



Notice of meeting of

Executive

To:	Councillors Steve Galloway (Chair), Aspden, Sue Galloway, Jamieson-Ball, Reid, Runciman, Sunderland, Vassie and Waller
Date:	Tuesday, 26 February 2008
Time:	2.00 pm
Venue:	The Guildhall, York

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:

10:00 am on Monday 25 February 2008, if an item is called in *before* a decision is taken, *or*

4:00 pm on Thursday 28 February 2008, if an item is called in *after* a decision has been taken.

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

1. **Declarations of Interest**

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

2. Minutes (Pages 3 - 14)

To approve and sign the minutes of the meeting of the Executive held on 12 February 2008.

3. Public Participation

At this point in the meeting, members of the public who registered their wish to speak regarding an item on the agenda or an issue within the Executive's remit can do so. The deadline for registering is **5:00 pm on Monday 25 February 2008.**

4. Executive Forward Plan (Pages 15 - 18)

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

5. Minutes of Working Groups (Pages 19 - 36)

This report presents the draft minutes of recent meetings of the Local Development Framework Working Group, the Social Inclusion Working Group and the Young People's Working Group and asks Members to consider the advice given by these groups in their capacity as advisory bodies to the Executive.

6. Neighbourhood Management Review (Pages 37 - 102)

This report considers the role of Neighbourhood Management within the Council, in response to the Local Government White Paper 'Strong and Prosperous Communities' and The Local Government and Public Involvement in Health Act 2007, and makes recommendations for the future delivery of neighbourhood management in York.

7. Review of Sub-National Economic Development and Future Working within the Leeds City Region (Pages 103 - 114)

This report sets out background information on the Government's review of sub-national economic development and regeneration, considers the implications of this review for the Leeds City Region and proposes specific actions for the Executive to consider in order to maximise the benefits for York.

8. Businesses in City Centre Peripheral Streets (Pages 115 - 126)

This report provides information in relation to a motion regarding businesses in City Centre peripheral streets, referred to the Executive by full Council on 4 October 2007, and makes recommendations for the Council, working in partnership with others, to adopt in response to the motion.

9. Use of Resources CPA (UOR CPA) 2007 (Pages 127 - 150)

This report advises the Executive of the final score for UOR CPA 2007, based on the criteria scores provided by the Audit Commission, and the detailed findings and recommendations made by the District Auditor in his final report to the Council on the UOR CPA 2007.

10. Urgent Business

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

Democracy Officer:

Name: Fiona Young

Contact details:

- Telephone – (01904) 551027
- E-mail – fiona.young@york.gov.uk

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

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

Contact details are set out above.

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Further information about what's being discussed at this meeting

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The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) 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

MEETING	EXECUTIVE
DATE	12 FEBRUARY 2008
PRESENT	COUNCILLORS STEVE GALLOWAY (CHAIR), ASPDEN, SUE GALLOWAY, JAMIESON-BALL, REID, RUNCIMAN, SUNDERLAND, VASSIE AND WALLER

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS**154. DECLARATIONS OF INTEREST**

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda. The following interests were declared:

- Cllr Reid – a personal, non prejudicial interest in agenda item 10 (Capital Programme Budget), as a member of the Company of Cordwainers, in view of their association with one of the properties referred to in the exempt annex to this item.
- Cllr Waller – a personal, non prejudicial interest in agenda item 10 in relation to the York High project, as Chair of the York High School governing body.

155. EXCLUSION OF PRESS AND PUBLIC

RESOLVED: That the press and public be excluded from the meeting during consideration of Annex A to agenda item 10 (Capital Programme Budget 2008/08 to 2010/11), on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

156. MINUTES

RESOLVED: That the minutes of the Executive meeting held on 29 January 2008 be approved and signed by the Chair as a correct record.

157. PUBLIC PARTICIPATION / OTHER SPEAKERS

It was reported that there had been two registrations to speak at the meeting under the Council's Public Participation Scheme, both in relation to agenda item 9 (Revenue Budget 2008/09).

Maggie Bennett spoke on behalf of the Sycamore House Users' Group, regarding the potential closure of the CYC component of Sycamore House (savings option no. HSHS2 in Annex 5 to the report). She expressed delight and thanks in response to the Chair's indication that this savings option would not form part of the Executive's recommendations to Council but asked that, should any such option be put forward in future, the Users' Group be consulted in advance. This would prevent a great deal of distress and anxiety. She handed over a petition that had been prepared in objection to cuts to the service at Sycamore House.

With the Chair's permission Ben Drake, of UNISON, also addressed the meeting in relation to the Revenue Budget proposals. He acknowledged the hard work that had gone into limiting the effects of the proposed savings on staff and services. However, he expressed strong objection to the proposed cuts to the Home Support Service and amalgamation of Home Care teams (proposals HSMS 3, HSMS 4 and HSMS 5 in Annex 4), on the grounds that these would result in pressure on other service areas, an increase in mileage allowance costs and vehicle use, and a loss of staff morale.

158. EXECUTIVE FORWARD PLAN

Members received and noted details of those items that were currently listed on the Forward Plan for the next two Executive meetings.

159. IMD AND A STRATEGIC RESPONSE

Members considered a report which responded to a request made at the Executive meeting on 18 December 2007 (Resolution (ii) of Minute 124 refers). The report presented proposals to instigate a pilot project to tackle deprivation in an area of the City, based upon the latest published information on the Index of Multiple Deprivation (IMD).

The latest IMD figures, published in 2007, were based upon data collected in 2005 so might not accurately describe the current situation. However, they enabled a comparison to be made with the figures for 2001. Overall, York's levels of deprivation were decreasing, but one "Super Output Area" (SOA) remained particularly disadvantaged. Average scores for the wards in York, based upon the total SOA scores within those wards were set out in tabular form in paragraph 4 of the report.

It was recognised that a more detailed analysis was required to understand the reasons behind the figures. However, rather than delay it was suggested that the Council lead and manage a pilot multi-agency programme, to tackle deprivation initially in one geographical location in

the City, within the Westfield Ward. The lessons learned would be reported back to the Council and the Without Walls Board. Details of the proposal were set out in paragraph 9 of the report. Members commented that they would expect any techniques proven to work during the pilot to be rolled out to similar neighbourhoods across the City.

Having noted the comments of the Shadow Executive, it was

RESOLVED: That the following actions, as set out in paragraph 9 of the report, be agreed as a response to the new published information on the Index of Multiple Deprivation:

- a) The Council will lead and manage a pilot multi-agency programme, involving where appropriate the Ward (Planning) Committee, which will tackle deprivation initially in one geographical area of the City.
- b) The lessons learned and the results of this action will be reported back, at regular intervals, to the Council and the WoW Board, to inform the partnership on how best to develop a city-wide approach to tackling deprivation.
- c) The pilot team will be tasked to:
 - Examine the likely causes of deprivation and consider appropriate responses
 - Assemble a working budget
 - Aim to reduce deprivation in one area of the City
 - Identify effective leadership roles to deliver actions and outcomes
 - Develop and deliver proposals which provide outcomes supporting existing strategies of partnership agencies
 - Establish a template for a city-wide approach to tackling deprivation
 - Suggest how partners' resources might be better used through a joint approach
 - Develop interim success measures prior to the next IMD in four years' time
 - Develop a reporting mechanism for actions and results.¹

REASON: To reduce deprivation in the City and to inform the Council and the Local Strategic Partnership on the development of an appropriate city-wide response to deprivation.

