out by the Director of Finance. He advised the Committee that John Guildford of York City Knights had now written to the Council and agreed terms and indicated that he was prepared to sign the deal.

12. Minutes

Resolved: That the minutes of the last meeting of the Committee held on 27 August 2014 be confirmed as a correct record and signed by the chair.

13. Called-In Item: Community Stadium and Leisure Facilities Update

Members received a report which asked them to consider the decisions made by the Cabinet at their meeting on 9 September 2014 in relation to the procurement for the Community Stadium and City Leisure Facilities contract. The report reminded Members that the call in reasons did not include Cabinet's separate recommendation to Council for the approval of £4m Prudential Borrowing for capital investment in replacement leisure facilities as call in rules did not apply to matters referred to Council for decision.

Two pieces of information had been circulated to the committee in advance of the meeting. The first of these was a statement from Patrick Crowley, Chief Executive of York Teaching Hospital NHS Foundation Trust, in support of the scheme. The second was an email from Councillor Brian Watson, Independent Guildhall Ward Councillor, in which he expressed his support for the original scheme but raised concerns at the new proposals including concerns over the future of swimming in the city and the introduction of retail and its effect on the city centre.

Details of the Cabinet's decision were attached as Annex A to the report and the original report to the Cabinet meeting attached as Annex B.

The decision had been called in by Councillors Ayre, Cuthbertson and Orrell on the following grounds:

- The failure to publish a business plan, an analysis of the four bids or any detail on the commercial land deal.
- The failure to consult key groups such as the users of Waterworld or local residents in Huntington.
- The lack of any evidence of genuine community input on the proposals or proper cross-party discussion.
- The failure to commit to keeping Yearsley Pool open in the long-term.
- The concerns raised publically by the chairman of York City of York Council Knights.
- The lack of an assessment of the impact the new proposals will have on the city centre.

Councillor Cuthbertson addressed the meeting on behalf of the calling in Members. He explained that they had called in the decision due to the failure to engage with residents and elected members and a failure to put forward proposals with a proper public business case or proof that they offered value for money. He raised concerns about the outcome of the procurement process, the future of York City Knights and that Huntington residents had not been consulted and users of Waterworld had not been consulted with regard to the future of swimming facilities in York. He sought a commitment to keeping Yearsley open long term and to consult residents with regard to current proposals. In response to a question from Members, he confirmed that the reason for calling in the decision had been to get access to the information at the point of decision and not to delay the project.

Councillor Crisp, Cabinet Member for Leisure, Culture and Tourism, responded in some detail to each of the reasons for call . She advised that due diligence had been undertaken by the project team and the council's finance and legal staff confirming that the bid submitted provided a comprehensive business case. The scheme had been subject to the most extensive consultation over the years. With regard to the future of Yearsley Pool she drew Members attention to the information contained in the report and stated that GLL would review the options for Yearsley once they had operated it for a period of time. York City Knights had now removed any statement and were currently in positive and advanced final negotiations over the matter and had now agreed terms and agreed to sign. The proposed retail element of the project would be focused on uses that were complimentary to the stadium and associated sport and leisure facilities and proposals would seek to minimise any impact on the city centre.

The Chair advised Members that it was not possible to discuss the business case in detail or funding at this meeting. With regard to consultation, both the Community Stadium Manager and Cabinet Member confirmed that a large amount of consultation had already taken place but advised that it was not right to consult further at this stage in the process in order not to jeopardise the procurement process.

The Community Stadium Manager also responded to concerns raised about the procurement process and the business case set out in the bid document. In addition, he emphasised that options for a sustainable future for Yearsley Pool would be considered and that the proposals combined a range of commercial and community uses, as well as retail.

Some Members acknowledged the information provided by both the Cabinet Member and officers in response to the reasons for call in. They

expressed their support for the project and reminded the committee of the risks of delaying the project as outlined by the Cabinet Leader and Cabinet Member.

Other members confirmed that while they still had concerns over the proposals, they continued to support the stadium and the majority of what was contained in the proposals. They asked that the council gave a commitment to keeping Yearsley Pool open in the long term and to undertaking further consultation with residents regarding the proposals for the stadium project.

Members were then asked to decide whether to confirm the decision made by Cabinet (Option A) or to refer it back to the Cabinet for re-consideration (Option B).

After a full debate, it was:

Resolved: That Option A be approved and that the decision of Cabinet be confirmed.

Reason: In accordance with the requirements of the Council's constitution.

Councillor Galvin, Chair

[The meeting started at 5.00 pm and finished at 6.30 pm].

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Meeting	Corporate and Scrutiny Management Committee (Calling In)
Date	8 October 2014
Present	Councillors Galvin (Chair), Burton, Fraser, Horton, King, Potter, Runciman (Vice-Chair), Healey (Substitute for Councillor Steward) and Ayre (Substitute for Councillor Cuthbertson)
In attendance	Councillors Cuthbertson, Merrett, Steward, Richardson and Watt

14. **Declarations of Interest**

At this point in the meeting, Members were asked to declare any personal interests not included on the register of interests, any prejudicial interests or any disclosable pecuniary interest which they might have in respect of the business on the agenda. No additional interests were declared.

15. **Public Participation**

It was reported that there had been one registration to speak at the meeting under the Council's Public Participation Scheme and that a Member of the Council had also requested to speak.

Mr Charlesworth, representing Earswick Action Group, expressed concern at the inclusion of a safeguarded site (SF14) at Earswick. He stated that the inclusion of the site made the plan unsound as it did not take into account infrastructure overload and did not meet the "exceptional circumstances" test for use of green belt land. Mr Charlesworth stated that ten villages had formed an alliance to challenge the inclusion of any safeguarded sites. He requested that their concerns be heeded and that the proposals in respect of Earswick and other villages be removed from the plan.

Councillor Watt expressed concerns regarding the inclusion of sites in or near Skelton. He stated that housing targets in the plan were unrealistic and unachievable. He urged that the Plan

be referred back to Cabinet to enable Members to work together to address concerns that had been raised.

16. Called In Item: City of York Local Plan Publication Draft

Members considered a report which asked them to consider the decisions made by Cabinet at their meeting held on 25 September 2014, in relation to publication of the Draft Local Plan and Proposals Map. Cabinet had been asked to consider whether the Local Plan Publication Draft and Proposals Map should be published for statutory consultation in accordance with Regulation 19 of the Town and Country Planning (Local Planning) Regulations 2012 (S12012/767).

Details of the Cabinet's decision were attached as Annex A to the report and the original report to the Cabinet attached as Annex B. The decision had firstly been called in by Councillors Steward, Watt and Doughty on the grounds that:

- “The plan fails to reflect the importance of the unique protections York was given when the Regional Spatial Strategy was abolished and from this incorrect presumption proposes too much building on the Greenbelt and building which is well in excess of the exceptional circumstances required.
- The plan is according the lead cabinet member Cllr Dave Merrett a ‘very ambitious plan’, which is in contrast to the legislation which requires plans to be about need rather than ambition.
- The proposed level of growth of approximately 1,000 dwellings a year (996 according to the draft) is more than required by the council's own supporting data regarding future population, employment and housing needs. It is driven by a philosophy of “growing the economy” in a way which is in no way proven to be sustainable.
- The draft fails to take account in any meaningful way of the public consultation responses to the Preferred Options and Further Sites.
- The plan continues to plan for safeguarded land beyond the life of the plan when there is no requirement under the National Planning Policy Framework (NPPF) for this. Local

Authorities are only required to provide viable and deliverable sites for years 1-5 of the Local Plan and only “broad locations for growth” for years 5-15 and there is absolutely no requirement for a 25 year plan with specific sites.

- The NPPF is clear that previous under delivery should be accounted for by the 20% buffer in the first five years and nowhere does it state that local planning authorities should also make provision for an inherited shortfall (or backlog) and annualise it over the plan period as the City of York Council has done. As a result, the housing trajectories are 126 dwellings higher each year than is necessary.
- The NPPF states that where there is a record of under delivery, local planning authorities should deploy a buffer supply of 20% for 5 years “moved forward from later in the plan period”. The proposed buffer supply is being proposed in addition to later years’ allocations, rather than being taken from them.
- The plan does not provide a true or robust justification for the Freight Consolidated Centre on the A1237 and its proposed removal from the Greenbelt.
- The proposed solar sites are in contradiction of government legislation which discourages them in rural open countryside.
- The plan does not apply a “Sequential Test” to the agricultural land allocated for development.
- The plan assumes that hyper-growth in outer York will be underpinned by “...the full dualling of the A1237...” but does not explain how the York will finance this multi-billion pound project, without which transport mayhem and gridlock will result.
- There has not been sufficient resident consultation regarding the radical concept of new settlements within the Greenbelt, most particularly Whinthorpe and Clifton Gate.

- There is no account of the fact that 'jobs' don't directly relate one-to-one to people, as York has one of the highest part-time economies.
- Because the plan prioritises "affordable housing" it remains slanted towards allowing large-scale developers to build on out-of-city-centre greenfield sites instead of maximising brownfield areas.
- The level of travellers' site demand has not been proven and is based on a misleading method, including for example one which counts as unmet demand, travellers living in bricks and mortar.
- The plan fails to provide for windfall sites, though the NPPF says they can form part of a plan if there is evidence of such sites coming forward in the past and likely to continue to do so.
- The proposed travellers' site at Rufforth goes against all of the criteria as it is inappropriate on a green corridor, has no links to public transport or services, has a poor road to link onto safety wise, is in an area of flood risk and adjacent to a tip.
- The proposed travellers' site at Naburn has similar issues to Rufforth and there is a lack of consultation, including most obviously with the Designer Outlet who have in the past been interested in the land.
- There has been no account taken of purpose built student accommodation and its effect on housing.
- The fixed requirement for new development to contain a substantial number of affordable homes (in the current draft up to 35% for developments on greenfield sites of more than 11 houses unless offsite provision or an equivalent value financial contribution can be "robustly justified" has been shown in York to be commercially non-viable and to actually depress building starts.
- The plan has disregarded the likely effects of in and outbound commuting.

- The plan has too little detail on transport, including in particular to the north of the city which lessen the viability of Clifton Gate and Earswick land.
- The plan fails to take account of the importance of the Greenbelt as a vital buffer against coalescence, in particular regarding the sites at Clifton Gate, Earswick and around Boroughbridge Road.
- There has not been sufficient consideration of brownfield sites as well as the likely path of available brownfield sites in the years ahead – in particular if the York Central and sites near the university go forward as envisaged in the plan.
- The plan fails to reflect the national trend for incoming international migration falling”.

Councillor Steward addressed the meeting on behalf of the Calling In Members. He drew attention to the twenty-five reasons given for the call-in. He urged Members to refer the matter back to Cabinet to enable work to take place on a plan which had cross-party support.

Subsequently the decision had been called in by Councillors Aspden, Ayre and Cuthbertson for the following reasons:

“Whilst the Liberal Democrat Group recognise the need for a Local Plan and additional housing; however, we do not support the current proposals and the following are the reasons given:

- The views of thousands of local residents who responded to previous consultations and signed petitions have been ignored.
- The current proposals recommend huge expansion and population growth in areas such as Heworth Without, Huntington and Heslington (Whinthorpe), but fail to provide a detailed and deliverable plan for the infrastructure improvements that would be needed to cope with this growth and fail to take into account the recommendations of the council’s own Sustainability and Heritage Appraisals.

- The plan proposes that approximately 80% of development would take place on Green Belt land and actively encourages this land to be developed early. This is in no way a “brownfield first” policy.
- A windfall allowance should be included in the Local Plan, as permissible under paragraph 48 of the National Planning Policy Framework.
- We do not believe that housing targets accurately reflect the evidence base. The trajectory has been artificially inflated to suit the ideological approach of the ruling group.
- We do not believe that the plan meets the NPPF ‘Tests of Soundness’ criteria in terms of being ‘positively prepared’, ‘justified’ or ‘effective’.
- By shortening the plan period the Cabinet has committed a sleight of hand to make the housing numbers appear to be less than they actually are.
- Elements of the proposals remain unclear e.g. three different housing figures are proposed for the new Whinthorpe development. This makes it a confusing picture for local residents.”

Councillor Cuthbertson spoke on behalf of the second group of calling in Members. He stated that the views of local residents had to be addressed to ensure that the plan had credibility. He reiterated the issues raised in paragraph 4 of the report, including concerns that account had not been taken of the infrastructure improvements that would be required, the proposed development of Green Belt land, concerns that housing targets did not accurately reflect the evidence base, and that a windfall allowance had not been included in the plan.

Councillor Merrett, as Cabinet Member for Environmental Services, Planning and Sustainability, stated that there had been cross-party involvement in the plan through the Local Plan Working Group. He drew attention to the consultation and debate that had taken place and stated that the aim was to put in place a sound plan. Councillor Merrett stated that officers had prepared a written response to the technical questions raised in the calling-in reasons. This paper was circulated for consideration and is attached to the online agenda papers for the meeting.

