



## Notice of meeting of

### Decision Session - Executive Leader

**To:** Councillor Waller (Executive Leader)

**Date:** Tuesday, 5 April 2011

**Time:** 4.15 pm

**Venue:** The Guildhall

### AGENDA

#### Notice to Members – Calling In

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

**10.00am on Monday 4 April 2011** if an item is called in before a decision is taken, or

**4.00pm on Thursday 7 April 2011** if an item is called in after a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5.00pm on Friday 1 April 2011**

#### 1. **Declarations of Interest**

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

- 2. Minutes** (Pages 3 - 4)  
To approve and sign the minutes of the meeting held on 1 March 2011.

- 3. Public Participation**  
At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is **5:00pm on Monday 4 April 2011**.

Members of the public may register to speak on:-

- an item on the agenda;
- an issue within the Executive Member's remit;
- an item that has been published on the Information Log since the last session. Information reports are listed at the end of the agenda.

- 4. Proposed Changes to the Delivery of Community Safety and Policing in York** (Pages 5 - 18)

This report outlines North Yorkshire Police and City of York Council proposals to reorganise the delivery structure for Community Safety in York as the two statutory agencies that form part of Safer York Partnership. It also outlines wider police restructuring proposals which has changed the model for policing the City of York and the impact of government proposals for the introduction of elected Police and Crime Commissioners.

- 5. Jobs Fund** (Pages 19 - 40)  
This report seeks approval to allocate funding from the Jobs Fund established at the Council's budget meeting for specific initiatives.

Note: this item is not on the Forward Plan but does not involve a key decision and has therefore been included on the agenda with the agreement of the Leader, Opposition Spokesperson and Chair of Scrutiny Management Committee.

- 6. Urgent Business**  
Any other business which the Chair considers urgent under the Local Government Act 1972

## Democracy Officers

Catherine Clarke and Louise Cook (job share)

Contact details:

- Telephone – (01904) 551031
- Email [catherine.clarke@york.gov.uk](mailto:catherine.clarke@york.gov.uk) and [louise.cook@york.gov.uk](mailto:louise.cook@york.gov.uk)

(If contacting by email, please send to both Democracy officers named above).

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

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

Contact details are set out above.

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- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
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### Further information about what's being discussed at this meeting

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

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If you have any further access requirements such as parking close-by or a sign language interpreter then please let us know. Contact the Democracy Officer whose name and contact details are given on the order of business for the meeting.

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### **Holding the Executive to Account**

The majority of councillors are not appointed to the Executive (40 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Decision Session) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

### **Scrutiny Committees**

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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City of York Council

Committee Minutes

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MEETING	DECISION SESSION - EXECUTIVE LEADER
DATE	1 MARCH 2011
PRESENT	COUNCILLORS WALLER (EXECUTIVE MEMBER)

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**27. DECLARATIONS OF INTEREST**

The Executive Leader was invited to declare at this point in the meeting any personal or prejudicial interest he might have in the business on the agenda.

He declared a personal non-prejudicial interest as he is a Board Member of Welcome to Yorkshire.

**28. MINUTES**

RESOLVED: That the minutes of the last meeting of the Decision Session of the Executive Leader, held on 1 February 2011 be approved and signed by the Executive Leader as a correct record.

**29. PUBLIC PARTICIPATION**

It had been reported that there had been one registration speak.

Officers from the Citizens Advice Bureau spoke on item 4 One-City Update and informed the Executive Leader why the £25,000 funding would be beneficial to them. They explained how debt advice was essential for York residents especially at this present time, as some residents were suffering financially due to job losses.

The Executive Leader was informed that they would use the funds to maintain their Specialist Debt Services which would allow a Specialist Debt Advisor to train more volunteers. This would provide more face to face assistance to York residents during this economic downturn. Officers stated that with extra volunteers they could assist even more people for the same money ensuring a continued quality of service.

**30. ONE-CITY UPDATE**

The Executive Leader considered a report that sought his approval to re-allocate a small element of unspent monies from the projects previously approved in 2008 and 2009 under the One City banner on York's economic position. The Executive Leader was informed that those reports recognised that the Council and its partners could take action to assist the

city during this period of downturn to help businesses as well as those individuals and communities hardest hit.

Officers gave an update and informed the Executive Leader that the Economic Performance Indicators showed that generally the local economy of York was still performing well when compared to regional and national averages.

The Executive Leader thanked the Citizens Advice Bureau (CAB) for their comments and for answering his questions. The Executive Leader discussed potential monies for the voluntary sector and requested CYC and CAB officers draft a letter to Vince Cable MP regarding the sustainability of funding for advice with regard to financial inclusion.<sup>2</sup>

The Executive Leader agreed to approve to re-allocate £25,000 to the CAB and requested they work with CYC officers to include the funds in a business plan.<sup>1</sup>

RESOLVED:

- (i) That the progress made with measures undertaken by the Council in response to the economic downturn be noted.
- (ii) That it be agreed to re-allocate £25,000 from the previously approved project to extend community savings points to support actions undertaken by the Citizens Advice Bureau (CAB) in line with Annex 3 of the report.
- (iii) That a business plan, to include the re-allocated funds, be produced by CYC officers and the CAB.
- (iv) That the Executive Leader agreed to receive further updates on York's economic climate and assessment of the effectiveness of actions initiated as a result of this report.
- (v) That a letter be drafted to Vince Cable MP regarding the sustainability of funding for advice with regard to financial inclusion.

Reason: To support businesses and residents in response to the current economic situation.

Action Required

Draft a business plan with the CAB to include the £25,000	RR
Work with the CAB to draft a letter to Vince Cable MP	RR

Cllr Waller, Executive Leader

[The meeting started at 4.15 pm and finished at 4.35 pm].





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**Executive Leader Decision Session****5 April 2011**

Report of the Assistant Director – Housing &amp; Public Protection

**PROPOSED CHANGES TO THE DELIVERY OF COMMUNITY SAFETY AND POLICING IN YORK****Summary**

- 1.0 This report outlines North Yorkshire Police and City of York Council proposals to reorganise the delivery structure for Community Safety in York as the two statutory agencies that form part of Safer York Partnership. It also outlines wider police restructuring proposals which has changed the model for policing the City of York and the impact of government proposals for the introduction of elected Police and Crime Commissioners.

**Background**

- 2.0 In 2009, Assistant Chief Constable Tim Madgwick presented proposals under Phase 1 of Towards 2012, a major restructure of policing in York and North Yorkshire. These proposals included the change from three Basic Command Units (BCU) to one BCU covering the whole force area with Safer Neighbourhood Commanders managing teams that were local authority coterminous. The major change to York was the removal of alignment with Selby District as one policing area and the change from a local management team comprised of a Chief Superintendent, Superintendent and two Chief Inspectors, to a Superintendent and one Chief Inspector.
- 2.1 Under the restructure, both Safer Neighbourhood Policing Teams and Community Safety became responsibility of the Response and Reassurance Directorate headed by Chief Superintendent Ali Higgins based at Headquarters, Newby Wiske.
- 2.2 In March 2010, Chief Superintendent Higgins commissioned a review of Community Safety within North Yorkshire alongside other departmental reviews and towards the end of the year, a review of the shift pattern. All reviews were designed to achieve efficiency savings and develop a more corporate approach to policing the force area.
- 2.3 Following the General Election in May 2010, the scope of the reviews changed with the announcement of significant public sector funding cuts. This required greater emphasis on achieving efficiencies for the force. Public Sector funding cuts have also impacted on City of York Council and an organisational review has commenced which will identify service improvements alongside efficiency savings within the local authority. Both organisational review processes have impacted on the structure of Safer York Partnership and the proposed delivery of Community Safety in York.

- 2.4 In addition to the reviews, the Government have announced significant changes to the way in which crime and disorder will be tackled across England and Wales through radical changes to policing and partnerships and the introduction of independent elected Police and Crime Commissioners from 2012
- 2.5 North Yorkshire County Council has recently disbanded its Local Strategic Partnership but retained a Chief Executives Group which includes the Chief Executive of City of York Council, to ensure that dialogue continues between the seven districts, county council and the unitary authority.
- 2.6 The York and North Yorkshire Safer Communities Forum will continue to meet as the county strategy group under the Police and Crime Act 2006 to oversee the transition year for district community safety partnerships (CSPs) prior to appointment of the Police and Crime Commissioner (PCC) in 2012. At the Forum meeting on 3<sup>rd</sup> March, it was agreed to set up a Task and Finish Group to look at the future of the Forum and how the districts can best work together to support the PCC.