Action Required

1. Establish a pilot team, with appropriate membership, with a remit to perform the tasks set out and an appropriate reporting mechanism. JB

160. CITY OF YORK LOCAL DEVELOPMENT FRAMEWORK (LDF) – ALLOCATIONS DEVELOPMENT PLAN DOCUMENT (DPD)

Members considered a report which sought approval to publish the Local Development Framework (LDF) Allocations Development Plan Document (DPD) for consultation purposes, subject to the amendments recommended by the LDF Working Group at their meeting on 22 January 2008.

Each DPD within the LDF was required to go through three stages of production. The Allocations DPD, which set out the Council's position on site allocations in York, was currently at the Issues and Options stage. A copy of the DPD was attached as Annex A to the report, together with the Map Annex and Response Form at Annexes B and C. Minutes of the LDF Working Group meeting, setting out the Group's recommended amendments, were attached as Annex D.

Members considered the following options:

Option 1 – to approve the DPD for consultation purposes subject to the recommendations of the LDF Working Group;

Option 2 – to make further amendments to the DPD before approving it for consultation;

Option 3 – to defer the DPD and request further work from Officers.

Having noted the comments of the Shadow Executive, it was

RESOLVED: (i) That the changes recommended by the LDF Working Group be accepted and that the draft Issues and Options document at Annex A be approved for public consultation subject to those changes being made, in accordance with Option1.¹

REASON: So that the Allocations DPD can be progressed to its next stage of development, as highlighted in the Council's Local Development Scheme.

(ii) That authority be delegated to the Director of City Strategy, in consultation with the Executive Member and Shadow Executive Member for City Strategy, to make any incidental changes to the draft document that are necessary as a result of the Executive's decisions.²

REASON: So that the changes recommended as a result of discussions at this meeting can be made.

(iii) That authority be delegated to the Director of City Strategy, in consultation with the Executive Member and Shadow Executive Member for City Strategy, to approve a Consultation Strategy and the final layout of the document that will set out the Issues and Options consultation methodology.³

REASON: To ensure that the proposed methods of consultation are satisfactory to Members.

Action Required

1. Release the Allocations DPD for public consultation. JB
2. Make incidental changes to draft document to incorporate LDF recommended amendments. JB
3. Approve Consultation Strategy and final layout of document. JB

161. URGENT BUSINESS - ACCESS YORK MAJOR SCHEME BID: PHASE 1. PROPOSED SUBMISSION TO THE REGIONAL TRANSPORT BOARD

Members considered a report which sought their endorsement for the submission of a bid for funding from the Regional Transport Board for the development of three Park and Ride sites in the City of York. The Chair had agreed to take this item under Urgent Business because the submission deadline fell before the date of the next Executive meeting. Due to the publication date of the invitation for bids and the work required to complete the bid, it had not been possible to prepare the report at an earlier stage.

The report outlined the background to the proposed bid, which was intended to secure funding for key proposals identified in the current phase of the Local Transport Plan (LTP). It would be submitted using the Major Scheme Bid process, introduced in 2006 to give the Regions more control over a Regional Funding Allocation (RFA) for certain major transport schemes. The main elements of the Access York proposal were:

- Phase 1 – two new, and one replacement, Park & Ride sites
- Phase 2 – Outer Ring Road improvements.

The invitation for the submission of bids issued by the RTB on 14 December 2007 required all bids to be submitted by 15 February 2008. Bids must be for schemes with estimated costs below £30m, deliverable before 2013/14. It was therefore proposed to progress Phase 1 of the Access York scheme at this stage and submit a proposal for Phase 2 in the autumn. Maps showing the location of the replacement Park & Ride site, at Askham Bar, and the two new sites, on the A59 and Wigginton Road, were attached as Annex 1 to the report. Preparatory costs of the bid, estimated as approximately £200k, would need to be provided from Council resources as they were not recoverable through the bid process. A contingency item of £164k was included in the proposed budget for 2008/09.

Members thanked Officers formally for the work they had carried out to progress this matter.

Having noted the comments of the Shadow Executive, it was

RESOLVED: (i) That the submission of the bid to the Regional Transport Board for the funding of three Park & Ride sites be endorsed.¹

(ii) That the expenditure of contingency funding up to a limit of £164k to progress the bid be authorised, subject to the acceptance of the 2008/09 budget by full Council and acceptance of the bid by the Regional Transport Board.²

REASON: To obtain funding to develop the Park & Ride service in the City.

Action Required

1. Submit bid to meet deadline date. JB
2. Make any necessary adjustments to budget records, subject to acceptance of budget and bid. JB

PART B - MATTERS REFERRED TO COUNCIL

162. TREASURY MANAGEMENT STRATEGY STATEMENT AND PRUDENTIAL INDICATORS FOR 2008/09 TO 2011/12

Members considered a report which asked them to recommend to Council an integrated Treasury Management Strategy Statement (include the annual investment strategy), proposed Prudential Indicators for 2008/09 to 2011/12 and the use of the revised Treasury Management Policy and Treasury Management Practices.

The Local Government Act 2003 required the Council to set out its Treasury Strategy for borrowing and to prepare an Annual Investment Strategy setting out its policies for managing its investments. In doing so, the Council must have regard to the CIPFA Prudential Code and set Prudential Indicators for a minimum of the next three years.

The suggested Strategy for 2008/09, detailed in paragraphs 12-40 in the report, was based upon the Director of Resources' views on interest rates, supplemented by market forecasts provided by the Council's treasury management advisors. The Prudential Indicators for 2008/09 to 2010/11, with a description of what each indicator represented, were set out in Annex A. The Treasury Management Policy Statement and Practices, revised for the 2008/09 financial year as recommended in the Code of Practice, were attached as Annexes D and E to the report.

Having noted the comments of the Shadow Executive, it was

RECOMMENDED: That Council approve:¹

- a) The Prudential Indicators for 2008/09 to 2010/11, as set out in Annex A to the report;
- b) The proposed Treasury Management Strategy for 2008/09 to 2010/11, as detailed in paragraphs 12 to 40;

- c) The revised Treasury Management Policy and Treasury Management Practices, as contained in Annexes D and E.

REASON: To enable the continued effective operation of the Treasury Management function and ensure that all Council borrowing is prudent, affordable and sustainable.