Members were then asked to decide whether to confirm the decision made by the Cabinet (Option A) or to refer it back to the Cabinet for re-consideration (Option B).

After a full debate, it was

Resolved: That Option A be approved and that the decision of Cabinet be confirmed.

Reason: In accordance with the requirements of the Council's Constitution.

Cllr J Galvin, Chair

[The meeting started at 5.30 pm and finished at 6.50 pm].

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**Corporate and Scrutiny Management Committee
(Calling – In)**

31 October 2014

Report of the Assistant Director, Governance and ICT

**Called-in Item: Rewiring of Public Services: Business Case for
Children’s Services**

Summary

1. This report sets out the reasons for the call-in of the decisions made by the Cabinet on 9 October 2014 in relation to the Children’s Services, Education and Skills Transformation Programme. Cabinet had been asked to approve the Business Cases for Early Years, Services to Young People and the School Improvement and Skills Service.

This cover report sets out the powers and role of the Corporate and Scrutiny Management Committee in relation to dealing with the call-in.

Background

2. An extract from the Decision Sheet issued after the Cabinet meeting is attached as Annex A to this report. This sets out the decision taken by the Cabinet on the called-in item. The original report to the Cabinet meeting on the called-in item is attached as Annex B to this report.
3. Cabinet’s decision has been called in, firstly, by Councillors Brooks, Douglas and Doughty for review by the Corporate and Scrutiny Management Committee (CSMC) (Calling-In), in accordance with the constitutional requirements for call-in. The following are the reasons given for the call-in:
 - The current location of Castlegate is far less imposing than for example West Offices and the move would therefore be worse for young and especially disengaged people

- It is at odds with the Health & Wellbeing Strategy & Joint Strategic Needs Assessment and their emphasis on the greater need for counselling as a preventative service.
- It flies in the face of the government parity of esteem for mental health services.
- There has been inadequate consultation with the most affected groups.
- The budgetary savings may not materialise if, as a result of the change of location, the current uptake of the service is not maintained and the number of Not in Employment, Education or Training (NEETS) rises.

The decision has then subsequently also been called in by Councillors Aspden, D'Agorne and Runciman for review by the Corporate and Scrutiny Management Committee (CSMC) (Calling-In), in accordance with the constitutional requirements for call-in. These Members are opposed to the decision to close Castlegate and re-locate the remaining services to West Offices for the following reasons:

- When Castlegate opened 2007, it brought together a number of agencies and different funding streams to offer a comprehensive support service for young people in a user-friendly, accessible and flexible location.
- Through offering effective support and advice the centre has an outstanding track-record of helping keep young people safe, healthy, off drugs, out of the criminal justice system, in suitable accommodation and in work.
- This effective early-intervention is crucial in many areas, including mental health where half of all diagnosable conditions start by the age of 14 and 75% by the age of 21.
- The closure of Castlegate, cuts in services, and the re-location of remaining services to West Offices jeopardises all this work and abandons the commitment to effective early-intervention.
- West Offices – a large, public and corporate building – is not a suitable location for the services which will remain.

- This decision has been taken with little consultation or prior notice and without properly considering alternatives.
 - We would urge Cabinet to withdraw the proposal and, at the very least, delay the closure of Castlegate in order to ensure that other options, such as suitable co-location with another service, can be considered.
4. Since the calling-in of this decision, a petition relating to Castlegate has been forwarded to the Council. The petition containing 1,318 signatories, requests the Council Leader to 'Review the decision to remove the provision of holistic information, support and counselling for young people 16-25 in York, provided by Support Workers, Careers Advisors and Counsellors at Castlegate.' This petition will be considered at the next Corporate and Scrutiny Management Committee meeting on 10 November 2014, in accordance with the Council's new petitions scheme. Link attached <http://www.change.org/p/james-alexander-review-the-decision-to-remove-the-provision-of-holistic-information-support-and-counselling-for-young-people-16-25-in-york-provided-by-support-workers-careers-advisors-and-counsellors-at-castlegate>

Consultation

5. In accordance with the requirements of the Constitution, the calling-in Members have been invited to attend and/or speak at the Call-In meeting, as appropriate.

Options

6. The following options are available to CSMC (Calling-In) Members in relation to dealing with this call-in, in accordance with the constitutional and legal requirements under the Local Government Act 2000:
- a. To decide that there are no grounds to make specific recommendations to the Cabinet in respect of the report. If this option is chosen, the original decision taken on the item by the Cabinet on 9 October 2014 will be confirmed and will take effect from the date of the CSMC (Calling-In) meeting; or
 - b. To make specific recommendations to the Cabinet on the report, in light of the reasons given for the call-in. If this option is chosen, the matter will be reconsidered by Cabinet at a meeting of Cabinet (Calling-In) to be held on 25 November 2014.

Analysis

7. Members need to consider the reasons for call-in and the report to the Cabinet and form a view on whether there is a basis to make specific recommendations to the Cabinet in respect of the report.

Council Plan

8. There are no direct implications for this call-in in relation to the delivery of the Council Plan and its priorities for 2011-15.

Implications

9. There are no known Financial, HR, Legal, Property, Equalities, or Crime and Disorder implications in relation to the following in terms of dealing with the specific matter before Members; namely, to determine and handle the call-in.

Risk Management

10. There are no risk management implications associated with the call in of this matter.

Recommendations:

11. Members are asked to consider all the reasons for calling in this decision and decide whether they wish to confirm the decisions made by the Cabinet or refer the matter back for reconsideration and make specific recommendations on the report to Cabinet.

Reason: To enable the called-in matter to be dealt with efficiently and in accordance with the requirements of the Council's Constitution.

Contact details:

Author:

Dawn Steel
Head of Civic &
Democratic Services

**Chief Officer Responsible for the
report:**

Andrew Docherty
Assistant Director, Governance and ICT

**Report
Approved**



Date

10 October 2014

Specialist Implications Officer(s) None

Wards Affected:

All



For further information please contact the author of the report

Annexes

Annex A – Extract from the Decision Sheet produced following the Cabinet meeting on the called-in item.

Annex B – Report of the Cabinet Member for Finance and Performance, 9 October 2014.

Background Papers

None

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CABINET**TUESDAY, 7 OCTOBER 2014****DECISIONS**

Set out below is a summary of the decisions taken at the Cabinet meeting held on Tuesday, 7 October 2014. The wording used does not necessarily reflect the actual wording that will appear in the minutes.

Members are reminded that, should they wish to call in a decision, notice must be given to Democracy Support Group no later than **4.00pm on Thursday 9 October 2014.**

If you have any queries about any matters referred to in this decision sheet please contact Jill Pickering (01904) 552061.

8. Rewiring Public Services: Business Case For Children's Services

Resolved: That Cabinet agree to:

- (i) Note that extensive engagement has taken place as agreed by Cabinet in July and the priorities that residents have expressed;
- (ii) Approve the 3 Children's Services business cases, as outlined in the report and Annexes.
- (iii) Agree that a further update on the organisational development plan be brought to Cabinet in November as part of our commitment to report regular progress.
- (iv) Examine any alternative proposals from staff to deliver Castlegate services that meet the timescales and savings targets outlined in the report.

- Reasons:
- (i) The phased approach will allow Children's Centres to become more sustainable, develop community capacity and support the long term vision for Whole Family Support;
 - (ii) The approach for Phase 2 of the transformation of Services to Young people will allow for the savings target to be achieved;
 - (iii) Support the closure of Castlegate and the re-provision of services from West Offices will build a sustainable model which has the flexibility to respond to schools needs.



Cabinet

7 October 2014

Report of the Cabinet Member for Finance and Performance

Rewiring Public Services: Business Case for Children's Services

1. Background

- 1.1. The Cabinet established the Rewiring Public Services programme in February and has received progress reports on a regular basis.
- 1.2. In establishing the Programme Cabinet recognised that there would have to be significant change across the Council and in particular:
 - the ways it relates and accounts to residents;
 - how it partners with other public agencies in the City;
 - how it supports and collaborates with the voluntary and community sector; and
 - the services which it delivers and commissions for residents and local businesses.
- 1.3. This change is being driven by several factors – most of which are not unique to the City of York – and by a very strong determination by the Cabinet and Council to allow local residents and businesses to increasingly influence how the city develops.
- 1.4. The Rewiring Programme is designed to respond to external change and to fulfil the Council's objectives and priorities.
- 1.5. The national context for the programme includes:
 - legislative and policy changes in areas such as education, health and social care;
 - the introduction of the Social Value Act;

- unprecedented reductions in public expenditure especially central government grant to local authorities (£80m over 5 years);
- the prospect that the central government austerity programme will continue at least throughout the 2015 – 2020 Parliament irrespective of the general election result in May 2015; and
- an ever changing basis of local government finance.

1.6. The local context for the programme includes:

- the Council's objectives and priorities;
- the high level of digital engagement across the City and rising public expectation to access and transact services and information digitally;
- a strong a vibrant local voluntary and community sector;
- demographic change; and
- the needs, views and aspirations of residents, businesses and communities

1.7. The Council and Cabinet have recognised that given the local and national context, currently and for the next five or more years, change is inevitable and that the traditional local authority approach to incremental change and budget reductions will not suffice. There has to be a transformative Rewiring Programme designed to ensure:

- effective outcomes for residents
- the Council strengthens its relations with residents through listening and responding to the public to
 - enhance democratic participation
 - improve service outcomes
 - improve access and sustainable service provision
- fairness and a major contribution to the Council's fairness agenda

- services are targeted where appropriate at those most in need and where they can maximise their impact
 - empower communities and individuals to take more control of and responsibility for their own lives, services and communities
 - shift the balance between preventive and reactive services
 - the Council is financially secure for this and the next Spending Review period.
- 1.8. Consequently the Council is committed to being a 'Co-operative Council' and has undertaken a major engagement exercise over the last two months. This has involved conversations with 7,800 residents and what they are telling the Council is set out below in Section 4.
- 1.9. An officer transformation team and CMT have undertaken a programme of analysis and option appraisal for place based, children's, adult care and customer services. This programme has involved staff across the Council and the York Community Voluntary Service, which has seconded a member of staff to work alongside the Council team.

2. Adult Social Care & Place Based Services

- 2.1. This report focuses on the engagement process and proposals for Children's Services. In November, proposals for the transformation of Adult Social Care and Place Based Services will be presented.

3. Service delivery criteria

- 3.1. The service delivery options set out in this paper and the appended business cases have been designed and tested against the wider Rewiring Programme objectives. Above all they have been designed in response to what residents said through the engagement exercise.
- 3.2. They have been designed in accordance with the Council's equalities and fairness policies, and its commitment to be being an exemplar employer.
- 3.3. Whilst a wide range of services will remain 'in-house' and be directly managed and delivered by employees of the Council, where we contract with the private sector:

- there will be consultation on the business case before a final decision is taken to instigate a tendering process;
- there will be early dialogue with potential providers as part of the commissioning process to understand what might be possible and on what terms;
- a holistic social and value for money assessment will be undertaken to take in to account social and economic impact of any proposals on the City, the Council, its partners and its employees;
- avoidance of traditional outsourcing to the private sector wherever possible and instead the adoption of new public/private models;
- where possible (and legal) preference will be given to social enterprises, voluntary and community sectors, local SMEs and staff led mutual's;
 - and support where feasible and not contrary to procurement and 'state aid' rules will be made available;
- where possible, practical and in line with procurement regulations, any private sector providers will be required to:
 - adopt excellent employment standards including the Living Wage, professional and personal development and trade union recognition;
 - adopt 'open book accounting' to standards set by the Council; and adopt 'profit share' arrangements
 - publish details of financial and operational performance;
 - be subject to political scrutiny;
 - demonstrate added social value;
 - make available details of the organisation's ownership and underlying business model and be required to notify the Council of any intended changes; and its remuneration policy; and
 - involve service users and staff in any procurement process, service design, performance monitoring and review and have an ability to challenge client and provider; and an element of a provider's payments will be based on user and resident satisfaction.

- 3.4. In order to be able most effectively to work with alternative service providers and to ensure that any proposals are adequately assessed it is proposed to enhance the commercial capacity and skills within the Council. It will be necessary even for assessing 'in house' service provision options and to support potential staff mutual's and co-operatives to have strong commercial expertise.
- 3.5. This would focus on:
- contributing to policy development
 - risk assessment and management
 - commercial costing
 - market intelligence – immediate and long term
 - market development (where required)
 - procurement and linking this to commissioning without conflating the two; and supporting commissioning across the authority and its partners
 - contracting and contract management
 - supporting the development of new models including 'spin outs'
 - supporting third and community sector providers
 - supporting politicians, managers and others across the organisation to understand the basics of commercialism in public service
- 3.6. Where service charges are to be applied to services provided by the Council or external providers, only the Council will be able to set the level of these charges. They would only be applied where it is legal to do so, there is a net financial benefit, there is no disincentive to those most in need of the service not to use it and where charging would be compliant with the Council's fairness objectives.