### 3.0 Options

- a) To await further direction and guidance from the Home Office and other Government departments on how community safety will be delivered in England and Wales
- b) To contribute to the work of the York and North Yorkshire Safer Communities Forum Task and Finish Group to work towards a Community Safety Delivery model that meets the requirements of the two tier and unitary authorities.
- c) To undertake work to prepare for the appointment of the Police and Crime Commissioner based on York's position in relation to North Yorkshire Police Force total crime and Safer York Partnership's acknowledged credibility as an example of a high performing CSP. This will include working with the County Task and Finish Group to ensure that York's position is included within any proposed model for delivery force wide.

### **North Yorkshire Police Review of Community Safety**

- 4.0 Since 1999, police community safety officers and support staff based in York have been seconded to Safer York Partnership. In 2008, line management of these staff was given to the Director of Safer York Partnership to create a co-located combined police and local authority community safety delivery team.
- 4.1 In other areas of the force, community safety staff were either embedded within Safer Neighbourhood Policing Teams or as individual posts located within local police stations. In March 2010, the NYP review of community safety concluded to create a corporate structure across the force and rationalise the staffing to achieve efficiency savings. At this time, the most cost effective way of making efficiencies through staff was by civilianising posts held by police officers where these posts did not require warranted powers.

- 4.2 The first draft proposal for community safety across the force recommended three community safety teams (hubs), based in York, Malton and Harrogate. With the exception of Licensing Officers who are required to undertake enforcement action, all posts would be civilianised. Each hub would be line managed by a civilian community safety manager with both geographical and thematic portfolios.
- 4.3 Following the announcement of the Comprehensive Spending Review, the extent of efficiency savings required by North Yorkshire Police was greater than previously anticipated. It is not possible to make Police Officers redundant, therefore the only option to reduce significant staff costs was to reduce the number of civilian support staff. This changed the scope of the Community Safety Review by replacing some proposed civilian posts with police officers who were unfit for front line confrontational duties (with the exception of the licensing officers).
- 4.4 The current proposal sees the creation of three hubs based in York, Malton and Harrogate with each hub managed by a sergeant. These hubs have nominal geographic responsibility as follows:

HUB BASE	GEOGRAPHICAL RESPONSIBILITY
York	York & Selby
Harrogate	Harrogate, Craven,
Malton	Ryedale, Scarborough, Hambleton & Richmondshire

Although given nominal geographic responsibility, all three hubs will respond to demand across the whole force area and will be managed by Inspector Head of Community Safety based at Headquarters, Newby Wiske.

- 4.5 The structure of each Community Safety Hub is as follows:

HUB BASE	STAFF STRUCTURE
York	Hub Manager (Sgt) Architectural Liaison Officer (civilian) ASB Co-ordinator York (PC) Youth Officer (PC) Licensing Officer (PC) Specials Co-ordinator (civilian)
Malton	Hub Manager (Sgt) ASB Co-ordinator North Yorkshire (PC) Youth Officer (PC) Licensing Officer (PC) Rural Crime Officer (PC)
Harrogate	Hub Manager (currently civilian, will be Sgt) Architectural Liaison Officer (civilian) Youth Officer (civilian) Licensing Officer (PC) Specials Coordinator (civilian)

## The Impact of the Community Safety Review on Safer York Partnership

- 5.0 Until June 2010, the police community safety staff based in York were line managed by the Director of Safer York Partnership. They formed part of a co-located police/local authority team and their work was driven through the delivery groups that support the Community Safety Plan for York. Since June 2010, they have been line managed by the Inspector Head of Community Safety until the appointment of temporary community safety sergeant Hub Managers in February 2011.
- 5.1 The table below summarises the major changes to the working arrangements of the current NYP community safety staff.

	<b>Prior to Review</b>	<b>Proposed</b>
Geographical Responsibility	York Only	York and Selby but may be deployed anywhere in force based on demand
Line Management	Director SYP	HQ Community Safety
Tasking of staff	Delivery groups aligned to SYP	According to priorities identified by HQ
Location	Clifford Street with SYP team	Fulford Road

- 5.2 The physical location of the police community safety team is likely to be Fulford Road. This is for several reasons: to accommodate an increase in the safer neighbourhood policing team staff based at Clifford Street; to give the community safety team access to the pool cars and a centralised location to reflect their role as a forcewide resource; to create a defined break from the longstanding arrangement whereby they were co-located with SYP.
- 5.3 At the York & North Yorkshire Community Safety Manager's meeting on 1<sup>st</sup> March, the Inspector Head of Community Safety presented the proposed model. There was no clarity relating to the individual role requirements and responsibilities of each role or how the teams would be tasked. Specific concerns were raised in relation to how the two ASB Co-ordinators would interact with ASB staff working within the Local Authorities and the tasking of the sergeants and how these will work with community safety managers in the District/Unitary authorities.
- 5.4 The seven districts which make up North Yorkshire, are losing community safety posts within the local authorities due to funding cuts. They have historically worked in isolation from the police community safety staff in their areas. The proposed model will potentially provide some support, particularly in the smaller districts where local authority staff reductions are greatest. However, in York the impact is very different. The loss of staff directed through the SYP delivery structure and no longer dedicated to York equates to a reduction in the level of service provided to York by North Yorkshire Police Community Safety.

## **The Restructure of Safer Neighbourhood Policing**

- 6.0 Whilst the bulk of efficiency savings within North Yorkshire Police will be met through the reduction of civilian staff, there will also be a freeze on recruitment and replacement of police officer posts. In order to maintain front line services, the force has reviewed the way in which those front line services operate and proposed changes to the way in which officers are deployed to maximise their impact in the community. In response to the Comprehensive Spending Review, it has been necessary to accelerate the time scale for implementation and therefore the new policing model takes effect from 21<sup>st</sup> March 2011.
- 6.1 Prior to 2003, North Yorkshire Police operated a Local Area Policing Model with 24/7 officer support aligned to geographical areas within the city and based in either Fulford Road Area HQ or within satellite stations. Whilst this model had some merits through geographical ownership, York suffered as a result of a resource allocation formula that offered comparable levels in each Basic Command Unit Area (there were 3) despite York having 40% of the force's crime.
- 6.2 In 2003, this model changed to create a distinction between dedicated community officers responsible for ward based geographical areas and 24/7 response officers covering the whole city. The Community Team was moved to Clifford Street Police Station to co-locate with the Safer York Partnership community safety team and the response teams were moved to Fulford Road Area HQ. Criticism aligned to this approach included public perception that the loss of the satellite stations resulted in a reduction in quality of local service as officers were all based at Fulford. There was also a perception amongst 24/7 response officers that the Community Team did not have the same level of responsibility and/or workload leading to some lack of collaboration between the two teams. The co-location of the Community Team with the SYP team had some benefits in developing multi-agency problem solving and partnership working and the simultaneous introduction of Police Community Support Officers and their alignment to the Community team enhanced the local community engagement capability within the police.
- 6.3 In 2005, North Yorkshire Police implemented Neighbourhood Policing. This model included the creation of larger ward based geographical teams comprised of PCSOs and PCs managed by nine sergeants and three inspectors. These teams were responsible for all crime/disorder on their geographical area and were expected to work in partnership to resolve problems identified by their local communities. Although many of the Safer Neighbourhood Team (SNT) officers remained at Fulford, some teams were able to locate in suitable premises within their geographical area. In addition a 24/7 response team remained based at Fulford to respond to incidents. The SNT covering Guildhall and Micklegate, co-located with Safer York Partnership at Clifford Street.
- 6.4 The implementation of safer neighbourhood policing has increased community confidence through increased contact between police and public. Improved partnership working at SNT level has delivered some excellent results. However, the model is not perfect. SNT officers identify the policing priorities within their area through community consultation and data analysis and then work with partners to tackle those priorities. The transfer of information and detail about this work between the SNT and the 24/7 response teams is poor. This results in

increased crime levels when the SNT are not on duty. It also means that the 24/7 response teams tend not to take ownership of the local priorities.

- 6.5 The following table summarises the changes to the policing model following implementation of the new structure on 21<sup>st</sup> March 2011.