Action Required

1. Refer recommendations to Budget Council.

GR

163. REVENUE BUDGET 2008/09

Members considered a report which presented the Revenue Budget proposals for 2008/09, detailed the financial position for the Council in 2009/10 and 2010/11 and asked them to recommend the budget proposals to full Council.

The report presented a balanced budget for 2008/09, with the following key features:

- a) Revenue investment of £15.822m, to be funded by:
- Revenue savings of £4.296m
 - An additional £4m from a Council Tax rise of 4.95%
 - Meeting £1.823m one-off expenditure from reserves
 - Additional Revenue Support Grant funding of £4.023m
 - A reduced contribution from the collection fund surplus (£0.65m)
- Other budget adjustments and non-general grant totalling £2.33m
- b) A net revenue budget of £112.423m, to be funded by:
- Council Tax income of £68.234m
 - Government grant of £42.366m
 - Use of reserves of £1.823m
- c) Funding for pupil-led aspects of education of £86.329m, to be met by the Dedicated Schools Grant.

The recommendations were based upon a set of proposed growth and savings items which, when amalgamated with the grant settlement and Council Tax increase, produced a balanced budget. These included efficiency savings and income generation proposals of £4.296m, to help fund rising budget pressures and keep Council Tax down. Key issues that could add significant pressure to this and future budgets included:

- The deficit on the pension fund
- The introduction of job evaluation
- The future costs of waste management
- The increasing numbers of elderly persons requiring services
- The threatened cuts in grants for 'supporting people'
- The Highways PFI bid and funding needed to address the backlog of works to the highways infrastructure and work to Council buildings.

As part of the budget process, a comprehensive consultation exercise had been carried out, feedback from which was contained in Annex 11 to the report. Other options that had formed part of this consultation but were not currently included in the budget proposals were detailed in Annex 5. Members were invited to consider which of these options to include in their recommendations to Council.

Executive Members responded individually on those aspects of the budget proposals that fell within their respective portfolio areas. With reference to the issues raised under Public Participation, the Executive Member for Adult Social Services noted that changes to the Home Support Service were needed to release capacity for use in other areas of home care, particularly high dependency, where demand was greater. The changes would only affect a very small number of staff, mainly those in supervisory roles.

Having noted the comments of the Shadow Executive, it was

RECOMMENDED: (i) That Council agree the following amendments to the budget proposals:¹

- a) A reduction of the proposed Council Tax increase from 4.95% to 4.75% and consequent amendment of the income figure used (Annex 1).
- b) An addition to potential calls on contingency of a possible increase in expenditure on Scrutiny activities (Annex 2).
- c) **Acceptance** of the following savings and growth options for consultation listed in Annex 5:

Savings:

- Corpnew2 – remove contingency for capital programme running costs (£350k)
- CSMS2 – increase Standard Stay Car Parking Charges by 20p for visitors (£250k)
- HSHS12 – reduction in mediation service (£35k)
- NSNS4 – reduce gum busting carried out, by targeting priority areas (£17k)
- LCHS – Archive one day closure (£16k)
- NSLS4 – increase entry charge to Union Terrace Toilets from 20p to 30p (£10k)
- LCMDS5 – closure of Burton Stone Lane Flexible Learning Centre (£4k)
- LCMDS6 – School Swimming Support: cease support of the service (£2k)

Growth:

- CSIG16 – inflationary increase to Voluntary Sector grants (£20k)

- Corpnew2 – continuation of funding for Christmas lights display (no increase in expenditure from current year) (£30k)
 - NSIG5 – improve recycling levels (£30k)
 - HSI1 – phased increase in residential and nursing fees (£50k)
 - NSIG2 – end of LPSA funding available for Out of Hours Noise Service (£50k)
 - NSNG7 – pilot the extension of recycling to terraced properties (£80k)
 - CSYG2 – end of Prudential Borrowing, Highways & Street Ops (£294k)
- d) **Rejection** of the remaining savings and growth options for consultation listed in Annex 5.

REASON:

In order to take account of the views expressed by residents during consultation, whilst maintaining a balance between long term prudence and the need to sustain public standards in the City.

(ii) That, subject to the above amendments, Council approve the proposals set out in the report, namely:

- a) The net revenue expenditure requirement for 2008/09 of £112.423m, as set out in Table 1 (paragraph 17);
- b) The housing revenue account proposals outlined in Annex 12;
- c) The dedicated schools grant proposals outlined from paragraph 80 onwards;
- d) The revenue growth proposals for 2008/09 outlined in Annex 3;
- e) The revenue savings proposals for 2008/09 outlined in Annex 4;
- f) The use in 2008/09 of £1.823m of revenue reserves, as outlined in paragraph 49;
- g) The adoption of a risk based calculation to inform the Director of Resources' opinion on the appropriate minimum level of general reserves, as described in paragraph 51;
- h) The fees and charges proposals in Annex 8.

REASON:

To provide Council with a balanced set of budget proposals to consider when reaching a decision on the budget and resultant Council Tax to be set for 2008/09.

(iii) That the total Council Tax increase, including the Parish, Police and Fire Authority precepts be agreed at the Council meeting, on the basis of a 4.75% increase in the City of York element of the Council Tax.

REASON: In accordance with the above recommendations on the budget proposals and taking into account the requirements of the other organisations involved.

(iv) That Council approve the increase for council dwelling rents by an average of 5.25%, in line with government guidance on rent restructuring, as set out in Annex 13.

REASON: To ensure a balanced Housing Revenue Account.

RESOLVED: That authority be delegated to the Director of Resources to revise words, correct any factual or typographical errors, improve presentation and make minor amendments to figures in order to incorporate the changes proposed into the information presented to full Council on 21 February 2008.²

REASON: To ensure that decisions taken at Council are based upon correct and accurate information.

Action Required

- | | |
|--|----|
| 1. Refer recommendations to Budget Council. | GR |
| 2. Produce amended Revenue Budget information / report for Budget Council. | SA |

164. CAPITAL PROGRAMME BUDGET 2008/09 - 2010/11

Members considered a report which set out the proposed capital budget for the period 2008/09 to 2010/11, highlighted capital bids from departments that had been through the Capital Resource Allocation Model (CRAM) process, estimated the capital resources position for 2008/09 and provided options to achieve a balanced three-year capital programme. Members were asked to recommend the proposals to Council.

The current capital programme, approved by Council on 21 February 2007, had been prepared as a four year programme in order to align it with the political cycle. It was proposed that the programme now revert to the traditional three year cycle, setting out spending up to 2010/11. Capital receipt projections over the next three years had improved since the budget was set and a small surplus was now expected by March 2011, although unavoidable pressures would reduce the available surplus to £0.3m. If the recommendations in the report were approved, the capital programme for 2008/09 to 2010/11 would be £170m, an increase in investment of £35m on the existing programme. The majority of the increase was in the Children's Services programme, where over £30m additional funding had been secured.

