

**Notice of a public meeting of
Executive**

To: Councillors Douglas (Chair), Kilbane (Vice-Chair), Coles, Kent, Lomas, Pavlovic, Ravilious and Webb

Date: Thursday, 14 September 2023

Time: 5.30 pm

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

A G E N D A

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any decisions made on items* on this agenda, notice must be given to Democratic Services by **4:00 pm on Monday, 18 September 2023**.

*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.

1. Declarations of Interest

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

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

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

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

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

2. Minutes (Pages 1 - 8)

To approve and sign the minutes of the Executive meeting held on 13 July 2023.

3. Public Participation

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

Please note that our registration deadlines are set as 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is 5:00pm on Tuesday 12 September 2023.

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

Webcasting of Public Meetings

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

During coronavirus, we made some changes to how we ran council meetings, including facilitating remote participation by public speakers. See our updates (www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

- 4. Forward Plan**
To receive details of those items that are listed on the Forward Plan for the next two Executive meetings.
- 5. Approval of the Council Plan 2023-2027** (Pages 9 - 82)
This report presents the draft Council Plan 2023-2027 to Executive, recommending Executive then invite Council to consider the draft Council Plan on 21 September 2023.
- 6. Building Lease for Drug and Alcohol Service** (Pages 83 - 108)
This report outlines the requirement for lease arrangements to be regulated for premises from which the York Drug and Alcohol Service currently operates from: 3 Blossom St and Bowes Morrell House ('BMH', at 111 Walmgate). There is no change proposed which will substantially affect the delivery of the service.
- 7. All Age Commissioning Strategy**
The Report on the All Age Commissioning Strategy will be published as a supplement to this agenda.
- 8. Finance & performance monitor 1** (Pages 109 - 142)
This report sets out the projected 2023/24 financial position and the performance position for the period covering 1 April 2023 to 30 June 2023, together with an overview of any emerging issues. This is the first report of the financial year and assesses performance against budgets, including progress in delivering the Council's savings programme.
- 9. Capital Programme Monitor 1** (Pages 143 - 160)
The purpose of this report is to set out the projected outturn position for 2023/24 including any under/over spends and adjustments, along with requests to re-profile budgets to/from current and future years.
- 10. Treasury Management Quarter 1 Prudential Indicators** (Pages 161 - 178)
The purpose of this report is to provide a regular update to the Executive on treasury management activity for the first quarter of the year and provide the latest estimates for the prudential indicators as given in the annex to this report.
- 11. Urgent Business**
Any other business which the Chair considers urgent under the Local Government Act 1972.

Democratic Services officer:

Name: Robert Flintoft

Contact details:

- Telephone – (01904) 555704
- E-mail – Robert.flintoft@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)

 (01904) 551550

This page is intentionally left blank

City of York Council

Committee Minutes

Meeting	Executive
Date	13 July 2023
Present	Councillors Douglas (Chair), Kilbane (Vice-Chair), Coles, Lomas, Pavlovic, Ravilious and Webb
Apologies	Councillor Kent
In Attendance	Councillor Ayre
Officers in Attendance	Ian Floyd – Chief Operating Officer Bryn Roberts – Director of Governance and Monitoring Officer Debbie Mitchell – Chief Finance Officer Neil Ferris – Corporate Director of Place James Gilchrist – Director of Environment, Transport & Planning Pauline Stuchfield – Director of Customer & Communities Michael Howard – Head of Active & Sustainable Transport Christian Wood – Head of Programmes and ITS

PART A - MATTER DEALT WITH UNDER DELEGATED POWERS

12. Declarations of Interest (17:31)

Members were asked to declare at this point in the meeting any disclosable pecuniary interest or other registerable interest they might have in respect of business on the agenda, if they had not already done so in advance on the Register of Interests. No interests were declared.

13. Minutes (17:31)

Resolved: That the minutes of the Executive meeting held on 15 June 2023 be approved and then signed by the Chair as a correct record.

14. Public Participation (17:32)

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

Peter Richardson spoke on matters within the Executive's remit, stating that he had not had a response to his questions at the Budget Council meeting in February on the adult social care precept, and that the council tax had been incorrectly calculated.

Flick Williams spoke on Agenda Item 5 (Update on Local Bus Services), highlighting issues that were deterring people from using buses, the disproportionate effect upon the poorest and the need to do more to hold operators to account.

Denise Craghill also spoke on Item 5, echoing the comments of the previous speaker and urging Executive to do all it could to progress the long term future of bus services.

15. Forward Plan (17:44)

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

16. Update on Local Bus Services (17:44)

The Director of Environment, Transport & Planning and the Head of Active & Sustainable Transport presented a report which gave an update on actions taken in response to previous Executive decisions to support bus services in the short term and to maintain the bus network where possible, and detailed future plans to stabilise, improve and grow the local network in response to reduced government funding.

The council had secured funding of £17.4m through the government's Bus Services Improvement Plan (BSIP), as well as £11.3m in zero emissions bus grants. The first year of BSIP funding had been paid in November 2022, at which point action had begun on delivering the BSIP, key elements of which were summarised in paragraphs 12-15 of the report. The council had commissioned consultants to examine the issues identified

during consultation on the BSIP and suggest solutions; their report was expected shortly. Due to decreased passenger numbers, driver shortages, rising costs and reductions in covid support funding, First York had made timetable changes to a number of services. Officers had been tasked with seeking quotes from bus operators to retain all under-threat elements of the network for 3 months. Full details of support provided to the network through BSIP funding were set out in paragraphs 18-38 and Annex 1.

Executive Member for Economy & Transport thanked officers for their work in attempting to maintain current services and highlighted the importance of the bus network in sustainable transport and the potential role to be played in future by the new combined authority. Having noted the comments made under Public Participation on this item, it was

Resolved: (i) That the BSIP delivery update in the report be noted, including infrastructure improvement development, young person and family incentives, and the bus service support, these being the key BSIP items prioritised for the current year, the delivery of which was not affected by the bus subsidy challenges.

(ii) That it be noted that there remain a number of issues within the bus industry, including changes to government funding for bus companies and the fact that the current timeline of government funding matches BSIP, leading to a potential 'cliff edge' of funding for services in summer 2025; although officers will continue to work with the Enhanced Bus Partnership to seek to mitigate risk, future intervention by the council may be required.

(iii) That it be noted that operators have indicated they were to remove some early a.m. and late p.m. commercial services (Nos. 1, 4, 6, and 10/10A) which they consider are not economically viable, that officers have arranged short-term contracts from bus operators to retain the under-threat elements of these services, and that this additional funding will be considered by the Enhanced Bus Partnership in July 2023, with a longer-term tender process to be undertaken and reported back to the Executive.

(iv) That it be noted that officers will present the subsidy per passenger as part of any future funding decisions on which services should be supported, to help Members with their decision-making.

(v) That it be noted that the funding allocation to service support is limited and the initial allocation is committed, that Local Transport Authorities (LTAs), such as York, are now able to re-allocate part of the original BSIP funding to service support, that LTAs can switch up to 10% of the revenue allocation over the three-year programme without the government's approval, and that this would impact on the council's ability to deliver an existing BSIP deliverable project and require formal decision making.

(vi) That it be noted that the report on the City Centre Bus Shuttle is imminent but that it will need to be considered, and possibly revised further, in the light of any decisions to review hostile vehicle mitigation measures.

Reason: To ensure that the Bus Network in York is stabilised and that the council can work with the statutory Enhanced Bus Partnership to deliver its stated Bus Service Improvement Plans objectives in line with the National Bus Strategy, by both improving passenger experience and increase bus patronage.

17. LEVI Pilot Funding for Askham Bar HyperHub (18:03)

The Director of Environment, Transport & Planning and the Head of Programmes & ITS presented a report which sought approval to accept an offer of funding from the government's Local Electric Vehicle Infrastructure (LEVI) fund following a successful bid as part of a pilot for the Hyperhub 4 charging station scheme at Askham Bar Park and Ride.

The council's 3-tier approach to delivering York's electric vehicle charging network up to 2025 was set out in the York Public EV Charging Strategy at Annex A to the report. Hyperhubs 1 and 2 at Monks Cross and Poppleton Bar had delivered around 90% of all EV charging on the council's network each month since

opening in 2022. The proposed sites at Union Terrace and Askham Bar would complete the 'ring' of hyperhubs around the city. Due to current land ownership and lease arrangements at Askham Bar, it was considered sensible to undertake a feasibility study of the site. Two options were available, as summarised below:

Option 1 – accept the LEVI funding offer and allocate £60k match funding to a phase 1 business case and feasibility study. This was the recommended option.

Option 2 – not accept the offer, and look to deliver the project through an alternative route. This could affect future bids to the LEVI fund.

In supporting the recommendation, the Executive Member for Economy & Transport congratulated officers on securing the funding and noted that the hyperhub, being on the city boundaries, would also benefit the combined authority while staying within CYC's control. In response to issues raised during debate, the Chair confirmed that discussions with partners were ongoing regarding the challenges around Northern Powergrid.

Resolved: (i) That Option 1 be agreed and the LEVI funding offer of £1,243k be accepted in principle, recognising the ultimate need for the £669k match funding, and that approval be given at this stage to match fund £60k, allocated from within current transport budgets, for a phase 1 business case and feasibility study.

(ii) That the results of the feasibility study be reported to a future Executive meeting and a further decision be sought on proceeding with delivery dependent on the outcome of the study.

Reason: To continue to deliver on the public EV charging strategy to meet objectives in terms of uptake of Electric Vehicles and climate change and carbon reduction.

18. Anti-Racism & Inclusion Strategy and Action Plan (18:13)

[See also under Part B]

The Director of Customer & Communities presented a report which introduced a city-wide Strategy Report and Action Plan (the Report) from the independent and cross-sectional working group led by Inclusive Equal Rights UK 3.0 (IERUK), and asked Executive to agree a response and to recommend the Report to Council.

The Report, attached as Annex A to the cover report, reflected the fact that although York was a truly multi-cultural city, people of colour continued to be adversely affected by a failure of organisations and institutions in the city to treat them with fairness, dignity and respect. Haddy Njie, the Chair of IERUK, and Gary Craig, a member of the working party responsible for accumulating data for the Report, were in attendance at the meeting to set the Report in context and explain the sources of the data that underpinned it. In doing so, they addressed the criticisms of the Report received from some quarters on its release and expressed their views on these negative comments.

In supporting the proposals, the Executive Member for Finance, Performance, Major Projects and Equalities thanked all those involved in bringing the Report forward, described the negative responses received as ‘appalling and despicable’ and highlighted the need to work together to tackle racism in the city and secure better ethnic minority representation in its public institutions. Her comments were echoed by the Leader and other Members.

Resolved: (i) That the Strategy and Action Plan at Annex A to the report be noted.

(ii) That the council’s response to the Strategy and Action Plan and the next steps, including a clear commitment in the new Council Plan and a detailed plan of delivery within three months, be agreed and that officers be instructed to carry out the steps identified.

(iii) That it be noted that a further report will be presented to Executive within three months in response to the strategy, making recommendations

for change where actions can be implemented in the short term and also identifying medium and longer-term measures .

Reason: To demonstrate the City of York Council's commitment to being an Anti-Racist City.

PART B - MATTERS REFERRED TO COUNCIL

19. Anti-Racism & Inclusion Strategy and Action Plan (18:13)

[See also under Part A]

The Director of Customer & Communities presented a report which introduced a city-wide Strategy Report and Action Plan (the Report) from the independent and cross-sectional working group led by Inclusive Equal Rights UK 3.0 (IERUK), and asked Executive to agree a response and to recommend the Report to Council.

The Report, attached as Annex A to the cover report, reflected the fact that although York was a truly multi-cultural city, people of colour continued to be adversely affected by a failure of organisations and institutions in the city to treat them with fairness, dignity and respect. Haddy Njie, the Chair of IERUK, and Gary Craig, a member of the working party responsible for accumulating data for the Report, were in attendance at the meeting to set the Report in context and explain the sources of the data that underpinned it. In doing so, they addressed the criticisms of the Report received from some quarters on its release and expressed their views on these negative comments.

In supporting the proposals, the Executive Member for Finance, Performance, Major Projects and Equalities thanked all those involved in bringing the Report forward, described the negative responses received as 'appalling and despicable' and highlighted the need to work together to tackle racism in the city and secure better ethnic minority representation in its public institutions. Her comments were echoed by the Leader and other Members.

Recommended: (i) That Council receive the Strategy and Action Plan on behalf of the City.

(ii) That the Leader sign the Pledge at Annex B to the report on behalf of the Council.

Reason: To demonstrate the City of York Council's commitment to being an Anti-Racist City.

Cllr C Douglas, Chair

[The meeting started at 5.30 pm and finished at 6.55 pm].



Meeting:	Executive
Meeting date:	14 September 2023
Report of:	Ian Floyd Chief Operating Officer
Portfolio of:	Cllr Douglas Leader, responsible for Strategy, Policy and Partnerships

Decision Report:

Approval of the Council Plan 2023-2027

Subject of Report

1. This report presents the draft Council Plan 2023-2027 to Executive, recommending Executive then invite Council to consider the draft Council Plan on 21 September 2023.

Benefits and Challenges

2. *One City, for all*, the draft Council Plan (**Annex B**) is the City of York Council's corporate strategy for the next 4 years (2023-2027). It will guide the council's priorities whilst providing a framework for financial and performance management, and to help the city identify and respond to new opportunities or challenges.
3. It sets out our organisation's contribution to delivering the vision for the city and long-term ambitions contained within the 10-Year Plan and 10-Year Strategies (York 2032), which is collectively owned by, and developed with, city partners.

4. It responds to the unprecedented pressures on council funding and is designed to inform decision making together with resource and funding allocation, recognising that whilst remaining ambitious for the city, the council must ensure financial resilience and stability and as such, cannot deliver everything alone.
5. Approving the Council Plan provides a framework to allocate resources to take future decisions to balance competing priorities whilst remaining ambitious for the city.
6. The Council Plan sets out bold action to tackle climate change, describes opportunities to explore working with regional and local partners, sets out the Four Core Commitment outcomes that will inform our work going forward, together with a renewed focus on improving customer experience across all operations.

Policy Basis for Decision

7. The draft Council Plan 2023-2027 is aligned to the 10-year Plan (York 2032) which was approved by Council in December 2022.
8. The Council Plan is a key part of the Council's Strategy and Policy Framework, approved by Executive in November 2022. It sets out the vision and priorities for the council over the next four years. and informs the financial strategy, performance management and service planning.
9. The Council Plan is listed in the Constitution Scheme of Delegation (Appendix 1) as one of the policies that requires the approval of Council following consideration by Executive.
10. The Council Plan is part of the council's corporate code of governance.
11. Underpinning the priorities set out in the Council Plan are our Four Core Commitments - the four outcomes we will put at the heart of council services and the decisions we make. They are for each and every one of our residents to benefit from:
 - **Equalities** - providing equal opportunity, balancing human rights, standing up to hate, championing communities

- **Affordability** - finding new ways so everyone benefits from the city's success, targeting support where it's most needed
- **Climate** - understanding the impact our decisions have on the environment, adapting the city to prepare for extreme weather events
- **Health** - improving health and wellbeing, reducing health inequalities, targeting areas of deprivation

Financial Strategy Implications

12. The Financial Strategy 2023/24 - 2026/27 will be refreshed to align with the new Council Plan. In July 2023, Council approved a Budget Amendment that set out specific funding for some of the actions in the draft Council Plan. Following budget consultation, Council will be invited to consider the refreshed Financial Strategy in February 2024 which will set out the funding available to deliver the Council Plan.
13. Nationally local authorities are facing a significant funding shortfall, and with pressures in key areas such as children and adult services. Ensuring financial stability is an overarching priority for the Council, and to deliver it will require some very difficult decisions, and it will not be possible to maintain existing service levels across all areas.
14. The draft Council Plan is a statement of intent, with actions taking place only once funding has been secured. Achieving some priorities will require consideration of reducing/stopping funding for lower priority areas, and exploring innovative ways of increasing income, together with a focus on securing external grant funding.
15. The difficult financial position will mean we will need to look carefully at how all our resources are deployed and this includes our employees. We will continue to support our staff, seeking wherever possible to achieve staffing reductions through reductions in interim staff, and through vacancy management wherever possible.
16. Despite the challenges the Council will seek to ensure the organisation remains a place where employees feel supported, and where they can achieve great things.

Recommendation and Reasons

17. It is recommended that Executive approve the Council Plan and that they recommend it to Council to final approval on 21 September 2023.

Reason: Approving the Council Plan will mean Executive has, through the Council Plan, made a clear statement of the council's vision and purpose and as a result, the Council Plan guide the council's priorities, providing a framework for financial and performance management, including dealing with competing demands and defining a programme to ensure best-value for residents.

Background

18. The previous Council Plan covered the period 2019-2023 and ran until May 2023. Following the election, the draft council plan has been developed to reflect the manifesto commitments the new administration were elected to deliver.
19. The Council Plan's role is to:
- Make a clear statement of the Council's purpose and vision and is used as the basis for all corporate and service planning.
 - Prioritise resources to deal with competing demands and for considering the impact of decisions on the financial strategy.
 - Inform annual reports that will share how the council's activities and achievements meet outcomes, including defining its financial position and audit programme to ensure best-value to residents.
20. The draft Council Plan describes the ambition of the new administration, setting out the vision for the council and priorities, together with the metrics that will demonstrate the difference delivering the Council Plan will make. The key priorities, with examples of actions in the plan are:
- a) Health and wellbeing: A health generating city for children, for adults, for all
 - i. Start the journey towards becoming an anti-poverty city within a decade, including supporting young people and families, reducing food insecurity and exploring the

benefits of free school meals for all primary school children

- ii. Continue our improvement journey to deliver good and outstanding children's services with the voice of the child heard throughout all council operations
 - iii. Co-design a Housing with Support Strategy setting out the care choices people have so older and disabled people could stay in their own homes as long as possible.
- b) Education and skills: High quality skills and learning for all
- i. Provide access to good health and social care opportunities, training and skills
 - ii. Showcase renewable energy and retrofit expertise, with a Green Skills Village at it's heart
- c) Economy and good employment: A fair, thriving, green economy for all
- i. Realise the economic opportunity provided by devolution, York Central and the bioeconomy.
 - ii. Promote the Good Business Charter and Living Wage Foundation
- d) Transport: Sustainable accessible transport for all
- i. Develop a Movement plan to make it easier to move through the city, reducing traffic around primary schools and making significant progress towards reducing carbon by 71% and traffic by 20%
 - ii. Return Blue Badge accessibility by rolling back restrictions to those in place before November 2021
- e) Housing: Increasing the supply of affordable housing
- i. Increase the % of affordable homes (exploring opportunities through planning, travellers' sites, community led projects, social housing, etc.) and seeking to exceed Planning policy on affordable homes
 - ii. Take decisive action to reduce emissions improving the quality of existing council housing and launch a one-stop shop to support households retrofitting their properties

- f) Sustainability: Cutting carbon, enhancing the environment for our future
 - i. Reduce energy consumption and generate more local sources of renewable energy
 - ii. Increase biodiversity and plant an additional 4,000 trees across the city
 - g) How the Council operates
 - i. Improve customer experience across council operations
 - ii. Be recognised by LGA as “excellent” in Equalities, Diversity and Inclusion
21. The plan recognises there are significant funding challenges facing local government as a sector, and the Council will need to make difficult decisions in the coming years. To deliver the ambition will require the council working closely with the city and partners to unlock investment, work more closely with partners and identify opportunity for change in delivery models.
22. In particular, the Council will look to work closely with major key partners, such as the NHS, Universities, and other local authorities. Of particular relevance are the following:
- a) The creation of the York and North Yorkshire Combined Authority in 2024, which provides significant funding to the region, with opportunity to attract further funding in coming years. The Council will work closely with North Yorkshire Council, and the Combined Authority to ensure investment is delivered to the region.
 - b) The York Health and Care Partnership – with the Council working closely with key partners across the NHS, voluntary sector, and educational organisations. Dealing with challenges in relation to Adult care for example will require a strong focus on integration.
23. The Council will also consider innovative ways to secure funding. This will continue the focus on external funding but also explore new models, including a York Community Fund, and opportunities to achieve new income streams.
24. To monitor performance and progress of the Council Plan actions, the Performance Management Framework (**Annex Bi**) has been updated to align with the new administration’s priorities. This will

inform how performance is presented to Executive every quarter going forward.

Consultation Analysis

25. The draft Council Plan is based on commitments made by the new administration throughout the pre-election period, whilst reflecting the extremely challenging and ongoing budget pressures.
26. It has been developed through internal consultation with Executive members, Corporate Management Team and policy leads.
27. It recognises the important role residents, community groups and businesses play in shaping and steering policy with city-wide consultation and engagement core to delivering the new policies set out in the draft Council Plan.
28. It responds to the vision and priorities set out in the 10-Year Plan and 10-Year strategies, which incorporated extensive consultation with residents, businesses and partners during the *Our Big Conversation* programme of engagement.

Options Analysis and Evidential Basis

29. Executive has the option to approve or reject the draft Council Plan 2023-2027.
 - a) Approval of the draft Council Plan will set direction for officers over the next four years and initiate updates to internal governance and delivery processes, for example: the financial strategy, performance framework (Annex Bi) and service planning.

Organisational Impact and Implications

Financial, the new Council Plan provides a strategic framework for financial management under which the Council will operate to 2027. Whilst there are no specific financial implications arising from the Council Plan itself, it will inform how we set our budget. It also reflects on and takes into account our challenging financial position, emphasising the need for financial resilience and stability. As outlined earlier in the

report, not all the priorities included in the Council Plan can be delivered within existing budgets and therefore this will require consideration to be given to reducing or stopping funding for lower priority areas, and exploring innovative ways of increasing income, together with a focus on securing external grant funding.

Human Resources (HR), The Council plan cannot be achieved without a dedicated and skilled workforce. Key priorities are identified in the plan and we are confident that officers can deliver the ambitions identified with appropriate connectivity and working alongside key partners. Ongoing financial challenges mean that innovative ways of working and delivering priorities are a must. Officers will be supported to ensure that they have the tools, resources and conditions to drive efficiencies, deliver affordable and appropriate services and be proud that they can achieve a good job for our City. Continued development of our employees is paramount including employees wellbeing, training and maintaining a quality employment offer which are at the heart of CYC's values and workforce strategy and plan. It is important that despite the financial challenges and ambitious priorities, employees feel valued, motivated and supported by management, each other and the Executive. Failure to continue to invest in employees and ensure that CYC remains an attractive employer will impact on the delivery of priorities for the City. It is acknowledged that the Council will likely reduce in size and this will have staff implications; it is important that we are open, transparent and work with employees where staffing implications are relevant and where appropriate aim to reduce and mitigate compulsory redundancies. All staffing implications will follow HR procedures.

Legal The Council plan plays a key role in ensuring that the council manages its resources effectively and monitors its performance. It also helps the Council to maintain openness. In accordance with the Local Government Act 2000, the Local Authority (Functions and Responsibilities) (England) Regulations 2000 and the City of York Council Constitution, the Executive is responsible for guiding the Council in the formulation of its corporate plan of objectives and key priorities. Full Council must approve, adopt, amend, monitor and /or review the plans, strategies and policies which together make up the Council's Policy Framework, including the Council Plan.

Procurement – Whilst there are no direct procurement implications relating to the Council Plan itself, procurement will be a main tool used to deliver some of the upcoming priorities. Should any priorities requirement procurement, all works and/or services must be procured via a compliant, open, transparent, and fair process in accordance with

the council's Contract Procedure Rules and where applicable, the Public Contract Regulations 2015. Creative and innovative ways of procuring will be explored to ensure York's local supply chain can tender for any contracts to support and improve the local economy. Further advice regarding the procurement process and development of procurement strategies must be sought from the Commercial Procurement team.

Health and Wellbeing The Health and Wellbeing Strategy 2022 -2032 sets a key ambition to make York a Health Generating City, together with a Core Commitment to reduce health inequalities and improve wellbeing. This can only be achieved if the council supports the embedding of health outcomes throughout all policy areas. The Health in All Policies approach is shown in this Council Plan and will help ensure that as decisions on policy are made in the future, the health impacts are assessed for specific proposals.

Environment and Climate action The commitment to climate action is evident in the Council Plan, with one of the four core commitments to embed sustainability and understand the impact of decisions on the environment a key outcome of the Council Plan. Individual actions environmental impact will be assessed throughout the delivery cycle.

Affordability One of the four core commitments to improve the affordability of the city is a key outcome of the Council Plan. Individual action's affordability will be assessed throughout the delivery cycle.

Equalities and Human Rights One of the four core commitments is focused on equalities and human rights and is a key outcome of the Council Plan. Human Rights and Equalities Impact Analysis process will be updated to reflect this outcome so that individual action consideration of both human rights and equalities can be assessed throughout the delivery cycle.

Economy The York Economic Strategy 2022-2032 is one of the 10-Year Strategies which form the underpinning framework of the Council Plan.

Systems and data architecture Individual actions in the Council Plan, when taken forward, will be assessed for data/architecture impacts. There are some minor impacts on creating processes to record and retrieve data to support the Council Plan indicators, delivered as part of business as usual.

Data Protection and Privacy Data protection impact assessments (DPIAs) are an essential part of our accountability obligations and is a legal requirement for any type of processing under UK GDPR. Failure to

carry out a DPIA when required may leave the council open to enforcement action, including monetary penalties or fines. DPIAs helps us to assess and demonstrate how we comply with all of our data protection obligations. It does not have to eradicate all risks but should help to minimise and determine whether the level of risk is acceptable in the circumstances, considering the benefits of what the council wants to achieve. As there is no personal data, special categories of personal data or criminal offence data being processed to inform approval of the Council Plan, there is no requirement to complete a DPIA. This is evidenced by completion of DPIA screening questions. However, there will need to be consideration and completion of DPIAs where required, within delivery of the plan.

Communications A communications plan to launch the Council Plan has been prepared. In the meantime, the Communications Strategy and Internal Communications Plan will be refreshed to reflect and embed the new Council Plan.

Risks and Mitigations

Delivering the Council Plan could lead to the following risks:

- **Delivery focuses on ambitions:** The council plan is ambitious, both for the city, the council and also in terms of deliverability. To ensure statutory services are delivered whilst ambitions are also delivered, the council will commit to delivering priority actions first and only consider additional actions if service delivery remains stable.
- **Financial stability compromised:** the council has a statutory responsibility to remain financially stable and there is a risk of ambition compromising this stability. As the plan is a statement of intent, no action will progress without sufficient funding in place. Financial stability will be managed through financial controls such as the financial strategy and annual budget process, ongoing discussion, scrutiny and assurance including regular reporting to Audit and Governance.
- **Financial situation worsens:** the duration of the council plan is four years and at this stage, with ever increasing external pressures, rising demands and rising costs, it is assumed that the financial situation will worsen. Regular service planning and the annual budget process are in place to ensure services do not over commit to projects that are not deliverable.

- **External funding / investment is not available:** Just as the council is experiencing unprecedented funding challenges, so too is the city. As a result, there is a risk that the investment needed to deliver some of the actions will not materialise. As the council plan is a statement of intent, actions will not progress without funding in place, which will be reported through the Monitor.
- **Reduced customer experience:** There is a risk that customer experience will worsen as funding is reduced and services stop/scale back. Regular performance monitoring and a council-wide focus to identify what can be delivered to manage customer expectations, together with ongoing discussions with Executive will help mitigate this risk.
- **Reputation impacted:** the council plan sets out some bold ambitions, including being net zero by 2030, reducing traffic by 20%, increasing the number of affordable homes, and that if these ambitions are not met, the council’s reputation will be negatively impacted. To mitigate this risk, the council will regularly share performance and be honest with the city about what is or isn’t achievable and if not, why not.
- **Rising demands:** There is a risk that as external issues come to the fore (cost of living, rising costs, complex needs, etc). the rising demand on service overwhelms ambition. The council has a statutory responsibility to meet specific services and as a result the council plan progress will be continually reviewed to ensure delivery is not at the expense of statutory services.

Wards Impacted

30. All

Contact details

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

Author

Name:	Ian Floyd
Job Title:	Chief Operating Officer
Service Area:	Council

Telephone:	
Report approved:	Yes
Date:	06/09/2023

Co-author

Name:	Claire Foale
Job Title:	Assistant Director Policy and Strategy
Service Area:	Governance
Telephone:	01904 552057
Report approved:	Yes
Date:	4 September 2023

Background papers

Council December 2022: approval 10-year plan

[Agenda for Council on Thursday, 15 December 2022, 6.30 pm \(york.gov.uk\)](#) item 36

Council February 2023: approval of Financial Strategy 2023/24 - 2026/27

[Agenda for Council on Thursday, 23 February 2023, 6.30 pm \(york.gov.uk\)](#) item 50

Council July 2023: budget amendment

[Agenda for Council on Thursday, 20 July 2023, 6.30 pm \(york.gov.uk\)](#) item 24

Executive November 2022: approval strategy and policy framework

[Agenda for Executive on Tuesday, 22 November 2022, 5.30 pm \(york.gov.uk\)](#) item 46

Code of Corporate Governance: [code-of-corporate-governance \(york.gov.uk\)](#)

Constitution: [Appendix 1- Scheme of Delegation.pdf \(york.gov.uk\)](#)

Annexes

- Annex A: Equalities Impact Assessment (EIA)
- Annex B: Draft Council Plan 2023-2027
- Annex Bii: Performance Management Framework 2023-2027

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Governance		
Service Area:	Policy and Strategy		
Name of the proposal :	Council Plan 2023-2027		
Lead officer:	Claire Foale		
Date assessment completed:	September 2023		
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
David Smith	Access Officer	CYC	Access
Laura Williams	AD Communities and Equalities	CYC	Equalities

Step 1 – Aims and intended outcomes

<p>1.1</p>	<p>What is the purpose of the proposal?</p> <p>The council plan will guide policy and practice over the period 2023-2027.</p>
<p>1.2</p>	<p>Are there any external considerations? (Legislation/government directive/codes of practice etc.)</p> <ol style="list-style-type: none"> 1. The draft Council Plan 2023-2027 is aligned to the 10-year Plan (York 2032) which was approved by Council in December 2022. 2. The Council Plan is a key part of the Council’s Strategy and Policy Framework, approved by Executive in November 2022. It sets out the vision and priorities for the council over the next four years. and informs the financial strategy, performance management and service planning. 3. The Council Plan is listed in the Constitution Scheme of Delegation (Appendix 1) as one of the policies that requires the approval of Council following consideration by Executive. 4. The Council Plan is part of the council’s corporate code of governance.
<p>1.3</p>	<p>Who are the stakeholders and what are their interests?</p> <p>Residents, businesses, community groups, partners, stakeholders, local and national government, investors - to understand the priorities and ambition of the council and the work plan for the next four years.</p>

1.4	<p>What results/outcomes do we want to achieve and for whom?</p> <p>To clearly outline the council’s vision and priorities (what it wants to achieve) To broadly outline how the council will work to deliver these priorities (how it will achieve the vision) To show how the council will assess progress towards these aims through its performance management framework (how it will know it has achieved).</p>
------------	---

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?	
	Source of data/supporting evidence	Reason for using
	A range of evidence has been used to inform the development of the council plan and its strategic aims and priorities including the council's performance management framework/open data platform, previous feedback from resident and stakeholder surveys/consultation and national/international best practice.	<p>The evidence has helped set the context for the priorities and actions in the Council Plan.</p> <p>Sources are included in the Council Plan and include the Census 2021 which has highlighted the health and education inequality in different areas of the city.</p> <p>Different actions within the Council Plan will be need to be assessed against the Human Rights and Equalities Impact Analysis. This plan proposes the actions, not the methods by which they are implemented.</p>

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.		
Gaps in data or knowledge		Action to deal with this	
The view of different people with different protected characteristics for each of the actions.		Where appropriate, inclusive and accessible consultations will take place to gather the views of different groups impacted by the specific actions. Processes and structures are in place to support this.	
The views of residents in the development of this Council Plan. Views were gathered throughout the election process instead.		The Council Plan consultation process is not taking place, instead, individual actions will invite resident comment through consultations, engagement and the usual democratic process, indicated in the plan.	

