

Notice of a public

Budget Decision Session - Executive Member for Children, Young People and Education

To: Councillor Cuthbertson

Date: Tuesday, 14 December 2021

Time: 10.00 am

Venue: The George Hudson Board Room - 1st Floor West Offices (F045)

AGENDA

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any item* on this agenda, notice must be given to Democratic Services by **5:00pm on Thursday 16 December 2021**.

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

Written representations in respect of items on this agenda should be submitted to Democratic Services by at **5.00pm on Friday 10 December 2021**.

1. **Declarations of Interest**

At this point in the meeting, the Executive Member is asked to declare:

- any personal interests not included on the Register of Interests;

- any prejudicial interests;
- any disclosable pecuniary interests

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

2. Minutes (Pages 1 - 4)
To approve and sign the minutes of the Decision Session held on 12 January 2021.

3. Public Participation
At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee. The deadline for registering at this meeting is at 5:00pm on Friday 10 December 2021.

To register to speak please visit www.york.gov.uk/AttendCouncilMeetings to fill out an online registration form. If you have any questions about the registration form or the meeting please contact the Democracy Officer for the meeting whose details can be found at the foot of the agenda.

Webcasting of Remote Public Meetings
Please note that, subject to available resources, this remote public meeting will be webcast including any registered public speakers who have given their permission. The remote public meeting can be viewed live and on demand at www.york.gov.uk/webcasts. During coronavirus, we've made some changes to how we're running council meetings. See our coronavirus updates (www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

4. Financial strategy 2022/23 to 2026/27 (Pages 5 - 40)
This report provides the background information for the overall Financial Strategy and to present the draft savings proposals, growth assumptions and capital schemes for the Children, Young People and Education portfolio.

In the interests of wider transparency and consultation relating to budget decision making sessions, all budget reports for these sessions have been published together on Monday 6 December 2021 <https://www.york.gov.uk/budget>. A copy of the appropriate papers for this meeting are attached for the purpose of this

session.

5. Urgent Business

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

Democracy Officer:

Name: Robert Flintoft

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Email – Robert.flintoft@york.gov.uk

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

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)

 (01904) 551550

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Coronavirus protocols for attending Committee Meetings at West Offices

If you are attending a meeting in West Offices, you must observe the following protocols.

Good ventilation is a key control point, therefore, all windows must remain open within the meeting room.

If you're displaying possible coronavirus symptoms (or anyone in your household is displaying symptoms), you should follow government guidance. You are advised not to attend your meeting at West Offices.

Testing

The Council encourages regular testing of all Officers and Members and also any members of the public in attendance at a Committee Meeting. Any members of the public attending a meeting are advised to take a test within 24 hours of attending a meeting, the result of the test should be negative, in order to attend. Test kits can be obtained by clicking on either link: [Find where to get rapid lateral flow tests - NHS \(testand-trace.nhs.uk\)](https://testand-trace.nhs.uk), or, [Order coronavirus \(COVID-19\) rapid lateral flow tests - GOV.UK \(www.gov.uk\)](https://www.gov.uk). Alternatively, if you call 119 between the hours of 7am and 11pm, you can order a testing kit over the telephone.

Guidelines for attending Meetings at West Offices

- Please do not arrive more than 10 minutes before the meeting is due to start.
- You may wish to wear a face covering to help protect those also attending.
- You should wear a face covering when entering West Offices.
- Visitors to enter West Offices by the customer entrance and Officers/Councillors to enter using the staff entrance only.
- Ensure your ID / visitors pass is clearly visible at all time.
- Regular handwashing is recommended.
- Use the touchless hand sanitiser units on entry and exit to the building and hand sanitiser within the Meeting room.
- Bring your own drink if required.
- Only use the designated toilets next to the Meeting room.

Developing symptoms whilst in West Offices

If you develop coronavirus symptoms during a Meeting, you should:

- Make your way home immediately
- Avoid the use of public transport where possible
- Follow government guidance in relation to self-isolation.

You should also:

- Advise the Meeting organiser so they can arrange to assess and carry out additional cleaning
- Do not remain in the building any longer than necessary
- Do not visit any other areas of the building before you leave

If you receive a positive test result, or if you develop any symptoms before the meeting is due to take place, **you should not attend the meeting.**

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City of York Council

Committee Minutes

| | |
|---------|---|
| Meeting | Joint Budget Decision Session - Executive Member for Children, Young People and Education and Executive Member for Culture, Leisure and Communities |
| Date | 12 January 2021 |
| Present | Councillor Orrell (Executive Member for Children, Young People and Education) and Smalley (Executive Member for Culture, Leisure and Communities) |

1. **DECLARATIONS OF INTEREST**

The Executive Members were asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests that he might have had in respect of business on the agenda. They confirmed they had none.

2. **MINUTES**

Resolved: That the minutes of the Joint Budget Decision Session and subsequent Executive Leader Decision Session held on 14 January 2020 be approved as a correct record in each case, to be signed by the appropriate Executive Member/s at a later date.

3. **PUBLIC PARTICIPATION**

It was reported that there had been two registrations to speak on agenda item 4 [Financial Strategy 2021/22 to 2025/26] at the meeting under the Council's Public Participation Scheme.

Cllr Webb challenged the proposed budget noting a number of concerns around the savings proposed and funding for a number of services. He welcomed the opportunity to work with the administration on the budget proposals.

Cllr Pearson explained how vital the library service was and welcomed the proposals to secure the libraries around the city, in particular the new permanent library for Haxby and Wigginton.

4. FINANCIAL STRATEGY 2021/22 TO 2025/26

The Executive Members considered a report which set out the draft savings proposals, growth assumptions and capital schemes relating to their portfolios, providing an opportunity to receive feedback in advance of the presentation of the overall Financial Strategy to Executive on 11 February 2021.

The report outlined the national and local context of the overall strategy, highlighting the unprecedented financial challenges resulting from the impact of the coronavirus pandemic, which had generated an in-year financial pressure of £15m for the council. Revenue savings of £7.9m were required in 2021/22. Savings proposals for the two relevant portfolio areas were set out in Annex 1 to the report, with growth proposals in Annex 2 and capital schemes in Annex 4. Feedback received to date on the public consultation on those proposals was attached at Annex 3. It was noted that the budget consultation would continue until 31 January.

The Director of People reported that it had been a challenging time for the People Directorate, which had seen a rise in demand in service areas where demand was already high, namely in SEND and children's social care (which was starting to plateau as more people accessed early help). She noted that officers were looking at different approaches to strengthen areas and to support people area. In relation to the Designated Schools Grant (DSG) she noted that a recovery plan for this would be examined due to the reduced offer from the government.

The Executive Members thanked officers for their work and speakers for their comments, noting that early help would help families and recognising the varied role of the communities teams.

Resolved:

- (i) That the feedback from consultation for Children, Young People and Education and Culture, Leisure and Communities portfolios, as set out in Annex 3 to the report, be noted.
- (ii) That the following be agreed for inclusion within the overall Financial Strategy 2021/22 to 2025/26 to be presented to Executive on 11 February 2021 and Full Council on 25 February 2021:
 - a) The 2021/22 revenue savings proposals for Children, Young People and Education and Culture, Leisure and Communities portfolios, as set out in Annex 1 to the report.
 - b) The 2021/22 revenue growth proposals for Children, Young People and Education and Culture, Leisure and Communities portfolios, as set out in Annex 2 to the report.
 - c) The new schemes for inclusion in the 2021/22 to 2025/26 Capital Programme as set out in Annex 4 to the report.

Reason: To ensure that stakeholders have the opportunity to feed into the budget process in advance of the finalisation of the Financial Strategy 2021/22 to 2025/26.

Councillor Orrell (Executive Member for Children, Young People and Education)

Councillor Smalley (Executive Member for Culture, Leisure and Communities)

[The meeting started at 5.30 pm and finished at 5.57 pm].