Details of the Council's assets deemed surplus to requirements and earmarked for sale were set out in exempt Annex A to the report. New sales valued at £1.4m had been identified, making £1.7m available for

capital investment. A total of 33 CRAM bids had been received, of which 14 were fully funded from external sources, as set out in Annex B. Of the remaining discretionary bids, listed in Annex C, ten were recommended for approval, as detailed in paragraphs 25 to 30 of the report. This would leave £300k of the budget unallocated, which sum it was proposed to use to address the needs of the York High project. In respect of prudential borrowing, it was recommended that £255k be added to the programme to allow the York Museums Trust to complete works at the Hospitium.

Having noted the comments of the Shadow Executive, it was

RECOMMENDED: That Council approve the three-year capital programme proposals as summarised in the report, in particular:¹

- a) The asset sales shown in exempt Annex A;
- b) The use of £500k of prudential borrowing in 2010/11, as outlined in paragraph 21;
- c) The inclusion in the capital programme of all fully funded schemes as detailed in Annex B and discussed in paragraph 23;
- d) The inclusion in the capital programme of the bids recommended in paragraphs 25, 28 and 30;
- e) The advance of £255k of prudential borrowing to York Museums Trust for the refurbishment of the Hospitium in the Museum Gardens, as outlined in paragraphs 33 to 37;
- f) The additional £300k funding proposed for York High School, as outlined in paragraphs 38 and 39;
- g) The full programme, as summarised in Annex D.

REASON: To set a balanced capital programme, as required by the Local Government Act 2003.

Action Required

1. Refer recommendations to Budget Council.

GR

S F Galloway, Chair

[The meeting started at 2.00 pm and finished at 3.00 pm].

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EXECUTIVE FORWARD PLAN

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 11 March 2008		
Title & Description	Author	Portfolio Holder
<p>Review Report – Provision of Woodland and Tree Management Strategy</p> <p><i>Purpose of report: The review report will indicate how the provision of more woodland can be achieved as part of a refined tree management strategy.</i></p> <p><i>Members are asked to: Consider the information provided and agree a way forward.</i></p>	Bill Woolley	Executive Leader
<p>Revised Framework Agreement – Derwenthorpe</p> <p><i>Purpose of report: To advise Members of the revised terms.</i></p> <p><i>Members are asked to: Approve revised terms.</i></p>	Bill Woolley	Executive Member for City Strategy
<p>Future of City Archives Services</p> <p><i>Purpose of the report: The report will update Members on options for future development of the City Archive service over the next 20 years.</i></p> <p><i>Members are asked to: Consider options that they wish to see further developed.</i></p>	Charlie Croft	Executive Member for Leisure & Culture
<p>City Walls – Procurement of Maintenance and Restoration Works</p> <p><i>Purpose of the report: To ensure that the City walls are maintained to a high standard and that the arrangement will provide the Council with value for money.</i></p> <p><i>Members are asked to:</i></p>	Mike Tavener	Executive Member for City Strategy

Approve the partnering arrangement to deliver the maintenance and restoration of the walls.

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 25 March 2008

Title & Description	Author	Portfolio Holder
<p>Annual Audit Letter</p> <p><i>Purpose of report: It is a statutory requirement for External Audit to report to the Authority the findings of their Audit Work.</i></p> <p><i>Members are asked to note the findings and the Action Plan.</i></p>	Liz Ackroyd	Executive Member for Corporate Services
<p>Review Report – Safe City</p> <p><i>Review Report will highlight how the Council can assist in providing more local police access points (eg police desks), improving patrolling arrangements in vulnerable areas and providing a more effective response to local concerns including, for example, measures aimed at reducing vehicle speeds (eg warning signs and pressing NYPA to install speed cameras at accident black-spots).</i></p>	Terry Collins	Executive Leader
<p>Theatre Royal Funding Agreement 2008/09</p> <p><i>Purpose of report: The report advises Members of a service level agreement and financial support to the Theatre Royal for 2008/09.</i></p> <p><i>Members are asked to: Note and comment on the SLA and agree the budget allocation.</i></p>	Gill Cooper	Executive Member for Leisure & Culture

Table 3: Items slipped on the Forward Plan with the agreement of the Group Leaders					
Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p>Future of City Archives Services</p> <p><i>Purpose of the report: The report will update Members on options for future development of the City Archive service over the next 20 years.</i></p> <p><i>Members are asked to: Consider options that they wish to see further developed.</i></p>	Charlie Croft	Executive Member for Leisure & Culture	26 February 2008	11 March 2008	To allow for the report to be finalised.

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Executive**26 February 2008****Report of the Interim Head of Civic, Democratic and Legal Services****Minutes of Working Groups****Summary**

1. This report presents the minutes of recent meetings of the Local Development Framework Working Group, the Social Inclusion Working Group and the Young People's Working Group and asks Members to consider the advice given by these groups in their capacity as advisory bodies to the Executive.

Background

2. The revised Constitution agreed by Council on 27 April 2006 created a number of Working Groups whose role is to advise the Executive on issues within their particular remits. The Groups are:
 - Social Inclusion Working Group (equalities issues)
 - Young People's Working Group (young people's issues)
 - Local Development Framework (LDF) Working Group (matters relating to the Local Development Framework)

The Constitution also includes a Protocol on Councillor Working Groups, which sets out rules and guidelines for the establishment and operation of Working Groups.

3. To ensure that the Executive is able to consider the advice of the Working Groups, it has been agreed that minutes of the Groups' meetings will be brought to the Executive on a regular basis. The Executive has also agreed to receive minutes of the meetings of the Economic Development Partnership Board, which acts as an advisory body to the Council and to the Local Strategic Partnership.
4. Members have requested that draft minutes of Working Groups requiring Executive endorsement be submitted as soon as they become available. In accordance with that request, and the requirements of the Constitution, minutes of the following meetings are presented with this report:

- LDF Working Group – draft minutes of meeting on 8 January 2008 (Annex A)
- Social Inclusion Working Group – draft minutes of meeting on 16 January 2008 (Annex B)
- Young People's Working Group – draft minutes of meeting on 17 January 2008 (Annex C).

Members will recall that the minutes of the LDF Working Group meeting on 22 January 2008 have already been received at the Executive meeting on 12 February, as part of the item on the LDF Allocations Development Plan Document (Executive minute 160 refers). To avoid duplication, they have not been attached to this report.

Consultation

5. No consultation has taken place on the attached minutes, which have been referred directly from the groups concerned. It is assumed that any relevant consultation on the items considered by the groups was carried out in advance of their meetings.

Options

6. Options open to the Executive are either to accept or to reject any advice that may be offered by the groups, and / or to comment on the advice.