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	Provision is made in the council plan to target certain actions at different age groups.	Not able to assess	Not able to assess individual actions

	<p>It notes the importance of starting health and wellbeing young with a series of actions to support, the introduction of a programme to engage with young people and a focus on high quality skills and learning. In addition, the council has set an ambition to continue on the journey of improving children's services to good and/or outstanding, embedding the voice of the child throughout operations.</p> <p>The council aims to consider how better support employees with Dementia and will continue to work with community groups on individual actions that impact them.</p>	individual actions	
Disability	<p>Provision is made in the council plan to target certain actions at the disabled community, this includes co-producing strategies and plans to support people with learning disabilities, autism and mental health and blue badge holders, reviewing city centre access for blue badge holders, delivering the dementia strategy action plan, and the city community mental health transformation programme.</p>	Not able to assess individual actions	Not able to assess individual actions
Gender	<p>There are no actions in the Council Plan that target specific genders, although there is a focus on supporting people at risk of domestic abuse, with gender a consideration.</p>		
Gender Reassignment	<p>There are no actions in the Council Plan that target people undergoing gender reassignment.</p>		
Marriage and civil partnership	<p>There are no actions in the Council Plan that target people arranging marriages or civil partnerships, although charges for these services will be considered as part of the financial strategy.</p>		
Pregnancy and maternity	<p>There are no actions in the Council Plan that specifically target people who are pregnant or new-parents, although the</p>		

	journey towards outstanding children services will have a positive impact.		
Race	There is an action in the Council Plan that will celebrate diversity and deliver an Anti-Racist Action Plan, aiming to remove barriers in policies and practices.	Not able to assess individual actions	Not able to assess individual actions
Religion and belief	There are no actions in the Council Plan that specifically target different religions or beliefs.		
Sexual orientation	There are no actions in the Council Plan that specifically target people with different sexual orientation.		
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	The Council Plan has identified an action to give carers a stronger voice and opportunity to influence services through the establishment of a Social Carers forum.	Not able to assess individual actions	Not able to assess individual actions
Low income groups	One of the Four Core Commitments is focused on “affordability” to help ensure policies and decisions do not adversely impact lower income groups. In addition, the council plan describes action to create a cost of living action plan and a 10 year plan to become an anti-poverty city.	Not able to assess individual actions	Not able to assess individual actions
Veterans, Armed Forces Community	There are no actions in the Council Plan that specifically target veterans or the armed forces community.		
Other			
Impact on human rights:			

List any human rights impacted.	Recognising the impact actions in the Council Plan (and council services) has on Human Rights has led to an action to refresh the equalities impact assessment to include human rights.	Not able to assess individual actions	Not able to assess individual actions
---------------------------------	---	---------------------------------------	---------------------------------------

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
With so many of the Council Plan actions targeted at supporting specific groups, it is critical that consultation and engagement activities are inclusive and accessible, providing a voice and mechanism to capture the feedback of individuals to better inform policy making and decisions. The council will continue to work with community groups to learn how to better improve consultation and engagement programmes.	

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:
-----	--

<p>- No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.</p>	
<p>Option selected</p>	<p>Conclusions/justification</p>
<p>No change to the proposed Council Plan</p>	<p>The Council Plan sets an expectation through the Four Core Commitments that Equalities and Human Rights will be considered in all decision making. With the continued work to listen and learn how the council engages community groups, and a strong expectation that as it learns, it will adapt and change approaches, the Council Plan sets an expectation to listen, learn and adapt practice to support communities.</p> <p>The process to develop this EIA has underpinned the requirement to ensure process, policy and practice are aligned around consultation and engagement, particular to give voice to specific groups.</p>

Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by whom, will be undertaken as a result of the impact assessment.			
Impact/issue	Action to be taken	Person responsible	Timescale
Inclusive and accessible consultation on proposals	Refresh consultation and engagement approach, providing toolkit for officers	Claire Foale	November 2023
Equalities is one of the Four Core Commitments	Refresh the human rights and equalities impacting analysis to better support officers and decision makers	Laura Williams	November 2023

Step 8 - Monitor, review and improve

<p>8. 1</p>	<p>How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?</p>
	<p>As part of the refreshed human rights and equalities impact analysis process, consideration will be given to how the quality of impact assessment can improve and how lessons can be shared across services.</p> <p>Lessons learned from previous consultations and engagement activity has informed the revised toolkit, with a continuous learning and adapting process in place.</p> <p>Equalities training will be introduced to the organisation with a series of videos for sharing and discussing in team meetings.</p> <p>Monitoring of the equalities core commitment will take place within the decision making reports.</p>

FRONT

Accessibility bookplate

One City, for all
City of York's Council Plan 2023-2027

DRAFT

Contents

- 1) Executive summary
- 2) One city, for all
- 3) Our vision
- 4) The Four Core Commitments
- 5) Our priorities
 - a) Health and wellbeing: A health generating city for children and adults
 - b) Education and skills: High quality skills and learning for all
 - c) Economy: A fair, thriving, green economy for all
 - d) Transport: Sustainable, accessible transport for all
 - e) Housing: Increasing the supply of affordable housing
 - f) Sustainability: Cutting carbon, enhancing the environment for our future
- 6) How the Council operates
- 7) Working with communities
- 8) Monitoring performance

Executive summary

York is loved by many millions, within the city, the UK, and the world.

Our beautiful built heritage, our history of pioneering social change ahead of its time and our vibrant economy sets us apart from many cities of an equivalent size - but our greatest strength will always be the people who live and work in this great city.

However, across the city, people have very different experiences of what it means to live in York, and we are committed to changing that, so everyone can enjoy the strengths and successes of the city with everyone able to live happier and healthier lives.

Our residents, businesses and communities work hard for this city, inspiring each other to be the most welcoming, the most friendly, the best.

The people of this city deserve the very best from those who serve them. They deserve a council they can be proud of. A Council that works with partners.

In this plan we have set a bold vision and shared our priorities. We have been honest about the financial challenges we face, which will mean difficult choices will have to be made.

By putting people first, listening and learning from lived experience and involving people in decision-making, we will be able to improve everyone's lives, levelling up opportunity, making the best of limited resources, improving how people experience our services.

We cannot deliver our priorities alone and will work with residents and partners to attract investment and share expertise, integrate services, and bring opportunity into our city and our communities.

By focusing on our core commitments at all stages of decision making, those outcomes that are most important to us - creating equal opportunity, finding innovative ways to make the city more affordable, tackling climate change, and improving health and wellbeing - we will improve the lives of residents now and for generations to come.

[photo and signature]

[photo and signature]

Clr Claire Douglas
Leader of the Council

Ian Floyd
Chief Operating Officer

One city, for all

Key statistics (infographics - sources inside back cover) - [check 2021 census](#)

York's population

202,821ⁱ +13,000ⁱⁱ.by 2032

48,779ⁱⁱⁱ students

9,854^{iv} people over 80 years old, + 12.7%^v since 2011.

York's diversity

7.3%^{vi} Black, Asian and Racially Minoritised Communities 5.5%^{vii} white non-British.

5.5%^{viii} LGBTQIA York, 3.0% region, 3.1% England & Wales.

17.1%^{ix} disabled / 7.7%^x carer responsibilities.

Widely recognised as a city of outstanding heritage, beauty and culture and frequently topping the polls as the best place to visit in the UK, York is a City of Sanctuary, a Human Rights City and a UNESCO City of Media Arts. We are proud of our history of social justice and collective action.

York is large enough to be ambitious with plans to be a global science city fuelling the regional economy yet compact enough for residents to be within 30 minutes of outstanding childcare, schools and colleges and communities close enough to build strong and supportive relationships.

With 2,000 years of history welcoming visitors from around the world two universities delivering world-class research and innovation, a commitment to improve social wellbeing and so many communities freely giving their time and energy to volunteer, York occupies a special place in the heart of millions of people.

Our city's considerable strengths provide a platform on which to continue to build and improve.

York is a city however whose outstanding education and academic results masks widening education inequalities, a city where some people can live healthy independent lives up to a decade longer than others who live only a few miles away.

With so many strengths, it is unacceptable that York was ranked 259th out of 316¹ of the most income-deprived cities in the UK. Around 5% of York's population live in areas ranked amongst the bottom fifth in England and Wales for deprivation.

Sharing our resources, successes and strengths will mean everyone can access the same opportunities, which in turn will strengthen our neighbourhoods, communities and the city.

By establishing the conditions that bring York together as one city, all of us will enjoy better, happier, healthier lives in a healthier, fairer, more affordable, more sustainable and more accessible city.

Our Vision

One City, for all, the City of York Council's Council Plan (2023-2027), sets a strong ambition to increase opportunities for everyone living in York to live healthy and fulfilling lives.

It builds on our strengths, to help us prepare for the future, and improve the quality of life for residents today.

It links to the city 10-Year Plan and 10-Year Strategies covering climate, health and wellbeing and the economy (York 2032) that was co-designed with city partners and set a vision and five key priority areas to focus on.

[image of the York 2032 framework]

The Council Plan identifies what the Council will aim to deliver with partners over the next four years.

It is important that we are both ambitious and realistic. We will focus the council's limited resources where it will make the biggest difference, whilst exploring innovative ways to attract investment into the city.

Over the next four years, the council will establish the conditions that would make the city of York **a healthier, fairer, more affordable, more sustainable and more accessible place, where everyone feels valued**, creating more regional opportunities to help today's residents and benefit future generations.

Regional governance is changing

The way the city and region work together is changing. Throughout 2023 and 2024, regional governance structures are being established to facilitate closer working between the City of York Council and North Yorkshire Council to help deliver our priorities over the years ahead.

The City of York Council remains a unitary authority with no change in responsibilities or boundaries. In the meantime, the newly established North Yorkshire Council brings together North Yorkshire districts authorities and the county council into one new unitary authority called North Yorkshire Council.

City of York and North Yorkshire councils negotiated a devolution deal between central government and local authorities in York and North Yorkshire. The York and North Yorkshire Combined Authority will be established in 23/24, with the election of the Mayor taking place in May 2024. The Council will then work with the elected Mayor, and North Yorkshire Council, to champion the interests of the city, and the region, particularly in respect of strategic transport and economic interests to national government.

The York Place Health and Care Partnership has been established, formalising arrangements to join up health, social care and the voluntary sector work with communities. A 10-year prospectus was co-designed with residents, partners and the community and clearly sets out how health, care and community partners will work together to improve the health and wellbeing of residents. The challenges within health and care will require significant integration of services.

Being clear on our priorities now will help us over the decade ahead as we continue to build a supportive and collaborative relationship with our local and regional partners.

Delivering the plan

The local authority sector is experiencing very significant pressures on its financial stability.

The challenge of increased demand within social care is creating a situation where the majority of local authorities are having to prioritise resources very carefully, with some restricting spending to statutory services.

Within York we face these challenges and know we will need to take decisions to ensure financial stability.

To deliver our plan, we must ensure financial resilience and stability over the next four years. Exploring new ways to fund action whilst developing additional income streams to invest in services will be crucial. We will need to reduce the size of the council to manage within our funding, whilst still being ambitious for our city, and our businesses, communities and the residents who live here.

We know it is only by being open and responsive, listening to people and learning from their experience, improving customer experience throughout our operations, and working hard for all the people of York, that we will be able to deliver our vision and this plan.

Our local, regional and national partnerships have a significant role to help us. Whether unlocking investment, sharing expertise or championing York's interests, it is only by working together to deliver shared objectives that we can improve the quality of life for all our residents.

Our staff are key to achieving the actions set out within this plan.

We will continue to support and invest in our staff, seeking to retain staff and ensure the Council is a place people want to work for. We recognise the financial challenges will be a concern for our employees and will work closely with them.

This Council Plan is designed as a framework to set our priorities, guide our decision-making, and consider our resource allocation. It shows the outcomes we aim to deliver and the actions we will take if funding allows, with more details in our directorate and service plans which will be reviewed annually.

PHOTO STORY To show how the council can make a positive difference, it is our role to set the conditions so that York is **One City for all**. For example, we must ensure people with disabilities are heard and have the same rights and access to opportunities as everyone - with the council removing barriers to everyday living and with disabled children supported into adulthood.

The Four Core Commitments

Our Core Commitments are the four outcomes we believe will achieve our vision of a **healthier, fairer, more affordable, more sustainable and more accessible city where everyone feels valued**.

These outcomes inform the decisions we make, and describe how we then work with partners, residents and communities to deliver our priorities.

We will put them at the heart of council services and the key decisions we make as we deliver for our residents, communities and businesses.

They are the tests we will use to ensure we move ever closer to achieving our vision.

They are for **each** and every one of our residents to benefit from, ensuring all our residents benefit from the success of the city:

Equalities and Human Rights - Equality of opportunity

We will create opportunities for all, providing equal opportunity and balancing the human rights of everyone to ensure residents and visitors alike can benefit from the city and its strengths. We will stand up to hate and work hard to champion our communities,

Affordability - Tackling the cost-of-living crisis

We will find new ways so everyone who lives here benefits from the success of the city, targeting our support at those who need it most, supporting communities to build on their own strengths and those of the people around them.

Climate - Environment and the climate emergency

We know the race to net zero is more urgent than ever and we will understand the impact our actions have on the environment. We will prepare for the future, adapting our city to extreme climate events and enhancing our environment for future generations to enjoy.

Health - Health and wellbeing

We will improve health and wellbeing and reduce health inequalities, taking a Health in All Policies approach, with good education, jobs, travel, housing, better access to health and social care services and environmental sustainability. We will achieve better outcomes by targeting areas of deprivation, aiming to level opportunity across the city.

Our priorities

The Council Plan has seven priorities, with the Four Core Commitment outcomes running through each (see pg xx).

- a) Health and wellbeing: A health generating city, for children and adults
- b) Education and skills: High quality skills and learning for all
- c) Economy and good employment: A fair, thriving, green economy for all
- d) Transport: Sustainable accessible transport for all
- e) Housing: Increasing the supply of affordable housing
- f) Sustainability: Cutting carbon, enhancing the environment for our future
- g) How the Council operates

Five of the priorities are aligned to the priorities in the 10-year plan.

Housing is a new priority. It is included because ²we know it is one of the three key building blocks of good health: good housing, jobs and education.

The final priority “How the council operates” describes how we will improve customer experience by working together to make a positive difference, building on our strong relationship with the city and our partners, stakeholders, communities and residents.

These priorities provide structure and guide our actions. They align with the 10-Year Plan and the core strategies that underpin it, with one addition (Housing).

As we work with partners, allocate resources and implement policies to focus on these seven priorities, we will seek to ensure the Four Core Commitments are demonstrated in the outcomes the Council and the city achieve.

{image showing how this framework sits with the 10-year framework}

² *The Joint Health and Wellbeing Strategy 2022-2032

Our priorities

To deliver our ambitious vision we have identified over 100 different actions. We know we cannot deliver all of these without working together to harness the city's whole income generating and investment potential, not relying on the council resources alone, and working hand in hand with partners, investors, businesses, communities, residents and the voluntary sector. We will start where we can make the biggest difference, prioritising and focusing on those actions we can deliver to meet our critical priorities that are most important to the city, and where funding supports delivery.

The below table illustrates how the Core Commitments are delivered and considered in each of our priorities. We will take this approach when delivering the detailed ambitions in the rest of the Council Plan.

City of York Council will create the conditions for a healthier, fairer, more affordable, more sustainable and more accessible city where everyone feels valued							
Priority Commitment	A health generating city, for children and adults	High quality skills and learning for all	A fair, thriving, green economy for all	Sustainable accessible transport for all	Increasing the supply of affordable good quality housing	Cutting carbon, enhancing the environment	How the council operates
Equalities and Human Rights	Listen and learn from those who have direct experience of poverty and caring responsibilities	Celebrate being a Human Rights City with an Anti-Racism Action Plan	Promote the Good Business Charter and Living Wage Foundation for public good	Review <i>Blue Badge</i> accessibility by rolling back restrictions to those in place before November 2021 Introduce family-friendly foot streets that inspire young people to believe in their future	Describe how we will help people live in the right home for their circumstance	Ensure the financial burden of climate action is not carried by those who can least afford it	Be recognised by LGA as "excellent" in Equalities, Diversity and Inclusion including implementing the Social Model of Disability across the Council Deliver good and outstanding children's services with the voice of the child heard throughout
Affordability	Start the journey towards becoming an anti-poverty city within a decade, including supporting young people and families, reducing food insecurity and exploring the benefits of free school meals for all primary school children	Create pathways to learning and skills development leading to good quality jobs and improved life chances	Realise the economic opportunity provided by devolution, York Central and the bioeconomy.	Provide affordable transport for residents to access education, jobs, health and wellbeing support. delivering fare concessions identified in the Bus Services Improvement Plan	Increase the % of affordable homes (exploring opportunities through planning, travellers' sites, community led projects, social housing, etc.) and seeking to exceed Planning policy on affordable homes	Reduce energy consumption and generate more local sources of renewable energy	Understand how the decisions we make can improve or reduce the affordability of the city. Target a range of funding sources and service delivery to where they are most needed
Climate	Improve air quality beyond the UK's national guidelines Prioritise safe active travel in our Movement plan and in routes to school.	Showcase renewable energy and retrofit expertise, with a 'Green Skills Village' at its heart	Ensure the benefits of a low carbon society are shared widely, while also supporting those who stand to lose economically.	Develop a Movement plan as a statement of intent to make it easier to move through the city, reducing traffic around primary schools and making significant progress towards reducing carbon by 71% and traffic by 20% for discussion with the new Mayor	Take decisive action to reduce emissions improving the quality of existing council housing and launch a one-stop shop to support households retrofitting their properties	Increase biodiversity and plant an additional 4,000 trees across the city	Understand and consider the climate and biodiversity impacts when taking council decisions Work with city partners to adapt the city to withstand extreme weather events
Health	Reverse the current trend of widening health inequalities by supporting people manage their health conditions	Provide access to good health and social care opportunities, training and skills	Create higher paid jobs and encourage better working conditions,	Encourage healthy travel options to maintain healthy lifestyles	Support people with additional needs get the right support at the right time	Take bold action to reduce air pollution beyond national regulations and aim to meet World Health Organisation targets	Understand the health impacts of council decisions Improve customer experience across council operations

A health generating city, for children and adults

We want York residents to live happy, healthy independent lives in communities that care, where the current trend of widening health inequalities is reversed, and people are supported to manage their health and wellbeing, with additional support available for those that need it.

We want every child to be safe, healthy, and happy in strong resilient families, living in diverse inclusive communities, with equal opportunities to ensure they achieve their full potential and the best possible outcomes.

Our starting point is that strong and supportive communities have better health outcomes, when we build on the strengths of our people, and give our citizens the best possible chance of staying healthy. Our city is full of community and public assets that can deliver hubs for partnership support and creativity. Our thriving voluntary and community sector has over 250 organisational members of York Centre for Voluntary Services (CVS) and the average distance to green space in York is around a third of a kilometre, versus a national average distance of a whole kilometre.

But we need more in place to support our residents. To ensure everyone feels valued, we need to make sure our adult and social care services are the very best they can be, focused on the areas that make the biggest difference and preparing children for adulthood.

Key statistics - presented as infographics

Life expectancy

Average 80 years men compared to 79 Nationally. Across York this ranges from 86 to 76 years with strong relationship to “deprivation” in communities.

Average 84 years women compared to 83 Nationally / Across York this ranges from 88 to 80 years with strong relationship to “deprivation” in communities.

Volunteering 62% of respondents to Talkabout give some form of unpaid help.

Health ^{xii}139 out of 307 local authorities where 1 is healthiest and 307 is least healthy

Physical activity

150+ minutes per week, moderate intensity excl. gardening)

70%^{xii} York / 63% national average

likely to walk or cycle 3+ times a week

55% York / 45% national average .

Mental health

18.9% ^{xiii} 18-64 year olds predicted to have a mental health problem

7.5%^{xiv} of 65 years old+ predicted to have dementia.

What we will do ...

- 1. Working with York's Health and Care Partnership, deliver the ambitions set out in the Joint Health and Wellbeing Strategy 2022-2032. [York Place Partnership priorities image]**
- 2. Set the conditions for people to live healthy independent lives:**
 - 2.1. Increase council-wide action to reduce health inequalities and report on this through the Director of Public Health's Annual Report.
 - 2.2. Co-design a Housing with Support Strategy setting out the care choices people have so older and disabled people could stay in their own homes as long as possible.
 - 2.3. Work with the York Health and Care Partnership to strengthen York's integrated prevention and early intervention model, and further develop primary and secondary shared care models and emergency care, working closely with the voluntary and community sector.
 - 2.4. Take a council-wide approach to tackle domestic abuse and support victims and survivors.
 - 2.5. Deliver the Dementia Strategy Action Plan, updating and refreshing associated strategies to promote greater understanding about the impact on resident's lives.
 - 2.6. Develop and deliver an all age commissioning model for different specialist facilities.
 - 2.7. Co-produce and publish our approach to supporting people with Learning difficulties, mental health, autism and delivery of adult social care.
- 3. Build community pride:**
 - 3.1. Celebrate the city's diversity, delivering an Anti-Racist Plan and embedding across policy and processes.
 - 3.2. Develop family friendly foot streets to bring playful exploration across the city centre.
 - 3.3. Introduce Neighbourhood Action Plans to target ward funding, community assets and other resources to where they are needed most.
 - 3.4. Work with North Yorkshire Police to target support to areas at risk of organised crime.
- 4. Start good health and wellbeing young:**
 - 4.1. Understand the benefits and scalability of a Free School Meals Pilot with the purpose of public good to transform children's lives.
 - 4.2. Introduce a Spaces and Places Programme for young people developed by them for them, including a Cultural Passport aimed at encouraging children to engage in culture.
 - 4.3. Continue our improvement journey to deliver good and outstanding children's services with the voice of the child heard throughout all council operations.
 - 4.4. Embed corporate parenting so children in care and care leavers can thrive.
- 5. Target the right support at the right time:**
 - 5.1. Listen to lived experience to deliver a Cost-of-Living Plan; and together with partners, develop and deliver a 10-year Anti-Poverty Strategy and Plan, including supporting young people and households reduce the cost of heating and energy bills.
 - 5.2. Review the fostering service, including the support to foster carers and kinship carers.
 - 5.3. Deliver local area coordination, health trainers and social prescribing that supports people be independent and in communities, working alongside partners for their own health and wellbeing.

- 5.4. Develop a locality model of delivery, exploring the benefits of establishing “hubs” across communities.
- 5.5. Deliver the City Community Mental Health Transformation Programme.
- 5.6. Support more people on their journey of recovery from addiction, including through smoking cessation services and our recovery-based drug and alcohol model.

Key performance indicators ...

Council Delivery	Number of Children in Care
	Number of Child Protection cases
	Numbers of SEND Cases or EHCPs
	% of people who use services who have control over their daily life - Disabled People
	% of people who use services who have control over their daily life - Older People
	Overall satisfaction of people who use services with their care and support
City Outcomes	Children and Families in Poverty - Income Deprivation Affecting Children Index (IDACI)
	%pt gap between disadvantaged pupils and their peers achieving 9-4 in English and Maths at Key Stage 4
	Number of children in temporary accommodation (temporary accommodation to be further defined)
	Health Inequality in wards (difference to York average)
	% of reception year children recorded as being overweight (including obese)
	Slope index of inequality in life expectancy at birth - Female / Male - (Three year period)
	% of adults (aged 16+) that are physically active (150+ moderate intensity equivalent minutes per week,)

High quality skills and learning for all

We want children to recognise a positive future for themselves no matter their present circumstances. We want all ages to have access to learning throughout their lives and to equip them with the skills to succeed commercially and socially, both locally and nationally.

We'll support our schools to support our young people and work collaboratively with employers to define skills and work with social care staff to promote training for carers.

Over 6,000 children in York are living in poverty, with the gap between education attainment varying across the city, and a lack of adult social care and construction skills causing recruitment and delivery issues.

Key statistics - presented as an infographic

Education attainment equivalent to GCSE level C+

75.3%^{xv} York average / 56.1% national average

57.7% [lowest ward] / 91.8% [highest ward]

17^{xvi} of York's LSOAs are within the most deprived 10% of LSOAs in England in terms of children and young people's education and skills. An LSOA is a Lower Layer Super Output Areas - a geographic hierarchy designed to improve the reporting of small area statistics in England and Wales.

Adults Skills equivalent of a Level 4 (degree or higher)

59.3%^{xvii} York average / ^{xviii}43.5% North average / 38% nationally

22.5% [lowest ward] / 58% [highest ward]

What we will do ...

1. Working with the Skills Board, deliver the ambitions set out in the Skills Strategy 2020-2030.

2. Provide outstanding and inclusive education:

- 2.1. Implement the York Inclusive Schools Charter, exploring options with York Schools and Academies Board and the Maintained Schools Network to enhance or replace existing kitemark schemes to better celebrate all aspects of the life of the school.
- 2.2. Develop the relationship between schools, family hubs and learning centres, such as Sanderson House, in collaboration with other services and universities.
- 2.3. Work across the region to highlight the funding challenges across early years settings, schools and colleges, working with local and regional partners to explore different opportunities.
- 2.4. Continue to work in close partnership with the universities and college to deliver for the city, welcoming students to communities and identifying opportunities to unlock the power of education for public good.

3. Build and retain an outstanding social care workforce:

- 3.1. Work with local education providers to promote better training for the social care workforce and the Social Care Forum.
- 3.2. Provide additional training for social carers from the council and partners.
- 3.3. Work with secondary schools to raise awareness of the skills needed to have a career in social care.
- 3.4. Continue to promote apprenticeships as a route into social care.

4. Promote pathways to employment:

- 4.1. Work with the Skills Board to deliver the 10-year Skills Strategy, providing opportunities for apprenticeships and promoting the range of career options and pathways across the city, focused on sector specific skills based on local market information.
- 4.2. Develop and implement the Adult Learning Strategy, working closely with the Combined Authority.
- 4.3. Invite the Skills Board to review the curriculum to develop skills needed by York's economy.
- 4.4. Develop green skills, progressing to quality qualifications and employment, including the green skills of our own workforce focused on retrofitting council homes (pg xx).
- 4.5. Continue to work with careers leaders to embed the Gatsby Standards (www.gatsby.org.uk/education/focus-areas/good-career-guidance) .
- 4.6. Develop the Supported Internship Hub to support young people with SEND to access employment.

Key performance indicators ...

Council Delivery	Free School Meals - Primary and Secondary
City Outcomes	% of children who have achieved a Good Level of Development (GLD) at Foundation Stage
	% of pupils achieving 9-4 or above in English & Maths at Key Stage 4 (C or above before 2016/17)
	% of working age population qualified - to at least L2 and above*
	% of working age population qualified - to at least L4 and above*

DRAFT

A fair, thriving, green economy for all

York has a strong economy. With high employment, above-average wages, productivity amongst the highest in the North, supported by outstanding universities and colleges, York is a global science city and has world renown sectors in rail tech, bio tech, creative tech and tourism/hospitality, together with being home to a range of major public sector organisations.

However, our economy needs to work for everyone. We know that the poorest people in York live an average 10 years less than the most affluent, with rising numbers of residents claiming Universal Credit whilst in work. We also know economic factors are the single largest factor of a healthy life.

York's Economic Strategy 2022-2032 was approved by Full Council in December 2022. It is one of the core strategies underpinning the 10-Year Plan which sets an ambition that York's economy will be vibrant and inclusive, with businesses supported to grow and prosper and talent nurtured and retained.

Our economy will be developed to be well balanced with a mix of different sectors providing opportunities for young and old.

Key statistics - presented as infographics

Economy

£6.1^{xxix} bn 2020 contribution to national economy

7,515^{xx} businesses + 25.2% since 2011/ national average 33.0%

Employment

83.6%^{xxi} in employment / 75.5% nationally

1.7%^{xxii} claim Jobseeker's Allowance plus those who claim Universal Credit who are out of work - range from 0.6% - 3.5% depending on where they live in city

Working at home 2021^{xxiii}

35.5% of 96,196 working residents worked mainly at or from home

Income-deprived

7.2%^{xxiv} of population are income-deprived in 2019.

Housing affordability (median house prices to earnings ratio)

8.9 in 2021/22

Earnings gap between the 25 percentile and the median (£)

£165 in 2021/22

What we will do ...