	<b>Prior to Review</b>	<b>Proposed</b>
No of Inspector led Safer Neighbourhood Areas	3: south, north, central	4: city, east, west, rural
No of SNTs	18	20
Delivery of 24/7 response	Separate team based at Fulford	Within the 20 geographical teams

- 6.6 The return to geographical policing is welcomed. It ensures that all officers have a geographical responsibility, understand the priorities within their local area and are working together 24/7 to tackle them. Unlike the previous Local Area Policing approach prior to 2003, this new model includes the police community support officers, whose dedicated role is community engagement and reassurance. Therefore visibility of officers in local areas will be enhanced as officers/PCSOs are seen by their community within their ward 24/7.
- 6.7 However, the move to all officers working across the 24/7 shift pattern means that SNT Inspectors and Sergeants, who previously only worked until midnight will now work full night shifts. This will therefore limit their capacity to engage with partners, the majority of whom work Monday – Friday 9am till 5pm. This will also have an impact on attendance at evening meetings as it will only be feasible for Inspectors and Sergeants to attend when they are on a late shift.
- 6.8 The increase in team numbers places a considerable increase in staff responsibility on the sergeants and inspectors. Although problem solving sergeants have been appointed to support each Safer Neighbourhood Area Inspector, again they will be subject to shifts and considerable line management responsibilities thus limiting their capacity for partnership working.
- 6.9 The level of overall police patrols will be enhanced through the new model with higher numbers of officers patrolling the hotspot areas and in particular the city centre. However, the ability to contribute to partnership working will be reduced due to the shift pattern and the limited capacity of sergeants and inspectors to meet partners' meeting structures. Whilst SYP recognises the importance of SNT input to meetings and is able to adjust meeting schedules to accommodate appropriate officer availability it would not be possible or reasonable to expect partners to be able to do this.

### **Community and Neighbourhoods Proposal for restructure of community safety in Safer York Partnership**

- 7.0 Safer York Partnership (SYP) has been held up by the Home Office as an example of good practice for partnership working on many occasions. The partnership's most significant success was the implementation of intelligence led business processes to the delivery structure and multi-agency problem solving based on the principles of the National Intelligence Model. By using data and information, combined with the results of community consultation and analysing all problems by

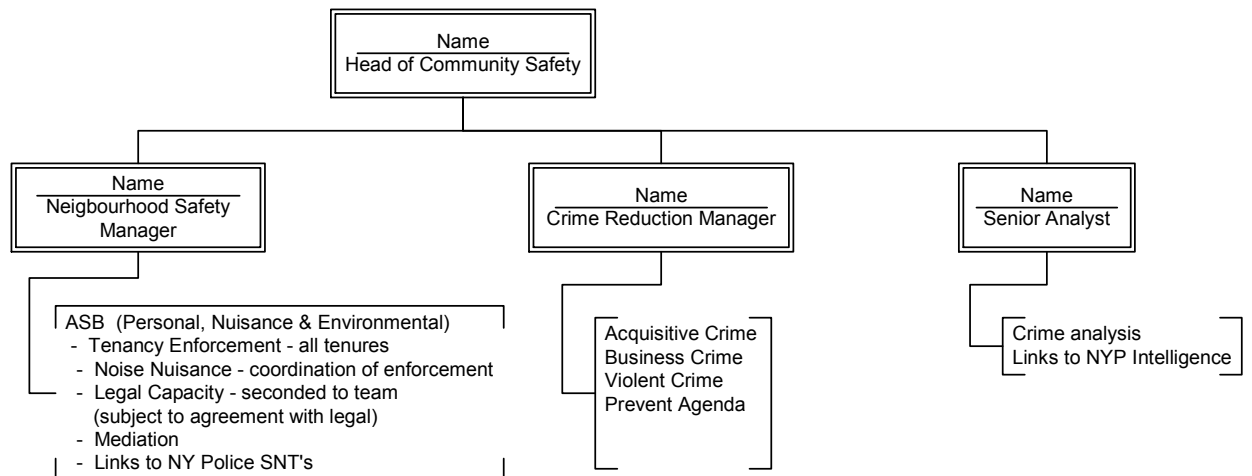
Victim, Offender and Location, SYP has achieved year on year crime reductions since 2005.

- 7.1 The staffing of SYP has fluctuated since it's was established in 1999. Initially the staff consisted of a Manager and an Administrative Support Officer employed by City of York Council and supported from the combined financial grants from North Yorkshire Police and City of York Council. The remainder of the grant was used to develop projects and initiatives. In 2002, the allocation of significant Home Office grant funding to the partnership enabled projects to be supported from Home Office grant, releasing operational funding to expand the team to include a Crime Reduction Manager and a Funding and Communications Manager. In addition, specific Partnership Development Funding allocated by the Home Office enabled the partnership to employ a Communities Against Drugs Liaison Officer, a Neighbourhood Watch administrative officer and an Analyst.
- 7.2 In 2003, the Director of Safer York Partnership entered into an agreement with the other seven Community Safety Partnerships in North Yorkshire to allow the SYP analyst to be the single recipient of partnership data for the City and County and to provide analytical support to those other partnership's in return for a contribution to the analyst's salary.
- 7.3 In 2008, the Funding and Communications Manager resigned and the Communities Against Drugs Liaison Officer post reached the end of a fixed term contract. In order to remove the vulnerability of those posts funded from Home Office grant funding, the partnership took the decision not to fill the vacancies but to mainstream the salaries of the analyst and neighbourhood watch administrative officer from the SYP Operational budget.
- 7.4 As a Unitary Authority Community Safety Team, the SYP team is extremely lean. CSP support teams across England and Wales vary between 1 and 150 staff with most Unitary Authorities comprised of around 20 staff. SYP currently has five staff employed by CYC and until recently, also included police staff seconded from North Yorkshire Police.
- 7.5 The Organisational Review in CYC and the restructure of Communities and Neighbourhoods (CANs) has presented an opportunity to revisit the staffing of SYP. The change in Assistant Director roles to bring Community Safety, Public Protection and Housing together means that the key services that contribute to tackling crime and antisocial behaviour are now within the same team. Trading Standards has been a key a player in tackling acquisitive crime and Housing and Environmental Protection have worked closely with SYP and the police to address anti-social behaviour.
- 7.6 As outlined in paragraph 6 above, SYP's key area of success has been in the facilitation and co-ordination of partnership working. Whilst many partners contribute to individual problem solving, it is largely the police and local authority who are the key players in driving activity to reduce crime and disorder. The Crime reduction work of Safer York Partnership is driven by a number of well established delivery groups, managed by the Crime Reduction Manager. Redistributing services within the portfolio of the Assistant Director Housing and Public Protection would provide an opportunity to bring together key services that contribute to tackling anti-social behaviour to create a team that would enhance partnership

working and liaise with the police Safer Neighbourhood Teams to tackle problems more effectively.

- 7.7 By moving staff already situated within the Housing and Public Protection teams to sit within Community Safety to support the creation of a Neighbourhood Safety Manager to drive forward our joint response to anti-social behaviour. Maximising the benefits that come from joint working & co-locations fits well within the current climate of developing more efficient and effective working practices.

**Proposed Community Safety Structure with Housing & Public Protection**



**The Police Reform and Social Responsibility Bill**

- 8.0 Following the General Election, the Coalition Government announced the development of a Police Reform and Social Responsibility Bill. The Bill is aimed at providing more freedom to Police forces and Community Safety Partnerships to focus on active delivery through the removal of ring-fenced funding. It also removes requirements to satisfy Government led performance management regimes and the introduces independently elected Police and Crime Commissioner’s to make the police and partnership’s more directly accountable to the public. The Bill is currently at committee stage within the House of Commons.

- 8.1 On Wednesday 2<sup>nd</sup> March, the Home Secretary and Ministers launched the Government’s new approach to tackling crime. The document “A New Approach to Fighting Crime” outlines the specific detail of what the Government expects from Community Safety Partnerships and the police. These are as follows:

***The police now have only one objective: to cut crime. The extent of what we want community safety partnerships to do is similar – solve problems, work together, cut crime.***

- we will not tell CSPs how to operate or manage their performance – we are scrapping the old reporting arrangements and targets (such as public service agreements and local area agreements), stripping away unnecessary prescription and simplifying funding
- CSPs should be action-orientated and should look to communities, not to Whitehall, for advice on what crime issues to prioritise



***We will give the police and their partners far greater freedom to do their jobs and use their discretion - we will cut bureaucracy and give them greater discretion to use restorative justice responses.***

- we will ensure professionals have the tools and support they need to deal with antisocial behaviour, youth crime and violence
- we will give local authorities more powers to deal with alcohol-related crime (for example, through refusing and revoking licenses) and we will promote local recovery systems to reduce drug-related offending

***We will give the public more power to hold the police and community safety partnerships to account and feel empowered to reclaim their communities. From May 2012, the public will elect police and crime commissioners making the police accountable to the communities they serve.***

- new street-level crime and antisocial behaviour maps give the public up-to-date, accurate information on what is happening on their streets so they can challenge the police at mandatory beat meetings
- we will encourage the public to participate in Neighbourhood Watch schemes and volunteer as special constables, magistrates and victim support volunteers.