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**Decision Session
Executive Member for Children, Young People &
Education**

14 December 2021

Report of the Chief Finance Officer

FINANCIAL STRATEGY 2022/23 to 2026/27

Summary

1. The Financial Strategy 2022/23 to 2026/27 will be presented to Executive on 7 February 2022 and Full Council on 17 February 2022.
2. The purpose of this Decision Session report is to provide background information for the overall Financial Strategy and to present the draft savings proposals, growth assumptions and capital schemes for the Children, Young People and Education portfolio. This will provide an opportunity for the Executive Member to obtain feedback in advance of the finalisation of the overall Financial Strategy which will be presented to Executive on 7 February 2022.
3. The net revenue budget for the portfolio in 2021/22 and 2022/23 are as follows

| | 2021/22 £m | 2022/23 £m |
|------------------------------------|---------------|---------------|
| Children, Young People & Education | 19.5 | 22.2 |

4. The net General Fund revenue budget for the Children, Young People & Education portfolio includes growth of £3.1m and savings of £0.4m in 2022/23. This is a continuation of investment in this service area which included growth of £1.4m in 2021/22. In addition to the £3.1m recurring growth in 2022/23 there was one off investment of £1m agreed last year for 2022/23.
5. This portfolio includes the continuation of growth allocated in 2022/23 to support front line services, fund on-going pressures resulting from COVID, support continuous improvement in children's social care services and

manage the recalibration of costs between the Dedicated Schools Grant and the General Fund.

6. The Council continues to face unprecedented financial challenges due to the impact of the Covid-19 pandemic and demand for Council services has increased. This has generated an in-year financial pressure totalling £9.1m for the Council (mitigated to £4.6m), as noted to Executive in the latest Financial and Performance Monitor.
7. It should also be recognised that, like all local authorities in England, funding from central Government grants have significantly reduced over the past decade. For example, in 2011, City of York Council received £56m from the Revenue Support Grant. Now in 2021, the Council receives only £540k of this grant which is rolled into the Council's share of Business Rates.
8. In October 2021, the Chancellor announced the Government's 3-year Spending Review. Details of the specific authority funding allocations will not be announced until the provisional settlement in December 2021. In response to the Spending Review, the Council's submission outlined the need for long-term funding certainty to address the immediate funding challenges local authorities are facing across the country; the need for more funding to support people into jobs, particularly in sectors critical for the UK's sustainable recovery; and highlighted the case to replace business rates with a model which provides a 21st century system to support innovation alongside supporting our high streets. At this stage, due to the ongoing financial impact of Covid-19 and the lack of detail in relation to the settlement from central government it is difficult to forecast in the medium term.
9. Key assumptions for the overall Financial Strategy are focused on 2022/23 as follows;
 - Overall £12.4m in additional revenue funding will be added to the Council's 2022/23 budget on adult social care and children's services.
 - A proposed basic council tax increase of 1.99 % in 2021/22, equating to additional income of £1.9m. Any increase above this amount would require a referendum.
 - In addition an increase of 1% in line with the government's social care precept, equating to additional income of £980k, which provides support for adult social care

- Revenue savings of almost £7.1m in 2022/23. This includes £1.9m of the 2022/23 savings are the full year effect of prior year savings previously agreed by Executive.
10. As a consequence of the Covid-19 pandemic, the necessity for the Council to maintain a stable and resilient financial position is now as important as ever in the midst of this unprecedented level of uncertainty and economic challenges. Further details of the impact of Covid-19 on the Council's finances are included below within 'the national context' section.
 11. The Council also continues to face long standing financial challenges, particularly with regard to uncertainty over national funding streams and growing demand for Council services, especially within adult and children's social care.
 12. The Council's proposed overall Financial Strategy includes significant investment to stabilise our finances to protect against the economic effects of Covid-19 and continues to invest in priority areas as outlined in the Council Plan, including adult social care and support for children, frontline services, respond to the climate emergency and to continue the city's economic recovery.
 13. Recognising the unprecedented economic challenge of the pandemic and support needed for local residents, we are increasing net spending by £4.3 million on adult social care and support for children, whilst investing additional funding to protect frontline services, accelerate our economic recovery and protecting our core capacity to continue to respond to the climate emergency and make progress on Council Plan priorities. To enable this investment, the Council has put forward back office efficiencies of over £1 million to ensure financial prudence and that the Council is prepared to respond to future challenges and deliver services to residents and businesses more effectively.
 14. Specific examples of the Council's £12.4m revenue investment include;
 - Good Health & Wellbeing – revenue investment in 2022/23 of over £1.6m in adult social care in addition to the £1m one off support agreed last year, to support and care for some of the most vulnerable residents in York. This includes the costs of care, supporting adult social care staff and enabling residents to remain in their homes for longer.

- A Better start for Children and Young People - revenue investment in 2022/23 of £2.7m, in addition to the £1m one off investment agreed last year and £3.2m ongoing investment since 2019/20 to support children and young people across the city, including further funding for social care staff.
 - An additional £30k to support the Executive decision in November 2021 to approve the creation of an Access Officer post to support the Strategic Review of City Centre Access and associated Action Plan to help deliver the agreed mitigation measures to improve access for blue badge holders.
 - Creating homes and world class infrastructure - revenue investment in 2022/23 of £1.6m to fund the prior year capital programme to continue the on-going work of the Housing Delivery Programme, York Central, Castle Gateway, Highways investment, vehicle replacement, The Guildhall, Station Frontage and other crucial major projects.
 - Getting around sustainably - revenue investment in 2022/23 of a further £150k one off funding to deliver the development of the Local Transport Plan subject to city wide consultation on the strategy that will help to move the city towards zero carbon by 2030 and underpin our commitment to tackling congestion and traffic pollution in York.
15. The budget proposals outlined ensure that additional investment is made into both People and Place directorates with efficiency savings being made across corporate, back office functions. Ensuring that there is the capacity to invest in council priorities and accelerate recovery from the pandemic has been a critical part of the budget deliberations, including protecting the council's capacity to take forward its climate change ambitions.
16. Given the continued financial challenges due to the pandemic, the Council is addressing this by continuing to invest a further £1million in the Covid-19 Recovery Fund which was created as a one off last year. This will allow provision of the following measures, alongside a contingency amount for any further impact where we may need to react quickly to changing circumstances:
- £200k to support Covid-19 recovery efforts in local communities across the city
 - £100k will be invested to give holiday hunger support to children

- £100k will be used to support education catch-up. To develop reintegration pathways for children who have become disengaged from school – this will include training for all schools on trauma informed practice with specific outcomes linked to the review and development of school attendance policies and develop an attendance champions network across all schools.
 - £50k to support York’s bid for Great British Railways, Places for Growth and Devolution
 - £50k to provide sustainable travel incentives to support recovery and build back confidence in public transport
 - £100k will be used to assist households via the York Financial Assistance Fund, helping residents on the lowest incomes mitigate the financial impact of the pandemic
 - £50k additional growth to extend mental health support (total budget including 21/22 allocation of £250k)
 - £50k to continue to support local businesses during recovery
17. Due to the uncertainty of the financial situation, and the need to invest in recovery, the Council has reviewed the level of capital investment needed and has been able to reprioritise some areas of the existing capital budget to invest in the Council’s priorities and to support the city’s recovery from the impacts of Covid-19. The Council’s priority focus is to support York in building back better from the pandemic. This Budget continues the Council’s transformational £570 million Capital Programme, to drive regeneration and accelerate the city’s economic recovery.
18. Some of the key capital projects include;
- £43m to progress the York Central scheme
 - £25m to progress the Station Frontage Scheme
 - £66m to improve the city’s road network infrastructure and accelerate the delivery of flood defences, in conjunction with local and regional flood defence funding
 - £15m on the fleet replacement programme

- £11m to progress regeneration schemes in the city, including Castle Gateway and the Guildhall
 - £63m to further develop the York Outer Ring Road, including cycling and walking improvements in the vicinity of the ring road
 - £126m to deliver more housing across the city, including affordable housing
19. This report focuses on the revenue savings and growth proposals specific to the Children, Young People and Education portfolio. Annex 1 provides details of savings proposals and annex 2 provides details of growth proposals. Annex 3 provides feedback to date from the public consultation. Annex 4 provides details of schemes in the Children, Young People and Education portfolio Capital Programme.

Recommendations

20. The Executive Member is asked to consider, in the context of the overall budget;
- The 2022/23 revenue savings proposals for their portfolio as set out in annex 1
 - The 2022/23 revenue growth proposals for their portfolio as set out in annex 2
 - The feedback from consultation to date as set out in annex 3
 - The new schemes for inclusion in the 2022/23 to 2026/27 Capital Programme as set out in annex 4

Reason: To ensure that stakeholders have the opportunity to feed into the budget process in advance of the finalisation of the Financial Strategy 2022/23 to 2026/27.

Background

National Context and Funding Issues

21. All aspects of the public sector are continuing to face challenging times. In recent years the council has had to deal with large reductions in funding, combined with a wide range of significant pressures. The additional pressure on Council finances due to Covid-19 has added to the uncertainty, just like the many thousands of businesses and

organisations across the country. Demand for services has increased, at the same time income has significantly fallen.