4. Our engagement with York's community

- 4.1. In July, Cabinet agreed to a period of engagement with residents, partners and businesses to learn what was important to them. Although not a formal consultation, we have engaged with over 7800 people (1700 on Children's proposals) through a number of different activities. These include open days at Council offices, conversations with residents on the buses, using social media, workshops with Parish Councils and Resident Groups and sessions with different stakeholder groups. We have worked with York Community and Voluntary Service to engage with communities of interest so that we consider the views of as many residents as possible.
- 4.2. We have learned that people love living in York but they do not just see the postcard image. They recognise there is a need for change and improvement in some services.
- 4.3. Although we had conversations with people around a number of different issues the common themes that emerged were that people:
- want the Council to prioritise front line services such as street care, highways, litter and waste;
 - asked us to reduce bureaucracy;
 - see protecting vulnerable people as important;
 - want the Council to deliver more services online;
 - would like access to facilities for young people;
 - want to keep the city centre feeling safe and with less alcohol; and
 - asked us to be transparent, even when we are in the wrong.
- 4.4. People said they wanted the Council to just get on with the job and tell them when we need their help. They want the Council to consult residents before we want to make any changes so they can help us think through the implications. They also want us to demonstrate that we have listened, even if proposals go ahead unchanged.

- 4.5. The Council and its partners will work with residents, communities and businesses to respond to the feedback and the proposals in this section begin that process.
- 4.6. Looking specifically at the feedback from parents regarding the Early Years Service, the most significant response was that they strongly want to maintain the Children's Centre buildings we currently have. The Council's original view had been to reassess the demand and need of the buildings as part of a move towards targeting services to the most vulnerable in the City. By listening to what people actually want, they have influenced the debate and we will now work with parents and others to maintain the current provision. This can only be achieved if communities play a greater role in owning and managing the centres and we will work with them to achieve this.
- 4.7. In terms of services to young people, the Council proposes to relocate Castlegate based services to West Offices. This provides an enhanced and co-ordinated post 16 young people's service as an alternative to the current service provided from Castlegate by the Personal Support Inclusive workers. The new service will work together with existing council services such as Housing, Benefits, York Learning and Future Prospects and with partners including Job Centre Plus, Citizens Advice Bureau and others to deliver the support currently given under one roof.
- 4.8. Further proposals centre on schools and are influenced by school heads. These include having a small team to support school to school peer led improvement and also providing a traded service as required. Heads acknowledge that schools have the expertise and leadership to best drive improvement, supported by the Council where required.
- 4.9. In relation to Place Based services, residents have already told us that waste and recycling are important to them. Residents recognise that they have a part to play in keeping the City clean and tidy and a role in the City's sustainability through recycling. In addition, the following themes emerged from discussions with residents, communities, businesses and our partners.

- Some areas of the City have a very strong community capacity and willingness to be involved whilst others are not as strong;
 - Communications need to be improved such as:
 - access to information;
 - more accessible channels to feedback and communicate with other community groups, the council and partners;
 - discussion with residents about changes to traditional services such as grass cutting and green waste; and
 - support and training for people in the community to work with us.
 - Greater support for volunteer organisations to sustain a strong core of volunteers and develop the service offering;
 - Communities want better access to the Council's (and its partners') assets and resources. They want the Council to support and enable community groups to develop rather than act as a gatekeeper. They also want influential community members such as 'Community Wardens' to be encouraged to network and share knowledge.
- 4.10. Our proposals for Place Based services will be set out in November but they will include two different community safety projects. In The Groves we will work with community groups led by the Residents Association to tackle issues around drugs, alcohol and intimidation. In Rural West we will work with our partners and communities to strengthen communication and networking between villages and provide access to resources to help resolve problems such as cold calling.
- 4.11. After collaboration with Innovate York, the Council will work with communities to design and own a sustainable-living app will provide refuse collection reminders, recycling and up cycling (where waste or useless products are converted into something that can be used) advice, tips on sustainable best practice and sustainable news and information about events.
- 4.12. At the Council's open engagement events people said that the adult social care services that really mattered to them were mental health services, having good carers, home care, good social care and protecting vulnerable people.

- 4.13. The biggest changes they wanted to see were a one-stop shop for adult social care/care of the elderly, inclusive support, suitable adult social care equipment and care tailored to individual needs.
- 4.14. Residents expressed the view that health and social care advice, information and services needed to be brought together more. Particularly carers commented that it made little sense to deal with two organisations when much of their activities overlapped. The council's work on a series of Better Care Fund projects with York Hospital and the Vale of York CCG will provide the basis for further integration and this will be set out in the November Transformation Paper.
- 4.15. During October a specific engagement campaign will take place with residents receiving adult social care services, their carers and our partners. Outcomes from this will be reported in November.
- 4.16. Overall the community engagement activity has given valuable insight into what is important to residents and communities and this has influenced the proposals made in this paper. It is important to stress that this is not a one-off engagement campaign; rather it is our new approach to ensure the Council puts residents at the heart of everything we do.
- 4.17. The Council will commit to explain decisions which it takes especially when these are taken for good reasons but are not inconsistent with the immediate views of residents and users. These may be taken for legal, financial, sound operational or even political reasons. This is inevitable especially in a democratic local authority but the key is transparency, explanation and accountability.

5. How we work in the Council

- 5.1. The feedback we have received from residents, staff, elected members and partners challenges the way the Council works. We also recognise that in the face of significant staff reductions and an increased demand for services we have to work hard to support our staff to make the changes that will be required.
- 5.2. In order to put residents first, the Cabinet Paper in July set out the behaviours the Council wants to encourage to help become

more responsive and flexible. This shift change signals that we want to become modern public servants, who are outcome focused, accountable, entrepreneurial, professional and ambassadors for the community.

- 5.3. This is a planned and systematic approach to align our strategy, people and processes. This is not just about behaviours; procedures will have to be reviewed and changed, for example performance management and levels of delegated authority. It is a long-term programme where the impacts will be cumulative over time and requires Members and senior managers to lead by example.
- 5.4. We already know that the Council's workforce is eager to transform and deliver excellent customer service. The Rewiring programme provides the framework to do this so that staff can provide a better experience for residents and customers. Therefore we need to commit to review and reform procedures and processes.
- 5.5. We reported in July that a review of the current position had been conducted and that we were engaging with residents to gain their perspective of our organisation and the changes we need to make. The review highlighted that some aspects of our culture and approach need to be overhauled.
- 5.6. We now know from our engagement with residents what is important to them when they interact with our staff. They said the changes they wanted to see were:
 - staff listen to them;
 - staff are experts in their particular area;
 - staff provide ongoing feedback to keep people informed;
 - we are efficient, more transparent and communicate better;
 - we explain what we are doing and what we will not do;
 - we work together as a Council;
 - we use our common sense;

- we engage with residents better and encourage communities to take charge;
- 5.7. These expectations align with the Council's four values and we are now able to outline our plans for transforming internally to meet the expectations of our residents and the external changing environment. Senior managers have given considered thought to what is required and a comprehensive action plan, developed with staff, is now in place that will:
- strengthen leadership capacity and capability at all levels including elected Members;
 - develop the culture we want to establish;
 - fully engage staff in transforming how we work; and
 - enhance the skills of our staff and attract high calibre candidates.
- 5.8. During October we are holding a series of engagement sessions for all staff that aim to focus everyone on listening to and working with residents and communities. The sessions will be led by senior managers and include a short film featuring City of York residents and businesses. They will also increase awareness of how we are transforming to respond to residents needs and demonstrate how we are taking action on the issues raised by staff. In addition we will engage staff in suggesting how we work together to deliver an excellent service with the resident at the heart of it.
- 5.9. The approach demonstrates our commitment to continuously involve and engage staff in designing and developing how we transform so that real progress can be made.
- 5.10. Collectively the activity we have planned will help enable the Council to change how we do things in line with residents' expectations as well as improve our systems, processes and structures. The aim is to create a truly engaged organisation that achieves:
- better business performance;
 - high staff retention;
 - a strong sense of purpose and identity;

- highly energised, productive and innovative staff;
- an attractive reputation;
- accountability; and
- sustained long-term success.

5.11. Our residents and customers will benefit from seeing the changing relationship we want to achieve:

- By proactively creating opportunities to engage with residents and communities we will understand what they want to achieve for themselves, their community and the City of York. Together with our partners, we will work with them to deliver this. Residents will feel that we have listened, they have influenced and we have delivered the right outcomes for the city.
- Our customers will experience a consistently excellent level of customer service across the Council. We are working hard to achieve the Customer Service Excellence Award that will recognise our commitment to this. We will have a Council where staff are focused on delivering results for the customer rather than adhering to a process.
- As leaders we will set the tone for the organisation and continuously engage with our staff through the organisational development activity our behaviours will change. We will become a more cooperative Council, working together, living our values, behaving as our customers expect and being willing to go the extra mile. This will help our customers to feel valued and City of York's reputation as an excellent Council will grow.
- By introducing an ICT system to record and report contact with residents from a variety of channels, customers will only have to tell their story once. All frontline staff will have access to the same information and will take responsibility for co-ordinating activity across a number of areas. Customers will experience a seamless service where issues are resolved more quickly.
- By aligning the behaviours we expect with the right systems and processes, the Council will be better placed to act on its promises, have access to up to date information on-line and

communicate regularly through the resident's medium of choice. Our customers will feel informed and know what is happening at every stage in the process. Customers will know that City of York Council puts residents first and they can trust us to make the right decisions. They will also know that when we get it wrong, we will be honest and work with them to find the right solution.

- Over time the impacts of the activity to improve how we work internally will increase the level of staff engagement. An outcome of this is increased performance and residents will see an improvement in the level of service provided by the Council.

5.12. The activity to develop the culture and behaviours will evolve as we transform how we work. The Council will provide regular updates to Cabinet on the progress made and the outcomes for residents and customers.

6. Implications

- It should be noted that all of the Transformation projects will have significant implications in terms of Financial, Procurement, Legal, ICT, and HR support.
- The programme is dependant upon a significant input from these areas of expertise. The issues, and options, within the programme potentially involve major new procurement activity, major systems change, fundamental changes in delivery method, and major staff changes.
- Ensuring the capacity and skills needed to support the Rewiring programme (alongside major other savings not within the transformation programme and many other major projects), will present a significant challenge.
- **Financial** – Individual projects will develop further detail throughout the engagement period and the resulting revised options and business cases will have financial implications. These proposals will be considered by Cabinet in October 2014. Individual proposals also may create procurement events e.g. implementation of digital channel;
- **Human Resources (HR)** – The report acknowledges that during the implementation of proposals, there will be an

impact on council resources. The report also identifies that an Organisational Development Programme will be created;

- **Equalities** – The actions in this report further the Council's commitment to equalities;
- **Legal** – A number of the proposals within this report will lead to different delivery arrangements for some existing council services. Legal expertise and advice will be sought accordingly.
- **Crime and Disorder** – None;
- **Information Technology (IT)** – The Re-wiring Public Services will depend on ICT services to support a new phase of on-line services;
- **Property** – It is likely that changes will be made to the Council's asset base as a result of the rewiring programme. Property colleagues will be consulted as appropriate.
- **Other** – None.

7. Recommendations

7.1. Members are recommended to :

- note that extensive engagement has taken place as agreed by Cabinet in July and the priorities that residents have expressed;
- approve the 3 Children's Services business cases.
- agree that a further update on the organisational development plan be brought to Cabinet in November as part of our commitment to report regular progress.

Reasons:

- the phased approach will allow Children's Centres to become more sustainable, develop community capacity and support the long term vision for Whole Family Support;
- the approach for Phase 2 of the transformation of Services to Young people will allow for the savings target to be achieved
- support the closure of Castlegate and the re-provision of services from West Offices will build a sustainable model which has the flexibility to respond to schools needs;

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Wards Affected: All			√
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For further information please contact the author of the report

Background Papers:

[July 2013 Annual Performance Report](#)

[Peer Review Letter](#)

[Response to Peer Review](#)

[LGA Summary Document of Rewiring Public Services](#)

Better Care Fund Application

Annexes

Annex 1 – Early Years Business Case

Annex 2 – Services to Young People Business Case

Annex 3 – School Improvement and Skills Business Case

Glossary of Abbreviations used in the report:

CAN's – Communities and Neighbourhoods

CCG – Clinical Commissioning Group

CiN – Child in Need

CMT – Corporate Management Team

CPP – Child Protection Plan

DfE – Department for Further Education

HR – Human Resources

IAG – Information, Advice and Guidance

ICT – Information and Communications Technology

IDACI – Income Deprivation Affecting Children Index

LA's – Local Authorities

LAC – Looked After Child

LDD – Learning Difficulties and Disabilities

NEET – Not in Employment, Education or Training

PSI's – Personal Support Inclusion Worker

SEND – Special Educational Needs and Disabilities

SME's – Small and Medium Enterprises

SICG – School Improvement Commissioning Board

SOA – Super Output Area

YEP – York Education Partnership

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Children's Services, Education and Skills Transformation Programme

BUSINESS CASE – EARLY YEARS

Author: Alice Beckwith

Owner: Jon Stonehouse

Release: v 2.0
Date: 29/8/14

1. Introduction

This document provides the outline business case for the proposed transformed Early Years Service as part of the Children's Services, Education and Skills Transformation Programme.