***We will establish the National Crime Agency - a powerful body of crime fighters led by a senior chief constable. The agency will:***

- strengthen the operational response to serious and organised crime and better secure our borders
- consist of an number of operational commands (including a new border policing command) and will harness synergies between them to get the best outcomes

Success will not be judged on a set of centrally mandated targets. It will be judged by the public on the simple fact of whether crime has fallen and if they feel safe in their neighbourhoods.

## **Impact of the Police Reform and Social Responsibility Bill on SYP**

- 9.0 The Community Safety delivery landscape across York and North Yorkshire is as follows: seven district community safety partnerships overseen by a county strategy group reporting to the North Yorkshire Strategic Partnership and a unitary community safety partnership reporting to the York Local Strategic Partnership, Without Walls.
- 9.1 The Police Reform and Social Responsibility Bill introduces the requirement for independently elected Police and Crime Commissioners (PCC) to be in post by May 2012. There will be one PCC for each force and he/she will have responsibility for holding the police and CSPs to account, approving the merger of CSPs, meeting regularly with CSPs and requesting reports from them. All Government funding provided for community safety will be administered by the PCC although transitional arrangements are in place for 2011/12 and possibly 2012/13 until these roles are fully established.
- 9.2 Community Safety funding has, until 2011/12, been paid in two key grants: Basic Command Unit Funding payable to the Police and used to develop area based initiatives in conjunction with the local CSP and Safer and Stronger Communities

fund (SSCF) paid through the Area Based Grant to Unitary and County authorities. In 2011/12, the BCU grant has been included in the overall Home Office core grant to the police and is un-ring-fenced with no requirement for it to be spent in conjunction with CSPs. Safer and Stronger Communities funding has been reduced by 20% and is made payable to the County and Unitary authorities, again as an un-ring-fenced allocation.

- 9.3 Although the county strategy group for North Yorkshire is primarily designed to oversee the work of the district CSPs and the allocation of SSCF in the two tier structure, York has always been invited to participate in this group in recognition of the fact that North Yorkshire Police force also covers the city of York. In addition, it was acknowledged that funding decisions taken by the group could impact on York where those decisions relate to service provision across the city and county. However, there have been a number of difficulties in establishing a clear role for the group and delivery and performance management structures aligned to it have never been effective due to the Political complexities of managing the expectations of seven very different district CSPs and a Unitary CSP.
- 9.4 North Yorkshire Police is one of very few police forces that are made up of a number of districts and a unitary authority. Where forces are comprised of a number of unitary authorities, they have largely structured to align their Basic Command Units to be coterminous with the authorities. In 2009, North Yorkshire took the decision to have just one Basic Command Unit for the force with delivery through Area Commands aligned to local authority boundaries. This model creates tension around resource allocation as resource defaults to the areas of highest priority leaving the small, very low crime districts with less resource. This same tension has manifested itself in the CSPs as the small districts have benefited less from formula funded SSCF allocations. Due to the impact of public sector funding cuts on the district council's combined with the fact that CSPs have relied heavily on BCU funding and SSCF to fund posts, the viability of the smaller district is now highly questionable. Furthermore, the appointment of a PCC who will administer community safety funding for the whole force area is also likely to impact on future of district CSPs.
- 9.5 Within North Yorkshire Police area, York accounts for over 40% of the force's total crime. The only other areas where there is significant volume are Harrogate and Scarborough. Ryedale and Craven are the lowest crime districts in England Wales and although Hambleton, Richmondshire and Selby have moderate crime levels, they are very low compared to other similar districts. The Government has recently introduced Crime Mapping which makes this data available to members of the public via a website [www.police.uk](http://www.police.uk) . By entering postcode, address or town details, members of the public can see the number of crimes aligned to neighbourhood. However, this data is not currently contextualised, leading to a danger of misinterpretation of the figures and increased fear of crime. This is particularly challenging in low crime areas of North Yorkshire where fear of crime is significantly higher than the likelihood of becoming a true victim.
- 9.6 Although Ministers have reinforced the message that community safety partnerships are essential to driving forward activities to reduce crime and disorder, the removal of regulations has left open to debate and local decision as to what CSPs should look like in terms of area, membership and structure. However, the reduction of public funding and its impact on the viability of small district CSPs,

combined with a provision for powers to approve merger of PCCs passing from the Home Secretary to the PCC suggests an unwritten assumption that CSPs will combine to form configurations that are best placed to provide support to the PCC at force level.

- 9.7 On 1<sup>st</sup> February 2011, the North Yorkshire county strategy group held an event essentially to discuss the future of the group. The opening presentation was by the Home Office on CSP Merger. Although the event itself skirted around the issue, there was a definite undertone that a more streamlined CSP structure was expected. The recent decision by North Yorkshire Police to remove grant funding from the CSPs suggests that it does not support the continuation of eight separate CSPs.
- 9.8 It will be a requirement for CSPs to work with the PCC. SYP is in a strong position as a CSP with a good performance track record and an established delivery mechanism that has demonstrated very close partnership working between the police and the local authority. Although from 2012, the funding for community safety will pass to the PCC for the force, it is anticipated that there will be some intelligence led process to the consideration of resource allocation and therefore York would benefit from access to this funding as the highest crime area of the force. The risk to this would be if appointment of the PCC were to be made from a very rural area where understanding of the city's issues and the impact York has on overall force crime was limited.

### **Opportunity for York to Lead the Way Forward**

- 10.0 Of the eight CSPs within North Yorkshire Police area, only York has an established delivery structure and team. At a recent meeting of the CSP Managers, with the exception of Harrogate, the remaining CSPs felt that the funding cuts would mean that all community safety staff would disappear by 2013. Selby District Council has already reached this point by not putting any resource into the CSP from 2011.
- 10.1 Based on a history of close working with Selby under the former BCU structure, the Director of SYP has begun discussions with the Selby Safer Neighbourhood Commander and CSP Chair as to how SYP could provide a more cost effective model of community safety delivery for Selby as well as York. The proposed model would be that SYP provides the strategic support to the Selby Partnership with local delivery managed by a Selby based project officer. This reduces the staffing costs to Selby CSP by two posts in return for a contribution of £25,000 to SYP (derived using the same formula that determines funding contributions from all 7 CSPs for data support).
- 10.2 The proposal has been put to the Selby CSP Board and they have expressed an interest in taking this approach forward on the understanding that it is for a one year pilot whilst further clarity on the PCC role is sought. This pilot would also provide an opportunity for SYP to determine whether it has the capacity to expand this approach to other parts of the county in readiness for the appointment of the PCC. Given the reduction in central control of CSPs and the removal of bureaucratic reporting regimes, it should be feasible for SYP to extend this approach to cover the county as well as the city with the support of either district based co-ordinators or through a collaborative co-ordination approach across

two/three districts (similar to the geographical split of the NYP community safety hubs outlined in paragraph 3.5 above)

- 10.3 The Director of SYP is also Chair of the National Community Safety Network (NCSN) and a member of the LGA Community Safety Advisers Group. Due to the abolition of Regional Government Offices, combined with reductions in staff, budget and capacity within the Home Office, NCSN is working very closely with the Home Office and Ministers to support the implementation of changes in community safety delivery across England and Wales. This means that information relating to proposed legislative change, policy and latest government thinking is available to SYP prior to it being disseminated into the public domain.

## **Conclusion**

11. The pace of change in community safety is rapid due to the implementation of new approaches by central government and the need for key partners to review their structures to make efficiency savings in line with public sector funding cuts. These reviews have provided an opportunity for SYP to review its structure and delivery framework to ensure that it is able to continue the work that has contributed to its reputation as a successful CSP. The significant impact of reduced funding across the two tier authorities, provides a new and exciting opportunity for SYP to look at how it could potentially provide a model that would offer support to the PCC for North Yorkshire Police covering the whole force area.

## **Corporate Priorities**

- 12 This report relates to the Corporate Priority of Safe City.

## **Implications**

13. **Financial** – Financial implications relating to the proposed restructure of Safer York Partnership are contained within the Communities and Neighbourhoods Budget Proposals and Service Review 2011.

**Human Resources** – HR implications relating to the proposed restructure of Safer York Partnership are contained within the Communities and Neighbourhoods Budget Proposals and Service Review 2011

**Equalities** – Delivery of the Community Safety Plan for York takes into consideration the individual needs of all strands of diversity. Tackling hate crime is a priority within Safer York Partnership's plans to tackle anti-social behaviour.

**Legal** – There are no legal implications

**Crime and Disorder** – the content of this report links to the delivery of the Community Safety Plan for York and the structures which support that delivery.