22. Analysis from the Local Government Association (LGA) suggests that Councils in England will face a funding gap of more than £5 billion by 2024 to maintain services at current levels. It is also suggested that this figure could double amid the huge economic and societal uncertainty caused by the COVID-19 pandemic. As part of this work, the LGA recommends to Government that £10 billion is needed to not only plug this gap, but meet growing demand pressures and improve services for communities.
23. The Spending Review 2021 was announced on 27 October 2021 to cover the 3 years from 2022/23 to 2024/25. At the national level the headlines were:
 - Local government will receive an additional £4.8bn in “core” grant funding over the next 3 years (roughly an additional £1.6bn in each year). The increase in grant funding is front-loaded, with almost all the increase in grant in 2022-23, and very little increase in the two later years.
 - Separately, local government will receive £3.6bn in grant funding through the settlement for social care reforms. The sector will receive £200m in 2022-23, £1.4bn in 2023-24 and £2.0bn in 2024-25.
 - The government allocated £5.4bn to fund the social care reforms that it announced on 7 September 2021. £3.6bn will be allocated through the settlement, and the remaining £1.7bn will be allocated separately by the Department of Health and Social Care “to improve the wider social care system”.
24. Details of the specific authority funding allocations will not be announced until the provisional settlement in December 2021. It is not clear whether the settlement will announce one-year allocations or a multi-year package, which further adds to uncertainty and make long-term financial planning more complex.
25. The provisional announcement is too late for inclusion in this report but if there are any updates before the meeting date a verbal update will be provided. It is expected that the final settlement will be announced in February, but it is unlikely to differ significantly from the provisional figures.

26. Significant uncertainty remains due to the financial effect of Covid-19 on council tax and business rates income. In addition, there remains ongoing uncertainty around long standing issues which have been delayed due to Covid-19; the ongoing 'fair funding' review, the withdrawal of New Homes Bonus (NHB) funding, the ongoing review of business rates retention and details of the business rates baseline reset, which may be delayed until perhaps 2025/26.
27. No new funding has been announced for ongoing Covid-19 pressures. Michael Gove MP appeared at the Levelling Up, Housing and Communities select committee on 8 November 2021 and has indicated that the 75% rates retention scheme is unlikely to go ahead. All this uncertainty increases the risks facing the Council.
28. However, this risk is mitigated by the inclusion of a Covid contingency. Without this contingency fund the budget would not, in the view of the Chief Finance Officer, be sufficiently robust to meet the challenges ahead, nor would it properly cover potential costs for the year ahead.
29. Due to historical and outdated data held by the government, York has received significantly less funding when compared to many other local authorities. Therefore in simplistic terms, when funding allocations are distributed by central government York will receive less than a historical (and potentially out of date) high spending authority. In 2021/22, core spending power in York sat at £706 per head, - the second lowest in the country compared to councils such as Kensington and Chelsea who receive £1,305 per head. If York were to receive even the average amount of spend the city would benefit from an extra £16.5m each year. The Fair Funding Review remit was set to tackle this inequity, so the further postponement increases the Council's financial challenges in the medium term. York is one of 20 authorities raising this issue with Michael Gove MP before the provisional settlement announcement in December via the F20 Group.

Local issues and challenges

30. Despite the Covid-19 funding provided by central government, an ongoing impact in future years is still expected due to a range of issues. As the city continues to recover, it is anticipated there will be significant pressures as a result of the longer term impacts on individual residents and increase in the cost of adult social care.

31. There are serious underlying budget pressures across both adult and children's social care. Both adult and children's social care is operating in an extremely challenging environment. Despite the allocation of £4.3m to the People directorate in the 2021/22 budget. The gross financial pressures facing the council in 2021/22 are projected at £9.1m but after mitigation and further action it is considered that this can be brought down to a net position of £4.6m.
32. In addition, as residents and businesses respond to the economic impacts of the pandemic, it is anticipated there will be a reduction in both Council Tax and Business Rates receipts. In response to this shortfall, the Council has had to make some difficult decisions to identify some £7.1m of savings and efficiencies to ensure crucial council services can continue to support local residents and businesses.
33. Focussing our resources on protecting the most vulnerable during the pandemic has meant actions needed to deliver savings and manage some of the underlying budget pressures being experienced in social care have not been prioritised. We are also seeing an increase in social care costs directly as a result of the pandemic. These are national issues that are not unique to York and the combination of increased costs and delays in achieving savings is having a detrimental impact on all local authorities. For example, Manchester City Council has recently reported a £153m budget shortfall over the next three years.
34. Partner organisations in the city are also experiencing unprecedented financial challenges and it is clear that the pandemic will have lasting financial implications both on the Council and many other organisations operating in the city. Whilst the Council continues to make every effort to manage the situation and protect critical front line service delivery, through identifying efficiencies and more robust control of costs, the Government funding will not fully compensate the Council and this represents a risk to the delivery of the Council Plan and the ongoing delivery of essential services.
35. The pandemic has caused significant changes to the way the economy operates globally, nationally and locally. The long term impacts on retail, office working and tourism are all subject to a great deal of speculation. In addition, the UK has the uncertainties of the impact of Brexit and the challenges and opportunities that may bring to the York economy. York is well placed to manage these challenges, with a highly educated workforce and excellent infrastructure, however the impact on Council revenue and service demands is highly unpredictable. With this unprecedented level of uncertainty in both the national and local

economy it is therefore prudent to continue to plan on the basis of the current financial picture and begin to put in place mitigation and cost control strategies to bring expenditure down to within approved budgets.

36. Putting aside the impact of Covid-19, demand for council services continues to increase, with an ageing population with increased complex needs in respect of social care. There are also significant challenges in the health sector, including challenging financial positions for health partners, which are in turn a significant financial risk to the council. At the time of writing, York Hospital is continuing to experience unprecedented demand and GPs are seeing a spike in appointments and we still await further detail and certainty regarding long-term funding for social care.
37. In addition, inflation is driving costs up and there is continued pressure on many of the council's income budgets, all of which highlights the need to include a realistic and prudent contingency fund.

Medium Term Financial Strategy and approach to savings

38. The medium term financial strategy focuses on delivering efficiencies across all areas. Ensuring that there is the capacity to invest in key priority areas has been a critical part of previous budget decisions and will need to continue in the future.
39. This strategic approach ensures that any cross cutting implications are taken into consideration and savings in one particular area do not impact on other budgets in an unintended way.
40. At the beginning of the budget process for the 4 year period from 2020/21 to 2023/24, directorates were asked to consider the long term implications of a 2% per annum reduction in their controllable budgets, in the region of £4m in each financial year. This included an assessment of options, risks, and links with Council priorities. In light of Covid-19, an above forecast increase in inflation and demographic service pressures the savings requirement for 2022/23 increased to £7m.
41. Specific details of future year's savings proposals will be covered in future budget reports. The eventual scale of savings that are required over the next 4-year period will be driven by the outcomes of the future spending reviews and economic recovery, alongside the extent to which service demands affect the council. Looking beyond 2022/23 is difficult at this time given the wide range of uncertainties.

Principles that have shaped the budget process

42. The budget setting process has taken into account the following issues;
 - i. Consideration of the 2021/22 position.
 - ii. Consideration of unavoidable cost increases.
 - iii. How to create the capacity in priority areas and driving service improvement and innovation.
 - iv. Consideration of reductions in grant funding.
 - v. Ensuring that the budget is robust and prudent and is based upon the strategic financial advice of Chief Finance Officer as s151 officer.
 - vi. Ensuring there is a strong link between the capital and revenue budgets and that the delivery of priorities fully considers the two budgets hand in hand.
43. It is critical that the council continues to support a strong local economy, recognising the significant financial benefits in the form of retained business rates, and the creation of jobs. Ensuring that there is a strong link between the capital and revenue budgets to support the delivery of council priorities is essential.
44. The Capital Programme report in February will set out proposals for reprioritisation of investment. These continue the council's approach to prioritise investment in the economy, housing, transport, and to invest to save including energy efficiency. The capital budget proposals for Children, Young People and Education portfolio are included in annex 4.

Consultation

45. The council has consulted with residents and businesses to identify the services that matter most to them and to understand their priorities for spending the council budgets.
46. The 2022/23 budget consultation launched in October and closes on 8 December 2021.
47. The consultation replicated a number of question sets from previous years on council tax and the social care precept, to allow us to track and assess feedback.