Analysis

7. There are no resolutions within the attached minutes which require the specific endorsement or approval of the Executive. However, Members may wish to note in particular:
 - a) The initial comments of the LDF Working Group on the Open Space, Sport and Recreation Study, which will form part of the evidence base for the Local Development Framework (Minute 33 in Annex A refers).
 - b) The decisions of the Social Inclusion Working Group (SIWG) in respect of Funding Requests (Minute 27 in Annex B refers). Technically, these 'decisions' are recommendations made to the Equalities Officer in respect of the Equalities budget, since Working Groups have no authority to hold budgets or incur expenditure.
 - c) The intention of the SIWG to hold a 'Development Day' on 25 February, at which the Group's objectives, work areas and funding principles will be discussed (Minutes 25 and 26 in Annex B refer).
 - d) The recommendations of the Young People's Working Group regarding suggested adjustments to the system of allocating 'Youth Opportunity and Capital Funding' monies (Minute 16 in Annex C refers).

Corporate Priorities

8. The aims in referring these minutes accord with the Council's corporate values to provide strong leadership in terms of advising these bodies on their direction and any recommendations they wish to make.

Implications

9. There are no known implications in relation to the following in terms of dealing with the specific matter before Members, namely to consider the minutes and determine their response to the advice offered by the Working Groups:
 - Financial
 - Human Resources (HR)
 - Equalities
 - Legal
 - Crime and Disorder
 - Property
 - Other

Risk Management

10. In compliance with the Council's risk management strategy, there are no risks associated with the recommendations in this report.

Recommendations

11. Members are asked to consider the minutes attached at Annexes A, B and C and to decide whether they wish to respond to any of the advice offered by the LDF Working Group, the Social Inclusion Working Group and the Young People's Working Group.

Reason:

To fulfil the requirements of the Council's Constitution in relation to the role of Working Groups.

Contact details:

Author:

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Chief Officer Responsible for the report:

Colin Langley
Interim Head of Civic, Democratic and Legal Services
01904 551004

Report Approved

Date 12/2/08

Specialist Implications Officer(s) None

Wards Affected:

All

For further information please contact the author of the report

Annexes

Annex A – Draft minutes of the meeting of the LDF Working Group held on 8 January 2008.

Annex B – Draft minutes of the meeting of the Social Inclusion Working Group held on 16 January 2008.

Annex C – Draft minutes of the meeting of the Young People’s Working Group held on 17 January 2008.

Background Papers

Agenda and associated reports for the above meetings (available on the Council’s website).

City of York Council

Committee Minutes

MEETING	LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP
DATE	8 JANUARY 2008
PRESENT	COUNCILLORS REID (CHAIR), SIMPSON-LAING (VICE-CHAIR), AYRE, D'AGORNE, HORTON, MERRETT, MOORE, WALLER, R WATSON AND WATT

31. DECLARATIONS OF INTEREST

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

Cllr Waller declared a personal interest in Agenda Item 3 – Open Space, Sport and Recreation Study – Full Report (minute 33 refers) as an allotment holder.

Cllr Simpson-Laing declared a personal interest in the same agenda item as she had been involved in the Back Park Leeman Road group.

32. PUBLIC PARTICIPATION

There were no registrations to speak under the council's public participation scheme.

33. OPEN SPACE, SPORT AND RECREATION STUDY – FULL REPORT

Members considered a report which sought their approval to publish the full "Open Space, Sport and Recreation Study". This study would form the open space, sport and recreation part of the evidence base for the Local Development Framework.

Members received a presentation covering the following issues :

- Introduction and background – types of open space, sport and recreation provision
- Methodology – 5 step process – identifying local needs, auditing existing provision, local provision standards.
- Key findings by typology – including parks and gardens, natural and semi-natural open space, amenity green space, provision for children and young people, outdoor sports facilities, allotments
- Key findings by geographical area – City Centre, Urban East, Urban West, York South, York North
- Other emerging issues

Members made the following comments :

- Issues relating to the accessibility of private leisure facilities in terms of costs
- Need to clarify some of the linkages between the methodology applied and conclusions made
- Clarification needed on the geographical boundaries used in the study
- Analysis should be carried out by Ward to make the analysis clearer
- Some errors in the names of the open spaces recorded – Members to pass any corrections to Officers
- The recommended standard versus the current level of provision
- That the maps be reviewed to check accuracy, and in line with the comments regarding the need for the geographical areas to be reviewed
- Ensure that the report clearly states deficiencies in provision, both currently and predicted for 2029

RESOLVED :

- (i) That this document be brought back to this Working Group having been amended taking into account Members comments¹;
- (ii) That any further comments on the document be passed to the report author²;
- (iii) That Members be provided with copies of maps and that comments on these maps be passed to the report author³.

REASON :

To progress the approval of the Study.

Action Required

1. This document be brought back to this Working Group having been amended taking into account Members comments JB
JB
JB
2. That any further comments on the document be passed to the report author
3. That Members be provided with copies of maps

Cllr A Reid, Chair

[The meeting started at 4.35 pm and finished at 6.30 pm].

City of York Council

Committee Minutes

MEETING	SOCIAL INCLUSION WORKING GROUP
DATE	16 JANUARY 2008
PRESENT	COUNCILLORS ASPDEN (CHAIR), ALEXANDER, SUE GALLOWAY, GUNNELL (VICE-CHAIR), POTTER, SUNDERLAND, BROOKS (SUBSTITUTE), JACK ARCHER (NON-VOTING CO-OPTED MEMBER), SUE LISTER (NON-VOTING CO-OPTED MEMBER), RITA SANDERSON (NON-VOTING CO-OPTED MEMBER), DARYOUSH MAZLOUM (NON-VOTING CO-OPTED MEMBER), LYNN JEFFRIES (NON-VOTING CO-OPTED MEMBER) AND PAUL WORDSWORTH (NON-VOTING CO-OPTED MEMBER)
APOLOGIES	PETER BLACKBURN AND JAN JAUNCEY (NON-VOTING CO-OPTED MEMBERS)

22. DECLARATIONS OF INTEREST

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda.

Councillor Potter declared a personal non-prejudicial interest as the Older People's Champion in relation to Agenda Item 6 Funding Requests 2007/08.

23. MINUTES

RESOLVED: That the minutes of the last meeting of the Social Inclusion Working Group held on 21 November 2007 be approved and signed by the Chair as a correct record and the 'easy read' version be noted.

24. PUBLIC PARTICIPATION

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

25. WORK MAP - FEEDBACK FROM COMMUNITY GROUP REPRESENTATIVES

Consideration was given to a report which detailed the objectives of the Social Inclusion Working Group and the work areas covered by the Group in 2006/07 and 2007/08. The community group representatives had been requested to discuss the issues outlined in the report with their groups and feed any views back to the meeting.

RESOLVED: That any comments on the report from the community groups be considered at the Social Inclusion Working Group Development Day to be held on Monday 25 February 2008.

REASON: To collect and note the views from community groups to inform the discussion at the SIWG Development Day in February.

26. FUNDING PRINCIPLES 2008/09 - FEEDBACK FROM COMMUNITY GROUP REPRESENTATIVES

Members considered a report which outlined the objectives of the Social Inclusion Working Group, details of budgets together with funding principles for projects in 2008/09. This annex had been produced to assist community group representatives in offering feedback from their various groups.