**Information Technology (IT)** – There are no IT implications

**Property** – There are no property implications

## Risk Management

14. The change in funding to CSPs from Home Office grant awarded directly to top tier authorities to a total fund for each Police Force Area awarded to the PCC poses some risk to the delivery of community safety initiatives within York. As yet, it is unknown whether any criteria or guidance will specify how this funding will be allocated.
- 14.1 It is yet to be determined how much the impact of changes within North Yorkshire Police will affect the work of Safer York Partnership and the police contribution to long term problem solving. However, sections 5 and 6 of this report highlight the potential impact based on information available to date.

## Recommendation

15. For the Executive Leader to:

- note the content of this report;
- approve option c) to undertake work to prepare for the appointment of the Police and Crime Commissioner based on York's position in relation to North Yorkshire Police Force total crime and Safer York Partnership's acknowledged credibility as an example of a high performing CSP. This will include working with the county Task and Finish Group to ensure that York's position is included within any proposed model for delivery force wide.

Reason: To ensure that York is best place to deliver on its community safety priorities

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Report Approved  Date 22/03/2011

**Wards Affected:** *List wards or tick box to indicate all*

All

**For further information please contact the author of the report**

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## Executive Leader Decision Session

5<sup>th</sup> April 2011

Report of the Director of City Strategy

### Jobs Fund

#### Summary

1. This report seeks approval to allocate funding from the Jobs Fund established at the Council's budget meeting for specific initiatives. It follows up on the reports presented at the last meeting of the Leaders decision session on 1<sup>st</sup> March 2011 which highlighted the current economic position facing the City of York. This recognised that the Council and its partners can take action to assist the city during a slow recovery from the period of downturn to help business as well as those individuals and communities hardest hit.
2. The One City project has a good strategic fit with the long term aspirations of the city under the Inclusive City, Learning City, Sustainable City and Thriving City themes in the Sustainable Community Strategy.

#### Background

3. Previous reports to the Council's Executive in 2008 and 2009 outlined the implications of the global recession on the local economy of York and identified a number of actions for the Council to take in response to this. It was recognised that York was initially better placed than some other cities to respond to the changing economic picture. It has experienced relatively high levels of employment and encouraging economic growth over recent years especially in the technical, creative and scientific sectors. The City has strong partnership working and a good support infrastructure which has been responsive to changing economic circumstances. This has been key to ensuring that York remains vibrant and successful at attracting investment and visitors. Whilst apparently affluent, there are, however, significant pockets in York where deprivation is relatively high and where action is required if the circumstances of those least well off are not to be exacerbated by the prevailing economic climate. There remain concerns regarding the high level of public sector employment in the city which highlights the importance of both encouraging private sector employment and supporting initiatives to help local people get into work.
4. The Council's budget meeting in February established a budget of £132,000 to support additional initiatives to respond to these objectives under the collective title of the Jobs Fund. Work is well underway with a range of partners to develop proposals to use this funding in the most effective ways. Proposals will be brought forward for consideration at the Leaders decision making sessions as these are developed. Two initial proposals are set out in this report regarding additional support for Science City York and rolling out proposals developed through area based approaches in Kingsway West and Clifton.

## **Consultation**

5. Previous consultation has taken place with the York Economic Partnership, York Business Forum, Science City York, york-england.com, Visit York, York Professionals, Retailers Forum and Chamber of Commerce.

## **Science City York**

6. Budget Council agreed a revised core contribution to Science City York. In addition to this, Science City York are seeking to undertake additional activities, particularly to support initiatives being developed in connection with the Leeds City region and with regard to the recommendations from the Green Jobs taskforce. Details of proposals for 2011/12 are set out in Annex 1 attached to this report. These initiatives will encourage job creation in the City of York for the benefit of local residents.

## **Rolling out initiatives undertaken on an area basis**

7. Previous reports have outlined successful work that has been undertaken in a targeted way focussed on Kingsway West and Clifton. The Kingsway West pilot was the subject of an independent evaluation undertaken by York St. John University. Key successes in both areas have been demonstrated by an intensive programme to maximise income for poorer households in the City. The direct impact on generating income is significant but there has also been a prevention aspect to this work, particularly with older residents with multiple health problems. Investing in this activity prevents the burden of cost falling on the local authority in the medium and longer term through reduced need for social care spend. The outcome of this work is highlighted in Annex 2 attached to this report.
8. A proposal to extend this work further is attached as Annex 3 to this report. This seeks to deliver a targeted programme of income maximisation for a cost of £20,000 per annum for 3 years with the aim of achieving £200,000 per annum. It is intended to align this work with the neighbourhood pilot initiative.

## **Options**

9. The purpose of this report is to note progress with the initiatives report and the current state of the local economy. Reference is made to the budget allocation of £132,000 agreed by the Council for the Jobs Fund. The option for the decision by the Executive Leader is therefore to accept these recommendations or not to do so.

## **Corporate Priorities**

10. The actions in this report support the Inclusive City, Learning City and Thriving City elements of the Sustainable Community Strategy and the Council's Corporate Strategy.

## **Implications**

### **Financial**

11. The recommendations can be supported through existing budgets, given the allocation of £132,000 agreed at Budget Council for the Jobs Fund.

### **Human Resources (HR)**

12. There are no specific HR implications arising from this report.



### **Equalities**

13. This paper proposes action to support the least well of in York and promotes financial inclusion and economic participation for all.

### **Legal**

14. There are no immediate legal implications.

### **Crime and Disorder**

15. This paper supports the consideration of crime and disorder in the context of deprivation in ward planning as demonstrated by the Kingsway Pilot.

### **Information Technology (IT)**

16. There are no strategic IT implications.

### **Property**

17. Previous actions have supported some businesses within the Council's portfolio that have suffered down-turn as a result of the prevailing financial climate.

### **Risk management**

18. The projects previously approved have been assessed to ascertain their effectiveness

## **Recommendations**

19. That the Executive Leader notes the progress made with measures undertaken by the Council in response to the economic downturn.
20. That the Executive Leader agrees to allocate £53,000 for 2011/12 from the approved Jobs Fund to support additional activities to be undertaken by Science City York as outlined in this report.
21. That the Executive Leader agrees to allocate £20,000 per annum for 3 years to support a targeted programme of income maximisation to be undertaken by Future Prospects as outlined in this report.
22. That the Executive Leader agrees to receive further updates on York's economic climate and assessment of the effectiveness of actions initiated as a result of this report.
23. Reason: To enable the funds set aside in the budget for Jobs Fighting Fund to be allocated to specific initiatives

**Annex 1** – Science City York: proposals for 2011/12

**Annex 2** – Future Prospects: assessment of benefit maximisation work undertaken in Kingsway West and Clifton.

**Annex 3** – Future Prospects: proposals to extend work on income maximisation.

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**Report Approved**

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**Wards affected – ALL**

**Specialist implications officer**

Financial – Patrick Looker

## City of York Council Contribution to Science City York 2011/12

### Introduction

Investment from the City of York Council has enabled Science City York (SCY) to drive the creation and growth of business and employment opportunities across York within 3 clusters: bioscience, IT& digital and the creative industries.

These business networks play a critical role in York's future business support plans and are central to new opportunities SCY is currently bidding for the City; such as the new "Business Coaching for Growth" programme, the UNESCO bid for York to be a City of Media Arts and the Technology Innovation Centre. With the imminent closure of Business Link Yorkshire and Yorkshire Forward, the ongoing development of SCY business networks in York is imperative. SCY has a critical role to play as the main innovation asset in the Leeds City Region Local Enterprise Partnership and York and North Yorkshire Local Enterprise Partnership.

The ongoing contribution from the City of York Council (CYC) has enabled SCY to deliver significant value to York businesses. It is fundamental that the value of this investment continues to be recognised and the role of SCY understood by all Council members; and moreover, that the benefits of this investment are visible to local people and impacts on the local economy are tangible.

### Overall Plans for 2011/12

SCY's vision is to become a leading independent expert organisation on how to create economic impact through innovation. To do this, over this next year, SCY will become a multi-revenue (public and private) organisation which develops and delivers programmes and services to drive economic benefit from science, technology and the creative sectors for a range of public and private sector customers. SCY will focus its core purpose on economic development of the science and technology in the York science and technology cluster. SCY will also look to extend the reach and capabilities of its services across the UK and develop a membership/partnership model to target delivery and benefit to its shareholders and partners across the Leeds City Region and beyond. The challenge is to secure revenues from businesses, sponsors and agencies to lead complex infrastructure bids, innovation programmes, consultancy services and specialist advice to replace income currently derived from the public sector. SCY is entering a challenging period, as it makes the transition to offer new services.