48. The consultation was promoted to residents through various channels via Our City publication, social media, local media, forum groups, newsletters, published on the council's consultation page, and promoted in Council Buildings such as Libraries and Leisure Centres.
49. Our City was delivered to all households from 24 October. Paper responses are sent back at no cost to residents via Freepost to West Offices.
50. The online survey was promoted within the business community via existing business network links and distribution groups such as York Business Week, Make It York, BID, York Chamber of Commerce, York Federation of Small Businesses and asking them to pass on to their members.
51. A trial focus group was consulted in early November which allowed a more in-depth discussion with participants. Further focus groups are expected to take place before the final Executive decision in February 2022.
52. Feedback from the Budget Consultation Focus Group and all views and data gathered during the consultation will in due course be published on the York's open data platform www.yorkopendata.org
53. Annex 3 provides details of consultation feedback received to date.

Council Plan

54. The Council Plan for 2019/2023 is based on the statutory responsibilities and the priorities of the Council. The plan is structured around 8 core outcomes, which in turn reflect the key components of a good quality of life for our residents. These are:
 - **A Greener and Cleaner City** – York's environment is protected and enhanced through investment in the Council's frontline services working towards becoming a carbon neutral city by 2030
 - **Good Health and Wellbeing** – Every resident enjoys the best possible health and wellbeing throughout their life
 - **A Better Start for Children and Young People** – Families, carers and schools are supported so that every child and young person has the opportunity to develop, learn and achieve their aspirations

- **Well-paid jobs and an inclusive economy** – High skilled and better paid jobs in sustainable businesses, providing opportunities for all York's people in an inclusive economy
- **Getting around sustainably** – More people chose to travel by public transport, walking or cycling, benefiting from improved roads, footpaths and cycle routes across the city, cutting congestion, pollution and carbon emissions, as part of renewed efforts to tackle the climate emergency
- **Creating homes and world-class infrastructure** – The right housing is available, affordable and environmentally sustainable for everyone with good quality infrastructure that supports community and local businesses
- **Safe Communities and culture for all** – Residents live safe from harm as part of strong and vibrant communities, participating in their local area and have access to a range of quality cultural activities
- **An open and effective Council** – We work as an efficient, open, transparent, democratically-led and accountable organisation, in partnership with key stakeholders, to deliver on residents priorities and achieve the council plan outcomes for our city

55. The plan focuses on outcomes rather than just on the services we provide, to help the Council and our partners work better together, rather than as a collection of individual services and activities.
56. The plan was formally approved by Council on 31 October 2019 following consultation with residents, businesses and staff.
57. The budget reflects the Council priorities with significant revenue and capital investment in a number of areas, as outlined in the summary of this report.

Options

58. Annex 1 sets out the savings proposals for Children, Young People and Education portfolio for 2022/23. The figures included in the column 2023/24 impact show the full year/ ongoing impact of decisions taken in 2022/23. Annex 2 sets out the growth proposals and Annex 3 sets out the consultation responses received to date. Annex 4 sets out the new capital schemes for Children, Young People and Education portfolio.
59. The options available to the Executive Member are;

- Option 1 - to retain the savings, growth and capital proposals as set out in annex 1, 2 and 4
- Option 2 – to add, delete or amend proposals, noting that any adjustments made should have a net nil effect with reference to the overall budget.

Analysis

60. The net revenue budget for the portfolio in 2021/22 and 2022/23 are as follows

| | 2021/22 £m | 2022/23 £m |
|------------------------------------|---------------|---------------|
| Children, Young People & Education | 19.5 | 22.2 |

61. The net General Fund revenue budget for the Children, Young People & Education portfolio includes growth of £3.1m and savings of £0.4m in 2022/23. This is a continuation of investment in this service area which included growth of £1.4m in 2021/22. In addition to the £3.1m recurring growth in 2022/23 there was one off investment of £1m agreed last year for 2022/23.
62. This portfolio includes the continuation of growth allocated in 2022/23 to support front line services, fund on-going pressures resulting from Covid, support continuous improvement in children's social care services and manage the recalibration of costs between the Dedicated Schools Grant and the General Fund.
63. Social Care services in York are in a period of change and re calibration as part of our continuous improvement journey. Therefore the budget focuses on targeting resources more effectively in areas where there is greatest need. For example, more appropriate homes for the growing number of children in our care and stronger community and early help services to support families before the need for care, or to be reunited when care has been required. We will also put additional resources of £1m into increasing capacity in key children's social care and SEND staffing areas where there is significant pressure.
64. Besides covering wage settlements which are required under agreements made at national level, the £3.1m of budgeted growth expenditure includes the recalibration of costs between the Dedicated Schools Grant and the

General Fund. It also includes continued investment to ensure that vulnerable children and young people are supported through the ambitious programme which is currently being delivered to improve the quality and impact of children's services and social care. Additionally, this growth is targeted at supporting children and young people to cope with pressures created by the impact of Covid.

65. This budget proposes £100K investment from the Covid Recovery Grant to support the Education Futures Plan. A key priority of this work is to improve school attendance, particularly for children known to social care, those with special needs and children eligible for free school meals. The focus of the work will be to develop reintegration pathways for children who have become disengaged from school – this will include training for all schools on trauma informed practice with specific outcomes linked to the review and development of school attendance policies. It will also develop an attendance champion's network across all schools.
66. Funding has been maintained to support fostering and adoption services. By protecting core capacity, the services will provide enhanced support to ensure children and young people receive care closer to home. Investment in extra work with the City of York Safeguarding Children's Partnership will support a city-wide response, providing early intervention to identify need and keep children and young people safe without the need for higher levels of intervention.
67. As demonstrated in paragraph 66 above, the Council is also committed to work with partners to review services in a number of areas to ensure we are having the maximum possible positive impact from joint investment.
68. In addition, the capital programme includes investment in excess of £22m in school infrastructure, including significant improvements and expansions at Fulford School, Applefields Special School and the Danesgate Community to meet increases in secondary school pupil numbers. The Applefields and Danesgate schemes also ensure there will be sufficient and suitable special school places to provide for children and young people with special educational needs and/or disabilities. A further part of the capital programme includes further investment to support foster carers by adapting home environments to allow children and young people to maintain their independence; it will also be used to provide additional 24/7 care home support within the city.
69. The Dedicated Schools Grant (DSG) is a ring fenced grant that must be used in support of the schools budget. In consultation with the York

Schools' Forum, the local authority makes decisions about the delegation of funds to schools and on the spending of funds held centrally, most of which is used for making provision for children and young people with special educational needs and disabilities.

70. Nationally, DSG's are projecting an overspend and LAs are in overall deficit. York is facing similar pressures and, while calling on government to provide a fairer funding settlement in the interim, a 3 year recovery plan is needed to address the current pressures. Significant mitigations will therefore be required to bring the in-year pressure back down to a balanced position and to start to make inroads into the cumulative deficit. This will be considered further with input from Members and the Schools Forum, and the development of the recovery plan will be reported to the Executive. It is vital for the success of this process that the national SEND Review initiated by the Government in September 2019 be determined as soon as possible.

Equalities

71. An impact assessment has been completed for each individual saving. Once the savings are finalised, an assessment will be completed on the overall impact of the budget proposals using the Better Decision Making Tool and will be published in the budget report to Executive in February 2022. The impact assessment considers risks associated with savings proposals to ensure any negative impact for a particular group, sector or community is eliminated or counterbalanced. Decisions taken will also consider the impact on the Councils carbon budget alongside benefits such as improvements to service users or a reduction in energy costs.
72. The financial strategy will impact on all residents and has carefully considered the local demand for services whilst also ensuring the budget set is prudent, protects vulnerable people and has capacity to invest. The strategy could have an impact on the following communities;
- Age
 - Disability
 - Gender
 - Carers
 - Lower income groups
73. This impact can be mitigated by investment targeted to these same communities. The key approaches to achieving savings whilst avoiding impacts on communities of identity include;

- Ensuring that savings are made from back office functions and universal services
- Protecting statutory services and other key services for vulnerable residents
- Increasing community involvement in service redesign and delivery
- Making services self-financing wherever practicable, including external trading
- Maximising the return from externalised service provision
- Redesign of existing services and external contracts
- Placing a focus on prevention and reducing service provision only where this is least impact
- Streamlining services to provide focussed support and reduce areas of duplication
- Supporting carers
- Integrated working with health
- Focussing growth where it is expected to have a positive effect on older or disabled people and their carers

Specialist Implications

74. This report has the following implications;

Financial

75. The financial implications are contained within the body of the report. Due to the continued, significant uncertainty in both national and local government finances and the resulting increase in risk, a specific £1m COVID contingency is included within the budget proposals to mitigate this risk and ensure the proposals outlined deliver a robust, balanced budget. This is also covered in the risk management section of this report.