RESOLVED: i) That further consideration of the principles of SIWG funding be undertaken at the Social Inclusion Working Group Development Day to be held on 25 February 2008.

ii) That community group representatives undertake discussions with their groups on the principles and report back their views at the Development Day..

REASON: To collect and note views from community groups to inform the discussion at the SIWG Development Day in February.

27. FUNDING REQUESTS - 2007/08

This report considered the final requests for funding from the remaining Social Inclusion Working Group projects budgets for the 2007/08 financial year. It requested Members to consider the following funding for the various equality strands:

York Citizens' Advice Bureau (All/Inclusion) - £1,500
York Older People's Assembly (Age) - £1,600
York Interfaith (Faith and Religion) - £650
Disability Forum (Disability) – £520
York Racial Equality Network (Black and minority ethnic) - £912
Gender – £800

Members were informed that no specific project proposal had been received in 2007/08 relating to gender issues. It was felt that project applications relating to gender issues should receive priority consideration in 2008/09. A request had also been received for £2,000 for Disability Forum meetings and newsletters but as this group was in the process of

being reviewed and relaunched the Group felt that this was not the correct time.

The Group then considered the following options:

Option A: To approve amounts for each project with the exception of £800 for gender issues and £2,000 for Disability Forum meetings and newsletters as detailed in the report.

Option B: To distribute the remaining amount using a formulaic approach amongst all projects listed in part A of the table in Annex 3.

RESOLVED: i) That the following community group funding amounting to £5,192 be approved for the 2007/08 financial year:

York Citizens' Advice Bureau (All/Inclusion) - £1,500 in total
York Older People's Assembly (Age) - £1,600 in total
York Interfaith (Faith and Religion) - £650 in total
Disability Forum (Disability) – £520 in total
York Racial Equality Network (Black and minority ethnic) - £912 in total ¹.

ii) That priority consideration be given to applications from community groups relating to gender issues from the 2008/09 budget. ².

iii) That membership of the Social Inclusion Working Group, including gender, be discussed at the Development Day to be held on 25 February 2008.

REASON: To support the objectives of the Group and assist applicant groups to develop their Equalities and Inclusion related activities further in the future.

Action Required

- | | |
|--|----|
| 1. Notification of funding to community groups. | KS |
| 2. Note that prior consideration will be give to funding applications relating to gender issues from the 2008/09 budget. | KS |

28. COMMUNITY FORUM REPORTS AND FEEDBACK

The Chair and Vice-Chair confirmed that they had met with ethnicity; disability and age related community groups and would aim to meet with faith and LGBT groups before the next SIWG meeting.

Lynn Jeffries updated the group on the work the volunteer unit at York University were doing to review and support the development of the Disabled People's Forum (DPF). This was part of a larger review of

support groups for disabled people in York, which was hoping to conclude in October 2008. The group was made up of university volunteers: post-graduate students and lecturers. It would be supported by a steering group made up of Councillors Aspden and Gunnell, Lynn Jeffries and Evie Chandler. Lynn requested that other community groups on SIWG should make a link to this project, especially the Older People's Assembly.

In the interim the DPF was commissioning a disability conference (scheduled for March/April 2008) to bring together individuals and groups that were involved in disability issues in York. The purpose would be to:

- consider how voluntary groups and individuals work together currently and how this can be improved in the future
- begin to identify key common issues and messages to be addressed to public service providers in the city

All the university volunteers would be invited to the conference.

The Chair confirmed that the Inclusive York Forum (IYF) and the SIWG minutes were now being exchanged and sent to each groups' members. The group requested the draft IYF minutes rather than the agreed minutes, which took longer to be published.

Cllr Potter circulated York People First's newsletter to the group.

YREN informed the group that they had moved offices. The phone and fax numbers and e-mail address remained the same. The new address was: 20 Falsgrave Crescent, York, YO30 7AZ. YREN were holding an "open house" forum at their new premises on 27th February between 12noon and 2.00pm. All members of SIWG were invited to attend.

YREN had also put together a working group to set up an ethnic elders social group (meetings held at YREN's new premises).

The Older Peoples Assembly reported that they had had a well attended (150 people) meeting recently looking at insurance, particularly travel insurance for older people, and bus passes.

The group asked Evie Chandler to investigate the City of York Council's collection policy for bus passes – where people can collect passes, if and how people can collect passes for other people. Evie to communicate results to SIWG members.¹

Paul Wordsworth updated the group on the ArcLight Central building due for completion in June 2008. Paul stated that he would like the group to promote the ArcLight project as a 'centre' rather than a 'hostel' to address negative connotations. He confirmed that there was a need to specifically reflect this in future versions of key documents, such as the Council's corporate strategy.

Action Required

1. Details of bus pass collection to be sent to SIWG members.

KS

29. VERBAL REPORTS FROM CONFERENCES

Councillor Aspden reported back on the Diverse Britain Conference and Councillor Gunnell on the Social Inclusion Conference on Engaging and Communicating with Hard to Reach Groups.

30. BLACK MINORITY ETHNIC (BME) STAKEHOLDERS SEMINAR, OCTOBER 2007

Consideration was given to the report, which outlined the key findings from the BME Stakeholders' Seminar held in October 2007. Members were requested to allocate time at a future meeting to fully consider the final findings alongside responses from key stakeholder organisations.

It was reported that the key messages were currently being considered by a number of stakeholder organisations in the city and that responses to the key messages from stakeholders were still being gathered.

Rita Sanderson stated that the working group that organised the seminar were due to meet at a later date for a de-brief. It was confirmed that Heather Rice was the key link in the City of York Council. The Chair and Vice Chair confirmed that they would also like to be involved in the de-briefing meeting.

RESOLVED: That further consideration of the key messages from the BME Stakeholder' Seminar, in particular what the Group and the Council can do to promote solutions, be undertaken at the SIWG meeting in May (1hr to be allocated).¹

REASON: To give proper consideration to the key messages and provides feedback to key stakeholders.

Action Required

1. To add to the agenda for the SIWG meeting scheduled for KS 14 May 2008.

31. CITY OF YORK COUNCIL CORPORATE PRIORITIES 2007-2011

This report informed members of the group representing community organisations of the contents of the Council's Corporate Strategy 2007-11.

Heather Rice, Director of People and Improvement gave the group an overview of the council's updated Corporate Strategy. Heather pointed out that many of the priorities in the Strategy were working to tackle exclusion, for example improving the economic prosperity of people in York with a focus on minimising income differentials; improving the life chances of the most disadvantaged and disaffected children, young people and families in the city and responding to the changing population of York.

32. GROUP DISCUSSION: WITHOUT WALLS ANTI POVERTY STRATEGY

At this point, the meeting broke into small groups for discussion on key aspects of the Without Walls Anti-Poverty Strategy to enable a response to be made to the Inclusive York Forum.

Group feedback on the Anti-poverty Strategy and what the council can do to support the key areas for actions.