Within the document, our proposed themes for transformation are described and Members are asked to approve the new model for implementation.

2. Context

The Rewiring Public Services Programme is the City of York Council's transformation programme and was introduced in October 2013 to help the Council effectively manage the major challenges ahead. The transformation programme recognises that we need to be a more responsive and more flexible Council – a Council that puts residents first.

As part of the Re-wiring programme, Children's Services Education and Skills is transforming the way it delivers Early Years services from Children's Centres with a saving of £400k attached to this project.

3. Underpinning Principles

Across the work of transformation programme, we will adhere to the following principles:

- We will always protect the most vulnerable
- The transformation programme will ensure that defining the role of the local authority as the champion of better outcomes for all children and young people in York is maintained through this programme
- The transformation programme will ensure that the local authority maintains its statutory duties whilst working with partners to develop innovative models of service delivery through maintaining local relationships and enabling local partnerships and local solutions e.g. cluster based models of delivery
- To ensure a cohesive offer remains in place across the new service delivery arrangements.

4. Priorities

The priorities for Early Years services that will direct the transformation programme are:

- To narrow the gap between disadvantaged children and the rest
- To deliver a transformed Early Years Offer which is co-design, co-delivered, flexible and sustainable
- Preserving a Children's Centre offer, vision and the outcomes
- Focus on quality places for vulnerable 2 year olds, CiN, LAC and CPP children and the expansion of places.
- Improve outcomes for children in the IDACI/SOA areas and children for vulnerable groups pre birth to 5 years
- For all children to be school ready
- Increase and support Early Help and Early Intervention in Early Years
- To improve health and wellbeing of all early years children;
- Partnership working to implement a range of integrated child and health services

5. Current Model

5.1. Children's Centres

The core purpose of the Children's Centres is to reduce inequalities for children and families in the greatest need and to improve the following outcomes:

- child development and school readiness
- parenting aspirations and parenting skills
- child and family health and life chances.

There are currently 9 Children's Centres in York

Seven of the centres have co-located Health and Social Care professionals. All centres deliver a core universal offer providing access to services for a population of over 10,000 children age from pre birth to 4 years old.

5.2. Services

The services available through Children's Centres focus on early learning; information and activities for families; adult learning and employment support; integrated child and family health services and targeted parenting and family support.

The Universal offer is open to any family with children under 5.

Services are also provided for vulnerable families. These families have normally been referred into these services due to identified specific needs and require targeted support.

Children's Centres are currently open 5 days per week. Whilst the Centres are predominantly open to the public from 8.30-5pm, reception areas close during lunchtime and from 4pm so there is limited access to the public at this time.

5.3. Staffing

All Centres have a Children's Centre leader (manager), an information champion and a team of Children's Centre support workers.

5.4. Key Stats

Children's Centre	Carr	Clifton	Haxby Road	Hob Moor	Knavesmire	New Earswick	St Laurences	Westfield	The Avenues
No of children registered	890	894	642	967	914	753	659	615	806
Total foot fall into Centre	529	482	311	537	512	393	336	386	407
No of Groups run from Centre	18	26	23	26	20	18	28	20	23
No of groups run by CYC	10	6	10	7	6	6	10	10	8

6. Engagement and Consultation

There has been extensive engagement and consultation. An initial open engagement activity took place where residents, partners and stakeholders were invited to comment on how they would transform Children's Centre Services. Around 600 responses were received with strong positive messages about knowledge of the staff, opportunities for meeting other parents, access to support for parents and a real appetite to be involved in running groups as volunteers. Based on engagement feedback, the following 4 options were developed to go out to consultation

6.1. Options

Model 1

The three main children's centres, serving areas of greatest deprivation, would remain open all year and would maintain their current opening hours. These are: Clifton in the north, The Avenues (Tang Hall) in the south east and Hob Moor in the west of the city. The other six centres would remain open, but with reduced opening hours. In these six centre parents, volunteers and community groups would be encouraged to use the buildings to run and participate in local activities.

Model 2

Six of the nine children's centres would remain open full time, two in the north, two in the south east and two in the west of the city, with the three main centres Clifton, The Avenues and Hob Moor closing or being used as community venues. Parents, volunteers and community groups would be supported and encouraged to use the 6 buildings to run and participate in local activities

Model 3

Three of the nine centres would remain open: - Clifton in the north, The Avenues (Tang Hall) in the south east and Hob Moor in the west of the city. Six centres would be closed.

Model 4

Children's Centres Services would be run by alternative providers. For example, the voluntary sector (local or national); a social enterprise, a charity, a private provider or a school. The council's role would be to commission services and then co-ordinate, monitor, and ensure such services are of a good quality and meet priority local needs.

6.2 Response to Consultation

1700 responses were received in total. The majority of feedback supported Models 1 and 2. Feedback indicated that those who responded value the importance of the Centres as places for parents to meet and receive services. It is clear from the consultation that people value their Children's Centre. The majority of respondents state a willingness to consider a different configuration of Children's Centres but not at the expense of their

local centre. The consultation process indicated an overwhelming preference for accessible provision within local communities.

Coming through strongly from the engagement feedback was that more parents would like to volunteer to run non statutory groups but previously felt they haven't had the opportunity to do so.

The detail of the Engagement and Consultation can be found in Annex A.

7. Outcomes

It is imperative that the key outcome of this transformation programme is to deliver a co-designed, flexible Children's offer which has longevity to take us through to 2020.

The outcomes are intended to achieve:

- improved outcomes for young children and their families
- reduction in inequality between families in greatest need and their peers in relation to:
 - child development and school readiness
 - parenting aspirations and parenting skills
 - child and family health and life chances.

8. Recommended Model

The proposed model is in response to the consultation, with the public clearly stating they value local places and local service delivery. In order to provide both what the public require and the service needs it is recommended that a phased approach to the transformation of Children's Centres is adopted.

The phasing will ultimately blend the models consulted on; adopting whichever model fits each community the best. This however will take time to achieve and must be based on information gathered and community needs. Therefore the below phased approach is recommended.

8.1. Phasing

Phase One from 1st April 2015 – Implement Model 1.

This model means that no Children's Centres will close in this first phase, however the Centres will only be open for part of the week

initially. The Early Years service will operate out of the building for part of the week, concentrating on targeted, statutory provision to our most vulnerable families. Volunteers, other council services and partners will be enabled, encouraged and trained to deliver non statutory Universal services to the rest of the community.

The centres will operate in a cluster model and each cluster will consist of 1 hub and 2 satellites.

The majority of the savings will be achieved through reductions in staffing. The main reductions will be in management and front of house staff keeping reductions to the front line workers to the minimum. This model would result in the loss of three front line workers.

Phase Two – Assess Community Take Up

Once phase one is embedded, a clearer picture will be developed regarding the capacity for the community to deliver the non statutory early years offer. Whilst the message came out strongly from engagement that Parents and Volunteers would be keen to run groups, it is important to gauge the reality of this. Once this is done, each Children's Centre will be evaluated, taking into consideration the alternative community venues available in each area and the level of volunteer take up. Decisions can then be made regarding the viability of the building as a community resource.

Phase Three – Whole Family Support

The longer term strategy is to focus more closely on family needs and encourage further integration of services with other agencies to provide whole family support and early intervention and prevention. The intention is to roll this model out into the communities and use the best facility each area has to offer. In some areas, the Children's Centre is likely to be the most appropriate venue, in other areas it may be an alternative community hub will be used and the Centre is closed.

This recommendation is in line with the long term CYC strategy to empower communities to deliver services and become more resilient.

8.2. Team Focus

The transformed Children's Centre service will focus on early intervention and family support, ensuring that families in greatest need are prioritised and recognising that the early response to problems can often prevent escalation where formal intervention is required

Community delivery of services will be developed with opportunities to use centres by others and developing community capacity this will be supported by the local authority.

A summary of the revised offer is tabled below

Universal	Applies to all children - will be run by community groups/parent volunteers or delivered by existing services (eg Private company)
Perinatal to 2 years (universal targeted)	Early intervention model which will be directly delivered by Children's Services Teams and Partners. Consistent and systematic access to information and advice at key stages of a child's development pre birth to two years.
Targeted	All targeted provision to be delivered by Children's Services Teams and Partners Eg - Vulnerable children accessing Early Education offer Provision for vulnerable groups pre birth to 3 years
Intensive Home Visiting	Pre birth to 5 – delivered by Children's Services Teams and Partners

9. Community Impact Assessment

The summary of the Community Impact Assessment is as follows:

Positive impact. This model meets the top recommendations of the Engagement process and ensures that centres are available in local communities. This model will build community capacity and empower parents to be involved in the delivery of services. As services have an increased focus on those in need, access may be improved further.

The outreach services for the most vulnerable families or target groups i.e. service families will continue to mitigate against disadvantaging those who have a greater distance to travel to access children's centre service.

A comprehensive communication and information plan will be put in place to ensure customers understand the availability of services for early year's children in their communities and the children's centre role in that.

The full CIA can be found in Annex B and a summary of the CIAs for alternative models in Annex C

10. Funding

The proposed model will be funded by general funds and achieves the target savings of 400k.

11. Recommendation

It is recommended that Cabinet approve the phased approach in order for Children's Centres to become more sustainable, develop community capacity and support the long term vision for Whole Family Support.

Appendix A

ANALYSIS OF RESPONSES TO CHILDREN'S CENTRES CONSULTATION AUGUST 2014

	Model 1	Model 2	Model 3	Model 4	
Centre	3 Main centres 6 satellites	6 Small Centres	3 Main Centres	Commissioned Service	TOTAL
Carr	6	77	13	2	98
Clifton	63	69	119	7	258
Haxby Road	19	175	10	2	206
Hob Moor	19	38	58	1	116
Knavesmire	21	110	3	4	138
New Earswick	13	64	7	1	85
St Lawrences	12	45	0	3	60
The Avenues	52	20	73	0	145
Westfield	6	92	5	0	103
West Offices	5	10	0	0	15
Online	215	193	57	34	499
TOTAL	431	893	345	54	1723

The number of responses for each model from the hub sites, smaller centres and via online has been scored as follows: -

4 points for the highest number of responses, 3 points for the second highest number of response, 2 points for the third highest number of responses and 1 to the lowest number of responses

	MODEL 1	MODEL 2	MODEL 3	MODEL 4
POINTS	3 Main centres 6 satellites	6 Small Centres	3 Main Centres	Commissioned Service
Online	4	3	2	1
Hub Sites	3	2	4	1
Small Centres	3	4	2	1
TOTAL	10	9	8	3

SECTION 1: CIA SUMMARY



Community Impact Assessment: Summary

1. Name of service, policy, function or criteria being assessed:

Early Years Children's Centres transformation

2. What are the main objectives or aims of the service/policy/function/criteria? .**Phase One from 1st April 2015 – Implement Model 1.**

This model means that no Children's Centres will close in this first phase, however the Centres will only be open for part of the week initially. The Early Years service will operate out of the building for part of the week, concentrating on targeted, statutory provision to our most vulnerable families. Volunteers, other council services and partners will be enabled, encouraged and trained to deliver non statutory Universal services to the rest of the community.

The centres will operate in a cluster model and each cluster will consist of 1 hub and 2 satellites.

The Service

Children's Centres work together with partners to support families with children from birth to five. The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances

Specifically:

- Children's Centres work 1:1 with parents and their children to support them with parenting of young children (from pregnancy to age 5) This is often called family support or home visiting
- Children's Centre Support Workers advocate for young children (birth – five) and their families on integrated support plans
- Children's Centres provide specialised groups where parents bring their children to help them practice and learn key developmental activities that help their child to develop and grow.
- Children's Centres provide weekly information and advice sessions with health colleagues for all parents to find out what to expect at key developmental stages, encourage their child's development and how to keep them safe. This is called the Universal Parenting Track
- Children's Centres work with other partners and volunteers to develop 'stay and play' groups in the local community where parents bring children to socialise and play with others These are often called 'drop ins' and are universal groups
- Children's Centres work with partners to provide parents with opportunities to build personal skills and access training and employment
- Children's Centres provides a range of evidence based parenting support groups, targeted at parents with the most needs with the youngest children

- Children's Centres support families to access early education and childcare

Children's Centres are a 'concept' as well as a workforce and a group of buildings. The concept is that they recognise the needs of very young children (from pre-birth to age 5) in a community. They assess these needs and then deliver services or work with partners to make sure that the right services are available.

Children's Centres are the 'body' that make sure that the right services are in place for children before they go to school and that the more vulnerable children are accessing these services

3. Name and Job Title of person completing assessment:

Paula Richardson Acting Head of Service Early Years

4. Have any impacts been Identified? (Yes/No)

Yes

Community of Identity affected:

Age

Summary of impact:

Positive impact. This model meets the top recommendations of the Engagement process and ensures that centres are available in local communities. This model will build community capacity and empower parents to be involved in the delivery of services. As services have an increased focus on those in need, access may be improved further.