### Network & Membership

SCY business networks provide businesses with the opportunity to share information with other members and organisations and access to a range of benefits including: Business promotion and improving business competitiveness through provision of value-added, sector-specific global market intelligence; building a network of contacts; developing skills in employees; and supply chain opportunities.

The current networks (with the exception of Bioscience) are heavily biased toward micro and proprietor businesses, with many lifestyle businesses featuring in the Creative network.

SCY is currently reviewing the business model and the board are considering a number of income generation ideas including the launch of a new fee-based membership service. This will extend the

penetration and number of relationships within Bioscience, Creative and IT& Digital, and will focus on larger SMEs. There is much scope for expansion of the service offer to the wider Leeds City Region.

SCY is also looking to expand the remit of the Bioscience York network to include a greater focus on biorenewables, as part of its ongoing strategy to develop York as a world class Centre of Excellence in Biorenewables research, education and commercialisation. This will involve building on the strong existing links that SCY has with other local and national networks within the growing biorenewables and low carbon sector.

SCY marketing strategy and communications plan will include wider dissemination of the value SCY is creating through the networks including strong PR, case-studies and success stories.

### **Specific work in relation to green jobs**

In addition to plans to develop the biorenewables network which will support the creation and sustainability of green jobs in York, SCY has already invested significant efforts to develop opportunities around biorenewables for the City, and SCY has developed very strong relations with key industry figures in this sector.

SCY is now playing a very influential role in developing York as a world-class centre, and it is a priority area for SCY going forward. As part of this, **SCY is committed to support the development of green jobs in the City**. SCY has partnered with UK Coal to develop the former North Selby Mine with potential for up to 100 jobs.

SCY lead a Round 1 Regional Growth Fund bid to develop a biorefinery facility at Fera. If successful, the bid will fund the development of a biorenewables development centre at Fera, which will undertake commercial research and development, working with UK companies to develop industrial extraction techniques to produce speciality chemicals and products from plants. It is forecast the project will create or protect 1200 sustainable jobs in Bio-Based Manufacturing. The 'Green Factory' will upskill and train existing staff and new entrants to ensure they have the skills and experience to support the growth of the UK speciality chemicals sector.

SCY will continue to work with Higher York and the research base to achieve skills targets across York's green sector.

### **Specific work in relation to Leeds City Region**

SCY is widely recognised as the innovation asset and lead body on the LCR Innovation panel and plays a major role within the LCR Innovation Capital programme.

SCY has recently received endorsement from the LEP to now lead on the development of the new 'Business Coaching for Growth Programme' bid which will be shortly launched by BIS.

As well as the expansion plans for the business networks within the LCR, and the ongoing delivery in West Yorkshire through the SCY Business Mentor programme, York is increasingly playing a very influential role within the LCR.

The business intelligence available through SCY business networks of York employers has also helped to inform the set-up and development of the Leeds City Region's Employment and Skills Board (ESB), and SCY has facilitated representation from York employers as part of the consultation

for this Board. It is important York employers from the SCY business networks have continued involvement and representation at the Leeds City Region level and SCY will continue to act as a conduit in order York employers have a voice and influence within the LEP.

### **Information generally on impact of SCY on the local economy**

Over the last 12 months, CYC investment has enabled SCY to promote the network services to over a 1000 subscribers, and support 45 York based bioscience companies (113 in Yorkshire), 163 York based creative companies, (248 in Yorkshire), and 114 York based IT&Digital companies (225 in Yorkshire). Please see separate document for recent press releases.

Under the current 2010 service level agreement to deliver the networks, SCY has run 31 specialist events assisting business development across York. SCY business networks are widely recognised and referred to by other business support organisations across Yorkshire and the Humber as a niche and specialist provider with unrivalled expertise available within the Bioscience, Creative and IT& Digital sectors.

SCY has encouraged all of its business members to promote job vacancies through its website, and the vacancies pages are one of the most frequently visited pages on the SCY website.

Within the last year, the business network managers have engaged with more than 200 York businesses, and examples of business support activity include:

- Meeting organised and facilitated by Creative Network Manager resulted in the creation of a new business.
- Assisted young Creative entrepreneur to get significant publicity at VentureFest
- Collaboration between two York start-up Creative companies as a result of introduction from Creative Network Manager.
- Showcasing opportunity for 7 York companies in Innovation Showcase section of VentureFest.
- Two York Bioscience companies in discussion regarding potential shared use of facilities
- York Bioscience company helped with recruitment of additional staff thanks to Specialist Recruitment Event run by Bioscience York.
- New York IT&Digital business supported and taken on 4 interns from local HE/FE
- Significant volume of support from business, public sector and academia for formation of York TV channel.
- Continued existence of "TV Club" (networking group for TV/film folks) thanks to IT&Digital sponsorship following demise of Screen Yorkshire.
- North Yorkshire telecoms company in advanced discussions with regional University regarding a KTP.
- Two IT&Digital companies discussing potential future collaborative working
- Second round of York business who successfully applied to become occupants of the SCY Phoenix Centre (Businesses include a Communications Specialist, Film photography and digital imaging, media entrepreneurs). The Creative Network Manager has facilitated training, CPD and provided business development support to the occupants throughout the year.
- Made successful referrals for businesses to be assisted through the SCY business mentor scheme.

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# Welfare Benefits Take-up Delivery Project

Final Report

Westfield and Clifton Wards

York

December 2010 to January 2011

Pauline Golden

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## Summary

An income maximisation project over a 12 month period focused on two wards identified through City of York Council's 'Index of Multiple Deprivation' as particularly disadvantaged: Clifton and Westfield. The aim of the provision to alleviate poverty, through welfare benefits take-up and the promotion of financial inclusion.

Investment from City of York Council's One City initiative has allowed delivery of this project to take place. Ongoing support from key stakeholders within the local authority; particularly Economic Development, have driven forward the financial inclusion agenda, allowing the project to grow in both size and impact.

The advantage of delivery by Future Prospects is the link to information advice and guidance for employment, education and training opportunities to further enhance individual financial growth and progression. Each area has community outreach provision for learning and work advice.

## Return on investment

A total of 175 individuals were seen throughout a twelve month period and a total annual increase in income raised through benefits entitlement is around **£268,377.03** a breakdown of figures by ward is provided in Appendix One. Investment monies in the project total £30k, which allowing for an estimation of additional claims to be heard give us roughly a £10 return on any £1 invested.

Information about service delivery in each ward is detailed on pages 4 and 5.

## **Westfield ward**

A presence in Westfield aimed to build on the welfare benefits provision of the Kingsway Action Project delivered between February and October 2010. Acomb Explore library was approached and offered as a drop-in venue on Friday mornings, starting in December 2010. The location is available to the whole community with a close proximity to Acomb shopping centre. Home visits were provided for people with limited mobility and some clients were seen at Future Prospects' office in Swinegate.

Publicity was displayed in : the library; local shops, social clubs, pubs, G.P. practices; community notice boards; community centres and children's centres.

Articles were published in 'Streets Ahead', 'Your Ward' and KARA residents' association newsletter 'King Pin'. Leaflets were also displayed in Future Prospects and at events attended around the city.

Relevant organisations and agencies were informed of the service e.g. Resident's Associations, City of York Council Ward staff, York Citizens Advice Bureau, Welfare Benefits Unit, Age Concern, MIND, York Carers Centre, York Carers Forum, OCAY, City of York Council Benefits team , HARP and Job Centre Plus staff.

Networking led to some referrals from agencies, however most clients become aware of the service through publicity or word of mouth.

Clients using the service came from all areas of the ward with no noticeable trend to any one particular area. Door knocking and leafleting activities in Foxwood and Chapelfields generated an increase in numbers from those areas.

A learning and work adviser based at Foxwood Community Centre who delivered Income Maximisation leaflets in addition to publicity about learning and work advice drop-ins.

Additional funding from City of York Council's One City initiative enabled door knocking and leafleting in Chapelfields between June and November 2010.

## **Clifton ward**

Future Prospects proposed basing the service in this area within a GP practice to mirror provision of welfare benefits advice in Pickering Surgery in North Yorkshire. Feedback from patients indicated their perception that additional income had a positive impact on health.

Clifton Medical Practice were approached and agreed to host the service. Five thousand people are registered with the practice.

Appointments were offered from January 2010, these could be booked directly by staff, the adviser and by the patients themselves. Home visits were undertaken and clients seen at Future Prospects.

A talk was given to a practice meeting to raise awareness of welfare benefits; income maximisation and to encourage referrals.