Group A – Maximise incomes of individuals in poverty

1. Benefits Take up

- Council has regular benefits campaigns
- Councillors discuss benefit take-up issues at surgeries and when they work out in the community
- Council offer financial support to bodies which offer benefits take up advice and advocacy

2. Education and Training

- "Worklessness ethos" / the value of employment/ the poverty trap should be explored within school citizenship curriculum

3. Employment

- Targeted Council job fairs in city areas of economic and social deprivation
- Better support for people coming off benefits in preparing them to find and keep a job
- When Council employs people who come off benefit pay them weekly not monthly so as to help them maintain a sustainable cash flow
- Look at how and where Council advertises for jobs. Think about advertising in "specialist" press such as BME and newspapers and newsletters, disability group's publications, etc.
- Consider changing the accessibility of our current jobs bulleting like the size of the font on the internet

4. Minimise barriers

- Council should do more to help people on the fringe of poverty to find and keep jobs, before their position becomes critical.
- Look at providing more affordable housing for workers on low income or people on benefit. Stop selling existing Council houses/flat. Build new ones.

Group B – Minimise the cost of living in York and increase take up of available services

- Develop innovative approaches to tackle issues like unaffordability of affordable housing – esp. for older people, people from BME communities
- Increase supply of affordable housing
- Prioritise investment in schemes which support inclusion e.g. transport schemes

- Develop targeted initiatives to facilitate take-up by excluded groups – to address “downward spiral”
- Promote and target financial literacy (for example budgeting, use of credit) for excluded communities – credit union, in particular, needs to be promoted and supported to help this
- Citizenship in schools should be focussed around this agenda
- Proactive initiatives to support people in tackling fuel poverty
- Consider ways in which key services (which may be inaccessible for some) can be integrated into other Council service delivery streams (for example, dentistry through children’s centres)

Group C – Improve partnership working and organisational responses to poverty.

- Make links to community events such as the Older People’s Assembly information fair held twice a year to publicise legal and debt advice.
- Focus information and advice to very specific low-income areas of the city – this can be specific streets.
- Lots of information and advice is available on-line or via leaflets/ brochures, but not everyone has computer access or can read. Information also needs to be available verbally via advice centres, phone and in local places people visit e.g. doctor’s surgeries/health clinics, libraries, post offices.
- Training courses on managing a budget or getting out of debt. Link to Future Prospects.
- Fund outreach work to isolated communities e.g. some Ward Committees give funding for a Age Concern worker to visit local older people, other Ward Committees are not sure what the need is.

The overall messages from the group were that the City of York Council can play a key role in this work but that they cannot do it in isolation and that partners and other groups need to take responsibility too.¹

Action Required

1. Details of the SIWG's response on the Without Walls Anti- KS Poverty Strategy be forwarded to the Inclusive York Forum.

CLLR K ASPDEN, Chair

[The meeting started at 6.31 pm and finished at 8.30 pm].

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City of York Council

Committee Minutes

MEETING	YOUNG PEOPLE'S WORKING GROUP
DATE	17 JANUARY 2008
PRESENT	COUNCILLORS BLANCHARD (CHAIR), ASPDEN, RUNCIMAN, GUNNELL, AYRE AND ALEXANDER

13. DECLARATIONS OF INTEREST

At this point in the meeting the Chair invited Members to declare any personal or prejudicial interests they might have in the business on the agenda.

Councillor Aspden declared a personal non-prejudicial interest in Agenda Item 5 (Update on Involvement and Participation work in York) as he is a part time teacher and a member of the National Union of Teachers (NUT).

Councillor Alexander declared a personal and prejudicial interest in Agenda Item 5 (Update on Involvement and Participation work in York) as he was a prospective candidate for the Children and Young People's Champion.

14. MINUTES

RESOLVED: That the minutes of the Young People's Working Group held on 9 October 2007 be approved and signed by the Chair as a correct record.

15. PUBLIC PARTICIPATION

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

16. YOUTH OPPORTUNITY AND CAPITAL FUNDING

Members considered a report that advised them of the next tranche of 'Youth Opportunity and Capital Funding' monies that were available to York, sought their preliminary views as to the best way to consult young people and others about allocating these funds to projects within the city as well as any initial strategic steers that Members themselves may wish to offer.

Last summer, the Government announced a £679m package of funds to develop services and facilities for young people as part of a 10 year youth programme. It is known that York's share of these funds, for the next three years (2008-11) will be £0.878m. It is not known whether any grant restrictions will be placed on these funds.

Members received a presentation in the form of a DVD that had been compiled by Members of Yorkash. Two Members of Yorkash were present

at the meeting and informed Members that 117 applications had been received this year and they had had £145,000 to distribute. The amount of applications received this year had been 50% higher than the previous year.

The representatives from Yorkash felt that they could potentially fund five large applications with the monies available and thought that this could be more beneficial to the community as a whole. They therefore proposed to prioritise the funding of applications between £5,000 and £30,000 for one year. This did not mean that they would not consider applications for smaller amounts.

They also suggested that a question could be added to the application form that asked whether Yorkash funds had been received previously. Other suggestions for improvement were as follows:

- Online forms
- More funding for rural projects
- Target more Black Minority Ethnic (BME) groups & make the application form available in languages other than English.
- Bid assessment block (i.e. assessing all the applications in a 2 day block when the whole panel is available). This could take the form of a residential weekend and processed could be recorded.

RESOLVED: That Members note the allocation of £0.878m for young people's projects in York over the next three years and recommend the comments of the Yorkash representatives regarding their suggested adjustments to the system of allocating the funds for the coming year be implemented.¹

REASON: To enable the consultation process to start in a manner that reflects Members' views.

17. UPDATE ON INVOLVEMENT AND PARTICIPATION WORK IN YORK

Members considered a report that set out the main recent and forthcoming initiatives in the work to promote the Participation and Involvement of children and young people in shaping services in the city; these included:

- Elections for Children and Young People's Champion
Officers reported that they had received responses from 17 primary schools, 1 secondary school and the pupil referral unit in relation to the elections for the Children and Young People's Champion. The Hustings event was due to be held on 8th February 2008. Members asked whether the current Children and Young People's Champion would be invited to the event and it was confirmed that he would.
- Involvement Strategy
This is the strategy that brings together all the Involvement and Participation work within the City. Work has already been developed on a number of issues, in particular:

- Community planning
- Schools Council Conferences
- Coordination and training
- OFSTED TellUs2 Survey
FSTED had undertaken a national survey of young people's views which had been outlined at Annex A to the report.
- Takeover Day
In November 2007, the Office of the Children's Commissioner had promoted an event entitled Takeover Day. This celebrated the ways in which children and young people made a positive contribution to their communities. A number of activities had taken place across the City including a number of young people becoming Lord Mayor for the day, a number of young people editing the Evening Press for a day and a number of young people documenting their school day.

RESOLVED: That Members note the developments outlined in this report.

REASON: So that Members are aware of progress in these areas.