- 1. Working with York's Economic Partnership and the newly established Combined Authority, deliver the ambitions set out in the Economic Strategy 2022-2032.**
- 2. Support an economy driven by innovation and good business:**
 - 2.1. Realise the economic opportunity set by devolution, York Central and the bioeconomy.
 - 2.2. Deliver an action plan to increase well-paid jobs and good working condition and redirect wealth back into the local economy.
 - 2.3. Develop an inward investment strategy to unlock growth and attract new businesses.
 - 2.4. Promote the Good Business Charter and Living Wage Foundation, creating strong opportunities for all.
- 3. Encourage a greener economy:**
 - 3.1. Prepare options for a green construction skills plan to build retrofit and renewable energy expertise, with a 'Green Skills Village' at its heart.
- 4. Help businesses to thrive:**
 - 4.1. Explore how council powers and options could repurpose empty city centre premises, prioritising council space to meet our priorities and working with landlords to encourage meanwhile use.
 - 4.2. Provide access to advice and support that helps businesses grow better paid employment.
- 5. Make the city centre work for everyone:**
 - 5.1. Work with the tourism and hospitality sector to explore new revenue streams and a 'green' tourist levy to benefit residents and the hospitality sector.
 - 5.2. Work with partners to develop the City Centre, responding to the Movement Plan (pgxx).
 - 5.3. Work with Make It York to develop a city-wide "outdoor" markets strategy that attracts residents and moves visitors through the city and neighbourhoods, mindful of the council's market charter.

Key performance indicators ...

City Outcomes	Survival Of Newly Born Businesses post one year
	Business Startups - (YTD)
	Universal Credit: Claimants
	Housing affordability (median house prices to earnings ratio)
	Earnings gap between the 25 percentile and the median (£) (York)
	% of vacant shops - City Centre
	GVA per head (balanced calculations) (£)
	% of working age population in employment (16-64)
	% of businesses paying real Living Wage
	% of businesses signed up to the Good Work Charter

DRAFT

Sustainable accessible transport for all

Our race to net zero continues and we are committed to taking bold action now rather than delay.

We will work with the city, partners, residents and businesses to change the way we move through and around the city, prioritising sustainable transport and discouraging non-essential vehicle journeys.

Key statistics - presented as infographics

Commuting in 2011

83,396 (74.6%) York residents aged 16+ in employment commuted within York
25,734 commuters from authorities outside York.

3.2m P&R journeys in the last year

10m Bus Journeys in last year

40% of Buses operating in York are ultra- low emission (Electric and Hybrid)

79% of customers arriving at York Station by sustainable modes of transport in 2021

110 City of York Council electric vehicle charging points ³

³ York Opendata

What we will do ...

1. Deliver bold and ambitious proposals:

- 1.1. Develop a city-wide Movement Plan as a statement of intent for discussion with the new Mayor, to mitigate the carbon impact of upgrading and dualling the A1237, reducing congestion and enabling active travel.
- 1.2. Develop Local Transport Plan 4 and the Local Cycling, Walking and Infrastructure Plan (in line with government guidance and aligned to the Air Quality Action Plan) to help people travel easily in a sustainable, safe, and healthy way.
- 1.3. Launch an inclusive and accessible draft Local Transport Strategy consultation programme.
- 1.4. Deliver the Bus Service Improvement Plan, including a new provider of bus shelters with real-time information and lobbying for improvements in York's bus services.
- 1.5. Launch and deliver Air Quality Improvement Plan 4, taking bold action to reduce air pollution beyond national regulations and aim to meet World Health Organisation targets.

2. Reduce carbon, enable residents to choose alternatives to petrol or diesel cars:

- 2.1. Seek to extend the Clean Air Zone to include freight and taxis, covering York Central and responding to the need for freight deliveries, considering additional action such as taxi licensing.
- 2.2. Promote subsidised upcycled bike schemes and seek to expand e-bikes to connect villages to the city centre.
- 2.3. Become a fully electrified bus city, refresh the EV strategy including e-bikes & e-scooters.
- 2.4. Introduce traffic calming and anti-idling patrols around schools to reduce traffic and remove harmful pollutants.
- 2.5. Improve York's access to rail, completing the Station Frontage scheme and continue to support a station at Haxby.

3. Make the city accessible for all:

- 3.1. Listen to the disabled community and review *Blue Badge* access to the city, refreshing the access plan.
- 3.2. Co-design a plan for Our City Centre to make foot street more welcoming and accessible, including management of freight deliveries as part of the Movement Plan (pg xx).
- 3.3. Provide concessionary bus fares for age up to 25 years old.
- 3.4. Promote sustainable transport routes to York Community Woodland.

4. Improve the condition of highways and infrastructure:

- 4.1. Improve streets, cycleways and footpaths for walkers and wheelers, as part of the Highways Improvement Asset Management Plan.
- 4.2. Review the business model for transport enforcement including local regulations, such as yellow-hatched boxes and illegal parking and anti-idling enforcement to improve air quality.

Key performance indicators ...

Council Delivery	The number of City of York Council electric vehicle recharging points in York
	% of the road and pathway network that are grade 4 and below (poor and below) – Roadways
City Outcomes	Park and Ride Passenger Journeys
	Local bus passenger journeys originating in the authority area (excluding Park and Ride)
	Area Wide Traffic Levels (07:00 -19:00) (Excluding A64) from 2009/10 baseline
	Index of cycling activity (%) (12 hour) from 2009 Baseline
	Index of pedestrians walking to and from the City Centre (%) from 2009/10 Baseline
	% of customers arriving at York Station by sustainable modes of transport

DRAFT

Increase the supply of good quality affordable housing

In York the average cost of houses are at least 10 times average earnings and rents rising 10% over the last year (2021-22).

For many people in York, housing is either unaffordable, or demand for good quality homes outstrips what's available. Therefore, seeking to accelerate the delivery of all homes and tenure types with partners is an overarching priority.

Affordable homes means less than market value to buy or rent (for example, social housing or shared ownership) or cheaper than average to run. Recognising the challenges vital key workers face, we will continue to work with partners to consider options.

Key statistics - shown as infographics

Housing

85,458^{xxv} households in York / + 8,670^{xxvi} by 2032

Average house prices are 10.9^{xxvii} times the average salary
York is one of the 15 ^{xxviii} least affordable cities in the UK.

4.5 per 100,000 people sleeping rough for the same period (5.4 Nationally and 3.1 Regionally)

24 people sleeping rough on the last Thursday in July 2023

7,404^{xxix} social houses

1,209^{xxx} households on the housing waiting list.

20.0%^{xxxi} private rentals / 20.3% nationally.

What we will do ...

1. Use our powers to set the standards for future homes and business premises:

- 1.1. Adopt the Local Plan, sharing how the Local Plan sets out a vision for York's spatial areas, to take a robust approach to supporting the city's health infrastructure leading to a good range of local services, workspaces, facilities, low traffic walking and cycling routes, new communities, additional schools, roads and supporting infrastructure to support the anticipated increased number of residents.
- 1.2. Adopt a range of Supporting Planning Documents including climate change and housing, to reduce carbon emissions associated with new developments.
- 1.3. Implement new legislation (once granted by government) to influence the short term let market.

2. Create more affordable, sustainable, appropriate housing options:

- 2.1. Refresh the Housing Strategy with a focus on affordability and prioritising housing needs and reviewing options for the traveller community.
- 2.2. Explore funding options to consider how best achieve 100% affordable Passivhaus standard housing, including working with the new Mayoral Combined Authority to unlock funding, whilst delivering the schemes set out in the Housing Delivery Programme (Shape Homes York).
- 2.3. Deliver a Housing Summit to co-design an action plan with partners, Office of the Public Estate, and Housing Associations to go above policy for affordable rented homes and the housing mix and tenure types the city needs.
- 2.4. Seek further opportunities to expand the council's Home Share Scheme, aiming to encourage more long-term homeowners to share their premises with those starting out.
- 2.5. Review the issues of affordability and how it affects the city in terms of service/employment, considering potential actions to address future homes standards identified in the Local Plan.

3. Improve the sustainability and condition of current housing and commercial premises:

- 3.1. Review the council's Housing Asset Management Programme to improve the quality of current social housing and to accelerate progress towards our net zero commitment.
- 3.2. Move towards decarbonising all of our council housing, favouring the installation of heat pumps and solar panels and the phasing out gas boilers (see pg xxx).
- 3.3. Develop a one-stop-shop Retrofit Plan that supports householders overcome barriers to installation, working with suppliers and the council to build skills through a green skills plan (Pg xxx).

Key performance indicators ...

Council Delivery	Proportion of respondents who report that they are satisfied that their home is well maintained
	% of dwellings failing to meet the decent homes standard (Council Stock)
	% of properties with good to poor efficiency on roof, walls, windows and flooring
	Number of City of York Council Voids
	% of Repairs completed on first visit (First Time Fixes)
City Outcomes	Energy Efficiency % or properties EPC Grade C and above
	Housing of Multiple Occupation as % of properties in York
	Net Housing Consents
	Net additional homes provided
	Number of new affordable homes delivered in York
	Number of people sleeping rough - local data
	Number of homeless households with dependent children in temporary accommodation

Cutting Carbon, Enhancing the environment for future generations

Climate change is the greatest threat facing our planet.

In York, we are committed to tackling this threat and in 2019, Full Council declared a climate emergency, set an ambition for York to be net zero carbon by 2030 and establishing an independent Climate Commission for the city.

Reducing our carbon emissions, adapting to a changing climate and enhancing our environment are crucial for our future generations to enjoy the same quality of life we do today. There are challenges in getting to where we need to be by 2030; but they are achievable, and have the potential to deliver significant economic, social and environmental benefits beyond our climate emergency commitment.

Throughout our actions we will ensure the financial burden of climate action is not carried by those who can least afford it.

Key statistics - shown as infographics

Cutting carbon

overall carbon emissions

51.3%^{xxxii} down between 2005 – 2020 (mostly due to decarbonisation of the national grid).
council emissions 4% of the city's total carbon emissions.

Green Space

11% current tree canopy cover in York
13% target tree canopy cover

Air quality: It is not acceptable for York to breach national regulations.

^{xxxiii}4.4% of all deaths in York are attributable to poor air quality

average concentration of nitrogen dioxide (NO₂)

19%¹ down between 2018 - 2022
47µg/m³ on Gillygate² / 40µg/m³ health-based standard

average concentration of fine particulate (PM_{2.5})

18%³ down between 2018 - 2022.
within the government's annual mean target level of 10µg/m³
above the World Health Organisation's (WHO) annual mean guideline of 5µg/m³

⁴Modelling done by the Public Health team at Merton Council, a similar sized local authority to York, has shown the health co-benefits of their sustainability aspirations – measured by an increase in active travel, healthier and more sustainable diets, housing retrofits and air quality improvement – could prevent nearly 300 excess deaths per year.

4

What we will do ...

1. Working with York's Climate Commission and partners deliver the Climate Change Strategy 2022-2032:

- 1.1. Work closely with the newly established Combined Authority to attract additional funding and contribute to the regional ambition of being the first carbon negative region in the UK.
- 1.2. Use smart incentives to support residents take climate action, including reducing energy consumption (pg xxx) retrofitting their homes (pg xxx) or changing how they travel (pg xxx)
- 1.3. Expand the Climate Commission membership to enable businesses to support each other and work together to meet York's net zero commitment.
- 1.4. Reduce energy consumption associated with our buildings and transport systems.

2. Improve the physical environment:

- 2.1. Develop a "Caretaker" proposal to reflect pride-in-place priorities in neighbourhood plans.
- 2.2. Make the most of our green and blue infrastructure, to increase biodiversity, improve health and wellbeing and support nature recovery, understanding the impact and the difference we make.
- 2.3. Increase investment in our natural assets and climate change projects.
- 2.4. Develop an Adaptations Strategy to prepare the city for the impact of climate change.

3. Reduce pollutants and waste:

- 3.1. Lobby appropriate bodies to remove unregulated foul sewage discharge from York rivers.
- 3.2. Reduce air pollution, in traffic and domestic heating, set out in the Air Quality Action Plan.
- 3.3. Subject to government funding, be ready for kerbside domestic food waste collection service,
- 3.4. Reduce consumption through reduce, reuse, rethink and recover actions and promote circular economy activity across the economy.

4. Embed carbon reduction across key policies and plans:

- 4.1. Work with the Tourist Advisory Board to promote York as a sustainable destination, updating the 10-year Tourist Strategy to include green tourism and sustainable travel.
- 4.2. Continuously explore and accelerate our activities towards becoming a zero-carbon council, refreshing procurement policies, changing to e-fleet, retrofitting council-owned buildings and considering the impact of climate change when taking council decisions.

5. Increase sources of renewable energy:

- 5.1. Develop the business case for renewable energy to support the council's net zero commitment.
- 5.2. Explore models to accelerate delivery of the Local Area Energy Plan, continuing to support community energy schemes, such as Solar for Schools
- 5.3. Increase the amount of energy produced from local, renewable sources.
- 5.4. Support community driven action and ownership of renewable energy generation.
- 5.5. Transition to a low-carbon energy system by delivering the Local Area Energy Plan.

Key performance indicators ...

Council Delivery	Number of trees planted by City of York Council
	Level of CO2 emissions from council buildings and operations (tonnes of carbon dioxide equivalent)
City Outcomes	% of Talkabout panel who think that the council are doing well at improving green spaces
	% of Talkabout panel satisfied with their local area as a place to live
	% of Talkabout panel who give unpaid help to any group, club or organisation
	Household waste sent for reuse, recycling or composting (%)
	Carbon emissions across the city (kilotonnes of carbon dioxide equivalent) - (Calendar Year)
	Average of maximum annual mean nitrogen dioxide concentrations recorded across three areas of technical breach (at points of relevant public exposure).

DRAFT

How the council operates

Improving customer experience will drive everything we do.

Our focus is the quality of life of York's residents and businesses. How residents connect and engage with us and how they access the services we provide influences their experience of us. We will be open and responsive to feedback, and will listen to, and learn from, communities, building stronger partnerships.

Delivering the plan required financial stability. We have recognised these challenges and will take the decisions necessary to achieve this. It also requires additional investment and close working with strategic partners. Our workforce are critical to delivery, and we will continue to support and develop our employees, during what we know will be a challenging period, but one that will also provide opportunity for staff to achieve great things.

Key statistics - as infographics

The Council

47 elected members

Council net revenue budget

£141.6m 2023/24 / £65m on Social Care

£533.3m capital spend forecast to 2027/28

2,602 contracts with local (YO postcode) suppliers

3,7m visits to council website pa

^{xxxiv}Council workforce

2,149 Council workforce FTE (CYC staff only, exc. Schools)

16% staff turnover (CYC staff only, exc. Schools)

7% ethnic minority group (where recorded) / 7% residents

7% disabled / 17% residents

62% female

30% aged 55 years and above

0.6% mean gender pay gap across council staff (March 2022)

What we will do ...

- 1) **Financial Management:** Ensure financial stability through a long-term financial strategy, that recognises the major unprecedented financial challenges, takes the difficult decisions needed, and ensures investment is focused upon priority areas.
- 2) **Core Commitments:** Embed the four Core Commitments into our decision making, policies and programmes of work.
- 3) **Explore options for key strategic partnerships:**
 - a) Review options for the city's historic infrastructure and capital maintenance liabilities such as the Museums, Art Gallery, Mansion House and other historic assets.
 - b) Review arrangements with Make It York to promote the city's destination management role (visitor offer) and city's cultural offer, event and market management, including considering regional opportunities.
- 4) **Attract additional investment:**
 - a) Use the Community Infrastructure Levy and S106 contributions, Combined Authority and government funding, to deliver the infrastructure and regeneration set out in the Local Plan, including maximising grant funding,
 - b) Establish a York Community Fund, to encourage benefactors to invest in local projects.
- 5) **Improve customer experience:**
 - a) Co-produce a Customer Strategy improving customer experience across operations.
 - b) Develop different ways to engage people at a local and neighbourhood level.
 - c) Focus partnership working in a locality model that responds to identified need.
- 6) **Strengthen Regional Partnerships:**
 - a) Work closely with partners across the Health and Care Partnership, identifying opportunities for greater integration and improved efficiency.
 - b) Work closely with the Combined Authority, and North Yorkshire Council to seek to maximise opportunities arising from devolution.
- 7) **Strengthen local community partnerships**
 - a) Listen and learn from community expertise and lived experience (including the York Poverty Truth Commission), listening to representative groups and forums when developing processes and policies and related Human Rights and Equality Analysis.
 - b) Establish the York Access Standard, deliver the Access Action Plan to support and inform Planning and major project development.
 - c) Implement the Social Model of Disability across the Council.
 - d) Share how the council works in partnership with city leaders, business and partners.
 - e) Refresh the 10-Year Plan to reflect the Four Core Commitments.
 - f) Refresh our approach to human rights and equalities impact analysis.
 - g) Explore the benefits of the Council as a Dementia Friendly Employer.
 - h) Establish a Social Care Forum, giving voice to those who provide unpaid care and are experts through experience, ensuring they or their loved ones are supported.
- 8) **Value the contribution of our workforce:** Refresh the Organisational Development Action Plan to continue the commitment to support our staff's health and wellbeing, continued

training and development, updating the workforce strategies and setting out our recruitment and retention approach.

Key performance indicators

Council Delivery	Average Sickness Days per FTE - CYC (Excluding Schools) - (Rolling 12 Month)
	Customer Centre Average Speed of answer – Operators
	% of 4Cs Complaints responded to 'In Time'
	FOI & EIR - % Requests responded to In time
	£££ additional external funding achieved (by category, year on year)
	% of York residents reporting 'good' or 'excellent' experience with Council
	% of York residents reporting 'poor' or 'satisfactory with Council

Working with Communities

This Council Plan sets out the framework for the decisions we will make until March 2027 as we drive forward on delivering our priorities. However, we know this council is your council and we are determined to find new ways to work in partnership, listening to and learning from our residents, businesses, communities, partners and employees.

It is only by working together that we can achieve our vision and bring the city together as one city, so everyone can share in the strengths and success of the city. There are several ways we will work with you over the next four years:

Working in partnership

The regional landscape has changed, and with it, there are different local and regional partnerships to strengthen. Different partnerships help steer delivery of the Council Plan. We are grateful that partners willingly provide expertise about what it's like to run businesses or deliver services in the city.

These partnerships might be strategic and take a system-wide look at what's important, or statutory and are required to support the council. They might also be operational dealing with a specific aspect of how the council functions.

www.york.gov.uk/outsidebodies

Learning from community groups, listening to residents

We know that the experience of living in the city is not shared - it can feel very different depending on where residents live or their own circumstances. We are keen to continue to listen and learn from different community groups so we can make a positive difference to everyone who lives in the city.

We will work with partners to hear from the communities they represent, for example, the anti-racist strategy shared the lived experience of the Black, Asian and Racially Minoritised Communities in York, the Poverty Truth Commission is sharing the lived experience of what it feels like to be financially excluded in the city.

The council, the community and voluntary sector, and multi-faith groups, together with residents themselves, form different groups that represent different perspectives, sharing the experience of different aspects of life in the city to influence change and social action. Interacting with and listening to these groups gives residents and communities the opportunity to influence policy direction and get involved in developing processes when their lives are affected or impacted positively or negatively by a proposal.

(present the below options to get involved as 'adverts')

Our Big Conversation

When we start to develop strategies or action plans that address challenges across the city, we will involve community groups and residents to co-design proposals and provide feedback through surveys, polls or engagement events or focus groups.

www.york.gov.uk/ourbigconversation

Talkabout is York's citizens' panel. Panellists are asked to take part in online resident satisfaction surveys and gives long-term insights into how views are changing. The main survey currently runs twice a year asking for views on topics including life in York, your local area, problems you face as well as your opinions on different services delivered by the council. Talkabout panellists are also invited by other council departments to take part in consultations on other aspects of council services and policy.

We are really keen to ensure the Talkabout Panel represents the communities we serve and would love to hear from you by inviting you to join the panel. www.york.gov.uk/talkabout

Take an active role in local democracy

It's really important that residents, businesses, and stakeholders have the opportunity to participate in decision-making and take an active role in local democracy.

Anybody can attend and view the council's public meetings which are webcast on the council's YouTube channel. Subject to availability, you can arrange to speak at a council meeting by submitting a request two days in advance of the meeting you'd like to speak at.

[Have your say: attend meetings – City of York Council](#)

To find which meetings are happening when, visit: [Browse Meetings, 2023 \(york.gov.uk\)](#)

You can speak with your local councillor if you wish to raise concerns or issues on items for consideration at meetings - visit [Your Councillors \(york.gov.uk\)](#) to find the contact details of your local councillor.

Find out more

We're launching a weekly e-newsletter so you can easily keep up to date with all the latest news, including finding out how to get involved in improving customer experience or developing ideas to solve difficult issues. www.york.gov.uk

Monitoring performance

We have set key performance indicators to measure the achievement of our priorities set out in this plan and are committed to transparently reporting our progress against these indicators in our quarterly published finance and performance monitors to Executive and Scrutiny Committees.

Monitoring progress is an important tool to help us do better and essential to strengthen the relationship we have with of our staff, residents and partners.

We will also report progress against our 10-year plan, including the 10-year strategies, annually.

The refreshed Performance Management Framework describes this in detail.

www.york.gov.uk/annualperformancereport

To support delivery of the council plan, Directors and Assistant Directors produce annual service plans, in consultation with portfolio holders, describing the actions they will take over the year.

DRAFT

[inside back cover]

Data Sources

List sources of all data (and pg #)

York data is regularly updated in the York Profile, which is publicly available:

York Profile - <https://data.yorkopendata.org/dataset/york-profile>

York at a glance - <https://data.yorkopendata.org/dataset/york-at-a-glance>

To see your local community : <https://data.yorkopendata.org/dataset/york-ward-profiles-2022-23>

SOURCES

i [ONS - 2021 Census \(TS007\)](#)

ii [ONS - Population projections for local authorities](#)

iii [ONS - 2011 Census \(TS068\)](#)

iv [ONS - 2021 Census \(TS007\)](#)

v [ONS - 2011 Census \(QS103EW\)](#)

vi [ONS - 2021 Census \(TS021\)](#)

vii [ONS - 2021 Census \(TS021\)](#)

viii [ONS - 2021 Census \(TS079\)](#)

ix [ONS - 2021 Census \(TS038\)](#)

x [ONS - 2021 Census \(TS039\)](#)

xi

www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/healthandwellbeing/datasets/healthindexscoresengland

xii [Sport England – Active Lives](#)

xiii [Projecting Adult Needs and Service Information System](#)

xiv [Projecting Older People Population Information System](#)

xv [Department for Education - Key stage 4 performance](#)

xvi [Ministry of Housing, Communities & Local Government - Index of Multiple Deprivation 2019](#)

xvii [ONS - 2021 Census \(TS067\)](#)

xviii [\(Source Annual Population Survey 21/22 -](#)

[https://www.nomisweb.co.uk/query/construct/components/variableComponent.asp?menuopt=7&subcomp=130\)](https://www.nomisweb.co.uk/query/construct/components/variableComponent.asp?menuopt=7&subcomp=130))

xix [Centre for Cities – City by city](#)

xx [ONS - UK Business Counts - enterprises by industry and employment size band](#)

xxi [ONS – Annual Population Survey](#)

xxii [ONS - Claimant count by sex and age](#)

xxiii <https://www.nomisweb.co.uk/datasets/c2021rm014>

xxiv [ONS - Exploring local income deprivation](#)

xxv [ONS - 2021 Census \(TS054\)](#)

xxvi [York Local Plan](#)

xxvii [Centre for Cities – City by city](#)

xxviii [Centre for Cities – City by city](#)

xxix [York Open Data](#)

xxx [York Open Data](#)

xxxi [ONS - 2021 Census \(TS054\)](#)

xxxii [DBEIS - UK local authority and regional greenhouse gas emissions national statistics](#)

xxxiii

<https://fingertips.phe.org.uk/search/air%20quality#page/4/gid/1/pat/6/ati/502/are/E06000014/iid/93861/age/230/sex/4/cat/-1/ctp/-1/yr/1/cid/4/tbm/1>

xxxiv <https://democracy.york.gov.uk/documents/s166122/Annex%201%20-%20CYC%20Workforce%20Profile%20Report%202022-23%20Estimated%20Year-end.pdf>

This page is intentionally left blank

Performance Management Framework (2023 – 2027)





Performance Management Framework (2023 – 2027)

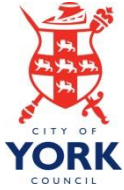
Introduction

This framework aims to assist Executive and Policy & Scrutiny Members (councillors), members of the Corporate Management Team, Partners (including Partnership Board chairs/members) and supporting officers to understand performance management and the various components that contribute to effective performance.

The last few years have been difficult for York's communities, businesses, and neighbourhoods. Whilst recovering from the Covid-19 pandemic and ongoing impacts of Brexit, the cost-of-living crisis and war in Ukraine have presented further challenges and hardship for our communities.

Expectations from our residents are high at an increasingly difficult time of shrinking budgets and diminishing resources. Against this backdrop, York aims to be one of the highest performing councils by improving the efficiency and effectiveness of local services whilst preparing for the coming challenges, including tackling the climate emergency and the increasing demand for social services.

Looking ahead, York's role is at once a huge opportunity and a huge responsibility. The Council Plan 2023-27 vision of *One City, For All*, sets the ambition 'to increase opportunities for everyone living in York to live healthy and fulfilling lives and builds on our strengths to help us prepare for the future and improve the quality of life for residents today'. The Performance Management Framework outlines the roles, responsibilities, tools and reporting cycles the council has committed to in monitoring delivery of this ambition and services for residents.



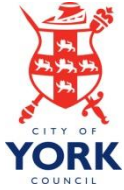
Performance Management Framework (2023 – 2027)

Purpose of the Framework

Performance Management is essential to the success of City of York Council in delivering the ambitions of the Council Plan and is a vital element of forward planning, risk management and continuous improvement. The Council Plan has seven draft key themes and the framework of measurement, reporting and understanding is designed to support its delivery, The themes are;

Council Plan Themes
Health and wellbeing: A health generating city
Education and Skills: High quality skills and learning for all
Economy and good employment: A fair, thriving, green economy for all
Transport: Sustainable accessible transport for all
Housing: Increasing the supply of affordable housing
Sustainability: Cutting carbon, enhancing the environment for our future
How the Council will operate: Improving customer experience throughout our operations

Each of the themes outlined span across the portfolios held by elected Executive Members and routine performance monitoring of portfolios will help drive the delivery of activity to realise these ambitions in each area. The themes also support the long-term outlook for the city with five aligning to the priorities in the 10-year city plan and in supporting the 10-year strategies for climate, health and economy.



Performance Management Framework (2023 – 2027)

Why is Performance Management Important?

Performance should be managed at an organisational, service, team/operational and individual level, with each informing the other. To know when and what action to take, performance has to be measured, monitored and analysed. To know how to judge performance, criteria must be agreed; aims, objectives and targets need to be set.

If the Council is going to deliver the outcomes that people of York want, there has to be a performance management framework that:

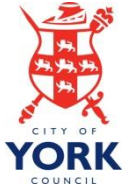
- Is based on key priorities and objectives to help measure the right things at the right time;
- Is based on key performance metrics which measure the right things at the right time;
- Is used to continually improve how we work together and the way services delivered are performance managed;
- Is based on quality and accuracy of current and forecasted information which produces meaningful measures of how services are performing;
- Enables learning from others, learning from our own experiences and mistakes and listens to partners needs;
- Meets the needs of all the people involved in delivering outcomes in the city, inside and outside the Council.

Our Organisational Development Plan

The Organisational Development Plan is the operational actions of how we will develop, support and motivate our workforce to meet our business and community priorities

The 2022-23 plan focuses on seven key areas:

- Strong leadership
- Engaged staff
- Embed a performance culture
- Encourage staff retention and recognition
- Improve skills and knowledge
- Improve staff health and wellbeing
- Adjust to new ways of working



Performance Management Framework (2023 – 2027)

Performance Management

Effective Performance Management will help to:

- Clearly articulate our priorities and desired outcomes;
- Highlight where more resources may be required;
- Provide good services and satisfaction for users and local community;
- Identify local, regional and national emerging patterns and trends;
- Ensure a focus on improvement, rather than just the delivery of targets.
- Prioritise what gets done within the resources available;
- Provide and demonstrate value for money;
- Motivate and manage our staff;
- Respond effectively to existing and new challenges;

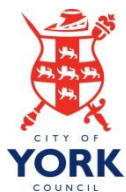
Design

The key to managing performance is to be able to measure performance, as only by devising appropriate measures can we properly monitor how the Council is progressing towards achieving its strategic objectives, and to prioritise resources to what matters most.

York's Performance Management Framework is designed to allow us to take action in response to actual performance to deliver the best outcomes and services in relation to our priorities and statutory responsibilities within available resources for residents and businesses.

Our integrated Performance Management arrangements enable us to:

- Prioritise and set clear objectives (how we intend to deliver services);
- Track and communicate whether or not they are being achieved;
- Take effective, well-informed and timely decisions to ensure that we are continuously improving and that our objectives are being met in line with expectations.



Performance Management Framework (2023 – 2027)

Design

The Framework is based on the Plan, Measure, Report, Review cycle.