The outreach services for the most vulnerable families or target groups i.e. service families will continue to mitigate against disadvantaging those who have a greater distance to travel to access children's centre service.

A comprehensive communication and information plan will be put in place to ensure customers understand the availability of services for early year's children in their communities and the children's centre role in that.

5. Date CIA completed: 26/09/14

6. Signed off by:

7. I am satisfied that this service/policy/function has been successfully impact assessed.

Name:

Position:

Date:

8. Decision-making body:	Date:	Decision Details:
<p>Send the completed signed off document to ciasubmission@york.gov.uk It will be published on the intranet, as well as on the council website.</p> <p>Actions arising from the Assessments will be logged on Verto and progress updates will be required</p>		

SECTION 2: CIA FORM

Community Impact Assessment (CIA)

Community Impact Assessment Title:	Early Years - Children's Centre Transformation
<p>What evidence is available to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect on quality of life outcomes? (Refer to guidance for further details)</p> <p>Can negative impacts be justified? For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people. NB. Lack of financial resources alone is NOT justification!</p>	

Community of Identity: Age

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.</p> <p>https://www.gov.uk/government/publications/sure-start-childrens-centres.</p> <p>All Childrens Centres are currently one stop shops for young children, their parents, child minders and other carers. They offer family support and outreach; access to health and wellbeing services; and to advice, information and guidance; including access to Jobcentre Plus services. All Children's Centres provide a range of services, focusing on early</p>	<p>Health Education Individual, family and social life Participation, influence and voice.</p>	Positive	None

<p>intervention to provide a seamless service for families with children from pre birth onwards.</p> <p>There are 10,703 of York's population who are aged 0-4. 73% (7773) are registered with a children's centre. 78% (3207) of the 0-4's living in less than 50% IDACI areas are registered with a children's centre. 87% of all Children Aged 0-4 living in less than the 10% IDACI Areas are registered with a children's centre. 100% Teenage Parents are registered</p> <p>Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>http://colin.york.gov.uk/beSupported/Human Resources/current staff/employees/supporting transformation overview/</p>				
Details of Impact	<i>Can negative impacts be justified ?</i>	Reason/Action	Lead Officer	Completion Date
<p>Staff: There is not expected to be any positive or negative impact upon this community of identity.</p> <p>As deleted posts may be located at higher levels within the structure, this may have the potential to affect more experienced employees (ie longer serving and possibly therefore older) than younger employees. However appointments do not take account of age and it is possible that skilled and</p>		<p>Ensure a comprehensive communication and information plan is in place</p>	<p>Paula Richardso</p>	<p>April 2015</p>

<p>experience, but younger, people are appointed to senior posts.</p> <p>Customers: This model meets the top recommendations of the Engagement process and ensures that centres are available in local communities. Following the analysis of the consultation results which indicated the importance of the Centre itself rather than purely the services delivered. The consultation revealed that people value their Children's Centre, are happy to consider closing venues but would prefer local service provision within their communities.</p> <p>This model will build community capacity and empower parents to be involved in the delivery of services.</p> <p>Children's centres are for children under the age of five and their families. The proposal for children's centres would have no impact on service users on the basis of age (i.e. age of users will remain the same). There may be a perception by universal families of a reduction of service. Services would continue to be targeted to children under five and their families living in poverty (including outreach work). As services have an increased focus on those in need, access may be improved</p>		<p>with clear, honest, timely and relevant communications to customers. To ensure a planned and sustained approach to communication and marketing to support the delivery of children's centres.</p> <p>This will manage and monitor communication with all involved in the delivery of services to children and their families through children's centres. Ensuring the customers understanding the availability of services for early year's children in their communities and the children's centre role in that.</p> <p>Volunteers and partners will need to be identified, enabled, encouraged and trained to deliver non statutory universal services to the rest of the community.</p> <p>Capacity needs to be established to ensure volunteer/communities are supported and trained e.g. training about equality, identification of vulnerability, safe guarding, quality, outcomes and impact. Regular supervision and monitoring also needs to be available</p>	<p>n</p> <p>Paula Richardson</p>	<p>April 2015</p>
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<p>further.</p> <p>Teenage parents in particular generally require a greater level of engagement so could potentially be more affected by a reduction in budget impacting on the amount of universal provision. Teenage parents are recognised as a priority group for targeted support by children's centres and service providers will be required to demonstrate how they can continue to provide this support</p> <p>Low Income/Disadvantaged families - The proposed change to children's centres would have no impact on service users on the basis of income</p> <p>Wider City/rural - Although proposals may involve the merging of the management of some centres, services will continue to be offered through existing venues and outreach. Therefore, impact on rural areas should be minimal. The outreach services for the most vulnerable families or target groups i.e. service families will continue to mitigate against disadvantaging those who have a greater distance to travel to access children's centre service</p> <p>All under 5s and their families can access children's centre services. All under 5's will be able to</p>				
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<p>access all three levels of programme support universal, targeted, intensive depending on need. Childrens Centre services are designed to meet the needs of all children aged 0-5 and their families. Outreach work will continue to be developed and targeted to meet the needs of the children pre birth to 5 years</p>				
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Community of Identity: Carers of Older or Disabled People				
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Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The core purpose of children’s centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances. https://www.gov.uk/government/publications/sure-start-childrens-centres.</p>		<p>Health Education Individual, family and social life Participation, influence and voice</p>	None	None
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
<p>Staff: There is not expected to be any positive or negative impact upon this community of identify</p> <p>Childrens Centres are designed to meet the needs of all children and their families, particularly those who may be</p>				

more vulnerable.				
Customers:- Access is unlikely to change for disabled children and parents, as services will largely continue to be offered in the same buildings, with a range of outreach services in local				

Community of Identity: Disability					
Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
<p>The core purpose of children’s centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.</p> <p>https://www.gov.uk/government/publications/sure-start-childrens-centres.</p> <p>Staff: As above. Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines</p> <p>27 children 2-4 with a Disability who were registered with children’s centres in July 2014</p>		<p>Health</p> <p>Education</p> <p>Individual, family and social life</p> <p>Participation, influence and voice</p>	None	None	
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date	
<p>Children’s Centres are designed to meet the needs of all children and their families, particularly those who may be more vulnerable.</p> <p>Families of children with disabilities or special need</p>					

<p>benefit from targeted support at Children's Centres. Support would continue to be required and centres will have to show how they can meet the needs of these families as part of the performance management process.</p> <p>Some centres work with the Portage Service to run groups specifically for children with Special Educational Needs. This targeted work will continue.</p> <p>We will take into account the use of local buildings for outreach services in relation to Disability Discrimination Act (DDA) to ensure people do not feel unable to take part because of accessibility.</p> <p>Access is unlikely to change for disabled children and parents, as services will largely continue to be offered in the same buildings, with a range of outreach services in local community venue.</p>				
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Community of Identity: Gender			
Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.</p> <p>https://www.gov.uk/government/publications/sure-start-childrens-centres.</p>	<p>Health Education Individual, family and social life Participation, influence and voice</p>	None	None

<p>Staff: Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>Customer - Women, Men, boys, girls, carers (of children, disabled or older people) Characteristics of children and parents registering at children's centres are recorded in the Database. Internal profiling reports are generated to identify profiles for individual centres. This includes data on the number of fathers accessing services (a specific target user group for children's centres).</p>				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>More females are employed in the service so more females are affected by the restructure. Females are not disproportionately affected.</p> <p>The transformation of children's centres will have no impact on the basis of the gender of service users.</p> <p>Specific groups are set up to encourage the participation of fathers. The changes would have no impact on service users on the basis of gender.</p> <p>Building on existing good practice to engage and involve fathers and male carers in children's centre services is recognised.</p>				

Community of Identity: Gender Reassignment

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/N)
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			None	None
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon customers or staff.				

Community of Identity: Marriage & Civil Partnership

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
<p>The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.</p> <p>https://www.gov.uk/government/publications/sure-start-childrens-centres.</p> <p>Staff :- as above</p> <p>694 Lone Parents were registered with children's centres in July 2014.</p>	n/a	None	None	
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon customers or staff. Lone parents benefit from				

targeted support at Children's Centres. Support would continue to be required and centres will have to show how they can meet the needs of these families as part of the performance management process				
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Community of Identity: Pregnancy / Maternity

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The core purpose of children’s centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.</p> <p>https://www.gov.uk/government/publications/sure-start-childrens-centres.</p> <p>Staff: Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines. More females are employed in the service so more females are affected by the restructure. Females were not disproportionately affected.</p> <p>Customer; - Pregnancy and Maternity - Pregnancy/ pre birth and the first two years of life are a specific priority user group for children’s centre services. The profile of service users is recorded in the database.</p>	<p>Health Education Individual, family and social life Participation, influence and voice</p>	None	None
Details of Impact	Reason/Action	Lead Officer	Completion Date
<i>Can negative impacts be justified?</i>			

<p>The change to children's centres would have minimal impact on service users on the basis of pregnancy /maternity</p> <p>During pregnancy parents are encouraged to engage in children's centre services at the earliest opportunity through midwife and health visitors. This will continue to be the case, but access may be via other children's centre venues rather than their current centre.</p>		<p>Ensure robust partnership working to implement a range of integrated child and health services through the JSNA.</p> <p>Ensure the LA Early Years is involved in discussions around Health Visiting as the commissioning responsibilities come to the LA in October 2015 to ensure an integrated service.</p>	<p>Paula Richardson</p>	<p>April 2015</p>
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Community of Identity: Race			
Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.</p> <p>https://www.gov.uk/government/publications/sure-start-childrens-centres.</p> <p>Staff – as above</p> <p>Customers- Characteristics of children and parents registering at children's centres are recorded in the Database. Internal profiling reports are generated to identify profiles for individual centres. This includes data on BME and Travellers, who are specific target groups.</p> <p>614 BME 0-4s were in July 2014</p>	<p>Health</p> <p>Education</p> <p>Individual, family and social life</p> <p>Participation, influence and voice</p>	<p>None</p>	<p>None</p>

100% Traveller children 0-4s are registered with the children's centres				
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
<p>Centres will be required to demonstrate how they can meet the needs of families from diverse ethnic backgrounds, based on demographic information for their area.</p> <p>Childrens Centre services are designed to meet the needs of all children aged 0-5 and their families. Outreach work will continue to be developed and targeted to meet the needs of Black, Asian and minority ethnic families and communities and traveller communities at a local level.</p> <p>Resources will continue to be targeted to ensure support to families who may find it difficult to access the services they need.</p>				

Community of Identity: Religion / Spirituality / Belief

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.	n/a	None	None

https://www.gov.uk/government/publications/sure-start-childrens-centres. Staff – As above Customers -Religion / Spirituality /Belief - Those registering at a children’s centre are not asked about their beliefs and so the profile of service users by faith is unknown. Access on the basis of faith would be unlikely to change				
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
The transformation of Children’s Centres will have no impact on service users on the basis of Religion / Spirituality /Belief. Children's centres service providers are required to implement equal opportunities policies and to actively promote an inclusive culture. This will continue to be practise. There will be a continued expectation that staff and volunteers will understand a range of religions/beliefs and what they mean for families i.e. diet				

Community of Identity: Sexual Orientation			
Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
The core purpose of children’s centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting	n/a	None	None

<p>skills; and child and family health and life chances. https://www.gov.uk/government/publications/sure-start-childrens-centres. Staff – As above Customers -Those registering at a children’s centre are not asked about their sexual preference and so the profile of service users by this characteristic is unknown.</p>				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>Children's centres implement equal opportunities policies and actively promote an inclusive culture. This will continue to be the practise</p>				

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Children's Services, Education and Skills Transformation Programme

BUSINESS CASE – SERVICES TO YOUNG PEOPLE

Author: Alice Beckwith

Owner: Jon Stonehouse

Release: v 2.2

Date: 9/9/14

1. Introduction

This document provides the outline business case for the proposed transformed Services to Young People as part of the Children's Services, Education and Skills Transformation Programme.

Within the document, our proposed themes for transformation are described and Members are asked to approve the new model for implementation.

2. Context

The Rewiring Public Services Programme is the City of York Council's transformation programme and was introduced in October 2013 to help the Council effectively manage the major challenges ahead. The transformation programme recognises that we need to be a more responsive and more flexible Council – a Council that puts residents first.

As part of the Re-wiring programme, Children's Services Education and Skills is transforming the way it delivers Services to Young People.

Phase one of the Services to Young People Transformation saw the Integrated Youth Services split into three new areas - Information, Advice and Guidance; Personal Support Inclusion Workers and Youth and Community Development. Phase 1 has been completed and achieved the savings of 340k

This document deals with the further stretch target of 500k in phase 2.

Whilst the proposals have been developed together in order to ensure synergy between the services, they will be outlined separately in this report.