Human Resources (HR)

76. The savings proposals contained within the overall budget will require the reduction of some posts in 2022/23.

77. As implementation plans to achieve these post reductions are produced the specific staffing implications will be clear and staff consulted on the proposals. The type of change affecting staff in 2022/23 is likely to be a mixture of post reductions and working for redesigned services.

78. The HR implications of change are managed in accordance with established council procedures. As part of this process consultation with

trade unions and affected staff will continue to be undertaken and every opportunity will be explored to mitigate compulsory redundancies, such as vacancy controls, flexible working, voluntary redundancy / early retirement and extended redeployment. Where consideration is being given to the transfer of services to another provider TUPE will apply which will protect the terms and conditions of employment of transferring staff.

79. A programme of support for staff who are going through change is in place which will help staff adapt to changes to the way they will need to work or to prepare for a move into a new role.

Legal

80. The contents of this report are for information only at this stage. The legal implications of the budget setting process will be covered in detail in the report to Executive in February.

Risk Management

81. An assessment of risks is completed as part of the annual budget setting exercise and will be reported in the February report to Executive. These risks are managed effectively through regular reporting and corrective action being taken where necessary and appropriate.
82. The budget proposals include a Covid contingency sum to allow the Council to respond quickly during the early part of the new financial year and mitigate against any new risks as a result of the changing situation in relation to the pandemic.
83. As the Council's Section 151 Officer, the Chief Finance Officer has a statutory responsibility for ensuring that the Council makes arrangements for the proper administration of its financial affairs. Section 114 of the Local Government Finance Act 1988 requires a report to all Council members to be made by the s151 officer, in consultation with the Monitoring Officer, if there is or is likely to be an unbalanced budget.

Contact Details

Author:

Sarah Kirby
Principal Accountant

Emma Audrain
Technical Accountant

Chief Officer Responsible for the report:

Debbie Mitchell
Chief Finance Officer

Report Approved

Date 30/11/21

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the authors of the report

Background Papers:

Budget Consultation and Report on the Citizen's Panel Trial available at www.yorkopendata.org

Annexes:

1 – 2022/23 Savings Proposals for Children, Young People and Education portfolio

2 – 2022/23 Growth Proposals for Children, Young People and Education portfolio

3 – Consultation feedback received to date

4 - Capital Strategy 2022/23 to 2026/27 – Details of schemes for Children, Young People and Education portfolio

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Annex 1 2022/23 Savings Proposals for Children, Young People & Education

| Ref | Portfolio | Proposal Description | 2022/23 Impact £000 | 2023/24 Impact £000 | Total Saving Impact £000 |
|----------------------|------------------------------------|---|---------------------|---------------------|--------------------------|
| CYPE1 | Children, Young People & Education | Home To School Transport Alongside contract efficiencies, explore a policy change which encourages the use of personal transport budgets by the majority and provides targeted support for families on low incomes following an assessment of need. | 150 | 100 | 250 |
| CYPE2 | Children, Young People & Education | Home To School Transport Undertake a consultation to identify possible changes to the universal provision of discretionary transport to mainstream Children and Young people. Savings would be phased over 5 academic years. It is not proposed to remove transport from pupils currently receiving it. | 18 | 31 | 49 |
| CYPE3 | Children, Young People & Education | Support Services and School Governance Increased income from traded services for schools as part of a move to full cost recovery. | 12 | | 12 |
| CYPE4 | Children, Young People & Education | Troubled Families Anticipated additional grant in excess of the amount currently assumed in the base budget. | 25 | | 25 |
| CYPE5 | Children, Young People & Education | Education and Skills/ Learning and Work Advisor Team Staffing This is the full year effect of a prior year review of the Education & Skills/Learning and Work Advisor staffing teams to create an all inclusive all age Education Services Team and minimising duplication. | 185 | | 185 |
| Total Savings | | | 390 | 131 | 521 |

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Annex 2 - Growth Proposals 2022/23 for Children, Young People and Education

| Portfolio | Council Priority | Growth Proposal | 2022/23 £000 |
|---|--|---|-----------------|
| Pay and Prices Growth | | | |
| Children, Young People & Education | A better start for Children & Young People | Prices contingency to cover pay award | 604 |
| Unavoidable Budgetary Pressures Growth | | | |
| Children, Young People & Education | A better start for Children & Young People | Additional investment in children, young people and education to meet additional costs in safeguarding, social care, and education support. | 2,500 |
| TOTAL Recurring Growth | | | 3,104 |

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City of York Council



Budget Consultation 2022/23

Interim Results

Nov 2021

The online Budget Consultation 2022/23 opened on 18/10/2021 and closes on 8/12/2021. Additionally, a paper version of the survey was sent to households inside the CYC Our City publication, also with a closing date of 8/12/2021.

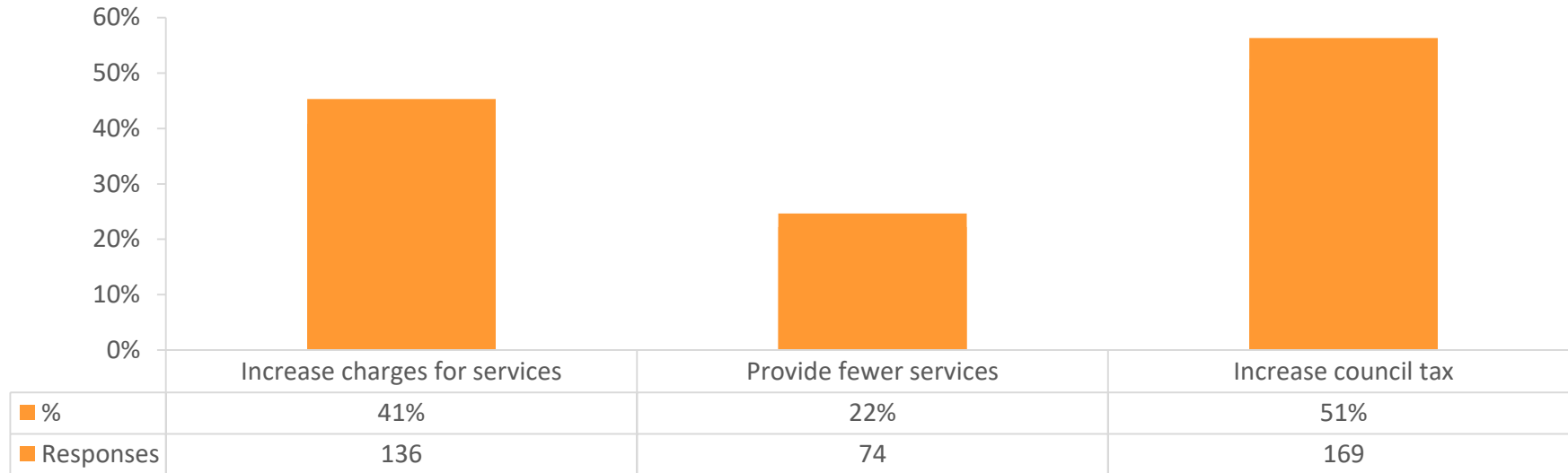
The consultation gives residents and businesses of York the opportunity to put forward their views to help the council make decisions and deliver the budget for 2022/23.

This is an interim report to present the results up to and including 30 November. At this point a total of 358 residents and businesses had participated in the consultation. 270 respondents completed the survey online and 88 had returned a paper copy. Following the survey closure a final report will be written on 9 December.

The consultation results and the raw data will be made available on the council open data platform www.yorkopendata.org.