Performance Management Framework (2023 – 2027)

National Frameworks and Statutory Returns

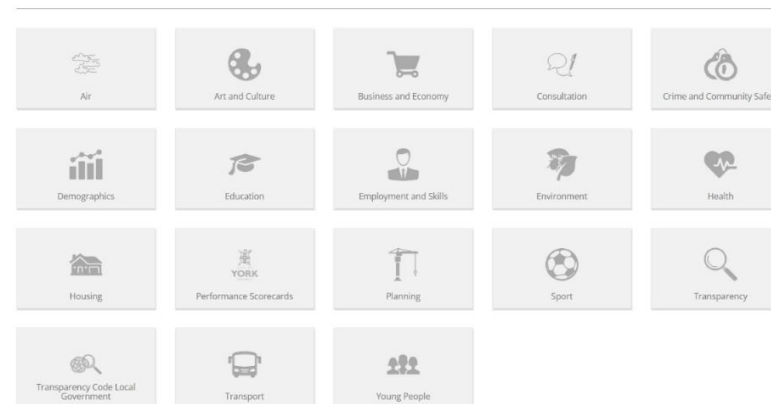
Whilst there is no, current, national performance management framework there remains a significant duty placed on local councils to provide central government with 'data' via the single data list and also through a range of continual inspectoral frameworks. Examples of this include:

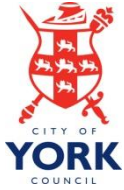
- Ofsted ILACS inspection
- Local Authority Housing returns
- Workforce Returns
- Adult Social Care activity returns
- Finance and Service user returns
- School Census and Key stage

On average the Council works to ensure that over 700 pieces of data are monitored and submitted to central government on a regular basis, as well as LGA "good practice" requirements to provide open and transparent data to its residents on a variety of datasets from transport and economics to social care, education, environmental and community engagement. [York Open Data](#) has over 1,200 regularly updated datasets:



DATA TOPICS



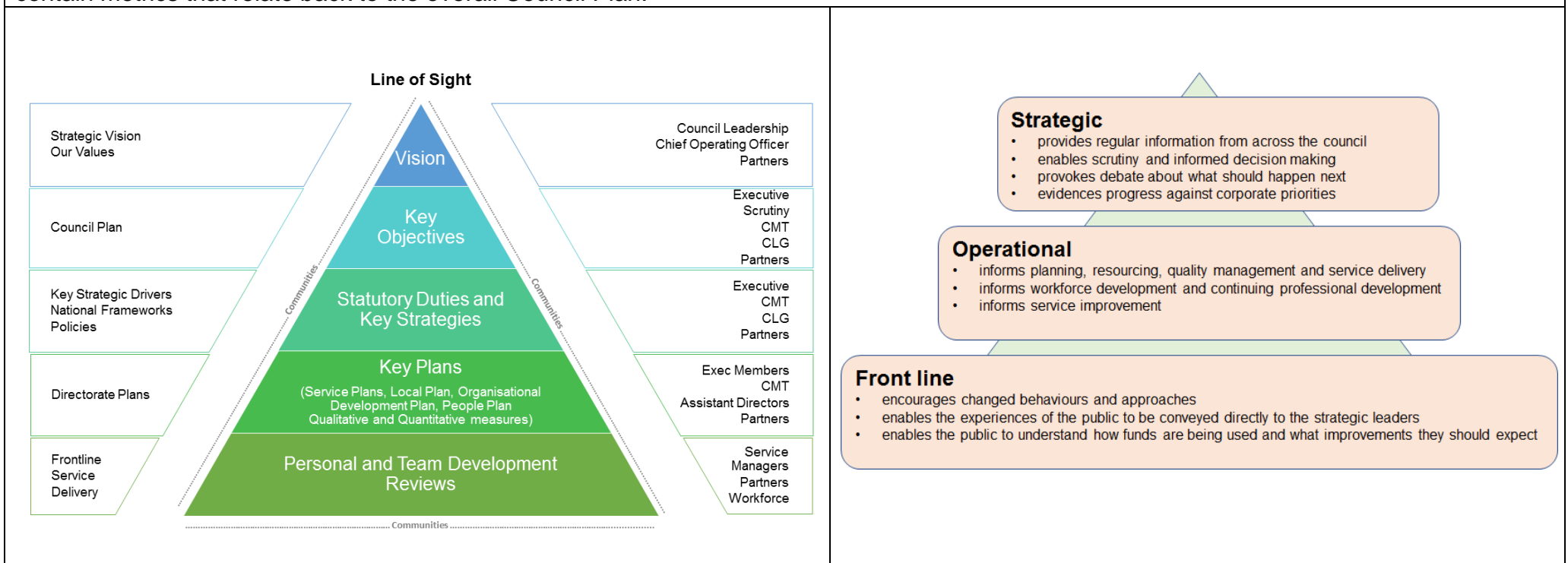


Performance Management Framework (2023 – 2027)

Strategic Planning

The Council's performance management framework depends on a network of plans that work together to deliver key outcomes for York.

The Line of Sight principle means that the Council: everyone in the council, and various joint strategies, has a role to play in maintaining the performance management frameworks to assess the delivery and effectiveness of these plans which are designed to be interlinked and contain metrics that relate back to the overall Council Plan.





Performance Management Framework (2023 – 2027)

Strategic Planning

A further key element in strategic planning is the Council's Strategy and Policy Framework which shows how different strategies, policies and plans held across the council will support the ambitions of the 10-year strategies for Climate Change, Economy and Health and Wellbeing (2022-2032). This framework ensures the 10-year strategies steer delivery over the decade ahead.

Service Plans

Service Plans are produced following discussion with service plan holders and the relevant Executive Member to set out the priorities of the service and how these link to the wider Council objectives set out in the Council Plan. They provide a breakdown of the priorities within the Directorate, identifying the specific actions, outcomes, resources and targets that are aspired to in terms of performance. Service plans are mandated at the Assistant Director, or direct report to Director, level within City of York Council.

Each Directorate Management Team is responsible for monitoring achievement against the plan, identifying any areas of improvement, and enabling each individual in the organisation to have a clear line of sight between their individual objectives, and the Council Plan.

The Annual Performance Management cycle is designed to provide a process for deciding what to aim for and how to do it in the future, rather than just being a good measurement system for what we are doing now.

The performance reporting cycle monitors performance and progress against the delivery of the Council Plan and Service Business Plans. Reporting provides challenge, reviews exceptions quarterly, addresses under-performance and identifies corrective actions. Service Plans are fully reviewed annually and are agreed towards the start of the new financial year.



Performance Management Framework (2023 – 2027)

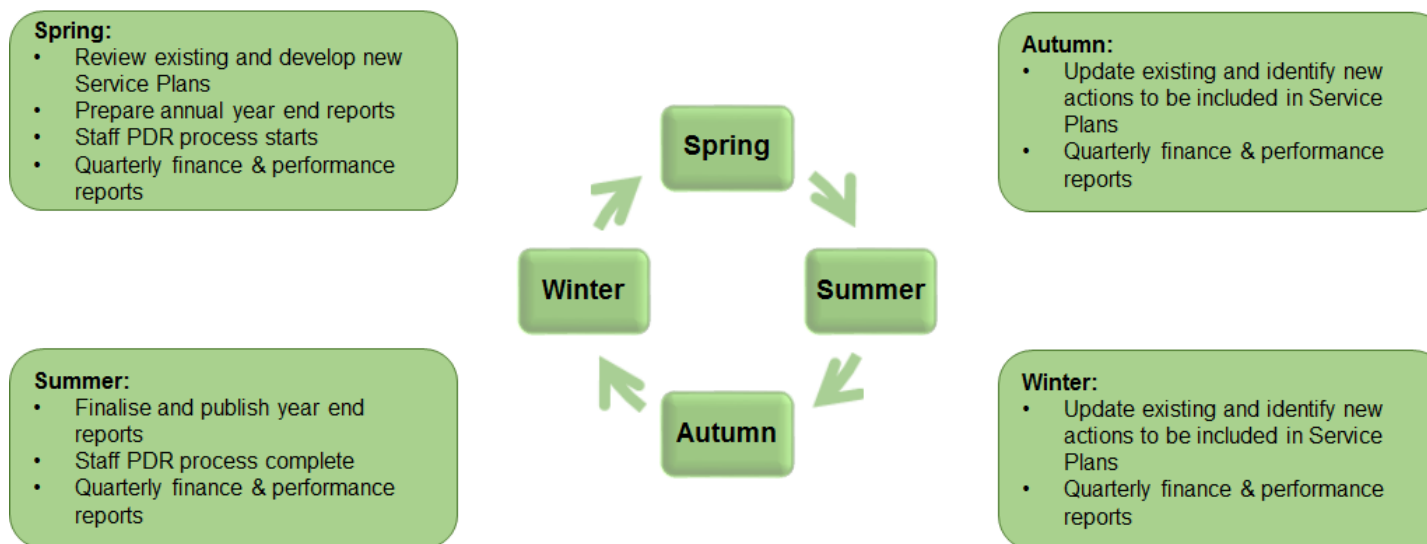
Service Plans

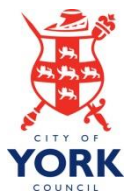
Annual service planning (Spring):

The planning stage will be finalised in March / April each year and will take into account the output from the annual budget cycle. It will focus on what services expect to deliver over the next 12 month period. This approach will cascade the priorities and outcomes in the Council Plan down through annual service plans to individual workloads.

Annual service planning (Winter):

The review process will be completed between September and December each year. The process will include consideration of existing actions, the addition of new actions and reviewing performance measures to ensure they remain relevant. Service Planning in Year 1 of 2023-27 will take into account the new Council Plan.





Performance Management Framework (2023 – 2027)

External Performance Reporting and Timeline

External Performance Reporting is about providing accurate, balanced and timely information to the right people at the right time and allows the Council to report in an open and accountable manner.

Type of Report	Destination	Comments
Quarterly finance and performance reports	Executive	This details expenditure according to projections. It indicates unexpected expenditure and issues which may lead to overspends and underspends at the end of the year.
Programme and project management information	Audit & Governance	A 'corporate plan' which members can look at to establish whether major strategies and policies are being implemented on time.
Complaints information	Audit & Governance	Look at major themes and issues of complaints. This gives an idea of where problems may lie and can act as the basis for more detailed scrutiny work.
Scrutiny	Scrutiny Committees	<p>Effective scrutiny offers non-executive members the opportunity to propose policy changes, suggest improvements, commend good practice, involve communities and take a leadership role on issues of significant concern in local areas.</p> <p>Departments of the council and their partners will usually produce quarterly scorecards and reports which will provide a snapshot of current performance.</p>
Data release	York Open Data	<p>City of York Council's open data platform, launched to meet local authority transparency requirements, uphold good practice around data sharing by sharing data with residents and businesses for a range of academic, business and personal uses/interests and support efficiency within the council and FOI requests.</p> <p>The vast majority of the data is published under the Open Government License (OGL) which allows customers to use it free of charge.</p>



Performance Management Framework (2023 – 2027)

Review and Monitoring

Effective performance management requires clearly defined and structured accountability. For York these are:

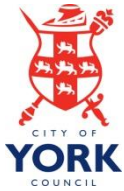
Group	Role	Responsibility
Councillors		
Full Council	Strategic role in setting vision and direction	<ul style="list-style-type: none"> Approves the overall priorities and budget for the council
Executive Members	Each member has responsibility for a specific area of service Have overall responsibility for the approval and accountability of the Council Plan and associated policy framework	<ul style="list-style-type: none"> Liaises closely with directors or heads of service responsible for the service area Attendance at overview or scrutiny committees
Scrutiny Member	Contributing to policy development, holding the executive / decision- makers to account, investigating issues of importance to the wider area and overseeing delivery.	<ul style="list-style-type: none"> Discusses information they have received and hears evidence from councillors, officers, experts, and members of the public Makes recommendations for improvement to other committees, to the council- or to local partners
All councillors	Keeps a watching brief of the council's overall performance position, particularly areas of poorer performance and risk as well as areas of good practice and innovation	<ul style="list-style-type: none"> Provides challenges on performance issues. Uses the information received through surgeries and queries from members of the public when considering performance



Performance Management Framework (2023 – 2027)

Review and Monitoring

Group	Role	Responsibility
Officers		
Chief operating officer, strategic directors and directors	Leads the delivery of council services, following the direction of decision- making councillors. Ensures action is being taken to deal with areas of poorer performance and risk as well as developing areas of best practice and innovation.	Takes action to deal with areas of poorer performance or refers them to the corporate management team or the council as appropriate Makes decisions, where permitted to do so under the council's scheme of delegation
Corporate Management Team	Manages performance and sets out what the council wants to achieve. Works closely with councillors to translate the strategic direction of the administration into reality – but with a responsibility to support and advise all councillors	Challenges areas to improve and identifies areas of risk Implements strategic decisions and shares good practice Sets the culture and practices of the officers and leads in the development of the council's capabilities and capacity
Directorate Management Teams	Monthly meetings (chaired by Directors and attended by Assistant Directors, and corporate colleagues) maintaining oversight of operational management and the delivery of services	Review performance and contribute to quarterly monitoring to CMT which will include exception reports where performance is a concern
Heads of service	Responsible for the leadership, management, and performance of key council services and working with councillors to ensure the delivery of the council's vision, approach and policies	Accountable for their service's operational performance Develop colleagues and teams to ensure they deliver their objectives and contribute to the council's strategic objectives
Service / team managers	Reinforces the links between organisational and individual objectives and provides feedback that motivates employees, helping them to improve and holding them to account	Help team members understand the organisation's performance management framework and how their role contributes to the achievement of council priorities
Frontline teams / staff	Delivers services to service users and holds first-hand knowledge of what is working and what isn't, routinely feeds back this information	Hold knowledge of local communities and their specific needs Hold knowledge and skills to contribute to making services more valuable



Performance Management Framework (2023 – 2027)

Internal Review and Monitoring

The **Business Intelligence Hub** is responsible for providing performance information and has created the 'KPI Machine' as a single repository and standardised access point to achieve this. It has three main purposes:

- Capture, store, present and share performance data required by City of York Council
- Provide a self-service portal for users to access operational information from systems across the organisation.
- Signpost users to further data and mapping resources such as Ward profiles.

KPI Machine
Please click on a link below to view details.
Produced by the Business Intelligence Hub : For queries please email business.intelligence@york.gov.uk

[Info](#)
[User Guide](#)
[KPI Machine Admin](#)

Council Management Team	Directorate Management Teams	Service Dashboards (incl. Personalised Data)
<p>Strategic Indicators (2019-2023)</p> <p>Organisational Balanced Scorecard</p> <p>Finance and Performance Monitors</p> <p>Direction of Travel Scorecard</p> <p>Cost of Living (2019-2023)</p> <p>Frontline Services (2019-2023)</p>	<p>ASC and Integration Balanced Scorecard</p> <p>Children and Education Balanced Scorecard</p> <p>Corporate Balanced Scorecard</p> <p>Place Balanced Scorecard</p> <p>Public Health Balanced Scorecard</p> <p>CCS Income/Expenditure Graphs</p> <p>ASCI Income/Expenditure Graphs</p> <p>Place Income/Expenditure Graphs</p>	<p>Consultations and Research Service Plans</p> <p>Financial Benchmarking</p> <p>Adult Social Care (Mosaic) Local Area Teams</p> <p>Childrens Social Care Parking Services</p> <p>Communities Planning and Building Cont...</p> <p>Customer Centre Public Health</p> <p>Education Regional Adoption Agency</p> <p>Fleet Revenues and Benefits</p> <p>Healthy Child Service SEND</p> <p>Highways Supporting Families</p> <p>Housing and Building Servi... Waste and Public Realm</p> <p>Human Resources Web Services</p> <p>Itrent Data Quality Youth Justice Service</p>
Executive Member Portfolios (2023-2027)	Scrutiny Committees and Boards (Draft 2023-2027)	
<p>Children, Young People and Education</p> <p>Economy and Transport</p> <p>Environment and Climate Change</p> <p>Finance, Performance, Major Projects and Equalities</p> <p>Health, Wellbeing and Adult Social Care</p> <p>Housing, Planning and Safer Communities (inc. Local Plan)</p>	<p>Children, Education and Communities DRAFT</p> <p>Corporate Services and Climate Change DRAFT</p> <p>Economy, Place, Access and Transport DRAFT</p> <p>Health, Housing and Adult Social Care DRAFT</p> <p>Health and Wellbeing 10 Year Strategy (2022-2032)</p>	

SingleView
of customer records held
across the organisation

[View More Scorecards](#)

[Search for Indicator](#)

**Managers Staffing
HR Report**
(Grade 11+ People Manager Only)

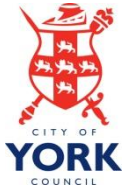
YorkMap

**Managers Staffing
Finance Report**
(Grade 11+ People Manager Only)

York Open Data

**Complaints and
Feedback Reports**

**Ward
Profiles**



Performance Management Framework (2023 – 2027)

Review and Monitoring

Data Quality Standards

As a minimum, services both within and external to the council will need to demonstrate the following principles with respect to data quality:

Accuracy	<p>Data should be sufficiently accurate for its intended purposes, representing clearly and in sufficient detail the interaction provided at the point of activity.</p> <p>Data should be captured once only, although it may have multiple uses.</p> <p>Accuracy is most likely to be secured if data is captured as close to the point of activity as possible.</p> <p>The need for accuracy must be balanced with the importance of the uses for the data, and the costs and effort of collection, although data limitations should always be clear to its users.</p>
Validity	<p>Data should be recorded and used in compliance with relevant requirements, including the correct application of any rules or definitions. This will ensure consistency between periods and with similar organisations.</p> <p>Where proxy data is used to compensate for an absence of actual data, organisations must consider how well this data is able to satisfy the intended purpose.</p>
Reliability	<p>Data should reflect stable and consistent data collection processes across collection points and over time, whether using manual or computer-based systems, or a combination.</p> <p>Managers and stakeholders should be confident that progress toward performance targets reflects real changes rather than variations in data collection approaches or methods.</p>
Timeliness	<p>Data should be captured as quickly as possible after the event or activity and must be available for the intended use within a reasonable time period.</p> <p>Data must be available quickly and frequently enough to support information needs and to influence the appropriate level of service or management decisions.</p>
Relevance	<p>Data captured should be relevant to the purposes for which it is used.</p> <p>This entails periodic review of requirements to reflect changing needs.</p>
Completeness	<p>Data requirements should be clearly specified based on the information needs of the Council and data collection processes matched to these requirements.</p> <p>Monitoring missing, incomplete, or invalid records can provide an indication of data quality and can also point to problems in the recording of certain data items.</p>

This page is intentionally left blank



Meeting:	Executive
Meeting date:	12/09/2023
Report of:	Peter Roderick, Acting Director of Public Health
Portfolio of:	Cllr Jo Coles – Executive Member for Health, Wellbeing and Adult Social Care

Decision Report: Building Lease for Drug and Alcohol Service

Subject of Report

1. This report outlines the requirement for lease arrangements to be regulated for premises from which the York Drug and Alcohol Service currently operates from: 3 Blossom St and Bowes Morrell House ('BMH', at 111 Walmgate). There is no change proposed which will substantially affect the delivery of the service.
2. New lease arrangements are sought because they have lapsed and it is necessary to provide assurances that premises will be provided for service delivery to potential bidders for this year's Invitation to Tender for the York Drug and Alcohol Treatment and Recovery Service contract due to start from 1 July 2024.
3. This CMT briefing is in advance of asking members to consider and approve:
 - a. the negotiation and completion of the Bowes Morrell House Lease with York Conservation Trust pursuant to the Heads of Terms, which will be outlined in section 16, and otherwise on substantively the same terms as the Previous Lease;
 - b. the grant of a proposed sub-lease of Bowes Morrell House at a peppercorn rent to any and each of the existing service provider or any service provider appointed pursuant to the proposed tender for the appropriate term of the associated service contract;

- c. the grant of a proposed lease of 3 Blossom Street at a peppercorn rent to any of the existing service provider or any service provider appointed pursuant to the tender for the appropriate term of the associated service contract
 - d. the Director of Public Health in consultation with the Director of Governance, to:
 - (i) decide the provisions of the new headlease and of the necessary sub-leases; including the amount of any rents payable by or to the Council pursuant to the headlease and sub-leases; and
 - (ii) conclude and effect entry into of the new headlease and the necessary sub-leases
4. A decision is required to enable drugs and alcohol treatment and recovery services to operate effectively from suitable buildings. Without it a large number of individuals' recovery would be affected.

Pros and Cons

5. Re-establishing lease arrangements for Bowes Morrell House and 3 Blossom St would ensure that re-commissioning of York Drug and Alcohol Service can progress and enable the new service specification to include the Oaktrees programme and provide assurance of 3 Blossom St also being ready for continued delivery of the other aspects of the service.
6. Continuing the lease of Bowes Morrell House enables the service to operate its current offer of the Oaktrees rehabilitation programme, a vital part of the treatment and recovery service for individuals in York. It enables service users to remain in their home and community whilst accessing a specialist programme that would only otherwise be offered at a residential rehabilitation centre.
7. Due to the specific nature of the service and historic acceptability / suitability of the current location, no other alternative premises suitable for provision of the "Oaktrees" aspect of the service delivery have been identified. Without the relevant lease

arrangements being in place there is a risk to the recommissioning of this service in advance of the current contract ending on 30th June 2024.

Policy Basis for Decision

8. The proposed grant of a sub-lease to The Cyrenians Limited of Bowes Morrell House until the expiry of the existing service contract and the proposed grant of a lease of 3 Blossom Street and sub-lease of Bowes Morrell House to the newly appointed service provider is in line with the Council plan and the Health and Wellbeing Strategy 2022-2032.
9. Supporting those with substance use disorders into recovery contributes to the priority that 'Every resident enjoys the best possible health and wellbeing throughout their life' and helps narrow health inequalities, particularly supporting inclusion health groups and some of the most vulnerable in society.

Recommendation and Reasons

10. The recommendations are to authorise:
 - a. the negotiation and completion of the Bowes Morrell lease with York Conservation Trust pursuant to the Heads of Terms outlined the executive paper, and otherwise on substantively the same terms as the Previous Lease;
 - b. the grant of a proposed sub-lease of Bowes Morrell House at a peppercorn rent to any and each of the existing service provider or any service provider appointed pursuant to the proposed tender for the appropriate term of the associated service contract;
 - c. the grant of a proposed lease of 3 Blossom Street at a peppercorn rent to any of the existing service provider or any service provider appointed pursuant to the tender for the appropriate term of the associated service contract
 - d. the Director of Public Health in consultation with the Director of Governance, to:
 - (i) decide the provisions of the new headlease and of the necessary sub-leases; including the amount of any rents

payable by or to the Council pursuant to the headlease and sub-leases; and

(ii) conclude and effect entry into of the new headlease and the necessary sub- leases

11. The rationale for the recommendations is to enable drugs and alcohol treatment and recovery services to operate effectively from suitable buildings.

Background

12. Preparation for the recommissioning of York Drug and Alcohol Service (YDAS) is underway and in the final stages of agreeing relevant paperwork with Legal and Procurement colleagues. Previous reports have been taken to Executive Board (see Background Papers). Lease arrangements for premises provided by CYC for service delivery are required as part of the Invitation To Tender documents.
13. York Drug and Alcohol Service operates from two key premises: 111 Walmgate and 3 Blossom St. The rolling 12 week rehabilitation programme, 'Oaktrees', has operated out of 111 Walmgate, known as Bowes Morrell House (BMH), since December 2012. The building provides an appropriate therapeutic environment for the programme. York Conservation Trust is the freehold proprietor of BMH. The previous lease granted to CYC of BMH on 15th May 2019 expired on 30th June 2021 (the Previous Lease). We are advised by Legal Services that it is likely that there is currently a monthly periodic tenancy in place.
14. YDAS also currently operate out of part of premises owned by City of York Council at 3 Blossom Street. The freehold interest in 3 Blossom Street is currently owned by CYC and Property Services has not informed the project team of any intention to sell the freehold.
15. Given the specialist nature of the services delivered by YDAS, and the broad acceptability for the premises to local communities over the past years, there are no other properties known or available to CYC that would be appropriate to operate the 'Oaktrees' service from. Accordingly, it is considered necessary for CYC to take a further lease of BMH so that CYC can in turn grant a sub-lease of BMH to the service provider to host continued/future service

provision. It is also planned that any incoming service provider would continue to deliver the other parts of the service from the current premises at 3 Blossom Street.

16. The Heads of Terms for the BMH Lease have been agreed as follows:

- a. 6 year lease commencing on the date of completion of the Lease and terminating on 14 July 2029 (contracted out of/excluded from the security of tenure/renewal provisions of the Landlord and Tenant Act 1954);
- b. stepped rent proposed ie Years 1 and 2 - £29,000pa; Years 3 and 4 - £30,000pa and Years 5 and 6 - £31,000 pa; VAT will be payable by CYC on the rent in addition (as YCT are in the process of making a VAT election/option to tax in respect of their freehold interest in BMH)
- c. the rent is exclusive of business rates.
- d. CYC will also be liable to:
 - i. Reimburse YCT for costs incurred by YCT in insuring BMH against risk of damage by fire, storm etc
 - ii. Reimburse YCT for costs incurred by YCT in operation and maintenance of heating, lighting systems etc capped at £3,500 per annum;
- e. CYC will be responsible for paying a fair and reasonable proportion of the costs incurred by YCT of the repair, maintenance, clearance and renewal of the gutters and other rainwater goods used exclusively by the premises or by the building;
- f. CYC may sub-let the premises to the current sub-tenant (The Cyrenians Limited trading as Changing Lives), or to another organisation contracted to provide drug and alcohol services to CYC from 1 July 2024;
- g. CYC is to maintain business interruption insurance covering business interruption in the event of works to the premises that the YCT is obliged to carry out pursuant to its obligations in the BMH Lease;
- h. There is to be no break (early termination) clause entitling CYC to terminate the lease early;
- i. Otherwise to be on similar terms as the Previous Lease.

17. It is proposed that simultaneously with the grant of the BMH Lease to CYC, CYC would grant a sub-lease of the whole of BMH to The Cyrenians Limited for the duration of the remainder of the term of the existing service contract, subject to their consent. CYC would

thereafter grant a sub-lease of the whole of BMH to the service provider subsequently appointed to carry out the drug and alcohol service provision in accordance with the proposed tender process.

18. Any sub-lease of BMH would be granted in compliance with the terms of the BMH Lease. It is proposed that any incoming sub-tenant would only pay a peppercorn rent. That reflects current arrangements with the service provider and is necessary for delivery of the service. Any future sub-lease to be granted would be excluded from the security of tenure/renewal provisions of the Landlord and Tenant Act 1954.
19. The anticipated rent, service charge, and insurance commitments that CYC would incur pursuant to the anticipated BMH Lease will be met from the public health budget.
20. CYC officers also anticipate granting a lease of 3 Blossom Street to the incoming service provider at a peppercorn rent and for the duration of the delivery of the anticipated service contract, reflecting existing arrangements.

Consultation Analysis

21. Internal consultation has been conducted with Asset and Property Management and Legal Services. Their comments are outlined below in full.

Property / Legal Matters

22. Legal Services have advised the project team that the specified Term (duration) of the Previous Lease of Bowes Morrell House expired on 30th June 2021. (As CYC is not in occupation of Bowes Morrell House we consider that CYC does not have the benefit of security of tenure/lease renewal rights pursuant to the provisions of the Landlord and Tenant Act 1954 in relation to Bowes Morrell House). It is likely that CYC currently benefits from a monthly periodic tenancy. The specified Term of the previous sub-lease of BMH granted on 15th May 2019 to The Cyrenians Limited expired on 25th June 2021.
23. Legal Services are told that the current arrangements are in place because there was uncertainty about the continued use of Bowes Morrell House for the purposes of delivery of the service. However,

a decision has since been made to regularise the current tenancy arrangements and to secure sufficient legal rights over Bowes Morrell House to permit the anticipated future delivery of the identified drug and alcohol service.

24. The Council has statutory powers:

(i) (pursuant to Section 120 of the Local Government Act 1972) to acquire an interest in land (including taking a lease of land) for the purposes of any of its functions or for the purposes of the benefit, improvement or development of its area;

(ii) (pursuant to Section 123 of the Local Government Act 1972) to dispose of any land held by the Council (including granting a lease of it). Although Section 123 requires that the consent of the Secretary of State for Housing, Communities and Local Government is required for a disposal at a consideration (price) less than best reasonably obtained, such consent is automatically given for the disposal of General Fund/non-HRA land by a General Consent Order where (as is the case here) both of the following conditions are satisfied:

(a) The Council considers that the disposal will contribute to the promotion or improvement of the economic, environmental or social well-being of its area; and

(b) The difference/shortfall between the consideration/monetary receipt obtained and best consideration amount does not exceed £2M

- As those conditions are satisfied here, it is not necessary to apply to the SoS for consent to the granting to service providers of leases of either BMH or 3 Blossom Street.

25. Legal Services recommend that in conjunction with the grant (if any) of the new BMH Lease, there a new sub-lease of Bowes Morrell House is offered to The Cyrenians Limited for the remainder of the duration of their existing service contract. We then recommend that there is a new sub-lease entered into with any incoming service provider for a duration which is at least 5 working days less than the proposed term of the BMH Lease and

which is otherwise on substantively the same terms as the previous sub-lease to the existing service provider.

26. Deliberate steps are being taken to ensure that the proposed term of the new service provider contract and the proposed Bowes Morrell House Lease correspond. Legal have also recommended provisions be added within the service contract to ensure that in the event of any proposed extension of the service contract by CYC beyond the initial five year period, the service provider would be obliged to enter into associated necessary leasehold arrangements in relation to both Bowes Morrell House and 3 Blossom Street or in relation to alternative premises (if any) identified by the project team.
27. Any such terms would be offered at the absolute discretion of CYC, but the service provider would have discretion as to whether or not to accept any new leasehold arrangements. It is recommended such determination will need to be agreed by a date (e.g. potentially 18 months) in advance of the expiry of the proposed service contract to ensure that the CYC project team will either;
 - A) have sufficient time to obtain any fresh approvals for the service contract extension and any further leases and property agreements and sufficient time to enter into related agreements;
 - or
 - B) to prepare for re-procurement and any further leases or property arrangements connected to that.
28. As the proposed BMH Lease is to be on substantively the same terms as the Previous Lease apart from in relation to the matters detailed within the Heads of Terms, we have not commented further on the terms of the BMH Lease. It is critical that YCT's co-operation in this matter is ensured to try to ensure that the BMH Lease and associated sub-lease of Bowes Morrell House to The Cyrenians Limited are in place in advance of the proposed tender. Accordingly, it is inappropriate to approach YCT to consider granting the new BMH Lease on different terms.
29. Legal services have recommended to the project team that a new lease of 3 Blossom Street is entered into with the current service provider, The Cyrenians Limited for the remainder of the term of

the existing service contract to regularise the existing tenancy arrangements. We cannot comment on whether The Cyrenians Limited will agree to this proposal.

Commercial Legal matters

30. All CYC procurements and related contracts are subject to the Public Contracts Regulations 2015 (“PCRs”) and the Council’s Contract Procedure Rules (“CPRs”). The YDAS Service Contract will need be commissioned via a compliant procurement route in accordance with the PCRs and CPRs. The Commercial Procurement team will advise upon this and a contract is to be drafted for the tender with support from legal services.
31. As the property arrangements potentially include rent less than normal market value they may be impacted by the Subsidy Control Act 2022. Legal should be engaged to carry out a full assessment before any subleases are entered into.