3. Underpinning Principles

Across the work of transformation programme, we will adhere to the following principles:

- We will always protect the most vulnerable

- The transformation programme will ensure that defining the role of the local authority as the champion of better outcomes for all children and young people in York is maintained through this programme
- The transformation programme will ensure that the local authority maintains its statutory duties whilst working with partners to develop innovative models of service delivery through maintaining local relationships and enabling local partnerships and local solutions e.g. cluster based models of delivery
- To ensure a cohesive offer remains in place across the new service delivery arrangements.

4. Priorities

The priorities for Services to Young People that will direct the transformation programme are:

- To raise the aspirations of young people age 13 to 19 and up to 25 for disabled young people so that all young people realise their potential.
- To deliver a transformed Connexions Service which is clearly focused on the Local Authority's statutory duties to support vulnerable young people and improve their education and employment outcomes.
- To provide an improved and focused IAG post 16 offer to young people for young people who are NEET in partnership with Local Authority and public sector services and the voluntary and community sector.
- Building capacity within communities to provide an enhanced 'youth offer'
- To target resources at young people who are disabled and looked after and in specialist provision to improve their outcomes.
- To improve outcomes for young people or groups who are identified at risk of social exclusion or risky behaviours
- Building up young people's social and emotional capabilities so they can successfully take charge of their own lives.

5. Information, Advice and Guidance

5.1. Current Model

Information, Advice and Guidance is made up of the Connexions service, the Duke of Edinburgh service and the IAG service which is currently delivered from premises at Castlegate.

This service is made up of a team of Connexions Advisors, a team of Personal Support and Inclusion Workers (PSIs), Information, Advice and Guidance leads and Counsellors.

Connexions advisors work in schools, colleges and in the labour market delivering the local authority's statutory duty to support vulnerable young people at risk of NEET, including those disabled, looked after and disengaged from education age 13 to 19 (up to age 25 for disabled young people), focusing on providing careers advice, guidance support and challenge.

The PSI's provide post 16 advice support from Castlegate, on employment, Housing, Benefits and health, supporting those young people who are NEET by providing a holistic service to help young people to address barriers to education, employment and training.

The themes of this transformed service model was agreed at the July Cabinet and are as follows:

- Retaining a smaller core team of qualified advisers to deliver impartial careers information, advice and guidance to young people who are NEET or at risk of becoming NEET.
- Providing a traded service to schools to provide additional support to them in the delivery of their statutory responsibilities.
- Exploring the provision of services currently located at Castlegate through alternative venues.
- Ensuring resources are utilised and distributed effectively
- Building capacity within communities

5.2. Engagement and Consultation

Engagement and Consultation has been undertaken in relation to premises with young people who access services including via Castlegate and with professionals and partners who support this work.

This has shown that whilst 50% of young people consulted would prefer Castlegate to remain open, they would attend sessions at an alternative venue in the City centre. The response was less enthusiastic regarding a proposal of community based provision with a majority preferring a city centre venue.

5.3. Proposed Model

The proposal is to provide targeted support for the most vulnerable young people in order to enable them to access education, employment and training, in line with Council priorities to support young people in the York economy, particularly those who are most We will link with partners to add range and variety to the existing offer.

In response to consultation and after analysis of the services provided at Castlegate, the recommended model is to close the Castlegate service and relocate it to West Offices.

By relocating to West Offices, the service can offer a new reconfigured and coordinated post 16 young people's services as an alternative to the current service offered from Castlegate. The service will work in partnership with existing council services such as Housing, Benefits, York Learning and Future Prospects and partners including Job Centre Plus, Citizens Advice Bureau , National Careers Service and the Voluntary Council to deliver the support currently given by the PSI's.

This proposal will protect the current Connexions service which will have responsibility for delivering a targeted approach by supporting identified vulnerable young people age 13 to 19. The focus of the team will be to support young people with Education Healthcare Plans, Looked After Children and those disengaged from education.

The team will continue to support schools with their statutory duty and the new careers guidance agenda with it's focus on improved links between employers and schools.

6. Youth and Community Development

6.1. Current Model

Youth and Community Development transformation began in 2010 moving away from direct provision of youth work activities and centres and towards developing the ability of local communities to meet the needs of their young people. From June 2014 the new Youth and Community Development Team will become integrated with other locality based work within CANs, through the work of the Communities and Equalities team with a strong emphasis on coproduction and collaboration. This model will ensure that the authority continues to meet its duty as defined in statutory guidance section 507B of the Education and Inspection Act 2006.

6.2. Engagement and Consultation

Engagement and consultation with stakeholders has looked at the current synergies of work between the Youth and Community Development Team and Personal Support and Inclusion Service as well as across other service resources such as youth homelessness provisions, Children's Centres and LAC support to ensure targeting of resources takes into account these priority areas.

Engagement and consultation with staff has been focused on shaping the targeted offer; being clear about the difference that the small resources can make for identified young people.

Engagement and consultation with service users has been focused on targeted youth groups to ensure any changes to services, or collaboration with communities takes into account their particular needs as targeted, or otherwise isolated groups. Examples of this are with the Youth Council, Looked After Children projects such as Show Me That I Matter and the Altogether Active Youth Club, and the Choose2 disabled youth club. Young Parents have identified the benefits of streamlining approaches to gain better support and access in Children's Centres. Young people who have experienced the PSI Service have also indicated the benefits of the short intervention service in dealing with emerging problems before more escalating issues occur.

6.3. Proposed Model

The recommended model is to build capacity within communities and support the voluntary, community and independent sector to develop the 'Youth Offer' based on this collaborative approach.

Using the available support and resources to enable this to happen will ensure a high level of quality provision. In addition to this, we want to increase coordination between Youth and Community Development and the Personal Support Inclusion (PSI) Service to ensure the targeted focus of city youth offer. By refining the current model we will create efficiencies in permanent and sessional staffing.

The Youth and Community Teams will be based out of four key area community hubs across the city to support existing community groups to continue to provide services to young people.

The New Earswick facility will be returned to Joseph Rowntree Foundation which will complete the relocation of existing user groups to other community provision

7. Personal Support Inclusion (PSI) Service

7.1. Current Model

The Personal Support and Inclusion (PSI) Service has been delivered under the management of the Youth Offending Team since 1st June 2014. The Service is a targeted provision for vulnerable young people aged 11-17 (up to 21 LDD). The aim is to improve outcomes for young people or groups who are identified at risk of social exclusion or risky behaviours. There is a core of work that runs throughout: building up young people's social and emotional capabilities so they can successfully take charge of their own lives.

Within this, we need to look at the offer to targeted young people, that it is appropriate and is well engaged with; that it reaches them and has the right agencies involved to create the best offer for the diverse needs of the groups.

7.2. Engagement and Consultation

As outlined in 6.2 – joint with the Youth and Community Development Team

7.3. Proposed Model

The PSI service will provide a preventative and targeted service for those young people at risk of poor outcomes particularly in relation to health and wellbeing, the edge of care, homelessness and offending. Since June 2014, this service has been delivered under the same management as the Youth Offending Team, ensuring a more co-ordinated response, with joint working.

The proposed model reduces staffing resource to achieve efficiencies in this area. Initially this may effect the capacity of the targeted service. The long term impact of this should be reduced by building community capacity and working more closely with relevant services.

8. Outcomes

It is imperative that the key outcome of this transformation programme is to deliver a co-designed, flexible Children's offer which has longevity to take us through to 2020.

The outcomes are intended to achieve:

- Delivering a sustainable, targeted, statutory offer
- Working with communities to deliver non statutory services
- Joined up, holistic services for our Young People

9. Recommendation

It is recommended that Cabinet approve the above approach for Phase 2 of the transformation of Services to Young people in order for the savings target to be achieved

It is recommended that Members support the closure of Castlegate and the re-provision of services from West Offices

Children's Services, Education and Skills Transformation Programme

BUSINESS CASE

Author: Maxine Squire/Alice Beckwith

Owner: Jon Stonehouse

**Release: v 1.0
Date: 30/7/14**

1. Introduction

This document provides the outline business case for the proposed transformed School Improvement and Skills Service as part of the Children's Services, Education and Skills Transformation Programme.

Within the document, our proposed themes for transformation are described and Members are asked to approve the new model for implementation.

2. Context

The Rewiring Public Services Programme is the City of York Council's transformation programme and was introduced in October 2013 to help the Council effectively manage the major challenges ahead. The transformation programme recognises that we need to be a more responsive and more flexible Council – a Council that puts residents first.

Since 2010 there has been a growth of school autonomy. In the schools white paper, *The importance of teaching*, the government declared that 'the primary responsibility for improvement rests with schools themselves' (DfE 2010). In York the approach to school improvement since 2010 has been to develop systems to support sector led school improvement whilst preventing fragmentation. In 2011 this led to the formation of the York Education Partnership (YEP). Since 2010 local authorities have been changing their approaches to school improvement. Where local authorities continue to offer services, they are now increasingly doing so on a traded basis as one option among an increasingly diverse range of school improvement support. Local authorities are, however, expected to maintain oversight of local education provision, champion the interests of children, and commission school improvement from their local system-leading schools (Wilshaw 2013). These expectations underpin the transformation of the School Improvement and Skills Service in York which has been identified to deliver £350k transformation savings.

3. Priorities

The priorities within the City of York school improvement strategy that will direct the transformation programme are:

- Ensuring all schools are good or better, with and increasing number that are outstanding
- Raising attainment and achievement for all children and young people
- Improving life chances for all children and young people
- Narrowing the gap between the most vulnerable children and young people and their peers
- Further developing the LA's strategic role as a commissioner of school improvement services
- Working with schools and other partners to raise the aspirations of all children and young people

4. Current Model

Currently there is a large core team of school improvement advisers and subject consultants who provide advice and guidance across Early Years, Primary and Secondary settings and schools. The team is made up of professional, well respected employees who are qualified to give a wide range of advice, support and challenge to primary and secondary schools. The work of the advisers in the team tends to be at a whole school strategic level and is focused on quality assurance, strategic leadership and monitoring school performance and intervention. The School Improvement Team continues to include a school improvement partner role (York Challenge Partners), this role is discharged by some members of the adviser team and three external consultants all of whom are accredited school improvement partners. Despite the fact that the statutory duty to appoint school improvement partners was removed in 2010 York headteachers and governing bodies continue to value the York Challenge Partner role. The subject consultants in the team provide specific support and advice in English, mathematics and science across both the primary and secondary phases. The School Improvement and Skills teams also has specific posts focused on providing schools, colleges and other providers with specialist advice and support about the Raising of the Participation Age, 14-19 curriculum and skills agenda.

There is also an Admin support team of 5.4 FTE.

5. Engagement and Consultation

The process of engagement and consultation with headteachers and governors has been on-going since September 2013 through

the termly director's briefings, the annual headteacher conference in March 2014 and an engagement questionnaire which was sent to headteachers in July 2014. A regular dialogue has also been maintained with headteachers through the half termly meetings of cluster chairs, the meetings of the York Education Partnership Board and the primary and secondary headteachers forums. This regular dialogue has been used to inform the development of a co-constructed model of school improvement which blends school to school support with support from external consultants and members of the City of York Council's School Improvement team. The development of the School Improvement Commissioning Group (SICG) in 2013-14 has created stronger mechanisms to support the commissioning of school improvement and its functions are:

- To support the LA to carry out its statutory responsibilities with regard to school performance and interventions
- To agree the strategic direction for school improvement in the City of York and agree common procedures for the use of funding to build capacity for school to school support
- To agree the principles for school to school support and cluster/partnership support
- To review the performance and progress of all schools using data in the public domain to ensure that the tiers of intervention are appropriately mapped according to the needs of schools
- To ensure that decisions about school to school support and other interventions are transparently shared with all schools
- To monitor and evaluate the impact of funded interventions on improving outcomes (Including pupils achievement, quality of teaching and Ofsted outcomes)
- To report (through the Assistant Director, Education and Skills) to the YEP Board on the impact of interventions on improving outcomes

6. Proposed Model

The co-designed proposed model will see CYC move away from a large core team operating in a traditional way to a new model with a focus on further developing school led improvement and a commissioned service.

6.1. Core Focus

It is intended that the overall core focus of the new School Improvement and Skills team will be to fulfil the statutory role of the Local Authority as described in the 1996 Education Act which is to:

- Securing sufficient places for the education of children and young people in their area between the ages of 2 and 19 (up to 25 for young people with learning difficulties and/or disabilities).
- Supporting vulnerable children and young people
- Promoting high standards in primary and secondary education

6.2. Team Focus

Posts within the School Improvement and Skills team will focus on:

- Strategic leadership, performance, interventions, commissioning
- School improvement around leadership
- School improvement for underperforming and coasting schools
- Key priorities identified in the Council Plan and Strategic Plan for School Improvement
- Vulnerable groups
- Support for the new Ofsted framework
- Narrowing the Gap and work supporting the families of schools
- Statutory responsibilities

6.3. Key Elements

There will be two key elements to the new School improvement and Skills team:

6.3.1 The Retained Team

The retained team will consist of a small group of LA officers whose main role will be focussed on

- monitoring of school performance
- the impact of interventions
- quality assure commissioned support for schools

The Retained Team will:

- Report to and support the work of the York Education Partnership
- Monitor performance and the impact of interventions
- Focus on the priorities related to education and skills identified in the Council Plan and other strategic plans
- Commission or broker appropriate interventions at the appropriate level to ensure that school's not yet good move to good within two years
- Link with other service arms within the LA
- Link with partners including Health
- Liaise and meet with the DfE on a termly basis

6.3.2 The Commissioned Provider team

The commissioned provider team will be made up of three groups

- a traded service purchased by schools (including subject consultants and York Challenge Partners)
- colleagues from schools i.e. school to school support
- independent external providers who will be commissioned to provide support for York schools.