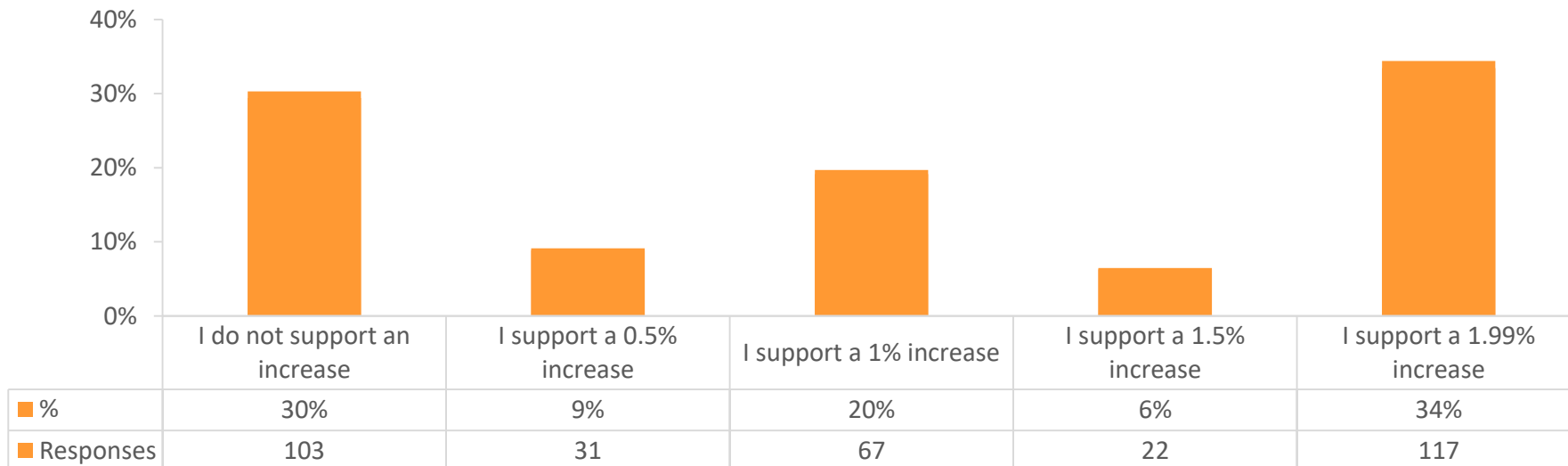
Council Tax

To accelerate recovery and balance the budget, would you rather we; Please select all that apply



(n=333)

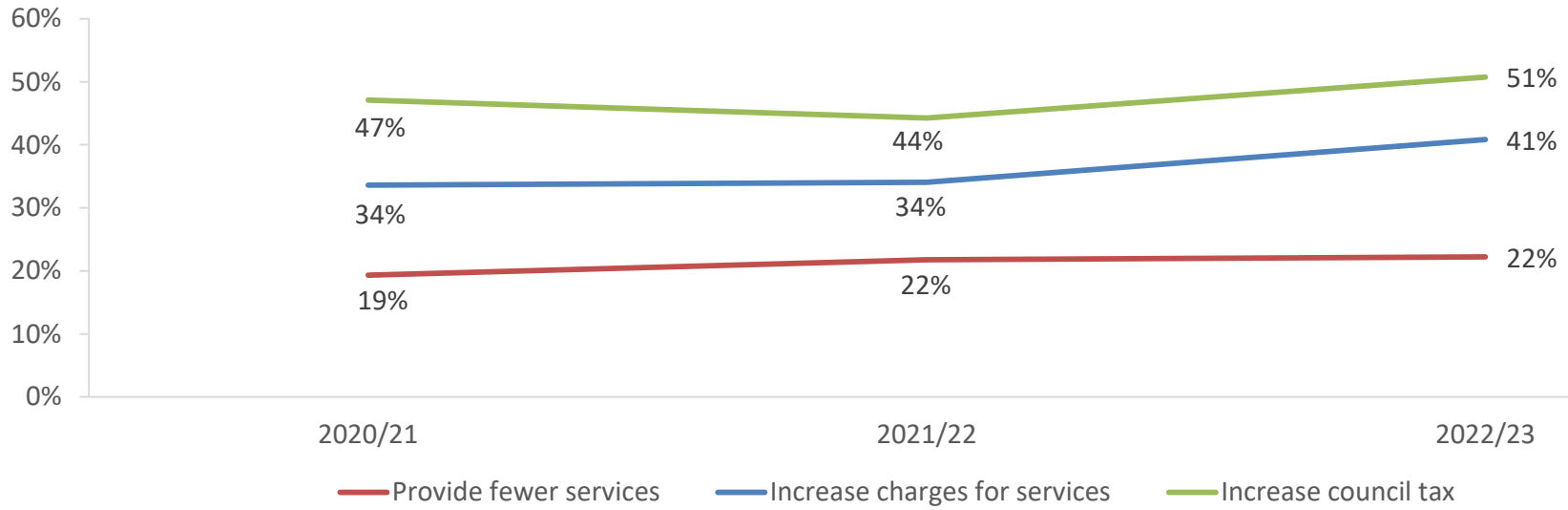
Do you support an increase in council tax to balance the budget and if so by how much?



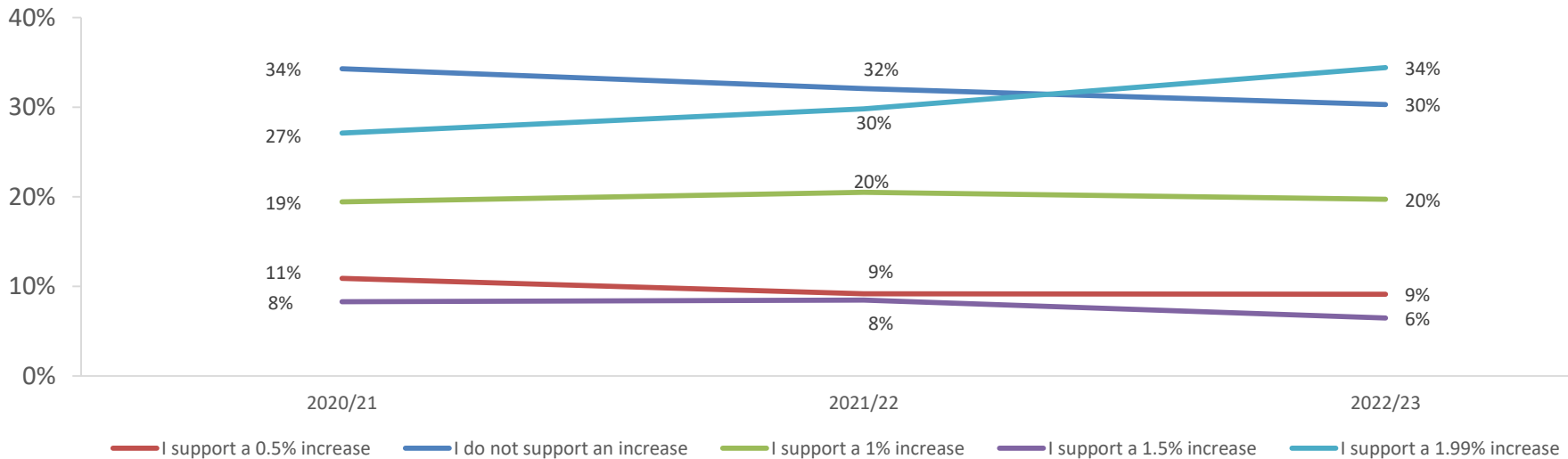
(n=340)

Council Tax - Three year trend

To accelerate recovery and balance the budget, would you rather we; Please select all that apply

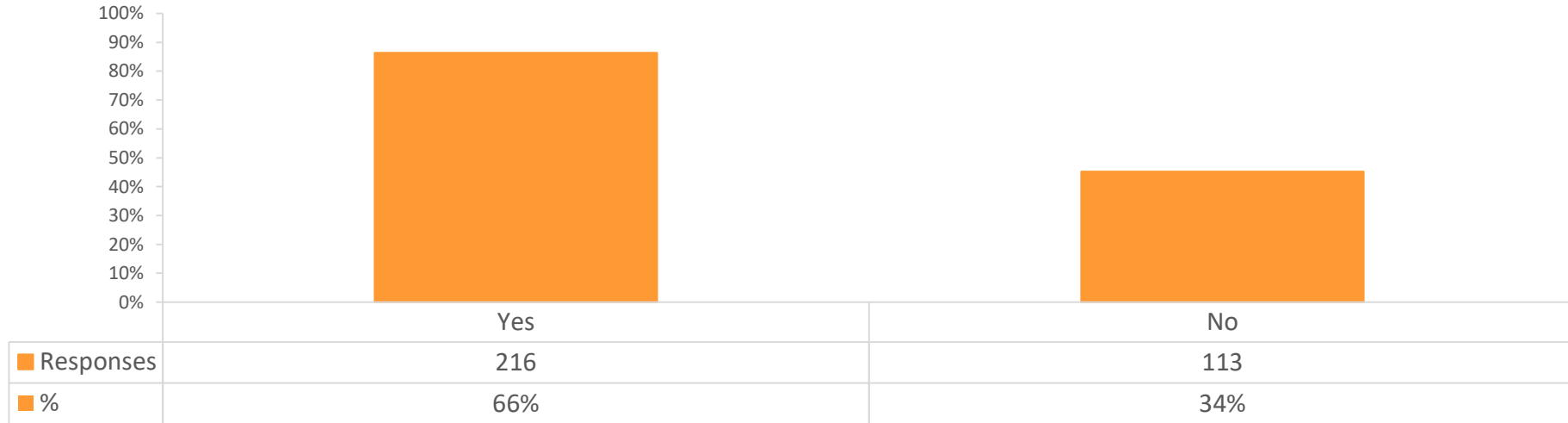


Do you support an increase in council tax to balance the budget and if so by how much?