Options Analysis and Evidential Basis

32. There is a clear evidence-base for the delivery of drug and alcohol services, and the recovery model is shown to be effective at producing long term better health outcomes for those who access treatment.
33. This service requires buildings to deliver from, with the current premises seen as acceptable to the community and suitable for the purpose. It is therefore the preferred option to enter into the lease arrangements outlined above.

Organisational Impact and Implications

34. Financial

The stepped rent on Bowes Morrell house proposed of £29,000pa (Years 1 and 2), £30,000pa (Years 3 and 4) and £31,000 pa (Years 5 and 6) plus VAT is an increase on the current rent of £27,000pa. This increased cost will be met through the Public Health grant over the course of the lease term. In addition, CYC will reimburse YCT for costs incurred

by YCT in operation and maintenance of heating, lighting systems etc capped at £3,500 per annum, and will be responsible for paying a fair and reasonable proportion of the costs incurred by YCT of the repair, maintenance, clearance and renewal of the gutters and other rainwater goods used exclusively by the premises or by the building. These costs will again be met through budgeted resource within the Public Health grant.

35. Human Resources (HR)

There are no HR implications of this decision

36. Legal

See the Consultation Analysis section of this report for Legal comment.

37. Procurement

Commercial Procurement are working with Public Health colleagues to draft the Invitation to Tender documentation to be published and invite competitive tender submissions to award a contract for the York Drug and Alcohol and Treatment and Recovery Service. Within this tender documentation it will include the specific details of the building lease agreements for the buildings currently used as premises for the York Drug and Alcohol Service, namely Bowes Morrell House (BMH) and 3 Blossom Street, so that all interested bidders have full, open access to the details of these premises for the York Drug and Alcohol Treatment and Recovery Service contract so all bidders can consider if they incorporate the use of these premises to provide this service.

38. Health and Wellbeing

Supporting those with addictions into recovery is in line with the Council plan and the Health and Wellbeing Strategy 2022-2032. It helps narrow health inequalities, particularly supporting inclusion health groups and some of the most vulnerable in society.

39. Environment and Climate action

Bowes Morell House has an EPC rating 'E'. While the historical nature of the building makes improvement works challenging, there are a list of suggested measures that are simple and cost-effective to install. Although the budget envelope does not allow us to fund any modifications directly, York Conservation Trust may have planned works which contribute to a decreased environmental impact of the building, and CYC will work actively to support this as and where possible.

3 Blossom Street has an EPC rating of 'D'. It is a challenging building to retrofit but there are simple cost-effective measures that can be undertaken to improve energy efficiency.

40. Affordability

The locations of both 3 Blossom St and Bowes Morrell House are accessible by public transport, meaning that although travel costs are still a consideration for customers, they are lower than taxi costs might be.

41. Equalities and Human Rights

An Equalities Impact Assessment (EIA) is attached as an annexe to this report.

42. Data Protection and Privacy

No Data Protection Impact Assessment (DPIA) is required as there no change in service delivery model or the associated data protection and security arrangements are proposed.

43. Communications

Since no changes in service delivery model are proposed, there are no communications implications.

44. Economy

There are no economic implication of this report.

45. Asset and Property Management

Property Services have been engaged by the Public Health team to negotiate terms for a new lease of BMH with YCT, having identified that there are no other buildings within CYC's portfolio that would be suitable for housing the Oaktrees service. We have also considered other available properties on the open letting market but it is agreed that BMH provides the most suitable building for the service in an appropriate location. We have worked to finalise Heads of Terms for a new lease of BMH (as cited earlier in this report) with YCT's agent and are now in a position to instruct Legal Services on the new lease.

Risks and Mitigations

46. As outlined in this paper, not having a building for the Oaktrees element of the service to be delivered from would affect a large number of individuals' recovery journey, and would constitute a major risk for the delivery of a statutory public health service.
47. In addition, the lack of a new lease for BMH would put the Invitation to Tender for the YDAS at risk
48. The obvious mitigation for these risks are for Executive to approve the granting of a new lease according the details above.

Wards Impacted

49. Whilst this report concerns two buildings within the Guildhall ward, this decision impacts all wards because the properties in question are for delivery of city-wide services on offer to all York residents who need it.

Contact details

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

Author

Name:	Peter Roderick
Job Title:	Acting Director of Public Health
Service Area:	Public Health

Telephone:	01904 551479
Report approved:	Yes
Date:	24/07/2023

Co-author

Name:	Ruth Hine
Job Title:	Public Health Specialist Practitioner - Advance
Service Area:	Public Health
Telephone:	07983951103
Report approved:	Yes
Date:	24/07/2023

Name:	Jill Anderson
Job Title:	Senior Lawyer – Property
Service Area:	Legal
Telephone:	01904 552260
Report approved:	Yes
Date:	24/07/2023

Name:	Ryan Bell
Job Title:	Senior Lawyer – Commercial (Solicitor)
Service Area:	Legal
Telephone:	01904 555083
Report approved:	Yes
Date:	24/07/2023

Name:	Gerard Allen
Job Title:	Senior Lawyer (Property Law)
Service Area:	Legal
Telephone:	01904 552004
Report approved:	Yes
Date:	24/07/2023

Name:	Katie Morgan
Job Title:	Property Surveyor
Service Area:	Asset and Property Management
Telephone:	01904 553804
Report approved:	Yes
Date:	24/07/2023

Background papers

- Background paper: *Recommissioning of Alcohol & Drug Treatment and Recovery Services, November 2022*
<https://democracy.york.gov.uk/documents/s163813/Recommissioning%20of%20Alcohol%20Drug%20Services.pdf>

Annexes

- Annex A: Equalities Impact Assessment (EIA)

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Public Health		
Service Area:	Public Health		
Name of the proposal :	Renewal of lease on building		
Lead officer:	Peter Roderick		
Date assessment completed:	30/06/23		
Names of those who contributed to the assessment:			
Name	Job title	Organisation	Area of expertise
Peter Roderick	Public Health Consultant (Acting Director of Public Health)	CYC	Public Health
Ruth Hine	Public Health Specialist Practitioner (Advanced)	CYC	Public Health
Anna Brown	Public Health Officer	CYC	Public Health

Step 1 – Aims and intended outcomes

1.1	<p>What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p><i>The purpose of the proposal is to ensure that the requirement for lease arrangements to be regulated for premises from which one part of the York Drug and Alcohol Service currently operates from - Bowes Morrell House ('BMH', at 111 Walmgate). There is no change proposed which will substantially affect the delivery of the service from the current arrangement which has been in place since 2017.</i></p>
1.2	<p>Are there any external considerations? (Legislation/government directive/codes of practice etc.)</p>
	<p><i>The lease for the building has been negotiated through CYC property services and the corporate legal team</i></p>
1.3	<p>Who are the stakeholders and what are their interests?</p>
	<p><i>York Drug and Alcohol Service (Changing Lives) – they currently provide the treatment and recovery services for those with drug and alcohol misuse within York and are operating out of BMH</i> <i>North Yorkshire Office of the Police, Fire and Crime Commissioner – currently contribute to the current contract value</i></p>

1.4	What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	<p>Ensuring that there is suitable premises for individuals with a substance use disorder in York is critical, ensuring that this vulnerable group of people can get the help and treatment they need, reducing health inequalities, and helping meet the Council plan:</p> <p>Good Health & Wellbeing In York we know that some people drink higher than the recommended amount and the long term affects on this on physical health can cause chronic illnesses which can shorten life expectancy. Ensuring there is a treatment and recovery service for the population of York is key to enabling individuals to reduce/stop alcohol consumption.</p> <p>Individuals already in treatment and recovery services have more complex physical and mental health needs which can also to attributed to lower life expectancy, without a service inequalities in health would become worse for this client group.</p> <p>Safe communities and culture for all Part of the service is to provide strong pathways for those in the criminal justice pathway. Working with the Police, Fire and Crime Commissioner, North Yorkshire Police, Probation and other council departments ensures those who need help and support to access services do so. This can help with a reduction of reoffending a reduction in anti-social behaviour.</p> <p>A better start for children and young people Some work will be to strengthen services for those young people that require support with drug and alcohol issues, whilst also committing to carry out a preventative role through education and out reach.</p>

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	Source of data/supporting evidence	Reason for using
	<i>Service user survey</i>	<i>This provides views from those accessing Oaktrees within the last year</i>
	<i>Staff consultation - verbal</i>	<i>Other premises had been considered; staff felt that BMH was the best suited to the service needs</i>

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.	
	Gaps in data or knowledge	Action to deal with this

Step 4 – Analysing the impacts or effects.

EIA 02/2021

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age		0	L
Disability	An accessible and well-recognised set of premises for this service will benefit those who are more likely to have physical and mental health issues	+	M
Gender		0	L
Gender Reassignment		0	L
Marriage and civil partnership		0	L
Pregnancy and maternity		0	L
Race		0	L
Religion and belief		0	L
Sexual orientation		0	L

Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer		0	L
Low income groups	An accessible and well-recognised set of premises for this service will benefit those who are more likely to be on lower incomes	P	M
Veterans, Armed Forces Community	An accessible and well-recognised set of premises for this service will benefit people with substance misuse disorder, including those who are armed forces veterans	P	M
Other	Work with specific groups is part of the service specification. i.e. those in the criminal justice pathway	P	L
Impact on human rights:			
List any human rights impacted.		0	L

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them

- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p>High impact (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p>Medium impact (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p>Low impact (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
There are no negative impacts identified of the proposals identified in this EIA	

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:
- No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.	

- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	Conclusions/justification
<i>No major change to the proposal</i>	<i>There is a lease in place with York Conservation Trust relating to the use of BMH for York Drug and Alcohol Service, and the council owns 3 Blossom street: so given these proposals relating to renewal of existing arrangements rather than changes, there are no major changes to the proposal raised by this EIA.</i>

Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by whom, will be undertaken as a result of the impact assessment.			
Impact/issue	Action to be taken	Person responsible	Timescale

Step 8 - Monitor, review and improve

8. 1	How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	Demographic characteristics of YDAS service users are regularly monitored by the public health team to ensure our services are reaching and serving the needs within our population



Meeting:	Executive
Meeting date:	14/09/2023
Report of:	Ian Floyd Chief Operating Officer Debbie Mitchell Chief Finance Officer
Portfolio of:	Councillor Katie Lomas, Executive Member for Finance, Performance, Major Projects, Human Rights, Equality & Inclusion

2023/24 Finance and Performance Monitor 1

Subject of Report

1. This report sets out the projected 2023/24 financial position and the performance position for the period covering 1 April 2023 to 30 June 2023, together with an overview of any emerging issues. This is the first report of the financial year and assesses performance against budgets, including progress in delivering the Council's savings programme.
2. This report outlines the Council's serious financial position with a forecast overspend for 2023/24 of £11.4m. This is a significant overspend that is of serious concern and it is very clear that the Council cannot afford to keep spending at this level. The general reserve is £6.9m and, whilst we have other earmarked reserves that we could call on if required, continued spending at this level would quickly see the Council exhaust its reserves.
3. Given the scale of the forecast overspend, immediate action is needed to bring spending down to an affordable level, both within the current financial year and over the next 4 years, to safeguard the Council's financial resilience and stability.

4. This report outlines the actions we need to take and identifies areas for further work. If we take immediate action and make these difficult decisions now, this will ensure the future financial stability of the Council and that we can continue to provide services for our residents. It is vital that the mitigations are delivered, and the forecast overspend is reduced.

Benefits and Challenges

5. This report is mainly to note the latest financial projections and current performance. The main challenge is delivering on agreed savings whilst also identifying further reductions in expenditure. The main benefit of approving the recommendations will be the ongoing financial stability of the Council.

Policy Basis for Decision

6. This report is mainly to note the latest financial projections and current performance. The ongoing financial resilience and stability of the Council will be essential to ensuring that Council priorities can continue to be achieved.

Financial Strategy Implications

7. This report sets out the projected financial position and identifies a range of actions that are necessary in order to reduce expenditure, both within the current financial year and over the next 4 years to safeguard the Council's financial resilience and stability.

Recommendation and Reasons

8. Executive is asked to:
 - Note the finance and performance information.
 - Note that management actions have already been implemented to exercise budget management but that further controls are now needed.
 - Note that there will be a negative impact on the Council's medium term financial position should the proposed mitigations not be delivered.
 - Note that further work and savings will be needed to fully mitigate the forecast overspend.

- Note that further work will be undertaken to explore the potential for generating income through provision of some non-statutory services such as green waste collection.
- Approve officers to take the actions needed to manage the financial position as outlined in paragraphs 14 and 15.
- Approve increase in car parking charges by 10p per hour as set out in paragraphs 81 and 82 to be implemented as soon as practicably possible. The Corporate Director of Place will liaise with the Executive Member for Economy & Transport to determine the exact date.
- Approve a further extension to March 2025 for the letter of credit to York Museums Trust as outlined in paragraphs 26 to 28.
- Note the potential requirement for match funding in respect of the YMT grant bid as set out in paragraph 29.
- Confirm that the officer decision around ward funding allocations is implemented as planned (see paragraphs 30 to 31).

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

Background

Financial Summary and Mitigation Strategy

9. The current forecast is that there will be an overspend of £11.4m. This is despite action being taken by managers across the Council to try and reduce expenditure. If the Council continues to spend at the current level, and no action is taken, then we will continue to overspend and will exhaust our reserves and any other available funding. The current level of expenditure is unaffordable and therefore we must take immediate action to reduce expenditure.
10. As outlined in reports to Executive throughout the previous financial year, we have continued to see recurring overspends across both Adult and Children's Social Care. However, the underspends and mitigations that have allowed us to balance the budget at year end have generally been one off. Whilst the use of reserves to fund an overspend is appropriate as a one-off measure, it does not remove the need to identify ongoing savings to ensure the overall position is balanced. The budget report considered by Executive in February 2023 also included an assessment of risks associated with the

budget, which included the need to secure further savings and effectively manage cost pressures.

11. Members will be aware that the financial position of local government is a national challenge and that the pressures being seen across both Adult and Children's Social Care are not something that is unique to York. Many Councils are experiencing significant financial pressures and struggling to balance their budgets now, so it is vital that we take immediate action to reduce our expenditure down to a sustainable level both within the current financial year and over the medium term. Taking decisive action now will safeguard the Council's financial resilience and stability and prevent York being in a position where it is unable to balance its budget in future years. This means that, in addition to the actions proposed in this report, there will be a need to continue to identify further mitigations and savings for future years.
12. A series of mitigations and cost control measures are already in place to reduce the forecast overspend but further measures need to be implemented. Given the scale of the financial challenge, and the expected impact on budgets in future years, it is vital that every effort is made to balance the overall position. It is recognised that this will require difficult decisions to be made to protect services for vulnerable residents.
13. Corporate control measures are being implemented but they will not deliver the scale of reduction needed within the year. Other savings proposals, including service reductions, will also be needed.
14. The following measures will therefore be implemented with immediate effect.
 - Increase car parking charges by 10p per hour as outlined in paragraphs 81 to 82.
 - A freeze on recruitment, agency, and overtime wherever possible and safe to do so. Some exceptions are in place for waste, social care, income generating posts and health and safety matters. This will impact on service delivery in a variety of ways, depending on where the vacancies arise. Corporate Directors will monitor the position in their own directorates and highlight any risks as appropriate.
 - Introduce an officer procurement challenge panel to review all procurements, ensuring that they look to reduce costs and review service levels with an expectation that savings are delivered from contracts. This will include not reprocurring

non statutory contracts where it is considered possible and safe to do so.

- Identify alternative funding sources for the remaining one off items, totalling £650k, that are due to be funded from the Venture Fund and Business Rates Pool to allow this funding to instead offset the forecast overspend.

15. Further work will also be done to consider whether savings can be realised from a range of other areas. This work will start now, and any options considered in a future report to Executive or an Executive Member Decision Session as appropriate.

- Explore the potential for generating income through provision of some non-statutory services such as green waste collection.
- Review the current capital programme to identify any schemes that can be delayed so that we can also defer borrowing costs to generate a revenue saving in year. This review will also consider whether schemes not yet started should progress and will include a review of ICT expenditure to identify any work that can be reduced or delayed.
- Consider a reduction in expenditure on highways maintenance.
- Consider further reductions in ward funding.
- Review all grant payments to Community & Voluntary sector to identify any areas that could be reduced.
- Review all fees and charges to identify where in year increases could be implemented.
- Review a range of existing contracts and service levels to identify any that can be reduced.

16. Garden waste collection and disposal is a non-statutory service that Councils can charge for and, whilst the service is valued by residents who produce green waste, it is not essential. Green waste collection in York is not universal, many homes do not receive the service. There is an opportunity, taken by many Councils, to introduce a charge for the service. There is the free option, available to all residents who produce green waste from their gardens to home compost. Compost can be re used on the garden which is also the most sustainable use of organic material in the home. As part of this work the Council will explore how those who do not subscribe to a green waste collection can be supported to compost more at home.

17. It is therefore recommended that the Council explores the potential to introduce a green waste charging in a similar scheme to the one that now covers the whole of North Yorkshire. The service in North Yorkshire currently costs £43.50 per annum for a fortnightly collection. Should York introduce such a charge, revenues of between £720k and £1.5m per annum could be raised depending on the level of take up of the service (assumes 25%-55%). There would also be potential operational savings should take up be at the lower level of the range. A future report to Executive will detail plans, costs, and potential income to inform budget planning for the 2023/24 financial year.
18. Alongside these actions, officers will continue to carefully monitor spend, identify further mitigation, and review reserves and other funding to make every effort to reduce this forecast position. However, it is possible that it will not be reduced to the point that the outturn will be within the approved budget. The Council has £6.9m of general reserves that would need to be called on if this were the case. As outlined in previous reports, any use of the general reserve would require additional savings to be made in the following year to replenish the reserve and ensure it remains at the recommended minimum level.
19. It must be a clear priority for all officers to focus on the delivery of savings plans during the year. Corporate Directors and Directors will keep Executive Members informed of progress on a regular basis.

Financial Analysis

20. The Council's net budget is £141m. Following on from previous years, the challenge of delivering savings continues with c£6m to be achieved to reach a balanced budget. Early forecasts indicate the Council is facing net financial pressures of £11m and an overview of this forecast, on a directorate by directorate basis, is outlined in Table 1 below.

Service area	Net budget	2022/23 Gross Forecast Variation	Mitigation	2022/23 Revised Forecast Variation after mitigation
	£'000	£'000	£'000	£'000
Children & Education	25,083	5,074	-500	4,574
Adult Social Care & Integration	45,329	6,835	-3,000	3,835
Place	22,605	-1,118	-140	-1,258
Customers & Communities, Public Health & Corporate Services	26,437	1,601	-1,000	601
Central budgets	22,670	-1,000		-1,000
Sub Total		11,392	-4,640	6,752
Contingency	-500		-500	-500
Use of earmarked reserves			-4,250	-4,250
Target for further mitigation			-2,002	-2,002
Total including contingency	141,624	11,392	11,392	nil

Table 1: Finance overview

Reserves and Contingency

21. The February 2023 budget report to Full Council stated that the minimum level for the General Fund reserve should be £6.8m (equating to 5% of the net budget). At the beginning of 2023/24 the reserve stood at £6.9m.
22. Should the mitigation outlined in this report not deliver the required level of savings in the current financial year then this reserve is available to support the year end position. However, in light of the ongoing financial challenges being faced by all Councils it is now

more important than ever to ensure the Council has sufficient reserves. Therefore, should it be the case that we need to draw down a substantial amount from this general reserve in 2023/24, growth will need to be included in the 2024/25 budget to ensure that reserves can be maintained at an appropriate level.

23. In addition to the general reserve of £6.9m there are a range of other earmarked reserves where funds are held for a specific purpose. These reserves are always subject to an annual review and these funds will again be reviewed on a quarterly basis and where appropriate to do so will be released to support the in-year position. Whilst this is a prudent approach that will ensure the financial resilience of the Council it is not a substitute for resolving the underlying overspends but instead allows time to develop future savings proposals in a planned way. There is currently a balance of £31.2m available in earmarked reserves. Following a review, it is considered appropriate that c£4m can be released from a range of areas. This includes the £650k from the Venture Fund referred to in paragraph 14 above and £500k from the Public Health reserve. We will also look at amounts held by fully owned Council companies to ensure that reserves are not being held at a level that is unnecessarily high.
24. As in previous years a contingency budget is in place, and this is currently assumed to be available to offset the pressures outlined in this report.

Loans

25. Further to a scrutiny review, it was agreed that these quarterly monitoring reports would include a review of any outstanding loans over £100k. There is one loan in this category for £1m made to Yorwaste, a company part owned by the Council in June 2012. Interest is charged on both loans at 4% plus base rate therefore interest of 9.25% is currently being charged. All repayments are up to date.
26. In August 2020, Executive approved a letter of guarantee to the York Museums Trust providing them with access to a maximum of £1.95m over the following 2 years, should it be required, to secure the museums as a going concern. Subsequent extensions have been agreed by Executive in June 2021 and June 2022 meaning the current letter expires in March 2024.

27. YMT have requested that the letter of guarantee be further extended by one year to 31 March 2025 as they continue to operate with minimal reserves and need the letter of guarantee extending for their auditors to be able to sign off their accounts as a going concern.
28. The letter of guarantee outlines the Council's commitment to providing YMT with the funds should they be required, up to a reduced amount of £1m, on receipt of evidence that the funds are required (i.e., that reserves, and other income sources have been exhausted). This allows the Trust to demonstrate that they are a going concern, as well as providing the certainty they need to continue to operate.
29. The YMT have also passed the first stage of applying for an Arts Council Museum Estate and Development Fund grant to carry out vital improvements to the Yorkshire Museum roof which, if successful, would secure £4.9m. Should the bid be approved, £490k of match funding will need to be identified. The outcome of the bidding process will not be known until March 2024 and therefore consideration of any match funding will be reviewed as part of the annual budget setting process.

Other

30. At Full Council on 20th July 2023 the report of the Executive Member for Finance, Performance, Major Projects & Equalities outlined an amendment to the budget and specifically a new approach to allocating ward funding (available here [Annex - Ward Budgets 2023-27.pdf \(york.gov.uk\)](#)). Officers then proceeded to enact that decision reflected in an officer report and decision available here [Decision - Approval to implement a revised ward budget scheme as approved at full Council on 20th July 2023 \(york.gov.uk\)](#)
31. The decision reflects that a standard amount of the funding is still applied on a per councillor basis, but a proportion is allocated using the Indices of Multiple Deprivation, including a weighting which reflected the population of each ward. Members are asked to confirm that the allocation is made as per the decisions referred to in paragraph 30 above.

Directorate Analysis

Children and Education

32. The forecast directorate outturn position is an overspend totalling £5,074k and the table below summarises the latest forecasts by service area.

	2023/24 Budget	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Children's Safeguarding	21,309	+4,291	+20.3
Education & Skills	14,624	+782	+5.3
School Funding & Assets	-7,642	-5	0
Director of C&E & Central Budgets	-3,208	+6	-0.1
Total Children & Education	25,083	+5,074	+20.2

Mitigations to reduce forecast overspend	
Direct Payments Review	-200
Removal of budget contingency held within service	-100
Use of unallocated budget growth	-50
Grant income received in excess of amounts accrued	-150

Revised position	4,574
------------------	-------

33. There has been significant progress made in reviewing and reducing the expenditure across Children & Education, with a substantial reduction in the use of agency staff and the cost of placements. This is extremely positive and is against the national trend of ever increasing overspends in Children's Services. However, costs are increasing due to inflation, an increase in safeguarding activity reflecting greater complexity of needs and the challenges of a dysfunctional children's social care market.
34. As previously reported, the number of Children Looked After (CLA) in York has consistently been at a higher level than the budget was built to accommodate. The number at the beginning of the financial year was 267, at the end of June it was 262. Placement budgets are predicted to be overspent by a total of £2,608k, which is a significant improvement from the 2023/23 outturn which was £5,651k overspent. However, the pressure on this budget continues and is partly due to the limited market for children's placements and the statutory requirements placed on local authorities to meet children's needs, coupled with inflationary pressures which could worsen the position.
35. In addition, there is a predicted overspend in the Corporate Parenting Staffing Teams of £317k as the staffing budgets make no provision for the extra costs of agency staff.
36. Safeguarding Interventions is predicted to overspend by 165k due to a higher number of cases and the use of some agency staff to cover vacancies. In addition, legal fees are predicted to overspend by £218k.
37. An overspend in Disabled Children's Services of £542k is mainly overspends on direct payments. A specific project for direct payments is being investigated, which will clawback some of previous payments made and reduce ongoing costs.
38. Home to School Transport shows a forecast overspend of £775k. This continuing overspend is due to an increase in numbers for post 16/19 plus the provision of more specialist education provision locally. This is a much more cost-effective alternative to expensive out-of-city provision but has a consequent effect on this budget as we have had to provide more transport to establishments such as York College,

Askham Bryan, Choose 2 and Blueberry Academy. The change in legislation to allow EHCPs up to the age of 25, resulting in significantly more students accessing this option, has also significantly increased our transport spend.

39. The Dedicated Schools Grant (DSG) is currently projected to be on track to meet the targets set out in the Safety Valve recovery plan agreed with the DfE.
40. The main pressure continues to be experienced within the High Needs Block and is due to the continuing increase in High Needs numbers, and increasing complexity, requiring expensive provision, especially in Post 16 and Post 19 provision and the education element of Out of Authority placements.
41. The brought forward balance on the DSG as at 1 April 2022 was a deficit of £5,843k, following the first payment of additional funding under the Safety Valve agreement in March 2022. The net position in 2022/23 would have been an overspend of £1,380k, however a further £4,500k of additional DSG was paid during the year as the LA successfully met the targets set out in year one of the agreed management plan. The result is a revised cumulative deficit of £2,723k to carry forward to 2023/24.
42. The Safety Valve agreement commits the local authority to bring the DSG into an in-year balanced position by 2025/26. Further payments are conditional on the local authority meeting the targets set out in the Management Plan, and reporting quarterly to the DfE on progress, with the eventual aim of eliminating the in-year deficit by the target date, with additional payments by the DfE eliminating the historic deficit at that point.

Adults

43. The projected outturn position for Adult Social Care is an overspend of £6,835k and the table below summarises the latest forecasts by service area. This projection is based on customer numbers and costs in the first two months of the year. The projection assumes that £1,832k of previously agreed savings will be made by the end of the year.

	2023/24 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Direct Payments	4,813	1,212	25.1
Home and Day Support	1,234	2,442	197.9
Supported Living	14,527	750	5.1
Residential care	13,639	1,172	8.6
Nursing care	4,905	575	11.7
Short term placements	1,228	218	17.7
Staffing (mostly social work staff)	7,261	363	5
Contracts and Commissioning	2,341	-25	-1
In House Services	4,817	-22	-0.5
Be Independent & Equipment	929	49	5.3
Other	-10,318	51	0.5
Recharges	-47	50	106.4
Total Adult Social Care	45,329	6,835	15.1

Mitigations to reduce forecast overspend	
Use of Market Sustainability and Improvement Fund for price pressures	-800
Recover all unused Direct Payments	-750
Stop any non-statutory activity	-500
Impact of introducing residential and nursing framework for providers	-500

Review of high-cost packages and Supported Living Schemes	-450
Revised position	3,835

44. A number of factors have come together to make an extremely challenging operating environment for adult social care.
45. Most services that deliver care are commissioned by CYC from the independent sector where the cost of providing care has been increasing through inflation, for example in workforce and utilities costs. Partners such as the NHS are also under pressure meaning there is increased pressure on social care to support hospital discharge and to support people with increasingly high needs at home. Austerity, the pandemic and cost of living crisis have meant that more people than ever feel the need to come to the local authority seeking support. Our population is ageing and has the increased additional needs this brings. This is at the same time as increased additional responsibilities around the delivery of high quality, personalised, accessible and affordable support have come through the 'People at the Heart of Care' national strategy and regulatory requirements of the care quality commission, without the necessary additional resource to fund this.
46. In order to manage within budget we will see significant reductions in the price we pay, the numbers of people we provide commissioned services to, the amount of the services which people receive and the type of commissioned service we provide.
47. Introduction of robust and fair provider frameworks to limit the cost while maintaining the quality of residential homes, nursing homes, supported living and home care are being introduced. The introduction of brokerage services to link this provision to the assessment of individual need will ensure that we make best use of such services. We have in place assurance processes to check, challenge and where necessary decline assessments and requests for service. Over the coming months there is a refresh of the practice model to assure good assessments and decision making that requires all personal and community assets and assistive technology is used before services are put in place.
48. The number of people entering residential and nursing care have been declining over recent months due to the introduction of

measures above. However, we have people placed in services in the past at higher rates and in order to deliver budget reductions, we need to see the total numbers of people in these settings reduce and this will happen over time. The completion of the refurbishment of the independent living scheme at Glen Lodge is also key to achieving this.

49. This decrease in the use of residential and nursing care puts additional pressure on use of home care. The numbers of people receiving home care services will also reduce. This will happen through an improved of short reablement services, which requires retendering, a remodelling of the front door, which is planned through the improved practice model, increasing our brokerage capacity to cover all service areas, bringing our communities services closer to adult social care and improvements in the use of assistive technology.
50. The following paragraphs outline the main variations.
51. Be Independent is currently projected to overspend by £144k. There is still a budget gap of £130k which needs to be addressed, together with a historical budget overspend on recharges of £50k. In addition, staffing is expected to overspend by £102k due to an unfunded regrade of some of the posts in the team and to having a review manager post over establishment. There is also expected to be an underachievement on the sales income budget as no further equipment sales are expected to be made (£49k). This is offset by additional income arising from Mediquip moving into the site at James Street.
52. Yorkcraft is projected to overspend by £167k due to an underachievement of income (£106k) offset by an underspend on staff due to vacancies (£23k), and other minor overspends across the service.
53. The Bungalow and Pine Trees are projected to underspend by around £111k in total mainly due to staffing vacancies in both services.
54. Older People permanent residential care is projected to overspend by £759k due to both an increase in both the cost and the number of customers. Nursing Care is projected to overspend by £165k. This is largely due to the less income from health for Continuing Health Care

than expected offset by a reduction in the number of people in nursing care.