The adviser had access to patients' medical records which could be printed and included in claims for e.g. health related or disability benefits. This proved very effective with claims often awarded within a week of posting – compared to a typical three month decision making period. This process can bypass the need for a medical report to be completed by a health professional, for the Department of Work and Pensions (DWP). The adviser was also able to pass on useful information through the practice 'EMIS' computing system to health professionals about client claims and to feed back success stories. Health professional support is often critical to the success of benefit claims.

The majority of clients (73%) were patients and all GP's, a Mental Health Support worker, other staff attached to the surgery e.g. a chiropodist and reception staff made referrals or sign posted patients. Three members of staff sought advice.

The surgery was agreeable to access by non-patients with the proviso that numbers would not be overwhelming. Publicity dissemination was similar to that in Westfield, but less widespread. Two sets of leaflets were produced one for patients of the surgery and another for other venues e.g. the Children's Centre and Community Centre.

The adviser approached the warden of Anchor Housing Sheltered Accommodation close to the surgery as a patient/tenant occupant mentioned that she had been encouraging other occupants to have benefits checks. A benefits talk was arranged at Guardian Court, advertised by displaying posters and leafleting all flats. Thirteen tenants were supported; seven of whom are patients of the practice. As a model exemplifying effective partnership work, links with housing provision are crucial.

Future Prospects existing learning and work provision in the area is boosted by its involvement in a partnership project 'Job Connect' promoting employment opportunities in Clifton. The adviser referred clients to a colleague based in the same surgery offering targeted support to people with mental health issues and to additional in venues and events in the area open.

## Outcomes

Financial outcomes are detailed in Appendix One.

The larger number of clients seen in Clifton reflects the effectiveness of a smooth flow of referrals and the benefit of targeting provision in a concentrated way. Numbers of new clients decreased in the last month in Westfield (in the run up to Christmas) whereas referrals from health staff to Clifton medical practice continued until the last day.

There are a greater number of claims and appeals outstanding for Clifton than for Westfield, which may lead to a greater boost in outcomes for Clifton.

Some outcomes are difficult or impossible to measure in financial terms e.g. a client who had cavity wall insulation installed through liaison with Hotspots should gain from a reduction in fuel bills.

A proportion of enquiries through the GP surgery were around other welfare related issues for example: applications for free bus passes; blue and green parking badges; funding for household alterations. Some of these enquiries however did lead to the identification of a benefit need and award (see Case Study one).

Benefit entitlement can lead to other concessions or provision, clients were also advised about: free prescriptions and help with health cost, cinema concession cards (allowing carers to accompany the cared for free of charge), Disabled Persons railcards, energy efficiency schemes, home improvements and repairs through local authority schemes. Carers were always advised of the Carers Assessment through City of York Council and the Flexible Carers Fund offering non-means tested one off grants ranging from £150 to £300.

Information and advice was given on a range of other sources of help and advice e.g. Hotspots; welfare and benevolent organisations, Carers support, Handyperson schemes, OCAY, Age Concern, Aviva budgeting courses, Citizens Advice Bureau budgeting support; Debt Advice, North Yorkshire Credit Union, Employment Rights, Housing Options and the potential for course fee concessions for education and training.

Issues around returning to work or learning and the impact on benefits were explored and discussions around future opportunities. Clients were also supported to discuss the financial impact of reducing working hours (usually because of ill health) or what to claim following redundancy. Referrals were made to learning and work advisers at Future Prospects and to outreach provision in local communities.

Not all interactions led to opportunities for income maximisation and some clients decided against claiming benefits they may have been entitled or declined to appeal when an outcome was negative. Often clients feel that the process of appealing in particular is too stressful or have had a negative experience with Job Centre Plus previously. One client attending a benefits appeal tribunal found it an 'unpleasant experience'.

A small number of clients wanted help simply to clarify DWP letters they had received and through a lack of understanding, were worried about.

The recording of outcome levels is affected by the failure of some clients to respond to various attempts to make contact by the adviser following support. Calculation of income raised could be hindered when if the client could not remember or failed to keep paperwork relating to benefits levels, particularly if in receipt of multiple benefits.

Given the number of claims and appeals outstanding, it could be expected that in each area at least £150,000 in annual income has been raised giving an estimated overall total of £300,000.

## Conclusion

In general those benefiting most from income maximisation are people with a health issue or disability, carers and pensioners, the latter in particular are typically unaware of benefits available. Working age claimants getting Job Seekers Allowance or Income Support as lone parents will usually be receiving the correct entitlement as awards of earnings replacement benefits usually have an automatic link to claims for help with housing costs, council tax and health costs. The latter group can benefit from advice about social fund loans/charitable grants and advice and around benefits when going in to work in addition to signposting e.g. for debt or budgeting advice.

There does need to be a recognition and acknowledgement that any income maximisation project does draw in other enquiries that are not specific to its aim of the project but can still have demands on the time and resources of the adviser. A claim to the social fund or charitable grants can be as time-consuming as benefits claims, involving preparing budget sheets, requesting medical evidence and multiple applications to charitable bodies. Whilst a one off grant of £200 for a mattress is not great in terms of income maximisation, the health benefit to someone with back problems who may sleep better is immeasurable.

Assisting with benefits appeals that could potentially lead to outcomes are particularly time consuming, though less so if there is direct access to health professional evidence. Immediate access to medical records and staff is beneficial in helping the adviser to determine whether an appeal is likely to be successful and whether to support it.

The fact that a benefits maximisation project is difficult to contain within a finite period is a key issue as claims and appeals remain outstanding beyond the end of the project. The need for continued contact with those clients continues beyond the funded time frame.

Overall the service in Clifton proved less labour and time intensive because the majority of clients were accessible through the GP practice and referral and signposting processes worked well. The ability to access and utilise medical records saves time for the adviser, client, health professional and the Department of Work and Pensions and increases the potential for successful claims.

Recommendations for future provision

A recommendation for future provision would be to have a full-time adviser in each area, with provision within a range of GP surgeries to help target all residents and reach those most in need. Additional provision might be made to arrange a presence in or hold events in e.g. Community and Children's Centres.

Provision would benefit from at least a two or three year time span to allow the service to become recognised and established and ideally the role would be permanent. This would also add considerably to the revenue created by return on investment, and allow savings to fall into wider budget categories such as GP commissioned services and the new health and wellbeing responsibilities falling within the local authority.



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To staff and agencies supporting the project in particular the staff at Acomb Explore Library; Clifton Medical Practice; the Kingsway/Foxwood/Chapelfields Partnership Group for their input and support and to the warden of Guardian Court sheltered housing in Clifton.

Appendix One:

Clifton and Westfield Income Maximisation statistics: December 2010 to January 2011.

Ward	Period	Individuals seen	Total number of interactions	Income maximisation Annual equivalent	Lump sum payments of backdated benefits	Grants*	Outstanding claims and appeals +
Clifton	January 2010 to January 2011	97 ◇	505.37 (average 5.23 per client)	£136,145.83	£17,608.10	£2,259	14
Westfield	December 2009 to December 2010	78	397.80 (average 5.10 per client)	£132,231.20	£11,633.60	£2,880	8
<b>Total</b>		<b>175</b>	<b>903</b>	<b>£268,377.03</b>	<b>£29,241.70</b>	<b>£5139</b>	<b>22</b>

◇ 73% or 71 individuals were patients of Clifton Medical Practice

- Grants - include Department of Work and Pensions Social Fund grants and charitable grants for items e.g. new carpets, mattresses, cooker, holidays, mobility scooter.

+ Appeal hearings are currently taking up to seven months to be heard.

The Children's Centres requested feedback on the number of clients sign posted by them who used the service (2 people, 1 from each area)

Appendix Two

Case Study One - Clifton Medical practice

Mrs A. an 84 year old widow had been referred by her GP. Her initial enquiry concerned VAT exemption on a mobility scooter. Her mobility was clearly limited by physical health problems and it was identified that she had also had needs in relation to personal care that might entitle her to Attendance Allowance. She was in receipt of state retirement and occupational pensions.

A form was ordered from DWP and a home visit arranged to complete it. Notes about the claim were added to her medical records for her GP's attention for as information relevant to the requirements of a DWP medical report.

Mrs A was awarded the highest rate of Attendance allowance at £71.40 a week. She was advised that she would now be entitled to Pension Credit and Council Tax Benefit which amounted to £40.50 a week and was helped to make the claims.

Although Mrs A had over £20,000 in savings she admitted that she had been reluctant to use any of it because she felt she might need it in an emergency, and admitted a 'generational' propensity to avoid spending money unless absolutely necessary.