The Commissioned Provider Team will:

- Implement school improvement strategies around subject specific advice and guidance, subject underperformance, middle leadership, narrowing the gap
- Work with clusters of schools to support improved performance across a geographical cluster
- Respond quickly to requests from York schools for support
- Be commissioned to provide intervention and support to York schools that are causing concern

7. Funding

The CYC General Fund is able to fund the smaller CYC retained team to enable the LA to carry out its statutory role around monitoring school performance, promoting high standards and supporting vulnerable children including LAC and SEND.

It is expected that beyond July 2015, funding for the provider team will largely, if not completely, be dependent on services being

purchased by CYC schools and schools in other LAs and also other LAs / providers.

The proposed model achieves the target savings of 350k.

8. Recommendation

It is recommended that Cabinet approve the above in order for School Improvement and Skills to build a sustainable model which has the flexibility to respond to schools needs

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SECTION 1: CIA SUMMARY
Community Impact Assessment: Summary
1. Name of service, policy, function or criteria being assessed:

Connexions Service.

2. What are the main objectives or aims of the service/policy/function/criteria?

The Connexions Service offers information advice guidance and support to disabled and vulnerable young people aged 13 to 19 and up to age 25 in the case of a learning disability). The service works with young people at risk of NEET in schools, colleges and in the labour market, addressing barriers that they encounter to participation in education, employment and training.

Much of the work is school and college based and there is also a distinct post 16 offer which includes careers advice up to age 19 and benefits, employment, health housing advice and counselling up to age 25.

Our key objectives:

- Improve education and employment outcomes for vulnerable groups of young people particularly those who are disabled, looked after, young offenders and disaffected from education.
- Help young people make well informed choices that mean they make a successful transition to education employment and training.
- Support young people who are disengaged from educational, supporting and challenging them to raise their aspirations and broaden their horizons.
- Through a preventative and proactive approach, reduce the numbers of young people who become NEET from age 16 onwards.

How we do this:

- Through one to one guidance sessions positively supporting them with their choices
- Supporting young people through transition from school to post 16 options.
- Supporting activities to engage young people in provision such visits to colleges for young people.
- Advocating on behalf of young people, with colleges and providers, helping construct programmes of personalised learning for those who need it.
- Tracking and supporting young people to ensure that are sustained in provision that meets their needs.
- Being part of a multi-agency development of the Youth Offer to targeted groups.

3. Name and Job Title of person completing assessment: Steve Flatley – Connexions Service Manager

<p>4. Have any impacts been Identified?</p> <p>Yes</p>	<p>Community of Identity affected:</p> <p>Age (young people)</p> <p>Pregnancy/maternity (young people)</p>	<p>Summary of impact:</p> <p>Negative in respect of Staff reduction</p> <p>None in respect of staff transformation processes.</p> <p>Negative – Less young people age 19 to 25 can receive support from the service from Castlegate.</p> <p>Positive - development will be focused on creating more community capacity to reach these groups</p> <ul style="list-style-type: none"> - Continues to offer a targeted service to 'at risk' young people
<p>5. Date CIA completed: 26th September 2014.</p>		
<p>6. Signed off by:</p>		
<p>7. I am satisfied that this service/policy/function has been successfully impact assessed.</p> <p>Name:</p> <p>Position:</p> <p>Date:</p>		
<p>8. Decision-making body:</p>	<p>Date:</p>	<p>Decision Details:</p>
<p>Send the completed signed off document to ciasubmission@york.gov.uk It will be published on the intranet, as well as on the council website.</p> <p>Actions arising from the Assessments will be logged on Verto and progress updates will be required</p>		

Community Impact Assessment (CIA)

Community Impact Assessment Title:
Connexions

What evidence is available **to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect** on quality of life outcomes? (Refer to guidance for further details)

Can negative impacts be justified? **For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people.** NB. Lack of financial resources alone is NOT justification!

Community of Identity: Age

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Intervening early to support young people at risk of poor education, employment and training outcomes is cost effective; reducing the need for specialist services, saving on benefits and providing significant improvement in long term outcomes and life long earnings. The costs of late intervention, particularly in the priority areas identified for the service are significant (Early Intervention Foundation: http://www.eif.org.uk/). Children & Young People's Plan 2013-16; Service specific needs assessments.	Customer: <ul style="list-style-type: none"> - Education, employment and training - Health and well being - Productive and valued activities - Individual, family and social life - Participation, influence and voice - Identity, expression and self-respect 	P	

Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines. http://colin.york.gov.uk/beSupported/Human Resources /current staff/employees/supporting transformation ov erview/		Staff: - Productive and valued activities		N
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
Customers: For those receiving the service there is likely to be no impact as service provision is re-configured .To mitigate any potential impact, affected young people will need to be identified and encouraged to engage with relevant LA, statutory, community and voluntary services. Staff: A reduction in resource will include a reduction in staff numbers. Resources to support such young people will be sought through wider mapping of council, community and voluntary organisations in line with youth and community development service support.	Y Y	<ul style="list-style-type: none"> - Continue current plans to re-configure services and a new offer to young people from West Offices. Identify statutory and LA services , community and voluntary groups to deliver support to young people in this area of concern.. - Continue to hone the referral and targeting criteria through performance support (i.e. York 300 analysis) - Staff support with Transformation process. 		

Community of Identity: Carers of Older or Disabled People

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
No evidence that service change will impact on this group.				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identity Group.				

Community of Identity: Disability

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>Staff: As above. Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>Customers: There is not expected to be any positive or negative impact upon this community of identity Group.</p>		<p>Staff:</p> <ul style="list-style-type: none"> - Productive and valued activities 		

Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identity Group.				

Community of Identity: Gender

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>Staff: As above. Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines. More females are employed in the service so more females are affected by the restructure. Females were not disproportionately affected.</p> <p>Customers: As above.</p>	<p>Staff:</p> <ul style="list-style-type: none"> - Productive and valued activities 		

Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identity Group.				

Community of Identity: Gender Reassignment

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Staff & Customers: As above.				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identity Group.				

Community of Identity: Marriage & Civil Partnership

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Staff & Customers: As above.				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identity Group.				

Community of Identity: Pregnancy / Maternity

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>Staff: As above.</p> <p>Customer: The current service works with teenage parents , supporting them into education, employment and training. Impact evidence as outlined in Community of Identity: Age</p>		<p>Customer:</p> <ul style="list-style-type: none"> - Education, employment and training - Health and well being - Productive and valued activities - Individual, family and social life - Participation, influence and voice - Identity, expression and self-respect 	P	
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>Staff: There is not expected to be any positive or negative impact upon this community of identify Group.</p> <p>Customer: Customers: For those receiving the service there is likely to be no impact. Reducing the capacity of the service to deliver will mean that a number of young people 'at risk' of poor outcomes will not</p>	Y	<ul style="list-style-type: none"> - Continue current plans to identify community and voluntary groups to deliver support to young people in this area of concern - Ensure that the service has clear referral and eligibility criteria including support through Advice Team and Integrated Working guidance. 		

access the service or have access delayed. More young people will need to be identified and encouraged to engage with other relevant community and voluntary services. Services for this community of interest are provided elsewhere in the council.		- Continue to hone the referral and targeting criteria through performance support (i.e. York 300 analysis)		
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Community of Identity: Race

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines. http://colin.york.gov.uk/beSupported/Human Resources/current staff/employees/supporting transformation overview/ Staff & Customers: As above.				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identify Group.				

Community of Identity: Religion / Spirituality / Belief

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Staff & Customers: As above.				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identify Group.				

Community of Identity: Sexual Orientation

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Staff & Customers: As above.				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identify Group.				

SECTION 1: CIA SUMMARY
Community Impact Assessment: Summary
1. Name of service, policy, function or criteria being assessed:

The Personal Support and Inclusion (PSI) Service

2. What are the main objectives or aims of the service/policy/function/criteria?

The Personal Support and Inclusion (PSI) Service is a targeted provision for vulnerable young people aged 11-17 years (up to 21 years Learning Disability). There is a core of work that runs throughout our service: building up young people's social and emotional capabilities so they can successfully take charge of their own lives.

Our key objectives:

- Make sure young people make sound choices that mean they stay away from risky situations and have better emotional and mental well-being
- Help young people stay in school, not get excluded and have aspirations for the future
- Help young people stay at home when things are tough, and if not, help them successfully move into independent living
- Prevent anti-social behaviour and young people entering the criminal justice system

How we do this:

- Through one to one intervention sessions we have agreed as part of a wider Team Around the Child plan. This may be bespoke intervention work i.e. complete an anger management programme
- Act as Lead Practitioner in cases that have been 'stepped down' from statutory services or have no other service involved
- Delivering targeted group sessions to particular groups with particular needs (i.e. in-school sessions, girls group)
- Being part of a multi-agency development of the Youth Offer to targeted groups

Our current Youth Offer for targeted groups:

- Look at the City youth offer for all Looked After Children
- Work with key schools to identify groups where social factors prevent them achieving their best potential
- Bring robust support to the Howe Hill 4 Young People project and build on the early success of multi-agency youth homeless prevention and move-on work
- Co-ordination and support of work at Children's Centres on sexual health and relationships, delaying teen pregnancy and working with young parents

3. Name and Job Title of person completing assessment: Angela Crossland – Youth Offending Team Manager

<p>4. Have any impacts been Identified?</p> <p>Yes</p>	<p>Community of Identity affected:</p> <p>Age (young people)</p> <p>Pregnancy/maternity (young people)</p>	<p>Summary of impact:</p> <p>Negative in respect of Staff reduction</p> <p>None in respect of staff transformation processes.</p> <p>Negative – Less ‘at risk’ young people can receive support from the service</p> <p>Positive - development will be focused on creating more community capacity to reach these groups</p> <ul style="list-style-type: none"> - Continues to offer a targeted service to ‘at risk’ young people
<p>5. Date CIA completed:</p>		
<p>6. Signed off by:</p>		
<p>7. I am satisfied that this service/policy/function has been successfully impact assessed.</p> <p>Name:</p> <p>Position:</p> <p>Date:</p>		
<p>8. Decision-making body:</p>	<p>Date:</p>	<p>Decision Details:</p>
<p>Send the completed signed off document to ciasubmission@york.gov.uk It will be published on the intranet, as well as on the council website.</p> <p>Actions arising from the Assessments will be logged on Verto and progress updates will be required</p>		

Community Impact Assessment (CIA)

Community Impact Assessment Title:
Personal Support and Inclusion Service

What evidence is available **to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect** on quality of life outcomes? (Refer to guidance for further details)

Can negative impacts be justified? **For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people.** NB. Lack of financial resources alone is NOT justification!

Community of Identity: Age

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Intervening early with young people at risk of multiple poor outcomes is cost effective; reducing the need for specialist services, and provides significant improvement in long term outcomes. The costs of late intervention, particularly in the priority areas identified for the service are significant (Early Intervention Foundation: http://www.eif.org.uk/). Children & Young People's Plan 2013-16; Service specific needs assessments.	Customer: <ul style="list-style-type: none"> - Health - Education - Productive and valued activities - Individual, family and social life - Participation, influence and voice - Identify, expression and self-respect 	P	

reduction in staff numbers. Resources to support such young people will be sought through wider mapping of council, community and voluntary organisations in line with youth and community development service support.		- Staff support with Transformation process.		
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Community of Identity: Carers of Older or Disabled People

Evidence	Quality of Life Indicators		Customer Impact (N/P/None)	Staff Impact (N/P/None)
No evidence that service change will impact on this group.				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identity Group.				

Community of Identity: Disability

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>Staff: As above. Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>Customers: Services for this community of interest are provided elsewhere in the council.</p>		<p>Staff:</p> <ul style="list-style-type: none"> - Productive and valued activities 		
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identity Group.				

Community of Identity: Gender

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>Staff: As above. Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines. More females are employed in the service so more females are affected by</p>		<p>Staff:</p> <ul style="list-style-type: none"> - Productive and valued activities 		

the restructure. Females were not disproportionately affected. Customers: As above.				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identity Group.				

Community of Identity: Gender Reassignment

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Staff & Customers: As above.				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identity Group.				

Community of Identity: Marriage & Civil Partnership

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Staff & Customers: As above.				
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identity Group.				