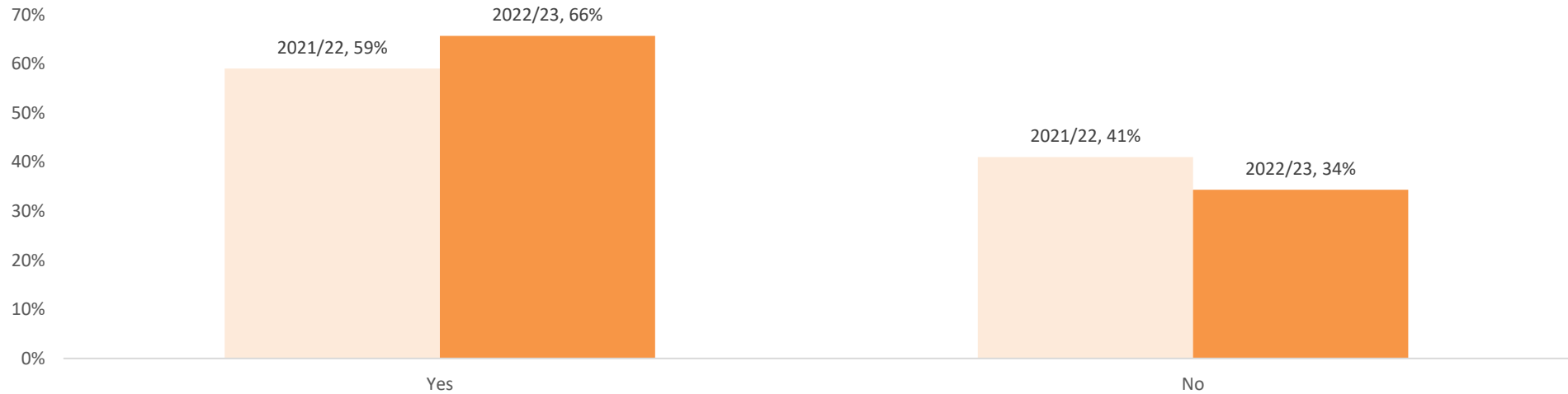


Social Care Precept

Do you support taking the full social care precept of 3%?



Previous responses compared to current responses



Budget Priorities

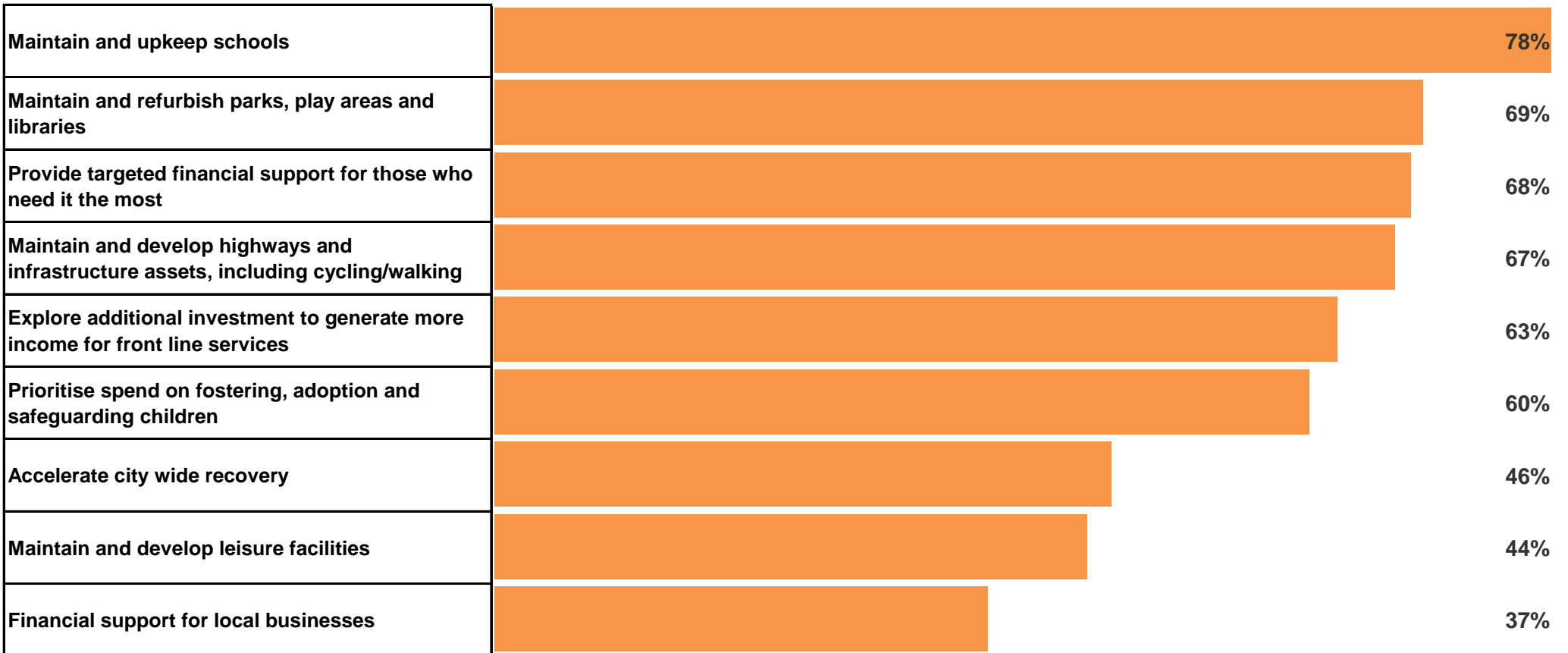
Do you agree or disagree that we should prioritise:

| | Disagree | Disagree (%) | Agree | Agree (%) | Neither | Neither (%) |
|---|----------|--------------|-------|-----------|---------|-------------|
| Accelerate city wide recovery | 54 | 16% | 151 | 46% | 125 | 38% |
| Financial support for local businesses | 95 | 29% | 120 | 37% | 113 | 34% |
| Provide targeted financial support for those who need it the most | 38 | 11% | 227 | 68% | 69 | 21% |
| Maintain and develop highways and infrastructure assets, including cycling/walking | 42 | 13% | 223 | 67% | 69 | 21% |
| Maintain and refurbish parks, play areas and libraries | 32 | 10% | 230 | 69% | 72 | 22% |
| Maintain and develop leisure facilities | 59 | 18% | 145 | 44% | 126 | 38% |
| Maintain and upkeep schools | 20 | 6% | 261 | 78% | 52 | 16% |
| Explore additional investment to generate more income for front line services | 53 | 16% | 207 | 63% | 71 | 21% |
| Prioritise spend on fostering, adoption and safeguarding children | 42 | 13% | 200 | 60% | 89 | 27% |