However she felt she could spend her additional weekly income and purchased a new mattress (which helped to ease her back pain), paid for repairs to a kitchen window and started paying fares for York Wheels, as recommended by the adviser, for transportation and picking up medical supplies from the practice. Mrs A had been previously been reliant for shopping on a neighbour who was no longer able to help. Extra income had helped her to become more independent. The activity also enabled her to remain in her own home, further reducing the likelihood of needing sheltered accommodation or adult social care services through local authority budgets.

**Weekly increase in income is £111.90 equivalent to £5818.80 annually.**

Case Study Two - Clifton Medical Practice

Client B had been referred by his mental health support worker. A 52 year old single man he experienced anxiety and depression was absent from work because of ill health, and struggling financially as he was in receipt of Statutory Sick Pay of £79.15 a week only. His support worker suggested he might be eligible for Disability Living Allowance (DLA) lower rate care component

Mr B was helped to complete the form and medical records detailing his health issues and needs by his GP and Support worker were printed off included in the form.

An award of lower rate care at £18.95 a week was notified within one week of, and in addition to this the client was able to claim an extra £11.65 was able to increase his awards of Housing and Council tax benefit by £11.65 a week. He was encouraged to claim Working Tax Credit or Income Support whilst still employed but had chosen not to do so.

Mr B was advised about benefits he could claim if he lost his job as he anticipated particularly as he did not intend to negotiate a return to work. The fact that he receives Disability Living Allowance means that if he starts work again he could consider working 16 hours a week and claiming Working Tax Credit with a disability element and possibly still receive Housing Benefit and Council Tax Benefit because of additional allowances in those benefits for someone on DLA.

He was also encouraged to access the Job Connect project and has had an initial meeting with the learning and work adviser at the surgery. He has now engaged in some vocational IT training in order to increase his employability skills and is being supported to look at paid work options.

Whilst the financial gain was not relatively large for this individual, the most positive gain for him may in terms of considering a return to work part-time, appropriate to his health needs with the extra support he gains in in-work benefits through his entitlement to DLA.

**Weekly increase in income is £30.60 equivalent to £1,592 annually.**

Case Study three – Westfield

Mr and Mrs C a couple in their forties live with Miss D their daughter who is twenty. All members of the family experience health issues and are unable to work. Mr C was in receipt of Incapacity Benefit and Income Support for himself and his wife and both of them were in receipt of DLA. Miss D was in receipt of Employment and Support Allowance.

Mrs C had seen a leaflet about the benefits advice service and rang the adviser to help fill in a claim form for Disability Living Allowance for her daughter. After completion Mrs C was given a copy of the form and advised to let her GP know about the claim and offer a copy for information. Mrs C obtained a supporting letter from her GP and the benefit was awarded at higher rate care and lower mobility components at £71.40 and £18.95 a week. They were advised to inform the Employment and Support Allowance office of the DLA award to gain an enhanced disability addition to that benefit of £13.65.

A few months later Mrs D contacted the adviser again – her husband's condition had deteriorated and she asked for help to increase his lower rate care component of DLA, as his personal care and mobility needs were now greater. A supersession was requested and help given to fill in a set of DLA forms. Initially the supersession was declined. The decision was appealed and he was awarded higher rates of care and mobility an increase of £102.30 a week. The increased level of award now meant that the couple were entitled to an extra disability premium in Income Support of £53.65. Miss D was also now entitled to this additional amount in ESA.

This case was particularly complex because of the impact of claims of each individual on the benefits of other people in the household.

**Overall this household gained a weekly increase of £327.25 or £17,017 annually.**

Case study four - Westfield

Mr E had heard about the service through a friend. He had just had just failed a medical assessment for Employment and Support Allowance and wanted advice about appealing. His wife Mrs E was absent from work through ill health and Statutory Sick Pay payments were. He was advised that Mrs E could claim ESA in her own right when her sick pay stopped. Alternatively he could continue to claim ESA for both of them pending his appeal but that they both might lose out on national insurance contributions credited through ESA claims if his appeal failed and Mrs E did not claim in her own right.

Mrs E claimed Employment and Support Allowance and was assisted to fill in forms and given advice prior to a medical assessment. This helped to ensure she passed the assessment and stayed on the benefit with an added payment of ESA of £25.95 a week. Mr E had decided not to appeal his ESA, and the couple now had a joint claim of ESA of £128.70 a week.

Mrs E was helped with a claim for DLA and was awarded the lower rate of care and mobility – two lots of £18.95.

The rate of DLA was not sufficient to enable Mr E to claim Carers Allowance but he was advised how to claim 'Carers Credits' to maintain his contribution records. He was also given information about support for Carers in the city including the Carers Assessment and Carers Flexible fund.

After six months the couple requested further help with an ESA renewal form for Mrs E, and the couple retained their entitlement

**The couple were helped to achieve £166.60 weekly an annual equivalent of £8663.20**

## **Proposal to deliver targeted activities around communities of need within York**

### **Background**

Future Prospects have successfully delivered a programme of income maximisation in targeted communities within York since 2009. This activity was driven by the results and evaluation of the successful multi agency Kingsway Action Project in the Westfield ward which began in 2008. As part of range of activities within the project, Future Prospects were able to deliver an increase of around £57k in increased income to a very specifically targeted geographical area within the ward.

A further £30k investment from CYC allowed Future Prospects to offer a more specific income maximisation project across Westfield, and a subsequent roll out in Clifton, an SOA in York within the 20% most deprived in England. The roll out into Clifton also used an evidence based model of offering the service from a primary healthcare setting, Clifton Health Centre, with GPs as the main source of referrals. Activity in Clifton has generated over £100k in additional revenue through maximising benefits and income, as well as linking residents to other support services within the financial inclusion agenda. Evidence from a similar service in North Yorkshire has shown that additional income rates can be sustained for years within the same locality.

### **Success of the co located or ‘ integrated ‘ model**

The success of an integrated service is that it targets activity at specific customer groups, in a context which maximises both value for money and increases return on investment., and most importantly, results in a tangible difference to the end user.

Certain key locations within the community, such as GP practices, have a key role in establishing the wellbeing needs of the local population, particularly where it intersects with financial inclusion. Rolling out of this model to other health settings provides an entry point for CYC's future role in managing Public Health, and supports GP practices to focus on one of their new priorities of prevention. This model would also complement the Neighbourhood Pathfinder pilot activity by stimulating the economic inclusion within identified communities of need within the city.

### **Impact of the economic downturn**

The effects of the recession on those with low income is well documented nationally, and key policy drivers link health inequalities and low income inextricably ( Marmot Review). Local research undertaken by the Joseph Rowntree Foundation around anti poverty measures also indicate rising pressures on those with low incomes in the city, through a mixture of pressure on the labour market, as well as slow economic recovery. In addition,

pressures on family members to either re enter the job market, or to identify other options to either generate or to make up for lost income through redundancy has been documented by Future Prospects during the economic downturn, with the number of out of work households increasing 6% within our service users. In addition, successful claims for benefits such as attendance allowance and disability living allowance bring in additional funding to the local authority from central government through the formula spending share.

### **Activity proposal**

£20K of annual investment for 3 years would allow a 0.5 FTE Future Prospects Specialist Income Adviser to target specific residents within the Holgate ward, (based at Lavender Grove Surgery) and Acomb's Carr Estate (based at Gale Farm Surgery). Activity will be focused on raising income levels for those claiming benefits, as well as those whose health and income has been affected adversely by the recession, and reducing debt for those who are experiencing difficulties. This includes those who need to swiftly reassess their income needs for other reasons such as redundancy or a cut in hours. Activity around better off calculations would be linked to community health teams within the practice, in particular Midwives/Health Visitors working with young families who may be in poverty, in particular lone parents out of work.

These areas have been selected from current live data which demonstrate that benefits claims and income levels highlight a clear need for intervention. Further evidence has been identified through local community consultation as part of City of York Council's Neighbourhood Pathfinder pilot scheme, where activity around these specific localities within wards has been proposed as a way of addressing priorities identified by residents.

There will also be additional activity which ties in to the York on a Budget campaign, ensuring that beneficiaries of the project can access further support through linking in with other agencies such as CAB, and North Yorkshire Credit Union, and combating fuel poverty through partnership work with Hotspots. Support for the prevention aspect of financial inclusion will also be done through charitable funding applications for those in need of household goods where affordability is a key issue.

### **Outputs**

We will aim to work with 120 people per annum within the scope of this project.

In addition, all beneficiaries will undertake a health impact assessment using the evidence based impact tool EQ-5D. This information will be used to generate future funding possibilities by illustrating the potential of health savings to be made.

### **Return on Investment**

We will aim to increase income in the areas of activity by a combined total of £200k annually, a 10 fold return on investment.