Community of Identity: Pregnancy / Maternity

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Staff: As above. Customer: The current service works with teenage parents. Impact evidence as outlined in Community of Identity: Age		Customer: <ul style="list-style-type: none"> - Health - Education - Productive and valued activities - Individual, family and social life - Participation, influence and voice - Identity, expression and self-respect 	P	

Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>Staff: There is not expected to be any positive or negative impact upon this community of identify Group.</p> <p>Customer: Customers: For those receiving the service there is likely to be no impact. Reducing the capacity of the service to deliver will mean that a number of young people 'at risk' of poor outcomes will not access the service or have access delayed. More young people will need to be identified and encouraged to engage with other relevant community and voluntary services. Services for this community of interest are provided elsewhere in the council. Service support to wider targeted group interventions may cease or will be prioritised.</p>	Y	<ul style="list-style-type: none"> - Continue current plans to identify community and voluntary groups to deliver support to young people in this area of concern - Ensure that the service has clear referral and eligibility criteria including support through Advice Team and Integrated Working guidance. - Continue to hone the referral and targeting criteria through performance support (i.e. York 300 analysis) 		

Community of Identity: Race

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>http://colin.york.gov.uk/beSupported/Human Resources/current staff/employees/supporting transformation over view/</p> <p>Staff & Customers: As above.</p>				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identify Group.				

Community of Identity: Religion / Spirituality / Belief

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Staff & Customers: As above.				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identify Group.				

Community of Identity: Sexual Orientation

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Staff & Customers: As above.				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon this community of identify Group.				

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SECTION 1: CIA SUMMARY
Community Impact Assessment: Summary
1. Name of service, policy, function or criteria being assessed:

Youth and Community Development

2. What are the main objectives or aims of the service/policy/function/criteria?

June 2014 - Youth & Community Development (which supports a wide range of youth work, including some open access provision and specialist youth work) continues a major transformation which begun in 2010. This work is moving away from direct provision of youth work activities and centres, and towards developing the ability of local communities to meet the needs of their young people. The service will concentrate on providing skilled and experienced youth workers to help support local groups with places to go and things to do for young people. This is the trend up and down the country as councils prioritise their spending on the most vulnerable. In future this work will be integrated with other locality based work in the Communities and Neighbourhoods Directorate rather than Children's Services, Education and Skills.

Both of CYC's local Youth Centres, 68 Centre and Moor Lane have been retained and began work to look to find a wider community role for them including opening up our buildings to other youth groups at minimal cost.

The service has also launched, Yor- Part, new collaborative arrangements that direct funding and resources to *supporting the voluntary and community sector* provided that their work is focussed on provision which will reach the most vulnerable young people across the city.

Restructure of the Youth and Community Development Team

In light of the continual changes to the authority through the transformation programme, the Youth and Community Development team will continue to refine its approach, as outlined above. The programme challenges take into consideration the reduction resources alongside the way in which the services are provided to continue to ensure that resources are targeted to meet identified need. In delivering the current approach there is a further need to protect front line provision and reduce senior management capacity whilst at the same time creating a management role that straddle the PSI and Youth and Community Development. This new role will take an over view on current and developing work areas including, Volunteering, Quality Assurance and Compliance, Inspection readiness, Specialist community development projects, Shine/Yorzzone and the Targeted Youth Offer.

Decisions will be based on the interests of the service, and risks in relation to potential redundancies will be mitigated through initiatives such as individual counselling and support, redeployment support, and voluntary redundancy in order that the Council could retain and

many employees as possible, and their associated experience and skills.

In terms of impact of the restructure on customers / communities of interest, the service will continue its regular and ongoing engagement and consultation work to monitor review to limit any negative impact.

No specific element of service provision will be deleted, and whilst the service compromises a reduced level of resourcing including, the handing back of a community building for redevelopment and the reduction of a funding is utilised to offer support through casual session work, the service will continue to strive to offer support to the voluntary and community sector to co design and deliver service to young people. The approach enables the sector to develop new and existing skills and looks to highlight progressive pathways for young people in terms of local activities, services and projects. It is intended that the service will continue to reach young people and work with communities where there is an identified need. Current provision provided and supported by the Youth and Community Development team and partners includes the following groups. It is envisaged that the range of parents that the team will work with and support will grow through the Yor- Part scheme.

- **4 Corners** – a youth group run in partnership with Refugee Action York – works with first generation young people living in York of dual heritage, refugee or asylum seeker status
- **Choose 2 & Choose 2-2** – youth clubs run in for young people with disabilities and/or additional needs – already working in partnership with a social enterprise to look at new ways of delivering this service
- **All Together Active** – a youth club run for Looked After young people
- **Youth Council** - represents of young people in the city working on campaigns that affect young people in York
- **Young Inspectors** – recruit and trains a group of young people to inspect services in the city and give feedback from a young person's perspective - the group is open to 13-18 or up to 24 if they have a disability, who are venerable or experiencing difficulties – young people need to be referred to the programme.
- **Chapelfields** – a service that has recently gone from a direct provision provide through the authority, to a community led initiative with community partners including Gateway and Chapelfields Community Associations.

There therefore expected to be any positive impact upon this community of identify. Future changes to the service will take full account of equalities legislation and the potential impact

on communities of interest at the time the change is planned / takes place and a full CIA will be undertaken.

3. Name and Job Title of person completing assessment: Mary Bailey – Head of Communities and Equalities

4. Have any impacts been Identified?

Yes

Community of Identity affected:

Age, Carers, Disability, Race

Summary of impact:

Positive impact anticipated as the team take on the new approach and way of working in relation to customers. Building voluntary and community sector capacity should enhance the local youth offer, empower the community and possibly expand the activities available.

5. Date CIA completed: 24 September 2014

6. Signed off by:

7. I am satisfied that this service/policy/function has been successfully impact assessed.

Name:

Position:

Date:

8. Decision-making body:

Date:

Decision Details:

Send the completed signed off document to ciasubmission@york.gov.uk It will be published on the intranet, as well as on the council website.

Actions arising from the Assessments will be logged on Verto and progress updates will be required

Community Impact Assessment (CIA)

Community Impact Assessment Title:

What evidence is available to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect on quality of life outcomes? (Refer to guidance for further details)

Can negative impacts be justified? **For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people.** NB. Lack of financial resources alone is NOT justification!

Community of Identity: Age

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
In developing the approach of the Youth and Community Development Team there has been ongoing consultation with users, partner organisations and staff. This has highlighted the need to take a targeted approach to direct resources funding and expertise to define areas of the city and specific groups where there need has been clearly identified.	<ul style="list-style-type: none"> • Access to services and employment • Health, including both well-being and access to high quality healthcare. • Education, including both being able to be creative, to acquire skills and qualifications and having access to training and life-long learning. • Standard of living, including being able to live with independence and 	Positive	None

<p>Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>http://colin.york.gov.uk/beSupported/Human Resources/current staff/employees/supporting transformation overview/</p>		<p>security; and covering nutrition, clothing, housing, warmth, utilities, social services and transport.</p> <ul style="list-style-type: none"> • Productive and valued activities, such as access to employment, a positive experience in the workplace, work/life balance, and being able to care for others. • Individual, family and social life, including self-development, having independence and equality in relationships and marriage. • Participation, influence and voice, including participation in decision-making and democratic life. • Identity, expression and self-respect, including freedom of belief and religion. 		
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>Staff: There is not expected to be any positive or negative impact.</p> <p>Customers: There is no specific element of service provision being deleted. The intention is for the service to continue to be targeted</p>				

<p>at young people with identified needs including Young Inspectors, Youth Council and All Together Active. Building voluntary and community sector capacity should enhance the local youth offer, empower the community and possibly expand the activities available.</p>				
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Community of Identity: Carers of Older or Disabled People

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>In developing the approach of the Youth and Community Development Team there has been ongoing consultation with users, partner organisations and staff. This has highlighted the need to take a targeted approach to direct resources funding and expertise to define areas of the city and specific groups where there need has been clearly identified.</p> <p>Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>http://colin.york.gov.uk/beSupported/Human Resources /current staff/employees/supporting transformation ov</p>	<p>As identified in Community of Identity - Age</p>	<p style="text-align: center;">Positive</p>	<p style="text-align: center;">None</p>

erview/				
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
<p>Staff: There is not expected to be any positive or negative impact.</p> <p>Customers: There is no specific element of service provision being deleted. The intention is for the service to continue to be targeted at young people with identified needs including young carers. Building voluntary and community sector capacity should enhance the local youth offer, empower the community and possibly expand the activities available.</p>				

Community of Identity: Disability

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
In developing the approach of the Youth and Community Development Team there has been ongoing consultation with users, partner organisations and staff. This has highlighted the need to take a targeted approach to direct	As identified in Community of Identity - Age	Positive	None

<p>resources funding and expertise to define areas of the city and specific groups where there need has been clearly identified.</p> <p>Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>http://colin.york.gov.uk/beSupported/Human_Resources/current_staff/employees/supporting_transformation_overview/</p>				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>Staff: There is not expected to be any positive or negative impact.</p> <p>Customers: There is no specific element of service provision being deleted. The intention is for the service to continue to be targeted at young people with identified needs including Choose 2 & Choose 2-2 and Young Inspectors. Building voluntary and community sector capacity should enhance the local youth offer, empower the</p>				

community and possibly expand the activities available.				
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Community of Identity: Gender

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>In developing the approach of the Youth and Community Development Team there has been ongoing consultation with users, partner organisations and staff. This has highlighted the need to take a targeted approach to direct resources funding and expertise to define areas of the city and specific groups where there need has been clearly identified.</p> <p>Staff: As above. Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines. More females are employed in the service so more females are affected by the restructure. Females were not disproportionately affected.</p>		N/A	None	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
N/A				

Community of Identity: Gender Reassignment

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>In developing the approach of the Youth and Community Development Team there has been ongoing consultation with users, partner organisations and staff. This has highlighted the need to take a targeted approach to direct resources funding and expertise to define areas of the city and specific groups where there need has been clearly identified.</p> <p>Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>http://colin.york.gov.uk/beSupported/Human_Resources/current_staff/employees/supporting_transformation_overview/</p>		N/A	None	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
N/A				

Community of Identity: Marriage & Civil Partnership

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>In developing the approach of the Youth and Community Development Team there has been ongoing consultation with users, partner organisations and staff. This has highlighted the need to take a targeted approach to direct resources funding and expertise to define areas of the city and specific groups where there need has been clearly identified.</p> <p>Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>http://colin.york.gov.uk/beSupported/Human_Resources/current_staff/employees/supporting_transformation_overview/</p>		N/A	None	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

Community of Identity: Pregnancy / Maternity				
Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)

<p>In developing the approach of the Youth and Community Development Team there has been ongoing consultation with users, partner organisations and staff. This has highlighted the need to take a targeted approach to direct resources funding and expertise to define areas of the city and specific groups where there need has been clearly identified.</p> <p>Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>http://colin.york.gov.uk/beSupported/Human Resources /current staff/employees/supporting transformation overview/</p>	N/A	None	None	
	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

Community of Identity: Race			
Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
In developing the approach of the Youth and Community Development Team there has been ongoing consultation	As identified in Community of Identity - Age	Positive	None

<p>with users, partner organisations and staff. This has highlighted the need to take a targeted approach to direct resources funding and expertise to define areas of the city and specific groups where there need has been clearly identified.</p> <p>Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>http://colin.york.gov.uk/beSupported/Human_Resources/current_staff/employees/supporting_transformation_overview/</p>				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>Staff: There is not expected to be any positive or negative impact.</p> <p>Customers: There is no specific element of service provision being deleted. The intention is for the service to continue to be targeted at young people with identified needs including 4 Corners. Building voluntary and community sector capacity should enhance</p>				

the local youth offer, empower the community and possibly expand the activities available.				
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Community of Identity: Religion / Spirituality / Belief

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>In developing the approach of the Youth and Community Development Team there has been ongoing consultation with users, partner organisations and staff. This has highlighted the need to take a targeted approach to direct resources funding and expertise to define areas of the city and specific groups where there need has been clearly identified.</p> <p>Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>http://colin.york.gov.uk/beSupported/Human Resources /current staff/employees/supporting transformation overview/</p>	N/A	None	None

Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
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Community of Identity: Sexual Orientation

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>In developing the approach of the Youth and Community Development Team there has been ongoing consultation with users, partner organisations and staff. This has highlighted the need to take a targeted approach to direct resources funding and expertise to define areas of the city and specific groups where there need has been clearly identified.</p> <p>Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>http://colin.york.gov.uk/beSupported/Human Resources/current staff/employees/supporting transformation overview/</p>		As identified in Community of Identity - Age	Positive	None
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

Staff: There is not expected to be any positive or negative impact.

Customers: There is no specific element of service provision being deleted. The intention is for the service to continue to be targeted at young people with identified needs including LGCT activities and signposting to services. Building voluntary and community sector capacity should enhance the local youth offer, empower the community and possibly expand the activities available.