55. Physical & Sensory Impairment Community Support is projected to overspend by £821k due to a higher than expected average cost per hour on the framework contracts and the average income from customers being less than in the budget.
56. The Older People Community Support Budget is projected to overspend by £765k. This is due to an increase in homecare provided and an increase in the average cost per hour.
57. The Physical & Sensory Impairment Supported Living schemes budget is expected to overspend by £757k due to an increase in costs.
58. Learning Disabilities Community Support Budget is projected to overspend by £478k, due to the average cost of a homecare placement being £250 per week higher than in the budget and the average cost of a day support placement is £10 per week higher. In addition, the average health income received per customer is £511 a week less than budgeted for.
59. Learning Disabilities direct payments are projected to overspend by £1,081k. This is due to the average weekly health income received per customer being £412pw less than in the budget. In addition, the average direct payment per customer is £115pw more than in the budget and the average transport direct payment per customer is £42 pw higher than budget. This is offset by having 9 fewer direct payment support customers.
60. The Residential Learning Disabilities – Working Age budget is projected to overspend by £619k due to the average cost of a placement being £176 a week more than in the budget and there is one less health funded customer. This is offset by having one less customer in residential care compared to the budget.
61. Mental Health Community Support Budget is projected to overspend by £243k, this is due to the average cost of a homecare placement being £110 a week higher than in the budget and the average cost of a day support placement is £36 a week more than budget. In addition, the average amount of health income per customer is £248 a week lower than in the budget - this is largely due to one customer's funding having ended in May 2023.

62. The Mental Health nursing care – over 65 budgets are expected to overspend by £154k, largely due to the average cost per customer being £577 pw and having 2 more customers than budgeted. This is offset by the average amount of s117 funding received per customer being £419 pw more than in the budget. This customer cohort is relatively small and relatively expensive so small changes in numbers can have a significant financial impact.
63. The Mental Health nursing care – working age budgets are expected to overspend by £205k, this is due to the average cost per customer being £1,152 pw more than in the budget. Additionally, the average amount of s117 received per customer is £160 per week less than in the budget.
64. The department acknowledges that the initial position is unsustainable and has come up with the following actions which will mitigate the forecast overspend.
65. The government have allocated further Market Sustainability and Improvement Fund (MSIF) grant, £1.1m for York. Some of it will be invested in staffing but the majority will be used to fund the existing price pressures we face.
66. Direct Payment Customers have unused balances in their accounts that are to be recovered and can be used non recurrently to offset the forecast overspend.
67. We will stop any activity that is not directly meeting customers' assessed needs.
68. We are introducing a framework for our residential and nursing providers which will allow us to access beds at our framework rate. This may mean some customers are moved from their existing placements.
69. There are significant overspends attributable to some high-cost customers, particularly working age Learning Disability (LD) customers in residential care and those with Physical & Sensory Impairment (P&SI) needs in Supported Living. The review will encompass whether the individual is due any income from Health to support their care package.

Place

70. The forecast directorate outturn position is an underspend totalling £1,118k and the table below summarises the latest forecasts by service area.

	2023/24 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Transport	6,670	-166	-2
Fleet	-237	0	0
Highways	4,633	325	7
Parking Services	-6,728	-1,108	16
Waste	15,155	-1,076	-7
Public Realm	3,298	0	0
Emergency Planning	115	0	0
Planning Services	-134	380	-284
Forward Planning	421	0	0
Public Protection	766	5	1
Community Safety	688	0	0
Asset and Property Management	624	-90	-14
Facilities Management	1,293	552	43
Commercial Property	-4,336	0	0
Regen & Economic Development	406	0	0
Housing Services	-475	60	-13
Management and Support	446	0	0
Place total	22,605	-1,118	-5

Mitigations to reduce forecast overspend	
Increase parking charges by 10p	-70
Reduce use of agency to cover sickness absence in public realm	-60
Do not undertake any winter bedding activity	-10
Revised forecast	-1,258

71. The primary reason for the underspend is continued strong performance from income particularly relating to parking. There are also underspends across waste from recycle sales and lower than forecast waste tonnages. Offsetting these costs are the continued higher than budgeted utility costs across street lighting and Council offices.
72. Car park income to 30th June has remained strong across the city at being £158k (8%) ahead of income to the corresponding date in 2022/23 and £442k (27%) ahead of budget. It is not assumed that this increase will continue throughout the year however it is not unreasonable to assume that income will continue to be above budget. A current assumption of £1.2m ahead of budget is assumed in this forecast. That is offset by additional processing costs and costs across parking services. Income levels are monitored on monthly basis and the forecast will be updated regularly throughout the year.
73. There is a forecast underspend of (£1,076k) across waste disposal and collection. This is from a combination of additional recycling income due to higher than budgeted commodity prices. Income levels are forecast at £350k above budget which, although lower than 2022/23, is higher than budgeted.
74. Across Waste Collection operational costs are estimated at £300k below budget as vehicle repairs and hire are below budget as the fleet is relatively new. Residual waste tonnages across York and North Yorkshire are also lower than forecast which allows capacity within Allerton Park (£200k) to be filled with commercial waste from Yorwaste, providing additional income.

75. Early monitoring indicates a forecast shortfall in planning fees of £300k. This will be monitored closely, and the profile of planning income will be reviewed in light of the impact of the Local Plan.
76. The budget for facilities management assumes full occupation of external partners at West Offices. There remains a void on floor two whilst let is still subject to final completion. This has led to a forecast shortfall of £380k.
77. The energy budgets across Place were increased in 2023/24 to reflect the large increases in gas and electricity prices that occurred in 2022/23. There have however been a further 30% increase in electricity prices in 2023/24 which have led to forecast overspends in Highways (£325k) and Facilities management £175k.
78. The overall directorate forecast assumes that several income budgets, including commercial property and licensing, will outturn on budget. These will require monitoring throughout the year as there are potential pressures across services.
79. Recognising the Council wide forecast position, further mitigation has been identified.
80. As stated in the report there remains strong demand for parking across the city with income levels currently 10% above 2022/23 levels and over 22% above budget. Members could consider further increases in longer stay parking from November 2023 (which would link in with the St Nick's Fayre and run up to Christmas).
81. There are a number of options available to Members should they wish to see an increase in charges, and these can be broadly considered as
 - A flat increase – an increase of 10p or 20p could be added to all hourly charge rates which would increase revenues across the parking estate
 - An increase in the all day rate (over 5 hours) which is currently £16 at standard stay car parks (Marygate, Union Terrace, Monk Bar and St George's Field). This charge is relatively cheap when compared to other cities and alternative providers in the city. Members could increase this to £18/ day or £20 per day
82. The estimated net revenues that could be raised from such increases if demand remains strong and price elasticity is relatively low could be

as follows and would in effect reduce the Council spend on transport services.

	Part Year £'000	Full Year £'000
10p Increase	60	145
£18 All day	20	50
Cost of increase	-10	
	70	195
20p Increase	110	265
£20 All Day	40	100
Cost of increase	-10	
	140	365

83. It is also recommended that across public realm the service ceases covering sickness and absence with agency staff. Members are asked to note that service levels will fall and the time to remove leaves and fly tipping and overflowing bins will at times be beyond Service Level Agreement levels. It is anticipated that this could save up to £60k over the remainder of the year. There is a further option in public realm to not undertake any winter bedding activity which could save up to £10k in the service budget.

Corporate, Customers & Communities

84. The forecast outturn position for the remaining areas of the Council is a net overspend of £600k and the table below summarises the latest forecasts by service area.

	Budget £'000	Variance £'000	Variance %
Chief Finance Officer	2,923	-48	-2
HR and Corporate Management	2,545	105	4
Customers & Communities	15,892	1,044	7
Governance	5,063	500	8
Public Health	14	0	0
Total Corporate, Customers & Communities	26,437	1,601	2
Other central budgets and treasury management	22,382	-1,000	4.4

Mitigations to reduce forecast overspend	
Vacancy management and cost control measure across all areas	-1,000
Further review of Treasury Management and borrowing forecasts	
Revised position	601

85. Within Customers and Communities, the most significant pressure arises from the continued pressure across Housing Benefit Overpayments as the move to Universal Credit reduces opportunities

to achieve income from recovering overpayments. Elsewhere there are overspends within business support following the loss of external payroll contracts.

86. Within Governance department there are forecast pressures across legal services income recovery from capital fees and pressures regarding coroner fees.
87. Across all these service areas Managers are being tasked with identifying mitigations that will reduce these pressures. These will include holding vacancies, cash limiting budget areas and striving to maximise income generation. This will be carefully monitored and reported back at future monitoring reports.

Performance – Service Delivery

88. This interim performance report is based upon the strategic indicators included in the Performance Framework for the Council Plan (2019-2023) which was launched in late 2019. Following local elections in May 2023, a new Council Plan (2023-2027) is going through the formal approval stage and for the Q2 2023-24 Finance and Performance Monitor, there will be a new Performance Framework based on the new Council Plan and therefore a new suite of strategic indicators.
89. The Executive for the Council Plan (2019-23) agreed a core set of strategic indicators to help monitor the Council priorities and these provide the structure for performance updates in this report. Some indicators are not measured on a quarterly basis and the DoT (Direction of Travel) is calculated on the latest three results whether they are annual or quarterly.
90. A summary of the strategic indicators that have an improving direction of travel based on the latest, new, available data are shown below and the latest data for all of the core indicator set can be seen in Annex 1.
 - **% of working age population in employment (16-64)** – In Q3 2022-23, 85.5% of the working age population were in employment, which is higher than the national and regional figures (75.6% and 74.6% respectively) and the York performance gives the city a ranking of first regionally. The

figure for Q3 2022-23 in York is higher than seen in previous years.

- **% of adults that are physically active** – The latest data from the Adult Active Lives Survey for the period from mid-November 2021 to mid-November 2022 was published in April 2023. In York, 497 people aged 16 and over took part in the survey, and they reported higher levels of physical activity, and lower levels of physical inactivity, compared with the national and regional averages. Positively:
 - 70% of people in York did more than 150 minutes of physical activity per week compared with 63% nationally and 65% regionally.
 - 20% of people in York did fewer than 30 minutes per week compared with 26% nationally and 23% regionally.

- **Net Housing Consents** – Housing approvals between 1st April 2022 and 31st March 2023 totalled 1,559 net additional homes. This total represents a significant increase compared to the previous 12-month monitoring period when just 327 homes were approved and indicates a return to the relatively high annual consent figures experienced prior to 2021-22. Current approvals rates are similar to the levels achieved over the four-year period from 2017-18 to 2020-21. The main features of the consents approved were;
 - 1,303 of all net homes consented (83.6%) were granted on traditional (Use Class C3) housing sites;
 - Notable housing schemes were approved at Land North of Monks Cross (907), Land at Hospital Fields Road (85), Eastfield Lane, Dunnington (83), Cherry Tree House, 218 Fifth Avenue (48) with a further 84 homes approved on sites of 5 or less homes
 - A total of 253 student cluster flats were approved with Mecca Bingo, 68 Fishergate and Alton Cars York Ltd, 3 James Street both gaining approval for 104 student cluster flats
 - At least 192 homes had a resolution to grant planning permission subject to legal agreements prior to 31st March 2023. These are in addition to

the 1,559 homes determined during the monitoring year.

- **Average number of days to re-let empty Council properties** – The average number of days to re-let empty Council properties (excluding temporary accommodation) was 58 days at the end of Q1 2023-24. This figure had been reducing slowly from 108 days at the end of May 2022 and is now broadly in line with Q1 figures prior to 2022-23. The total number of void properties at the end of Q1 2023-24 was 60 which is the lowest figure seen for a number of years.
- **Library Visits** – Library visits (to all libraries, including reading cafes) during 2022-23 totalled 864,963, which is a large increase on the visits in the previous two years (617,771 in 2021-22 and 183,706 in 2020-21). This shows a very positive direction of travel. Figures for Q1 2022-23 (240,908) continue this positive trend and are in line with pre-pandemic figures.
- **Customer Centre – % served within target wait time** – 86% of customers were served within the target waiting time during Q1 2023-24. This is an increase on the figures during the same period in previous years (73% in 2022-23).
- **FOI and EIR – % of requests responded to in-time** – 89.3% of requests were responded to in-time during Q1 2023-24 which is the highest figure seen since the end of 2018-19.

91. Strategic indicators that have a worsening direction of travel based on the latest, new, available data are;

- **Percentage of household waste sent for reuse, recycling or composting** – The latest provisional data for the amount of household waste sent for reuse, recycling or composting was 33.4% within Q4 2022-23 which is a small decrease from 36.3% during Q4 2021-22. There was also a small decrease in the annual reuse, recycling or composting rate to 41.3% from 43.2% last year. Whilst there has been a reduction in total household waste collected to 857kg per household from 906kg last year there has not been the same reduction in residual (approx. non-recycling) household waste – remaining above 500kg per household.

- **Number of homeless households with dependent children in temporary accommodation** – The latest available data shows that the number of households with dependent children in temporary accommodation has increased during 2022-23 from 22 at Q1 to 35 at Q4, which is 51% of total households in temporary accommodation. Generally, the households with children rise and fall in line with the total households and there was a peak at the end of 2021-22 where 57% were households with children. Numbers reduced during the height of the pandemic but have since been increasing and are now just above levels seen in the years before the pandemic.
 - The increase in numbers of households in temporary accommodation can also be seen nationally for 2022-23, and when looking at the total number of households in temporary accommodation per households in area (000s), York continues to perform positively compared to benchmarks (0.78 in York compared to 4.35 Nationally, 1.1 Regionally and 16.54 in London). It should be noted that these figures are snapshot figures and therefore may fluctuate between the snapshot dates.

Consultation Analysis

92. Not applicable

Options Analysis and Evidential Basis

93. Not applicable

Organisational Impact and Implications

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

- **Financial implications** are contained throughout the main body of the report. The actions and recommendations contained in this report should ensure the continued financial

stability and resilience of the Council both in the current year and in future years.

- **Human Resources (HR)**, Work will be needed to mitigate and manage the impact of a higher number of staff vacancies and any resulting impact on sickness absence. Savings proposals with staffing implications will follow appropriate consultation and HR policies and procedures.

- **Legal**

- General

The Council is under a statutory obligation to set a balanced budget on an annual basis. Under the Local Government Act 2003 it is required to monitor its budget during the financial year and take remedial action to address overspending and/or shortfalls of income. Further work is required to develop and implement proposals that will allow the Council to bring its net expenditure in line with its income. There may be legal implications arising out of these proposals that will be considered as part of the development and implementation of those proposals. If the Council is unable to set a balanced budget, it is for the Chief Financial Officer to issue a report under s114 of the Local Government Finance Act 1988 ('a section 114 notice').

- Car Parking Charges

The Council can lawfully provide on and off street parking and set car parking charges pursuant to the Road Traffic Regulation Act 1984. A process under Schedule 9 of the Act must be followed to vary those charges under a Traffic Regulation Order. Public consultation is a part of the process.

- **Procurement**, the creation, and servicing of a procurement challenge panel will require support from within the procurement team along with updated forward procurement plans from all services areas across the Council including within the procurement team.
- **Health and Wellbeing**, reductions in spend in some areas could impact on the health and wellbeing of both our staff and residents. The impact of any reductions in spend will continue to be carefully monitored so that implications can be considered and mitigated where possible. The use of currently unallocated funds from the Public Health reserve may also mean that additional investment is needed in future years.

- **Environment and Climate action**, there are no direct implications related to the recommendations.
- **Affordability**, are contained throughout the main body of the report. Where decisions impact on residents on a low income these impacts will be recorded in the individual Equalities and Human Rights analysis referred to below.
- **Equalities and Human Rights**, whilst there are no specific implications within this report, services undertaken by the Council make due consideration of these implications as a matter of course.
- **Data Protection and Privacy**, there are no implications related to the recommendations.
- **Communications**, the information set out in this report necessitates both internal and external communications. With ongoing interest in the current state of Local Government funding, we anticipate this report will attract media attention. A comms plan has been prepared to help make the information about the forecast overspend and the controls proposed clear and understandable, with opportunities to facilitate staff discussion arranged. The Council Plan report is elsewhere on this agenda and communications will be aligned.
- **Economy**, there are no direct implications related to the recommendations.

Risks and Mitigations

95. An assessment of risks is completed as part of the annual budget setting exercise. These risks are managed effectively through regular reporting and corrective action being taken where necessary and appropriate.
96. The current financial position represents a significant risk to the Council's financial viability and therefore to ongoing service delivery. It is important to ensure that the mitigations and decisions outlined in this paper are delivered and that the overspend is reduced.

Wards Impacted

97. All.

Contact details

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

Author

Name:	Debbie Mitchell
Job Title:	Chief Finance Officer
Service Area:	Finance
Telephone:	Ext 4161
Report approved:	Yes
Date:	04/09/2023

Co-author

Name:	Ian Cunningham
Job Title:	Head of Business Intelligence
Service Area:	Governance
Telephone:	Ext 5749
Report approved:	Yes
Date:	04/09/2023

Annexes

Annex 1: Q1 Performance Tables - Council Plan Outcomes for Strategic Indicators 2019-23

This page is intentionally left blank

Annex 1 - Performance - Council Plan Outcomes for Strategic Indicators 2019-23

Well paid jobs and an inclusive economy						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Business Rates - Rateable Value	£252,801,976 (2022/23)	£243,494,496 (Q1 2023/24)	➡	Monthly	Not available	Q2 2023/24 data available in October 2023
Median earnings of residents - Gross Weekly Pay (£)	£597.90 (2021/22)	£609.20 (2022/23)	➡	Annual	National Data 2022/23: £642.20 Regional Data 2022/23: £594.10	2023/24 data available in November 2023
% of working age population qualified - to at least L2 and above	83.6% (2020/21)	87.9% (2021/22)	↑ Good	Annual	National Data 2021/22: 78.20%	2022/23 data available in October 2023
% of working age population qualified - to at least L4 and above	46.4% (2020/21)	59.3% (2021/22)	↑ Good	Annual	National Data 2021/22: 43.50% Regional Data 2021/22: 38.0%	2022/23 data available in October 2023
% of vacant city centre shops	8.50% (2022/23)	7.73% (Q1 2023/24)	➡	Monthly	National Data 2021/22: 14.40%	Q2 2023/24 data available in October 2023
GVA per head (£)	27,572 (2020/21)	30,684 (2021/22)	➡	Annual	Regional Rank 2021/22: 2	2022/23 data available in May 2024
% of working age population in employment (16-64)	81.80% (2021/22)	83.60% (2022/23)	↑ Good	Quarterly	National Data Q3 2022/23: 75.60%	Q1 2023/24 data available in November 2023
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Getting around sustainably						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
P&R Passenger Journeys	2m (YTD Dec 21)	2.4m (Prov) (YTD Dec 22)	↑ Good	Quarterly	Not available	Q4 2022/23 data available in September 2023
Local bus passenger journeys originating in the authority area (excluding P&R)	5.54m (YTD Dec 22)	7.26m (Prov) (YTD Dec 22)	↑ Good	Quarterly	Not available	Q4 2022/23 data available in September 2023
% of road and pathway network that are grade 4 (poor) or grade 5 (very poor) - roadways	22% (2020/21)	22% (2021/22)	➡	Annual	Not available	2022/23 data available in 2023
% of road and pathway network that are grade 4 (poor) or grade 5 (very poor) - pathways	3% (2020/21)	4% (2021/22)	➡	Annual	Not available	2022/23 data available in 2023
Area Wide Traffic Levels (07:00 -19:00) (Excluding A64) from 2009/10 baseline (2.07m)	1.77m (2019/20)	1.34m (2020/21)	➡	Annual	Not available	2021/22 data available in late 2023
Index of cycling activity (12 hour) from 2009 Baseline (31,587)	114.00% (2020)	101.00% (2021)	↓ Bad	Annual	Not available	2022 data available in late 2023
Index of pedestrians walking to and from the City Centre (12 hour in and out combined) from 2009/10 Baseline (37,278)	104.00% (2021/22)	123.00% (2022/23)	➡	Annual	Not available	2023/24 data available in June 2024
% of customers arriving at York Station by sustainable modes of transport (cycling, walking, taxi or bus - excluding cars, Lift, Motorcycle, Train)	71.90% (2019)	79.40% (2021)	➡	Annual	Not available	2022 data available in late 2023
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Good Health and Wellbeing						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Proportion of adults in contact with secondary mental health services living independently, with or without support (New definition from 2021/22)	36% (Q3 2022/23)	34% (Q4 2022/23)	➡	Quarterly	National Data 2021/22 26%	2022/23 data available in October 2023
Overall satisfaction of people who use services with their care and support	72.30% (2020/21)	65.10% (2021/22)	➡	Annual	National Data 2021/22 63.90%	2022/23 data available in October 2023
% of reception year children recorded as being obese (single year)	7.60% (2019/20)	8.90% (2021/22)	➡	Annual	National Data 2021/22 10.11%	2022/23 data available in November 2023
Slope index of inequality in life expectancy at birth - Female - (Three year period)	6.2 (2019/20)	5.7 (2020/21)	➡	Annual	Regional Rank 2020/21: 3	2021/22 data available in September 2023
Slope index of inequality in life expectancy at birth - Male - (Three year period)	8.3 (2019/20)	8.4 (2020/21)	➡	Annual	Regional Rank 2020/21: 3	2021/22 data available in September 2023
% of adults (aged 16+) that are physically active (150+ moderate intensity equivalent minutes per week, excl. gardening)	66.5% (2021/22)	70.4% (2022/23)	⬆ Good	Bi-annual	National Data 2022/23 63.1%	2023/24 data available in April 2024
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

A Better Start for Children and Young People						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Secondary school persistent absence rate (10% absence) (recorded over 6 terms)	12.10% (2020/21)	26.22% (2021/22)	⬆ Bad	Annual	Not available	Data for 2022/23 will be available in March 2024
Voice of the Child - Service Usage and Life Opportunities	Narrative	Narrative	N/A	Quarterly	Not available	Narrative
% of children who have achieved a Good Level of Development (GLD) at Foundation Stage - (Snapshot)	75.60% (2018/19)	70.90% (2021/22)	➡	Annual	National Data 2021/22 65.20%	Data for 2022/23 will be available in November 2023
Average Progress 8 score from KS2 to KS4	0.22 (2018/19)	0.26 (2021/22)	➡	Annual	National Data 2021/22 -0.02	Data for 2022/23 will be available in November 2023
% of pupils achieving 9-4 or above in English & Maths at KS4 (C or above before 2016/17)	73.60% (2018/19)	75.30% (2021/22)	➡	Annual	National Data 2021/22 56.10%	Data for 2022/23 will be available in November 2023
%pt gap between disadvantaged pupils (eligible for FSM in the last 6 years, looked after and adopted from care) and their peers achieving 9-4 in English & Maths at KS4	29.00% (2018/19)	32.00% (2021/22)	➡	Annual	National Data 2021/22 28.20%	Data for 2022/23 will be available in November 2023
% of Year 12-13 (academic age 16-17) NEET who possess less than a L2 qualification - (Snapshot)	87.10% (2022/23)	88.20% (Q1 2023/24)	➡	Monthly	Not available	Q2 2023/24 data available in October 2023
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

A Greener and Cleaner City						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Percentage of household waste sent for reuse, recycling or composting	43.17% (2021/22)	41.26% (Prov) (2022/23)	↓ Bad	Quarterly	National Data 2021/22 42.50%	Q1 2023/24 data available in October 2023
Residual household waste per household (kg/household)	514.61kg (2021/22)	503.49kg (Prov) (2022/23)	→	Quarterly	National Data 2021/22 546.8kg	Q1 2023/24 data available in October 2023
Incidents - Flytipping /Cleansing(includes dog fouling,litter)/Graffiti - On Public/Private Land	2,368 (2022/23) (Flytipping)	715 (Q1 2023/24) (Flytipping)	→	Monthly	Not available	Q2 2023/24 data available in October 2023
	2,307 (2022/23) Cleansing	586 (Q1 2023/24) Cleansing	→	Monthly	Not available	Q2 2023/24 data available in October 2023
	856 (2022/23) Graffiti	165 (Q1 2023/24) Graffiti	→	Monthly	Not available	Q2 2023/24 data available in October 2023
Carbon emissions across the city (tonnes of carbon dioxide equivalent) - (Calendar Year)	936 (2018)	912 (2019)	→	Annual	Not available	2020 data available in September 2023
Level of CO2 emissions from council buildings and operations (tonnes of carbon dioxide equivalent)	3,657.56 (2020/21)	3,633.3 (2021/22)	→	Annual	Not available	2022/23 data available in September 2023
Number of Trees Planted (CYC)	73 (2021/22)	1,099 (2022/23)	↑ Good	Annual	Not available	2023/24 data available in May 2024
% of Talkabout panel who think that the council are doing well at improving green spaces	43.26% (2021/22)	38.30% (2022/23)	↓ Bad	Bi-annual	Not available	Q1 2023/24 data available in September 2023
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Creating homes and World-class infrastructure						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Net Additional Homes Provided - (YTD)	402 (2021/22)	459 (2022/23)	→	Bi-annual	Not available	2023/24 mid-year data available in December 2023
Net Housing Consents - (YTD)	327 (2021/22)	1,559 (2022/23)	↑ Good	Bi-annual	Not available	2023/24 mid-year data available in December 2023
Number of homeless households with dependent children in temporary accommodation - (Snapshot)	28 (2021/22)	35 (2022/23)	↑ Bad	Quarterly	Not available	Q1 2023/24 data available in November 2023
Average number of days to re-let empty properties (excluding temporary accommodation) - (YTD)	78.73 (2022/23)	57.78 (Q1 2023/24)	→	Monthly	Not available	Q2 2023/24 data available in October 2023
Energy efficiency - Average SAP rating for all Council Homes	70.60 (2020/21)	70.60 (2021/22)	→	Annual	Not available	2022/23 data available in September 2023
Number of new affordable homes delivered in York	224 (2021/22)	109 (2022/23)	→	Quarterly	Not available	Q1 2023/24 data available in September 2023
Average broadband download speed (Mb/s)	159.3 (2021/22)	177.5 (2022/23)	→	Annual	National Data 2022/23 106.09	2023/24 data available in September 2023
Superfast broadband availability	95.53% (2021/22)	96.17% (2022/23)	→	Annual	National Data 2022/23 96.58%	2023/24 data available in September 2023
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Safe Communities and culture for all						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of Talkabout panel satisfied with their local area as a place to live	84.38% (2021/22)	82.18% (2022/23)	➡	Bi-annual	Community Life Survey 2020/21 79%	Q1 2023/24 data available in September 2023
All Crime per 1000 population	70.7 (2022/23)	16.3 (Q1 2023/24)	➡	Monthly	National Data Q1 2023/24 22.8	Q2 2023/24 data available in November 2023
Number of Incidents of ASB within the city centre ARZ	994 (2022/23)	254 (Q1 2023/24)	➡	Monthly	Not available	Q2 2023/24 data available in November 2023
Visits - All Libraries	864,963 (2022/23)	240,908 (Q1 2023/24)	↑ Good	Quarterly	Not available	Q2 2023/24 data available in October 2023
% of Talkabout panel who agree that they can influence decisions in their local area	24.26% (2021/22)	20.94% (2022/23)	↓ Bad	Bi-annual	Community Life Survey 2020/21 27%	Q1 2023/24 data available in September 2023
% of Talkabout panel who give unpaid help to any group, club or organisation	61.35% (2021/22)	60.64% (2022/23)	➡	Bi-annual	Community Life Survey 2020/21 62%	Q1 2023/24 data available in September 2023
Parliament Street Footfall	6,869,593 (2022/23)	1,848,762 (Q1 2023/24)	➡	Monthly	Not available	Q2 2023/24 data available in October 2023
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

An open and effective Council						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Forecast Budget Outturn (£000s Overspent / -Underspent) - CYC	£4,887 (excluding contingency) (2022/23)	£6,752 (excluding contingency) (Q1 2023/24)	➡	Quarterly	Not available	Q2 2023/24 data available in October 2023
Average Sickness Days per FTE - CYC (Excluding Schools) - (Rolling 12 Month)	12.73 (Q1 2022/23)	11.22 (Q1 2023/24)	➡	Monthly	Public Sector (Y&H) 2020/21 8	Q2 2023/24 data available in November 2023
Customer Services Waiting Times - Phone / Footfall / Webchat	00:01:42 (Phone) (2022/23)	00:00:15 (Phone) (Q1 2023/24)	➡	Monthly	Not available	Q2 2023/24 data available in October 2023
	82.80% (Footfall) (2022/23)	85.90% (Footfall) (Q1 2023/24)	↑ Good	Monthly	Not available	Q2 2023/24 data available in October 2023
	NC (Webchat) (2022/23)	NC (Webchat) (Q1 2023/24)	➡	Monthly	Not available	Q2 2023/24 data available in October 2023
Number of days taken to process Housing Benefit new claims and change events (DWP measure)	3.19 (2021/22)	3.72 (2022/23)	➡	Monthly	Not available	Q1 2023/24 data available in September 2023
% of 4Cs complaints (grade 1 and 2) responded to 'In Time'	94.56% (2022/23)	96.12% (Q1 2023/24)	➡	Monthly	Not available	Q2 2023/24 data available in October 2023
% of 4Cs complaints (grade 1 only) responded to 'In Time'	86.15% (2022/23)	87.50% (Q1 2023/24)	➡	Monthly	Not available	Q2 2023/24 data available in October 2023
FOI & EIR - % Requests responded to In time - YTD	85.50% (2022/23)	89.30% (Q1 2023/24)	↑ Good	Quarterly	Not available	Q2 2023/24 data available in October 2023
CYC Apprenticeships	24 (2022/23)	21 (Q1 2023/24)	➡	Quarterly	Not available	Q2 2023/24 data available in October 2023
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						



Meeting:	Executive
Meeting date:	14/09/2023
Report of:	Chief Finance Officer – Debbie Mitchell
Portfolio of:	Cllr Katie Lomas – Executive Member for Finance, Performance, Major Projects, Human Rights, Equalities and Inclusion

Decision Report: Capital Programme – Monitor 1 2023/24

Subject of Report

1. The purpose of this report is to set out the projected outturn position for 2023/24 including any under/over spends and adjustments, along with requests to re-profile budgets to/from current and future years.
2. A decrease of £135.903m is detailed in this monitor resulting in a revised capital programme for 2023/24 of £148.745m. There is a decrease of £10.404m and a re-profiling of budgets to future years totalling £125.499m. This is mainly due to a thorough review of the timings of the capital programme to reflect latest timescales. Key schemes that have been re-profiled within this figure are York Central Infrastructure (£35m), York Outer Ring Road Dualling (£23m), LA Homes – New Build & Burnholme (£27m). Details of these schemes can be found in the body of the report below.
3. Table 1 outlines the variances reported against each portfolio area and a summary of the key exceptions and implications on the capital programme are highlighted in the paragraphs that follow.