Budget Priorities

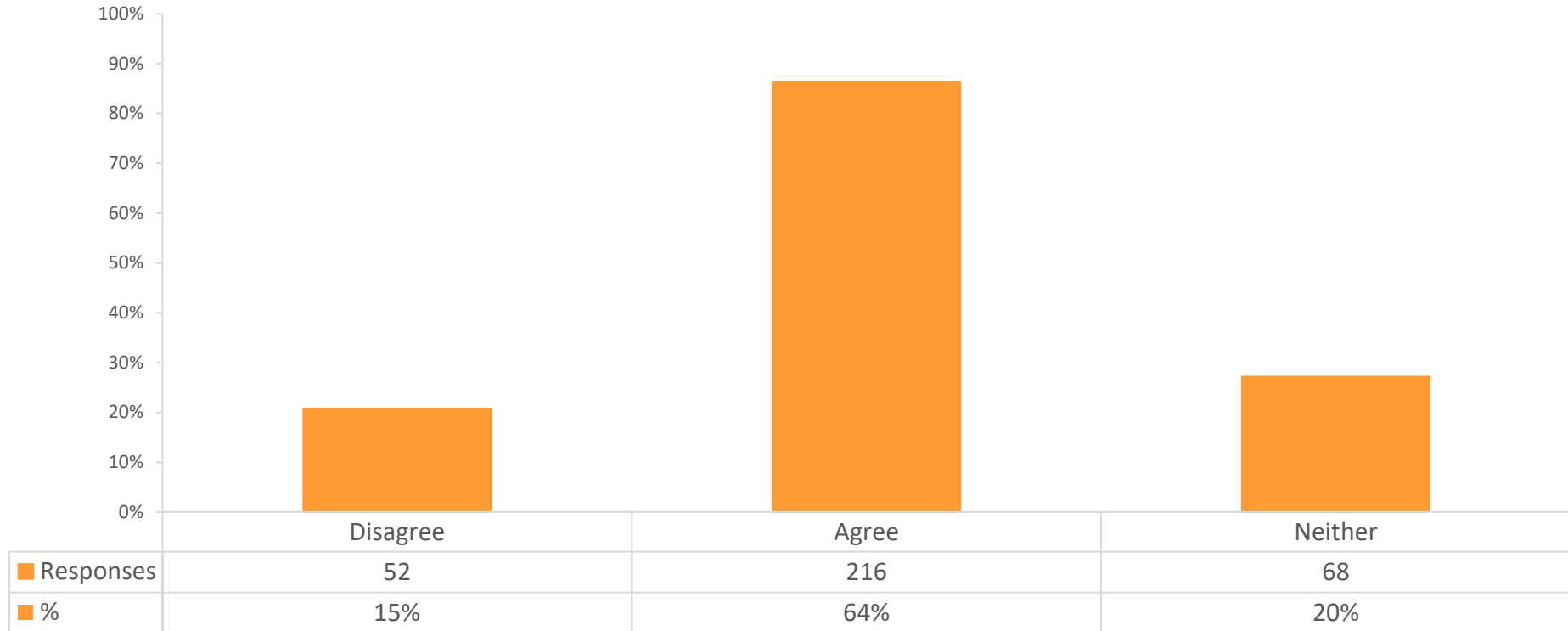
Areas respondents agree should be prioritised

Priorities remain in a similar order to the previous survey with schools at the top and financial support for businesses at the bottom. Maintain and refurbish parks, play areas and libraries has moved up the list with 17% more agreeing this is a priority from last year.



Public Health and recovery from the pandemic

Do you agree or disagree that we should continue to prioritise spending on public health and recovery from the pandemic?



(n=336)

75% agreed the council should prioritise the public health response to the pandemic, including support for mental health in the previous survey.

Overall response to survey by ward (please note that ward data was only collected from online responses)

| Ward | Responses | Responses (%) |
|----------------------------------|------------|---------------|
| Acomb Ward | 12 | 3% |
| Bishopthorpe Ward | 6 | 2% |
| Clifton Ward | 14 | 4% |
| Copmanthorpe Ward | 10 | 3% |
| Dringhouses & Woodthorpe Ward | 13 | 4% |
| Fishergate Ward | 10 | 3% |
| Fulford & Heslington Ward | 4 | 1% |
| Guildhall Ward | 14 | 4% |
| Haxby & Wigginton Ward | 15 | 4% |
| Heworth Ward | 14 | 4% |
| Heworth Without Ward | 4 | 1% |
| Holgate Ward | 13 | 4% |
| Hull Road Ward | 9 | 3% |
| Huntington & New Earswick Ward | 10 | 3% |
| Micklegate Ward | 26 | 7% |
| Osbalwick & Derwent Ward | 14 | 4% |
| Rawcliffe & Clifton Without Ward | 10 | 3% |
| Rural West York Ward | 13 | 4% |
| Strensall Ward | 9 | 3% |
| Westfield Ward | 8 | 2% |
| Wheldrake Ward | 5 | 1% |
| Unknown | 125 | 35% |
| Total | 358 | |

Results can be split by ward but due to low numbers may not be statistically significant

Demographics

Age

| Answer choices | Responses | Percentage of total response |
|-------------------|-----------|------------------------------|
| Prefer not to say | 23 | 10% |
| Under 16 | 0 | 0% |
| 16-24 | 2 | 1% |
| 25-39 | 37 | 15% |
| 40-55 | 52 | 22% |
| 56-59 | 20 | 8% |
| 60-64 | 23 | 10% |
| 65+ | 82 | 34% |
| Total | 239 | |

Carer

| Answer Choices | Responses | Percentage of total response |
|-------------------|-----------|------------------------------|
| Prefer not to say | 23 | 10% |
| Yes | 27 | 11% |
| No | 188 | 79% |
| Total | 238 | |

Do you have any physical or mental health conditions or illnesses lasting or expected to last 12 months or more?

| Answer choices | Responses | Percentage of total response |
|-------------------|-----------|------------------------------|
| Prefer not to say | 29 | 12% |
| Yes | 42 | 18% |
| No | 169 | 70% |
| Total | 240 | |

Gender

| Answer choices | Responses | Percentage of total response |
|-----------------------------|-----------|------------------------------|
| Prefer not to say | 28 | 12% |
| Male | 116 | 49% |
| Female | 94 | 39% |
| Gender variant / Non binary | 1 | 0% |
| Total | 239 | |

Served in the Armed Forces

| Answer Choices | Responses | Percentage of total response |
|-------------------|-----------|------------------------------|
| Prefer not to say | 17 | 7% |
| Yes | 19 | 8% |
| No | 202 | 85% |
| Total | 238 | |

Do any of your conditions or illnesses reduce your ability to carry out day-to-day activities?

| Answer choices | Responses | Percentage of total response |
|----------------|-----------|------------------------------|
| A lot | 11 | 18% |
| A little | 23 | 38% |
| Not at all | 26 | 43% |
| Total | 60 | |

*Please note that demographic questions were only included on the online form

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Annex 4 Capital Budget Process 2022/23 - 2026/27 - GROWTH

| | 2021/22 | 2022/23 | 2023/24 | 2024/25 | 2025/26 | 2026/27 | Total Capital Programme |
|---|---------|---------|---------|---------|---------|---------|-------------------------|
| | £000 | £000 | £000 | £000 | £000 | £000 | 2021/22-2025/26 £000 |
| Basic Need | 997 | 13,167 | 0 | 0 | 0 | 0 | 14,164 |
| Fulford School Expansion 2020 Phase 1 and 2 | 2,803 | 3,500 | 0 | 0 | 0 | 0 | 6,303 |
| DfE Maintenance | 2,934 | 700 | 700 | 700 | 700 | 700 | 6,434 |
| Schools Essential Building Work | 1,250 | 1,308 | 0 | 0 | 0 | 0 | 2,558 |
| Schools Essential Mechanical & Electrical Work | 1,312 | 1,239 | 0 | 0 | 0 | 0 | 2,551 |
| Danesgate Extension 2022 | 0 | 1,900 | 0 | 0 | 0 | 0 | 1,900 |
| Children in Care Residential Commissioning Plan | 1,358 | 0 | 0 | 0 | 0 | 0 | 1,358 |
| Expansion and Improvement of Facilities for Pupils with SEND | 339 | 500 | 0 | 0 | 0 | 0 | 839 |
| Applefields Extension Work 2021 and 2022 | 250 | 515 | 0 | 0 | 0 | 0 | 765 |
| Improving School Accessibility | 682 | 300 | 300 | 0 | 0 | 0 | 1,282 |
| Southbank Expansion | 311 | 0 | 0 | 0 | 0 | 0 | 311 |
| Centre of Excellence for Disabled Children (Lincoln Court) | 241 | 0 | 0 | 0 | 0 | 0 | 241 |
| NDS Devolved Capital | 231 | 225 | 220 | 220 | 220 | 220 | 1,336 |
| Family Drug & Alcohol Assess/Recovery Facility | 100 | 0 | 0 | 0 | 0 | 0 | 100 |
| Adaptions to Foster Carer Homes | 100 | 0 | 0 | 0 | 0 | 0 | 100 |
| Healthy Pupils Capital Fund | 93 | 0 | 0 | 0 | 0 | 0 | 93 |
| Archbishop Holgate's School Expansion | 91 | 0 | 0 | 0 | 0 | 0 | 91 |
| Children & Young Peoples services & Building based provision review | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

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