Department	Current Approved Budget £m	Projected Outturn £m	Adjustment £m	Reprofile £m	Total Variance £m	Paragraph Ref
Children's services	24.154	16.900	(0.254)	(7.000)	(7.254)	15 - 19
Adult Social Care	1.099	1.236	0.137	-	0.137	-
Housing Services	72.758	41.697	(0.045)	(31.016)	(31.061)	20 - 29
Transport, Highways & Environment	125.601	64.548	(10.497)	(50.566)	(61.053)	30 - 46
Regen, Economy & Property Services	47.909	12.909	-	(35.000)	(35.000)	47
Community Stadium	0.271	0.271	-	-	-	-
ICT	3.722	3.722	-	-	-	48
Customer & Corporate Services	2.290	2.063		(0.277)	(0.277)	-
Communities & Culture	5.383	4.338	(0.255)	(1.300)	(1.045)	49 - 54
Climate Change	1.461	1.061	-	(0.400)	(0.400)	55 - 56
Total	284.648	148.745	(10.404)	(125.499)	(135.903)	

Table 1 Capital Programme Forecast Outturn 2023/24

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

Gross Capital Programme	2023/24	2024/25	2025/26	2026/27	2027/28	Total
	£m	£m	£m	£m	£m	£m
Children's services	16.900	6.020	5.400	0.920	-	29.240
Adult Social Care	1.236	0.682	0.705	0.728	0.752	4.103
Housing Services	41.697	54.249	35.181	45.044	14.638	190.809
Transport, Highways & Environment	64.548	69.337	41.296	27.564	17.698	220.443
Regen, Economy & Property Services	12.909	36.250	0.275	0.275	0.275	49.984
Community Stadium	0.271	-	-	-	-	0.271
ICT	3.722	2.820	3.170	2.820	2.820	15.352
Customer & Corporate Services	2.063	0.427	0.200	0.200	0.200	3.090
Communities & Culture	4.338	2.026	-	-	-	6.364
Climate Change	1.061	0.650	0.250	-	-	1.961
Revised Programme	148.745	172.461	86.477	77.551	36.383	521.617

**Table 2 Revised 5 Year Capital Programme
Funding the 2023/24 – 2027/28 Capital Programme**

5. The revised 2023/24 capital programme of £521.617 m is funded from £184.044m of external funding and £337.533m of internal funding. Table 3 shows the projected call on resources going forward.

	2023/24	2024/25	2025/26	2026/27	2027/28	Total
	£m	£m	£m	£m	£m	£m
Gross Capital Programme	148.745	172.461	86.477	77.551	36.383	521.617
Funded by:						
External Funding	67.058	53.854	41.394	15.243	6.495	184.044
Council Controlled Resources	81.687	118.607	45.083	62.308	29.888	337.533
Total Funding	148.745	172.461	86.477	77.551	36.383	521.617

Table 3 – 2023/24 –2027/28 Capital Programme Financing

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

Financial Strategy Implications

8. The Finance and Performance Monitor report elsewhere on this agenda outlines the council's serious financial position with a forecast overspend for 2023/24 of £11.4m. This is a significant overspend that is of serious concern and it is very clear that the council cannot afford to keep spending at this level. The general reserve is £6.9m and, whilst we have other earmarked reserves that we could call on if required, continued spending at this level would quickly see the council exhaust its reserves.
9. Given the scale of the forecast overspend, immediate action is needed to bring spending down to an affordable level, both within the

current financial year and over the next 4 years, to safeguard the council's financial resilience and stability.

10. One of the proposed actions is to review the current capital programme to identify any schemes that can be delayed so that we can also defer borrowing costs to generate a revenue saving in year. This review will also consider whether schemes not yet started should progress and will include a review of ICT expenditure to identify any work that can be reduced or delayed.
11. Subject to the approval of the report by Executive, work will commence on this review and any implications reported back to a future meeting

Recommendation and Reasons

12. Executive is asked to:
 - Recommend to Full Council the adjustments resulting in a decrease in the 2023/24 budget of £135.903m as detailed in the report and contained in Annex A.
 - Note the 2023/24 revised budget of £148.745m as set out in paragraph 6 and Table 1
 - *Note the restated capital programme for 2023/24 – 2027/28 as set Reason: to enable the effective management and monitoring of the Council's capital programme*

Background

13. The 2023/24 capital programme was approved by Council on 23 February 2023 and updated for amendments reported to Executive in the 2022/23 outturn report, which resulted in an approved capital budget of £284.648m.

Consultation Analysis

14. The capital programme was developed under the capital budget process and agreed by Council on 23 February 2023. Whilst the capital programme as a whole is not consulted on, the individual scheme proposals and associated capital receipt sales do follow a consultation process with local Councillors and residents in the locality of the individual schemes

Options Analysis and Evidential Basis

Children and Education Services

15. The total approved budget within the Children's Services and Education Capital Programme for 2023/24 is £24.154m.
16. At this point in the financial year the only significant updates are regarding the main Basic Need scheme holding the unallocated Basic Need funding provided to the Local Authority by the Department for Education.
17. Firstly an additional amount of £255k is to be transferred to the Communities and Culture Capital programme to fund the provision of a Home Tuition space as part of the Clifton Library scheme.
18. The remaining unallocated Basic Need scheme budget is currently shown in the 2023/24 financial year. At present, although there may be a need to spend some of this funding during 2023/24, a large proportion of this will not be required until later years. At this stage it is proposed to reprofile £7m into 2024/25 and 2025/26, leaving £3.765m in 2023/24
19. The projects within the maintenance programmes are mainly scheduled to be carried out over the summer holiday period and a fuller progress report will be available at Monitor 2

Housing Services

Major Repairs

20. The latest valuation of the council house stock increased by 17% in 2022/23. This led to a larger than estimated depreciation charge into the HRA in that year and also a larger than budgeted charge in 2023/24. This depreciation charge (which places a pressure in the revenue operation of the HRA) provides funds that should be spent on capital repairs of the housing stock. The additional resources that it has released is £1.8m and this has been added into the budget following the budget amendment agreed by Full Council on 20th July 2023.
21. The additional £1.8m of capital will be utilised to tackle four key priorities. These are: reducing the number of properties with structural damp issues, improving the accessibility of our homes for residents with mobility issues, significantly reducing the number of void council homes, and improving the health and security of our homes.
22. £0.8m has been allocated to tackling damp. This will be used to both repair properties with known structural damp issues as well as commencing a full stock condition survey to support the proactive identification of homes with damp and support a planned investment programme. £0.3m has been allocated to clear the backlog of residents requiring home adaptations, to additionally and proactively increase the accessibility of 10 homes, and to build an evidence base and business plan around increasing the level of accessibility within our housing stock. £0.5m has been allocated to reduce the number of voids and the amount of time it takes to bring empty homes back into use. £0.2m has been allocated to improving the health and security of our homes to ensure all council homes are classified as 'decent'.
23. Much of quarter one activity has been finalising procurement activity and mobilisation for the new contractors. The major of the contracts will be signed and sealed in Q2 and the contractors set up on all systems to allow the works to commence on the majority of workstreams with little spend currently. The programme will be heavily weighted towards the last 6 months of the year. Good progress has been on External doors and Heating Replacements and works have continued on Voids under the previous contract. Quarter 2 sees

priorities focussed on Damp and Voids, the former subject to additional funding from the executive. If there is to be a risk to spend on a workstream and/or programme, this will be realised once Q2 has been analysed.

Housing Delivery

24. The Housing Delivery Programme continues to progress well through the first quarter of the financial year. Lowfield Green is soon to be fully complete with a further 13 homes handed over in the period, bringing the total to 130 homes across the site with the final 10 homes due to complete by mid-August. In addition to the new village green that was completed in October 2021, a second green space has been completed. The 'pocket park' combines tree planting, soft landscaping and bench seating to create a welcoming space for new residents.
25. Progress at the Duncombe Barracks and Burnholme sites is ongoing with all substructure works complete and timber frame erection ongoing. Whilst significant progress has been made in the period, work is behind programme as a result of challenges faced by the contractor in achieving high quality standards demanded by the project and sourcing adequate labour.
26. Works to utilise OPE Brownfield grant on Ordnance Lane is ongoing, with tender returns for enabling works received in late July. These are currently being evaluated with work due to start late in Autumn 2023.
27. There are currently two grant funded Second Hand Shared Ownership (SHSO) schemes being actively delivered by the Housing Delivery team; 25 SHSO with retrofit funded by Devolution funding and an additional 15 SHSO funded by Homes England. To date 25 homes are either progressing through the conveyancing process or complete and occupied by customers and it is anticipated that all the homes within these two schemes will complete within this financial year.
28. Works to refurbish the original side of Glen Lodge are progressing well and the tender has been issued to procure a contractor for the works. Start on site is anticipated for early 2024.

29. Following the successful bid for Social Housing Decarbonisation Fund, the rebuild and retrofit of the Bell Farm pods has made good progress. RIBA 3 design is complete and work is ongoing to procure a main contractor. Work is due to commence winter 2023/24. These works improve the layouts and increase insulation and energy efficiency ensuring the homes are comfortable and affordable for future residents

Transport, Highways & Environment

30. There has been a thorough review of the phasing of the capital programme across Transport, Highways and Environment to reflect latest timescales.

Major Schemes

31. For the York Outer Ring Road the current focus of the project team is to get the planning application for the scheme proposals through the determination period and then to a planning committee. There have been some challenges and clarifications involving statutory consultees and this has led to a series of delays. The expectation is that the application will be considered at an autumn planning committee. If this is achieved the project team will then be seeking to get approval to make a compulsory purchase order (CPO) in order to lodge an application with the Secretary of State for Transport. Preparation of the CPO documents is well under way.
32. In parallel, work is ongoing to acquire land, develop the business case and complete the detailed design for the scheme. The construction stage is expected to start in late 2024. As a result of this the expenditure projection has reduced to £3.5m in the year from £26.5m.
33. For the Station Gateway Scheme the latest programme indicates expenditure of £9.2m in 2023/24 resulting in slippage of £7m. The utility diversion and highways works have started on site, with completion currently programmed for autumn 2025.
34. The Haxby Station scheme is now anticipated to be delivered directly by Network Rail should the scheme be awarded grant funding. The notional grant of £13.1m has been removed from the programme.

Should the scheme receive grant funding, planning for the scheme will be submitted in the coming months. The majority of the council contribution (£3.4m) has also been slipped 2024/25 leaving a contribution of £4m for that year.

35. The Castle Gateway Transport Improvements scheme aims to improve transport infrastructure in the area of the Castle Gateway development, and the timescales for any proposed schemes are dependent on the wider development proposals. This work is not expected to be delivered in 2023/24 therefore the majority of the funding will be carried forward to 2024/25

Transport

36. The Integrated Transport budget has incorporated a £1.1m grant from Active Travel England to deliver a cycle route alongside the riverside path from the Leeman Road area to Scarborough Bridge
37. The Hostile Vehicle Measures installations are currently progressing with the High Petergate and Lendal sites now completed and the Spurriergate works on site.
38. The STEP programme (funded by DfT) is broadly complete however the remaining contractual liabilities have been rephased resulting in slippage of £461k in 2023/24
39. The council was successful in receiving £10.3m from DfT to support the introduction of additional Zero emission buses. To date £9.5m of this funding has been spent with First York to bring new electric buses to the city.
40. The Castle Gateway Transport Improvements scheme aims to improve transport infrastructure in the area of the Castle Gateway development, and the timescales for any proposed schemes are dependent on the wider development proposals. This work is not expected to be delivered in 2023/24 therefore the majority of the funding £3,000k will be carried forward to 2024/25

Drainage

41. The Germany Beck scheme is being considered by planning and the other schemes are still in appraisal with the Environment Agency (EA) so it is unlikely that construction work will commence in 2023/24. It is proposed therefore to slip £3,000 of the budget to 2024/25.
42. The budget includes £1.5m contribution to other flood schemes promoted by the EA. It is not currently considered that any drawdown on those funds will be required in 2023/24 so have slipped to the following year.

Waste Fleet & Public Realm

43. Vehicle Replacement Programme – there is expected spend by the end of this financial year £3,500k. This includes approximately 30 electric powered vans for Building Services, 5 Gritting Vehicles for winter maintenance and numerous pieces of small plant and a number of vehicles across various other services. Due to a delay in some services finalising their orders and long delivery lead in times there is anticipated slippage of £5,000k into 2024/25.
44. Waste replacement budget - Fleet have ordered 2 Recycling trucks and these should be delivered by the end of the financial year. The remaining budget is going to be used to fund small/narrow vehicle replacement (final scope being agreed following vehicle trials)
45. Fleet Workshop – There is anticipated spend of £100k by the end of the financial year on a new commercial HGV ramp (£60k) and a new change facility for the workshop engineers and tachograph office (£40k). The remaining budget (£91k) is to be slipped into 2023/24 to fund an outstanding item of a vehicle weighbridge.
46. The Castle Gateway Transport Improvements scheme aims to improve transport infrastructure in the area of the Castle Gateway development, and the timescales for any proposed schemes are dependent on the wider development proposals. This work is not expected to be delivered in 2023/24 therefore the majority of the funding will be carried forward to 2024/25

Regen, Economy & Property Services

47. The York Central Scheme has seen infrastructure works continuing with Homes England / Network Rail managing the construction of the new bridge across the East Coast Main Line and spine road with access into the site from Water End. The Funding Agreement for allocating £35m of EZ backed borrowing to the delivery of the York Central Infrastructure is still pending but spend is not anticipated until 24/25 and later years. The EZ borrowing has therefore been slipped in the latest programme.

Customer & Corporate Services - IT

48. At Monitor 1 there are plans to spend all of this allocation during the year and a nil variance is reported. Key purchases completed or in hand to date include:
- Additional Citrix nodes to increase capacity and performance ordered via tender.
 - EDRMS Upgrade agreed and ordered with delivery scheduled for October 23.
 - Storage upgrade/replacement tender due early July 23 with works to be completed by October 23.
 - Significant progress being made with the Network upgrade and associated telephony whereupon on successful acceptance and sign off invoices will be released for payment.

Communities & Culture

49. The three library projects are all combined now and reported within a single scheme - FLIP (Future Libraries Investment Programme) under the corporate project management structure. The capital budget this year is £5,378k which includes an education allocation of £255k for Clifton Library. The scheme is now under construction and progressing well, anticipated to be open by Autumn 2024. £1.3m is to be slipped to 24/25 aligning with building continuing until next summer

50. Acomb Library, design feasibility is ongoing following recent consultation with local residents.
51. The new library is open at Haxby and has been very successful.
52. Following preliminary investigation works at the York Acorn Sports and Social Club discussions are continuing on the build of Westfield MUGA (multi-use games area) within the ward.
53. £244k has been awarded to provide two Changing Places toilet facilities, one at Oaken Grove, Haxby and the refurbishment of Silver Street in the city centre. Design sign off has been approved by Muscular Dystrophy UK (MDUK) for Oaken Grove and successful planning determination has been obtained. Delivery of both schemes is expected by March 2024.
54. Work on the Energise roof is expected to be completed this year.

Climate Change

55. The Climate Change programme has a budget of £1,461k for 2023/24. Key achievements include:
 - Adoption of York Climate Change Strategy at full council and publication of the Strategy and Action Plan
 - York being awarded A list status for climate leadership by the global carbon disclosure organisation CDP
 - Completion of the Local Area Energy Plan for York which sets out the requirements and priority projects for decarbonising our energy system
 - Completion of 34 heat decarbonisation plans for our corporate sites, leisure centres and schools
 - Planting of 83,000 trees at the York community Woodland site and handover of delivery and maintenance of the project to Forestry England
 - First school receiving solar panels through the solar for schools scheme
 - Launch of the Green Business Forum as a network for engaging businesses on carbon and climate change

- Launch of York Green Streets project, with ambition for planting 4,000 urban trees
 - Completion of a heat network feasibility study for York Central
56. At Monitor 1 the forecast is that £400k of the Northern Forest Land Purchase budget will need to be slipped to 24/25. This is due to funding being carried over to support any additional land purchase requirements to facilitate increased car parking provision for the woodland site. We are waiting to determine demand at the site for additional parking before a decision is made on the requirement/location for this and as the site will not be open to the public until spring 2024, we will not be in a position to complete a land purchase this financial year.

Organisational Impact and Implications

57. The report has the following implications:
- **Financial** - are contained throughout the main body of the report. Given the forecast financial position of the Council and the need to reduce expenditure, there will be a review of the capital programme. This review will need to identify ways in which capital expenditure can also be reduced.
 - **Human Resources (HR)** - There are no direct HR implications as a result of this report. Any variations to the capital programme that have staffing implications will follow appropriate consultation and HR policies and procedures.
 - **Legal** - Whilst this report itself does not have any legal implications, the schemes within the capital programme will themselves will be in receipt of legal advice where necessary.
 - **Procurement** – Whilst this report itself does not have any procurement implications, schemes within the capital programme are all procured in accordance with the procurement legislation.
 - **Health and Wellbeing**, reductions in spend in some areas could impact on the health and wellbeing of both our staff and residents. The impact of any reductions in the capital programme will be carefully monitored so that implications can be considered and mitigated where possible.
 - **Environment and Climate action**, as this report is mainly for information to update on the progress of delivery of schemes within

the programme, there are no direct environment and climate action implications as a result of this report.

- **Affordability**, as this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct affordability implications as a result of this report.
- **Equalities and Human Rights** — as this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct equalities and human rights implications as a result of this report. All individual schemes will be subject to Impact Assessments in the usual way.
- **Data Protection and Privacy**, as this report is mainly for information to update on the progress of delivery of schemes within the programme, there are no direct data protection and privacy implications as a result of this report.
- **Communications**, the information set out in this report does not have any specific communications implications. The finance and performance monitor report elsewhere on this agenda includes details of the communications activity in relation to the overall council finances.
- **Economy**, there are no direct implications related to the recommendations

Risks and Mitigations

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

Wards Impacted

59. All

Contact details

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

Author

Name:	Emma Audrain
Job Title:	Technical Accountant
Service Area:	Corporate Finance
Telephone:	01904 551170
Report approved:	Yes/No
Date:	10/08/2023

Co-author

Name:	n/a
Job Title:	n/a
Service Area:	n/a
Telephone:	n/a
Report approved:	n/a
Date:	n/a

Background papers

- Capital Budget Report – Full Council 23 February 2023
- Capital Programme Outturn 2022/23 and Revisions to the 2023/24-2027/28 Programme – Executive 15 June 2023

Annexes

- Annex A – Capital Programme 2023/24 to 2027/28

	2023/24	2024/25	2025/26	2026/27	2027/28	Total Capital Programme 2023/24- 2027/28 £000
	£000	£000	£000	£000	£000	
CHILDRENS SERVICES						
Basic Need	3,765	3,500	3,500	0	0	10,765
DfE Maintenance	1,429	700	700	700	0	3,529
SEND - Applefields Extension (Phase 3)	490	1,120	470	0	0	2,080
SEND - Huntington School ERP	820	480	510	0	0	1,810
Schools Essential Mechanical & Electrical Work	1,652	0	0	0	0	1,652
SEND - Specialist SEMH Expansion	1,430	0	0	0	0	1,430
Schools Essential Building Work	1,330	0	0	0	0	1,330
SEND - St Paul's Nursery ERP Expansion	1,195	0	0	0	0	1,195
Fulford School Expansion 2020 Phase 1 and 2	1,191	0	0	0	0	1,191
Children in Care Residential Commissioning Plan	930	0	0	0	0	930
NDS Devolved Capital	221	220	220	220	0	881
SEND - Haxby Road ERP Expansion (Lakeside site)	865	0	0	0	0	865
Improving School Accessibility	442	0	0	0	0	442
Expansion and Improvement of Facilities for Pupils with SEND	366	0	0	0	0	366
Danesgate Extension 2022	229	0	0	0	0	229
Millthorpe School	182	0	0	0	0	182
Family Drug & Alcohol Assess/Recovery Facility	100	0	0	0	0	100
Healthy Pupils Capital Fund	93	0	0	0	0	93
Manor School	77	0	0	0	0	77
Southbank Expansion	56	0	0	0	0	56
Applefields Extension Work 2021 and 2022	37	0	0	0	0	37
ADULT SOCIAL CARE						
Telecare Equipment and Infrastructure	271	275	283	291	300	1,420
Disabled Support Grant	251	260	270	280	290	1,351
Major Items of Disability Equipment	151	147	152	157	162	769
OPA-Haxby Hall	170	0	0	0	0	170
Proof of Concept for robotics & AI within social care	169	0	0	0	0	169
OPA-Ashfield Estate Sports Pitches	162	0	0	0	0	162
OPA - the Centre@Burnholme including enabling works	62	0	0	0	0	62
HOUSING & COMMUNITY SAFETY (HRA & GF)						
Local Authority Homes - New Build Project	0	20,000	18,829	29,743	0	68,572
Major Repairs & Modernisation of Local Authority Homes	11,080	10,339	10,847	11,027	11,243	54,536
LA Homes - Burnholme	9,292	12,384	0	0	0	21,676
Disabled Facilities Grant (Gfund)	1,946	2,375	2,375	2,565	2,565	11,826
Duncombe Barracks	4,047	4,281	0	0	0	8,328
Local Authority Homes - Phase 2	1,215	2,000	900	0	0	4,115
Local Authority Homes - Project Team	830	1,000	1,370	889	0	4,089
Assistance to Older & Disabled People	920	630	640	650	660	3,500
Shared Ownership Scheme	3,134	0	0	0	0	3,134
Home Upgrade Grant (G/fund)	2,882	0	0	0	0	2,882
LA Homes - Hospital Fields/Ordnance Lane	2,504	0	0	0	0	2,504
LA Homes Energy Efficiency Programme	2,078	0	0	0	0	2,078
Willow House Housing Development	350	650	0	0	0	1,000
Housing Environmental Improvement Programme	215	170	170	170	170	895
Lowfield Housing	842	0	0	0	0	842
Water Mains Upgrade	0	420	50	0	0	470
Empty Homes (Gfund)	100	0	0	0	0	100
Extension to Marjorie Waite Court	90	0	0	0	0	90
Chaloner Road Site Enabling Works	58	0	0	0	0	58
Tang Hall Library Site Enabling Works (G/fund)	55	0	0	0	0	55
Lincoln Court Independent Living Scheme	47	0	0	0	0	47
James House	12	0	0	0	0	12
TRANSPORT, HIGHWAYS & ENVIRONMENT						
York Outer Ring Road - Dualling	3,495	20,449	23,952	11,282	0	59,178
Highway Schemes	10,994	7,905	7,905	7,905	7,905	42,614
Replacement Vehicles & Plant	3,542	7,912	169	3,392	7,323	22,338
WYTF - Station Frontage	9,151	6,945	4,382	0	0	20,478
Local Transport Plan (LTP) *	5,368	1,570	1,570	1,570	1,570	11,648
Bus Service Improvement Plan	3,994	6,428	0	0	0	10,422
ZEBRA	10,259	0	0	0	0	10,259
Innovative Flood Resilience	809	1,290	1,490	1,937	0	5,526
WYTF - Castle Gateway Development	565	3,908	50	0	0	4,523
Drainage Investigation & Renewal	1,077	700	900	900	900	4,477
Haxby Station	157	4,000	0	0	0	4,157
Highways - Tadcaster Road	3,953	0	0	0	0	3,953
Flood Alleviation Schemes including Germany Beck	270	3,000	0	0	0	3,270
Replacement of Unsound Lighting Columns	743	578	578	578	0	2,477
Built Environment Fund - Hostile Vehicle Mitigation	2,413	0	0	0	0	2,413
Essential Bridge Maintenance (Lendal Bridge)	0	2,100	0	0	0	2,100
Flood Scheme Contributions	0	1,500	0	0	0	1,500
York City Walls Restoration Programme	802	300	300	0	0	1,402
Highways & Transport - Ward Committees	1,326	0	0	0	0	1,326
TCF - Tadcaster Road Improvements	922	0	0	0	0	922
Special Bridge Maintenance (Struct maint)	880	0	0	0	0	880
Castle Mills Lock	800	0	0	0	0	800
Smarter Travel Evolution Programme	300	461	0	0	0	761
Waste Vehicle Replacement	725	0	0	0	0	725
Highways Drainage Works	200	200	0	0	0	400

	2023/24	2024/25	2025/26	2026/27	2027/28	Total Capital Programme 2023/24- 2027/28 £000
	£000	£000	£000	£000	£000	£000
National Cycle Network 65 Targeted Repairs	356	0	0	0	0	356
EV Charging Asset Replacement	318	0	0	0	0	318
Fordlands Road Flood Defences	221	0	0	0	0	221
Flood Sign Renewal and Rainfall monitoring	195	0	0	0	0	195
Fleet & Workshop Compliance	100	91	0	0	0	191
Public Realm & Waste Equipment	163	0	0	0	0	163
River Bank repairs	148	0	0	0	0	148
Access Barrier Review	98	0	0	0	0	98
Better Play Areas	85	0	0	0	0	85
Knavesmire Culverts	81	0	0	0	0	81
Electric charging Infrastructure	38	0	0	0	0	38
CCTV Asset Renewal	0	0	0	0	0	0
REGEN, ECONOMY & PROPERTY SERVICES						
York Central Infrastructure	4,645	35,000	0	0	0	39,645
Castle Gateway (Picadilly Regeneration)	4,423	0	0	0	0	4,423
Asset Maintenance + Critical H&S Repairs	431	275	275	275	275	1,531
West Offices - LED Lighting	925	0	0	0	0	925
Improvements to City Centre & High Streets (UKSPF)	161	375	0	0	0	536
Guildhall	408	0	0	0	0	408
Rural Prosperity Fund	100	300	0	0	0	400
Hazel Court - LED Lighting	304	0	0	0	0	304
Enterprise Infrastructure (UKSPF)	0	300	0	0	0	300
LCR Revolving Investment Fund	300	0	0	0	0	300
Removal of Asbestos	237	0	0	0	0	237
Commercial Property Acquisition incl Swinegate	190	0	0	0	0	190
Shambles Modernisation - Power	180	0	0	0	0	180
Community Asset Transfer	175	0	0	0	0	175
West Offices - Major repairs	100	0	0	0	0	100
Hazel Court welfare facilities	95	0	0	0	0	95
Photovoltaic Energy Programme	81	0	0	0	0	81
Fire Safety Regulations - Adaptations	77	0	0	0	0	77
Air Quality Monitoring (Gfund)	62	0	0	0	0	62
Built Environment Fund - Shopping Area Improvements	15	0	0	0	0	15
STADIUM & MAJOR PROJECTS						
Community Stadium	271	0	0	0	0	271
ICT						
IT Development plan	3,602	2,820	3,170	2,820	2,820	15,232
IT Superconnected Cities	120	0	0	0	0	120
CUSTOMER & CORPORATE SERVICES						
Project Support Fund	841	200	200	200	200	1,641
Capital Contingency	1,176	0	0	0	0	1,176
Crematorium Waiting Room	0	227	0	0	0	227
Registry office Phase 2 Refurbishment	46	0	0	0	0	46
COMMUNITIES & CULTURE						
Future Libraries Investment Programme	4,078	2,026	0	0	0	6,104
Westfield Multi Use Games Area	192	0	0	0	0	192
Explore self issue machines	10	0	0	0	0	10
Energise Roof	58	0	0	0	0	58
CLIMATE CHANGE						
Climate Change schemes including Northern Forest	1,061	650	250	0	0	1,961
GROSS EXPENDITURE BY DEPARTMENT						
PEOPLE DIRECTORATE						
CHILDRENS SERVICES	16,900	6,020	5,400	920	0	29,240
ADULT SOCIAL CARE	1,236	682	705	728	752	4,103
PLACE DIRECTORATE						
HOUSING & COMMUNITY SAFETY (HRA & GF)	41,697	54,249	35,181	45,044	14,638	190,809
TRANSPORT, HIGHWAYS & ENVIRONMENT	64,548	69,337	41,296	27,564	17,698	220,443
PROPERTY SERVICES	12,909	36,250	275	275	275	49,984
CHIEF OPERATING OFFICER						
STADIUM & MAJOR PROJECTS	271	0	0	0	0	271
ICT	3,722	2,820	3,170	2,820	2,820	15,352
CUSTOMER & CORPORATE SERVICES	2,063	427	200	200	200	3,090
COMMUNITIES & CULTURE	4,338	2,026	0	0	0	6,364
CLIMATE CHANGE	1,061	650	250	0	0	1,961
TOTAL BY DEPARTMENT	148,745	172,461	86,477	77,551	36,383	521,617
TOTAL GROSS EXPENDITURE	148,745	172,461	86,477	77,551	36,383	521,617
TOTAL EXTERNAL FUNDING	67,058	53,854	41,394	15,243	6,495	184,044
TOTAL INTERNAL FUNDING	81,687	118,607	45,083	62,308	29,888	337,573



Meeting:	Executive
Meeting date:	14/09/2023
Report of:	Debbie Mitchell Chief Finance Officer
Portfolio of:	Councillor Katie Lomas Executive Member for Finance, Performance, Major Projects, Human Rights, Equality & Inclusion

Decision Report: Treasury Management Update Quarter Ended 30th June 2023

Subject of Report

1. The purpose of this report is to provide a regular update to the Executive on treasury management activity for the first quarter of the year and provide the latest estimates for the prudential indicators as given in Annex A to this report.

Policy Basis for Decision

2. The CIPFA (Chartered Institute of Public Finance and Accountancy) Code of Practice for Treasury Management recommends that Members be updated quarterly on treasury management activities.
3. This report, therefore, ensures this Council is implementing best practice in accordance with the Code.

Recommendation and Reasons

4. Executive is asked to:
 - Note the performance of treasury management activity for the quarter ended 30th June 2023.

- Note the latest Prudential Indicators set out at Annex A.

Reason: To enable the continued effective operation of the treasury management function and ensure that all Council treasury activity is prudent, affordable and sustainable and complies policies set.

Background

5. The Treasury Management function is responsible for the effective management of the Council's investments, cash flows, banking, and money market transactions. It also considers the effective control of the risks associated with those activities and ensures optimum performance within those risk parameters.
6. This quarterly report has been prepared in compliance with the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management, and covers the following:
 - A brief economic update for the quarter;
 - A review of the Council's investment strategy and portfolio;
 - A review of the Council's borrowing strategy and portfolio;
 - The latest Prudential Indicators set out at Annex A;
 - A review of compliance with the Treasury and Prudential Limits.

Economic Update & Interest Rate Forecast

7. Current interest rates and the future direction of both long term and short term interest rates have a major influence on the overall treasury management strategy and affects both investment and borrowing decisions. In terms of borrowing, PWLB rates are based on gilt (UK Government bonds) yields through HM Treasury determining a specified margin to add to gilt yields.
8. Gilt yields and PWLB rates were on a rising trend between 1st April 2023 and 30th June 2023. The main influences on gilt yields are Bank Rate, inflation expectations and movements in US treasury yields. As a general rule, short-dated gilt yields will reflect expected movements in Bank Rate, whilst medium to long-dated yields are driven primarily by the inflation outlook. Table 1 below gives Link Asset Services forecast for Bank rate and PWLB certainty rates, gilt yields plus 80 bps.

	Bank rate %	PWLB borrowing rates % (including certainty rate adjustment)		
		5 year	25 year	50 year
Jun 2023	5.00	5.50	5.30	5.00
Dec 2023	5.50	5.30	5.20	5.00
Jun 2024	5.25	4.80	4.90	4.70
Dec 2024	4.25	4.20	4.50	4.30
Jun 2025	3.25	3.60	4.00	3.80
Dec 2025	2.75	3.30	3.80	3.60
Jun 2026	2.50	3.20	3.70	3.50

Table 1 – Link’s interest rate forecast as at 26th June 2023

9. At the start of quarter 1 2023/24 Bank Rate was 4.25%. On 11th May 2023, the Bank of England’s Monetary Policy Committee (MPC) increased Bank Rate by 25 basis points to 4.50%, and on 22nd June 2023 moved rates up a further 50 basis points to 5.00% as UK inflation was the highest of the G7 countries.
10. In terms of economic outlook, the overall balance of risks to economic growth in the UK is to the downside and these downside risks for the UK gilt market and PWLB rates include labour and supply shortages, the impact of interest rate rises continuing too quickly or going too far, trade flows and trade arrangements, and geopolitical risks. Upside risks include interest rate rises not going far enough leading to inflation remaining for a longer period, the pound weakening due to a lack of confidence in the UK governments fiscal policy, and impacts of US treasury policy.

Investment Strategy Update

11. Full Council approved the Treasury Management Strategy Statement for 2023/24 on 23rd February 2023 which can be viewed here <https://democracy.york.gov.uk/ieListDocuments.aspx?CIId=331&MIId=13284> and this included the Annual Investment Strategy.
12. The Council’s Annual Investment Strategy, which is incorporated in the Strategy, outlines the Council’s investment priorities as follows:
 - Security of capital
 - Liquidity
 - Yield

- Ethical, Social & Governance (using the FTSE4GOOD index, or any suitable alternative responsible investment index or information)
13. The Council continues to aim to achieve the optimum return (yield) on investments commensurate with the proper levels of security and liquidity and the Council's risk appetite.
 14. There are no investment policy changes and the details in this report do not amend the Statement.

Investment Portfolio

15. Investment returns have improved in first quarter ending 30th June 2023 due to increases in the Bank of England Base Rate and with further increases expected in 2023/24 this trend should continue. However, this is dependent on the level of cash held for investment purposes, cash backed reserves and cash flow requirements. The policy of avoiding new borrowing by running down spare cash balances to fund the capital programme has served well over the last few years, and as such it may be that, as cash is kept in more liquid short-term investments, returns are not as high as market averages.
16. The average level of cash balances available for investment purposes in the first quarter ending 30th June 2023 was £31.153m (£37.633m for quarter ending 31st March 2023).
17. The level of cash balances available is largely dependent on the timing of the Council's cash flow as a result of precept payments, receipt of grants, receipt of developer contributions, borrowing for capital purposes, payments to its suppliers of goods and services and spend progress on the Capital Programme. These funds are therefore only available on a temporary basis depending on cash flow movement.
18. There has been a decrease in average cash levels due to cash being used to support the Council's capital programme spending and no additional borrowing for capital being taken in 2022/23. The policy of using cash to delay long-term borrowing is kept under review.

19. Investment return (calculated as the amount of interest earned on invested cash for the period) during the first six months of 2022/23 is shown in table 2:

	2022/23 (full year)	2023/24 (Quarter 1 only)
Average CYC Rate of Return	2.02%	4.29%
<u>Benchmarks</u>		
Average Overnight SONIA	2.24%	4.37%
Average 7 day Backward Looking SONIA	2.23%	4.34%

Table 2: CYCs investment rate of return performance vs. SONIA benchmark

20. The average rate of return achieved in the first quarter of 2023/24 has continued to increase and this is expected as the Bank of England continues to raise base rate. The Council has been keeping cash in highly liquid Money Market Funds which provide instant access to cash and therefore has used the average overnight SONIA rate to compare it's return too. There is a slight time lag between the interest earned from investing in these Money Market Funds compared to the base rate and overnight SONIA as Money Market Funds adjust their portfolios in a rising interest rate environment.
21. Opportunities for longer term investments at higher yields are now becoming more prevalent, however as stated above the Council is using its cash balances to delay taking on long-term borrowing. Opportunities that arise for notice and fixed investments are considered in terms of the Councils short to medium term cash flow requirement and under borrowed position.
22. Figure 1 shows the average SONIA rates for a number of investment durations compared with the Bank of England base rate and the rate of return that the Council has achieved on invested cash for the first six months of 2022/23. It shows that the Councils average rate of return on its instant access cash has been steadily increasing for the first six months of the year on the same trend as the Bank of England base rate and the average overnight SONIA and average 7

day backward looking SONIA rates whilst ensuring the required liquidity and security of funds for the Council.

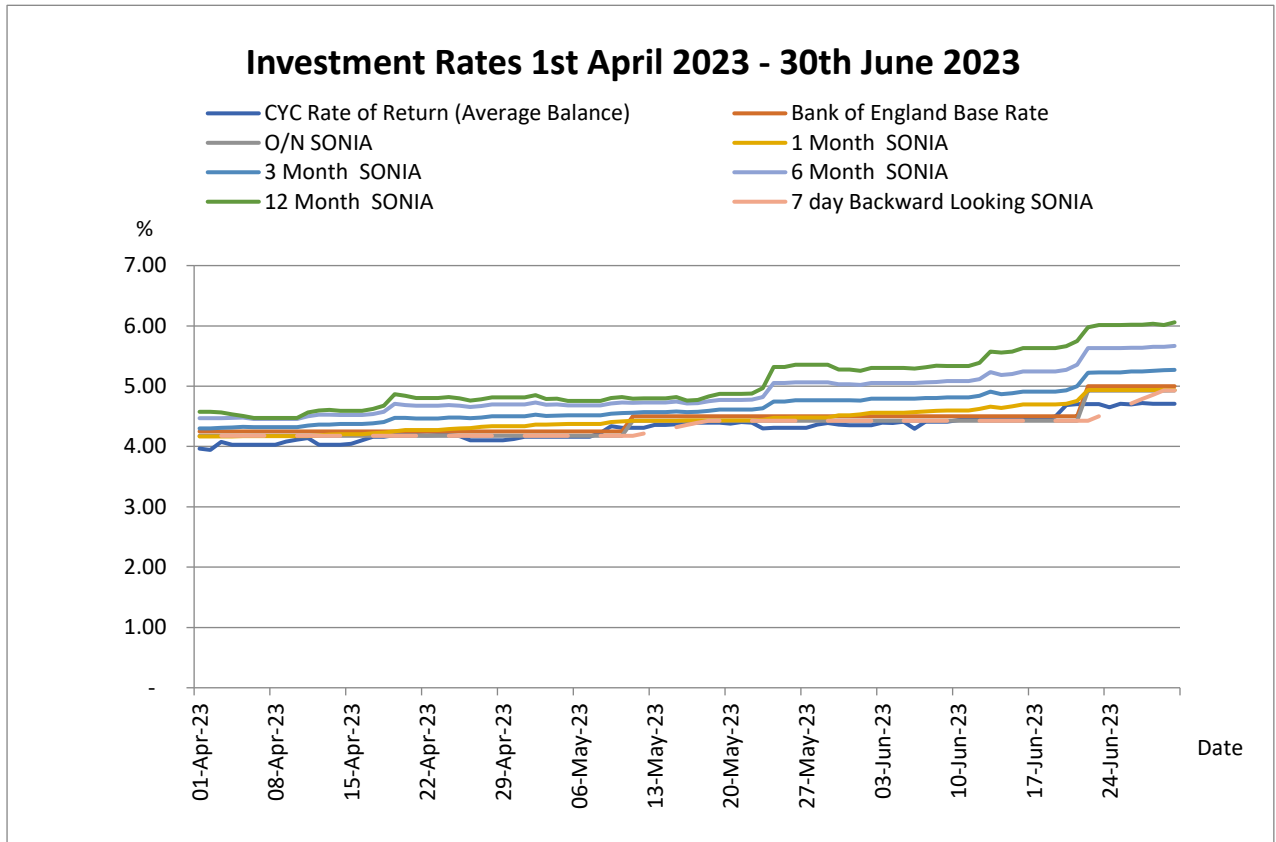


Figure 1 CYC Investments vs Bank of England base rate and SONIA up to 30th June 2023

23. Table 3 shows the current fixed term investments at the quarter ended 30th June 2023.

Institution Type	Principal 30/06/23	Average Principal Q1	Average Rate Q1
Fixed Term Deposits	£0.00m	£0.00m	0.00%
Call / Notice	£0.00m	£0.00m	0.00%
Money Market Funds	£19.00m	£30.67m	4.36%
Cash in bank	£0.44m	£0.48m	0.00%
Total Investments	£19.44m	£31.15m	4.29%

Table 3: Investment Portfolio by type at 30th June 2023

24. Figure 2 shows the investments portfolio split by cash in bank, deposits in short term call accounts, fixed term investments and

Money Market Funds. All of the Money Market Funds have an AAA credit rating and the cash bank account is A+.

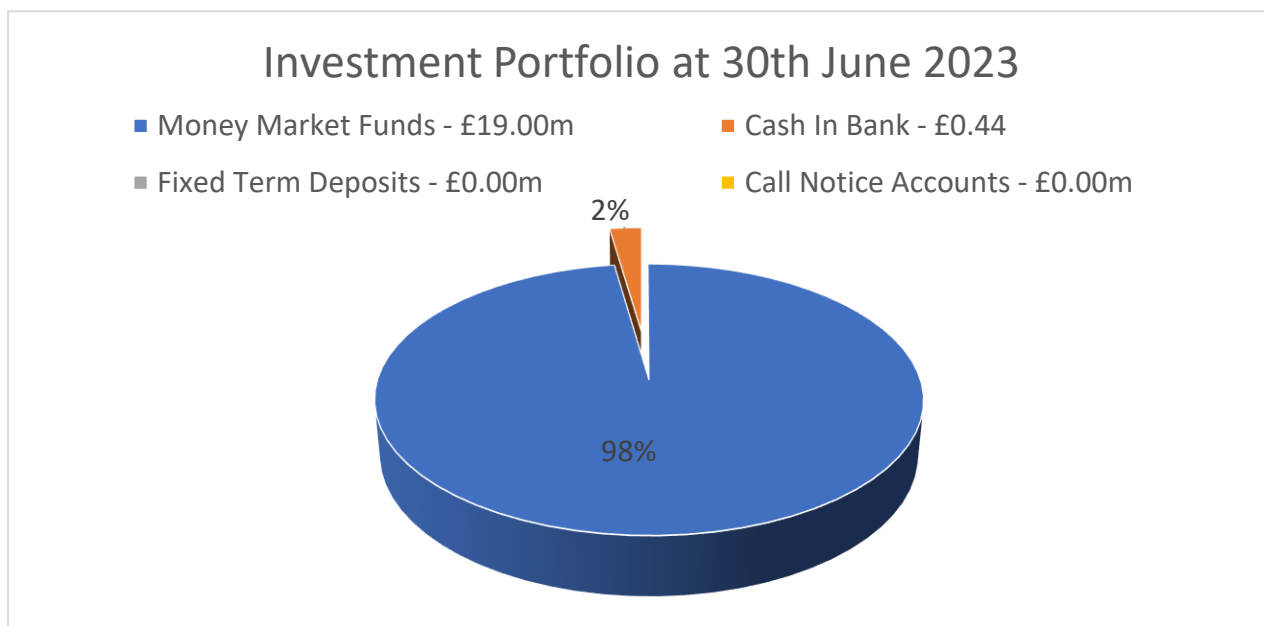


Figure 2 Investment Portfolio by type at 30th June 2023

Borrowing Strategy Update

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

29. The borrowing strategy takes into account the borrowing requirement, the current economic and market environments and is also influenced by the interest rate forecast. The Council is currently maintaining an under-borrowed position. This means that the capital borrowing need (the Capital Financing Requirement), has not been fully funded with loan debt as cash supporting the Council's reserves, balances and cash flow has been used as a temporary measure. This can be seen on the Councils Liability Benchmark graph as shown by the gap between the loans outstanding and CFR.

Borrowing Portfolio

30. The Councils long-term borrowing portfolio position at the quarter ending 30th June 2023 totalled £301.265m.

Institution Type	Principal	Average Rate
<u>Public Works Loan Board</u> PWLB (60) – Money borrowed from the Debt Management Office (HM Treasury)	£293.9m	3.21%
<u>Market Loans</u> LOBO Loans (1) – Lender Option Borrower Option	£5.0m	3.88%
<u>West Yorkshire Combined Authority</u> WYCA (4) – Zero interest loans the purpose of which are to help to fund York Central infrastructure projects	£2.4m	0.00%
Total Gross Borrowing (GF & HRA)	£301.3m	3.18%

Table 4 Current position at 30th June 2023

31. The Council had £301.265m of fixed interest rate debt, of which £146.359m was HRA (£121.550m self-financing debt) and £154.906m General Fund.

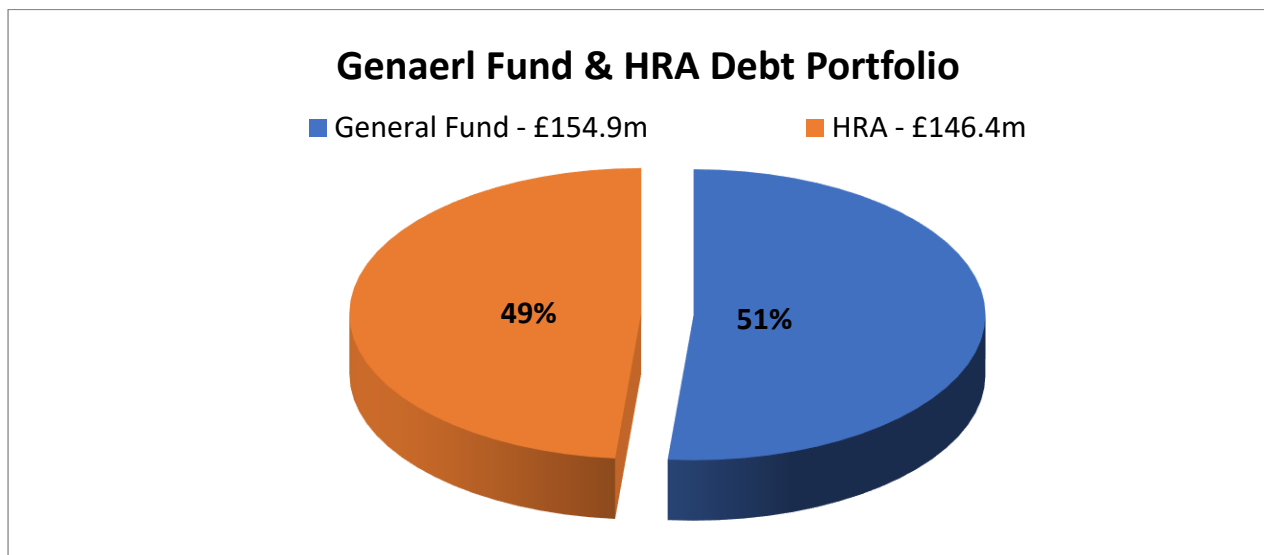


Figure 4 General Fund and HRA debt at 30th June 2023

32. No new loans have been taken during the first quarter ending 30th June 2023 and no loans have matured or been refinanced. There are 5 scheduled repayments of long-term borrowing that will occur this financial year 2023/24 totalling £6.2m.

Lender	Issue Date	Repayment Date	Amount	Rate	Duration (years)
PWLB	23/11/2000	05/11/2023	£3,000,000.00	4.75%	22.95
PWLB	03/04/2001	05/11/2023	£1,000,000.00	4.75%	22.59
PWLB	15/11/2001	28/02/2024	£114,956.00	4.50%	22.29
PWLB	15/11/2001	28/02/2024	£200,000.00	4.50%	22.29
PWLB	28/03/2012	31/03/2024	£1,900,000.00	2.76%	12.01
			£6,214,956.00		

Table 5 Maturing loans in 2023/24

33. Figure 3 illustrates the 2023/24 maturity profile of the Council's debt portfolio at 30th June 2023. The maturity profile shows that there is no large concentration of loan maturity in any one year, thereby spreading the interest rate risk dependency.

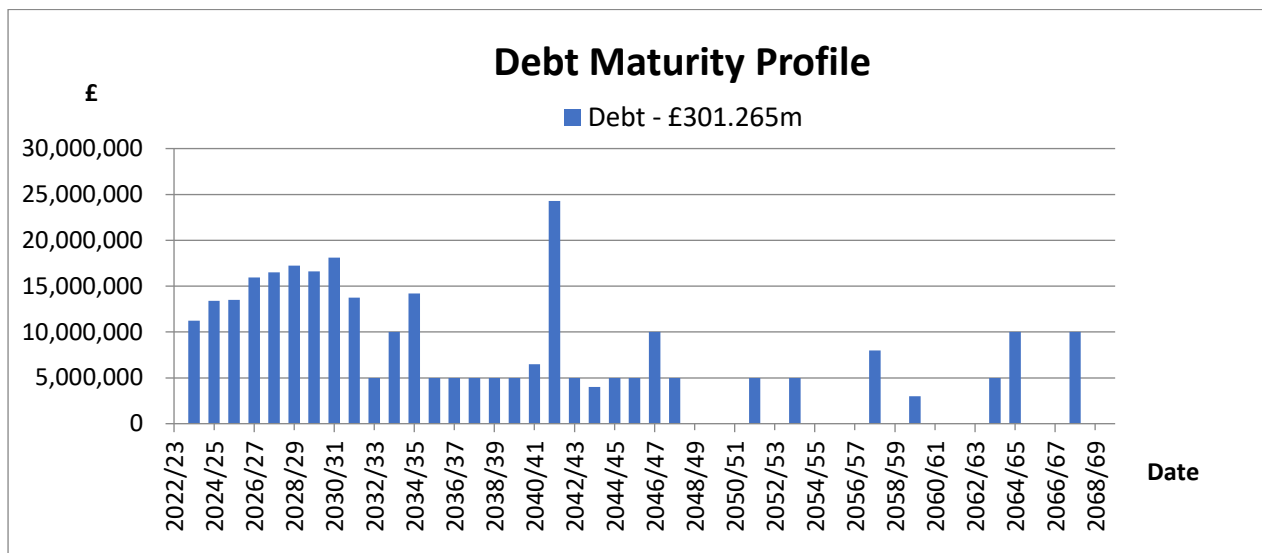


Figure 3 – Debt Maturity Profile at 30th June 2023

34. Should new debt need to be taken in 2023/24, the timing of when that debt is drawn down will depend on the progress of the capital programme. Where greater value can be obtained in borrowing for shorter maturity periods the Council will assess its risk appetite in conjunction with budgetary pressures to minimise total interest costs. Temporary borrowing, including inter authority borrowing, is another borrowing option. Longer-term borrowing could also be undertaken for the purpose of certainty, where that is desirable, or for smoothing the maturity profile of debt repayments.
35. Table 6 shows PWLB Certainty borrowing rates available for selected loan durations between 1st April 2023 and 30th June 2023 at the highest, lowest and average rates.

	PWLB Certainty borrowing rates by duration of loan				
	1 Year	5 Year	10 Year	25 Year	50 Year
High	6.24%	5.71%	5.28%	5.44%	5.23%
Low	4.65%	4.14%	4.20%	4.58%	4.27%
Average	5.32%	4.87%	4.78%	5.09%	4.82%

Table 6 PWLB Borrowing Rates 1st April 2023 to 30th June 2023

Compliance with Treasury policy Prudential Indicators

36. The Prudential Indicators for 2023/24 included in the Treasury Management Strategy Statement are based on the requirements of the Council's capital programme and approved at Budget Council on 23rd February 2023 and can be viewed here <https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MIId=13284>. An update of the Prudential Indicators is shown in Annex A.
37. It is a statutory duty for the Council to determine and keep under review the affordable borrowing limits. During the quarter ended 30th June 2023 the Council has operated within the treasury and Prudential Indicators set out in the Council's Treasury Management Strategy Statement for 2023/24.

Consultation Analysis

38. Treasury Management strategy and activity is influenced by the capital investment and revenue spending decisions made by the Council. Both the revenue and capital budgets have been through a corporate process of consultation and consideration by the elected politicians.

Options Analysis and Evidential Basis

39. The report shows the latest quarterly position of the treasury management portfolio at quarter ending 30th June 2023 and is for the review of the Executive Member for Finance and Performance to show compliance with treasury policy and ensure the continued performance of the treasury management function.

Organisational Impact and Implications

40. The treasury management function aims to achieve the optimum return on investments commensurate with the proper levels of security, and to minimise the interest payable by the Council on its debt structure. It thereby contributes to all Council Plan priorities.

- **Financial** - The financial implications are in the body of the report.
- **Human Resources (HR)** - None.
- **Legal** – Treasury management activities have to conform to the Local Government Act 2003, the Local Authorities (Capital; Finance and Accounting) (England) Regulations 2003 (SI 2003/3146), which specifies that the Council is required to have regard to the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice and also the Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 (SI 2008/414), which clarifies the requirements of the Minimum Revenue Provision guidance.
- **Procurement** - None
- **Health and Wellbeing** - None.
- **Environment and Climate action** - None
- **Affordability** - None
- **Equalities and Human Rights**, n/a
- **Data Protection and Privacy**, n/a
- **Communications** - None.
- **Economy** - None.
- **Specialist Implications Officers** - None.

Risks and Mitigations

41. The Treasury Management function is a high-risk area because of the volume and level of large money transactions. As a result, there are procedures set out for day to day treasury management operations that aim to reduce the risk associated with high volume high value transactions. These are detailed in the Treasury Management Strategy Statement at the start of each financial year.

Wards Impacted

All

Contact details

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

Author

Name:	Chief Officer name
Job Title:	Chief Finance Officer
Service Area:	Corporate Finance
Email:	Debbie.mitchell@york.gov.uk
Report approved:	Yes
Date:	17/07/2023

Co-author

Name:	Tony Clark
Job Title:	Senior Accounting Technician
Service Area:	Corporate Finance
Email:	Tony.clark@york.gov.uk
Report approved:	Yes
Date:	17/07/2023

Background papers

None

Annexes

Annex A – Prudential Indicators 2023/24 Qtr 1 (30.06.23)

Glossary of Abbreviations used in the report:

CIPFA	Chartered Institute of Public Finance & Accountancy
CFR	Capital Financing Requirement
CYC	City of York Council
DLUHC	Department for Levelling Up, Housing and Communities

GF	General Fund
HRA	Housing Revenue Account
MPC	Monetary Policy Committee
MRP	Minimum Revenue Provision
PWLB	Public Works Loan Board
SONIA	Sterling Overnight Index Average

Prudential Indicators 2023/24 Qtr 1 (30.06.23)

	Prudential Indicator		2023/24	2024/25	2025/26	2026/27	2026/27	
1	Capital expenditure To allow the authority to plan for capital financing as a result of the capital programme and enable the monitoring of capital budgets.	GF	£218.7m	£67.1m	£25.5m	£23.8m	£24.3m	
		HRA	£65.9m	£38.2m	£32.8m	£25.1m	£12.1m	
		Other LT	£0.0m	£3.4m	£0.5m	£0.5m	£0.5m	
		<u>Total</u>	<u>£284.6m</u>	<u>£108.7m</u>	<u>£58.8m</u>	<u>£49.4m</u>	<u>£36.9m</u>	
2	CFR Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR.	GF	£391.6m	£403.0m	£404.9m	£408.2m	£414.0m	
		HRA	£146.4m	£149.8m	£153.4m	£153.4m	£153.4m	
		Other LT	£41.7m	£44.1m	£42.9m	£41.7m	£40.6m	
		<u>Total</u>	<u>£579.7m</u>	<u>£596.9m</u>	<u>£601.1m</u>	<u>£603.2m</u>	<u>£608.0m</u>	
3	Liability Benchmark The Liability Benchmark is based on current capital plans and cash flow assumptions, therefore giving the Council an indication of how much it needs to borrow, when it is likely to need to borrow, and where to match maturities to its planned borrowing needs. The liability benchmark makes no assumption about the level of future prudential borrowing in unknown capital budgets.	<p style="text-align: center;">Liability Benchmark</p> <p>The chart illustrates the projected total amount of loans over time. The Y-axis represents the Total Amount in £'000, ranging from £0 to £700,000. The X-axis represents years from 2023 to 2093. The chart shows several components: PWLB Loans (blue bars), LOBO Loans (black line), Variable rate loans (light blue line), Net Loans Requirement (forecast net loan debt) (orange line), Market Loans (excl LOBO loans) (red dashed line), Short Term inc LA Temporary Borrowing (<1 year) (yellow line), Existing Loan Debt Outstanding (dark blue line), and Loans CFR (dark blue line). The total amount starts at approximately £300,000 in 2023, peaks at around £550,000 in 2029, and then gradually declines to near zero by 2093.</p>						
4	Ratio of financing costs to net revenue stream An estimate of the cost of borrowing in relation to the net cost of Council services to be met from government grant and council taxpayers. In the case of the HRA the net	GF	15.20%	17.80%	18.27%	18.14%	18.07%	
		HRA	13.10%	12.57%	12.29%	12.02%	11.74%	
		<u>Total</u>	<u>14.79%</u>	<u>16.80%</u>	<u>17.13%</u>	<u>17.00%</u>	<u>16.91%</u>	

	Prudential Indicator		2023/24	2024/25	2025/26	2026/27	2026/27	
	revenue stream is the income from rents. <i>Note that financing costs include debt and other long-term liabilities such as PFI and Leases.</i>							
5	External debt To ensure that borrowing levels are prudent over the medium term the Council's external borrowing, net of investments, must only be for a capital purpose and so not exceed the CFR.	Gross Debt Invest Net Debt	£448.0m £15.0m <hr/> £433.0m	£474.7m £15.0m <hr/> £459.7m	£489.5 £15.0m <hr/> £474.5m	£502.9m £15.0m <hr/> £487.9m	£519.6m £15.0m <hr/> £504.6m	
6 a	Authorised limit for external debt The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities.	Borrowing / Other long term liabilities	£590.9m £30.0m <hr/> £620.9m (£620.9m set at 2023/24 Strategy)	£606.9m £30.0m <hr/> £636.9m (Based on current CFR projection)	£611.1m £30.0m <hr/> £641.1m (Based on current CFR projection)	£613.2m £30.0m <hr/> £643.2m (Based on current CFR projection)	£618.0m £30.0m <hr/> £648.0m (Based on current CFR projection)	

	Prudential Indicator		2023/24	2024/25	2025/26	2026/27	2026/27	
6 b	<p>Operational boundary for external debt</p> <p>The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.</p>	Borrowing / Short Term Liquidity Requirement	£579.7m	£596.9m	£601.1m	£603.2m	£608.0m	
			£11.2m	£10.0m	£10.0m	£10.0m	£10.0m	
			<u>£590.9m</u>	<u>£606.9m</u>	<u>£611.1m</u>	<u>£613.2m</u>	<u>£618.0m</u>	
			(£590.9m set at 2023/24 Strategy)	(Based on current CFR projection)	(Based on current CFR projection)	(Based on current CFR projection)	(Based on current CFR projection)	

	Prudential Indicator		2021/22	2022/23	2023/24	2024/25	2025/26	
7	<p>Maturity structure of fixed rate borrowing</p> <p>To minimise the impact of debt maturity on the cash flow of the Council. Over exposure to debt maturity in any one year could mean that the Council has insufficient liquidity to meet its repayment liabilities, and as a result could be exposed to risk of interest rate fluctuations in the future where loans are maturing. The Council therefore sets limits whereby long-term loans mature in different periods thus spreading the risk.</p>	Maturity profile of debt against approved limits	Maturity Profile	Debt (£)	Debt (%)	Approved Minimum Limit	Approved Maximum Limit	
			Less than 1 yr	£11.2m	4%	0%	30%	In line with the TMSS Lobo loans are shown as due at their next call date as this is the date the lender could require payment.
			1 to 2 yrs	£16.4m	5%	0%	30%	
			2 to 5 yrs	£43.0m	14%	0%	40%	
			5 to 10 yrs	£70.7m	24%	0%	40%	
			10 yrs and above	£160.0m	53%	30%	90%	
			Total	£301.3m	100%	-	-	
7	<p>Upper limit for total principal sums invested for over 364 days</p> <p>The Council sets an upper limit for each forward financial year period for the level of investments that mature in over 364 days. These limits reduce the liquidity and interest rate risk associated with investing for more than one year. The limits are set as a percentage of the average balances of the investment portfolio.</p>		£15.0m	£15.0m	£15.0m	£15.0m	£15.0m	