Councillor P Blanchard, Chair
[The meeting started at 5.10 pm and finished at 6.25 pm].

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Executive

26th February 2008

Report of the Director of Neighbourhood Services

Neighbourhood Management Review

Summary

1. On the 15th January 2008 the Executive considered a report of the Director of People and Improvement entitled *Review Report: a new approach to city management*. The report provides an update on progress against a number of issues raised in the Members Policy Prospectus which was agreed by Group Leaders on the 23/05/07. This requested that officers looked at finding a consensus on the way forward for the city, including extended public consultation arrangements, improved communications with residents (including the introduction of a monthly news-sheet), development of devolved decision making arrangements for local communities and capacity building for the public sector.
2. The 15th January 2008 Executive also considered a report of the Director of Neighbourhood Services entitled *Community Leadership and Neighbourhood Management*. A notice of motion had been received on this issue which required a formal officer response. At the meeting of 15th January the Executive determined to defer the referring of the motion back to council until after the Executive had considered the issues raised. The detail of the motion, and the issues raised are detailed at paras. 22 to 24 below.
3. This *Neighbourhood Management Review* report considers the role of Neighbourhood Management within the council in response to the Local Government White Paper – ‘Strong and Prosperous Communities,’ and The Local Government and Public Involvement in Health Act 2007. The report deals with the issue raised within the members policy prospectus concerning devolved decision making against this government policy framework.
4. The report makes recommendations for the future delivery of neighbourhood management in York, taking into account the range of

opportunities that the White Paper presents. Members are asked to select options for:

- future development concerning a refreshed model of neighbourhood management
- ward committee and Area Forums – options for devolution
- the future corporate role of Neighbourhood Action Plan's (NAP's);
- participatory budgeting and 'community kitty's'
- narrowing the gap of deprivation
- the transfer of community assets and support to community groups and facilities
- Councillor Call for Action (CCfA).
- The role of Parish Councils

Background

5. A Neighbourhood Pride Unit (NPU) was formed in December 2004 and stemmed from a review of the neighbourhood management arrangements undertaken by *Meridian Pure*, an independent consultancy appointed by the Chief Executives directorate. *Meridian Pure* were commissioned to examine the future role of neighbourhood management to support the new developments in the implementation of York Pride at a community and neighbourhood level. *Meridian Pure* found that in York there were numerous elements of good practice including neighbourhood planning, community development actions, the provision of the street environment service, the work of Safer York Partnership, the work of ward committees and the delivery of local improvement schemes at a ward level.
6. However, they identified that Neighbourhood Coordinators (now known as Neighbourhood Management Officers), were pulled in many different directions, creating a workload that was not manageable. The *Meridian Pure* review also highlighted a number of gaps that needed to be addressed if York was to fulfil it's potential. These were
 - Credibility gap – an issue around the status, clarity and profile of neighbourhood management. That not everyone understands what it is about.
 - A responsibility gap in terms of who was going to drive forward neighbourhood issues.
 - There was no mechanism for joined up planning at a neighbourhood level, to produce a plan for ward based improvements that all service providers would sign up to.
 - There was no neighbourhood dimension to the work of the Local Strategic Partnership (LSP).

7. *Meridian Pure* made recommendations including proposed structural alterations which they considered were needed to enable delivery in a more cohesive and comprehensive manner. These recommendations were achieved in part through the formation of the NPU, although some of the gaps and issues identified by *Meridian Pure* in 2004 are still valid now, (more critically around credibility and resources). In 2007 as part of the Neighbourhood Services restructure the NPU were renamed the Neighbourhood Management Unit (NMU).

Current Role and Successes of the NMU

8. Since 2004 the Neighbourhood Management Unit (NMU) have delivered a successful diversity of engagement with a wide and varied customer base. The routine support to ward committees has been sustained and the service has continued to develop and deliver innovative solutions. For example, the extent and quality of tenant engagement, and the development and production of Neighbourhood Action Plans (NAPs). The NAP's provide a local based vision for all wards and also presents a future opportunity (if embraced), to form the strategic and fundamental link with the Sustainable Community Strategy and Local Area Agreement (LAA). The NAP's can also be developed to incorporate local performance data, for example, the number of missed bins, fly tips, time taken to fix street lights etc.
9. When compared with other unitary authorities across the country, the NMU have delivered excellent and innovative services. They have a diverse role which includes:-
 - Ward committee administration and development
 - Development of Neighbourhood Action Plans and working in partnership with others
 - Housing tenant involvement service, delivered via a Mature Partnership Agreement and funded via Housing Revenue Account for Housing Services
 - Liaison with Parish Councils
 - Community centre management and support
 - Community development
10. The work of the NMU is at the forefront of the Government Agenda. Recent exchanges of information between Authorities has led to visits by other Authorities to York to learn from York's approach. A representative from the Local Government Information Unit (LGIU) recently spent 3 days examining the role of the NMU in engaging the community, and the concept of ward committee funding (participatory budgeting). The Head of the LGIU Centre for Local Democracy has confirmed since the visit that

they have been *'very impressed by York's programme'* that it *'demonstrates community empowerment but also empowerment of frontline councillors'*. *'They would like to continue to hold York up as an example for other authorities as to how, with commitment, communities can be empowered and that local democracy benefits from such activity. A copy of the letter from the LGiU can be found in Supplementary Information Sheet A.*

11. Full details of service delivery and successes in these areas are detailed within Supplementary Information Sheet A.

Why the need for a review

12. There are a number of reasons to grasp the opportunity to consider a review of neighbourhood management which covers both the NMU structure and the council's approach to neighbourhood management. National policy makers are placing a much greater emphasis on involving and empowering local communities in all areas of public service activity. There is an expectation that councils and partners will take a more strategic and systematic approach to placing community involvement at the heart of everything they do.
13. The successful delivery within the NMU has provided a more advanced engagement and involvement platform than seen prior to the *Meridian Pure* review and the formation of the Unit in 2004. Set alongside this are the changing and increased priorities brought through the Local Government White paper *'Strong and Prosperous Communities'*¹, The *Local Government and Public Involvement in Health Act 2007*² (LGPIH Act 2007) and the *Department for Communities and Local Government Action Plan for Community Empowerment*³. Combined, these provide an opportunity for a review of the council's ethos, and the strategic position of neighbourhood management within the Council delivery structure.
14. There is also the need to proactively demonstrate that corporate importance is being placed on empowering York's citizens to influence decision-making and in effect provide a clear 'bottom-up link' of the local needs and vision to the strategic requirements of the Local Strategic Partnership (LSP) 'Without Walls' and it's vision for the city – the Sustainable Community Strategy and associated 3 year delivery plan contained within the LAA. This direct link or 'golden thread' must be strengthened to place the authority in a stronger position in terms of the Comprehensive Area Assessment and demonstrating compliance with our

¹ DCLG (26 October 2006) Strong and Prosperous Communities

² Secretary of State for Department of Communities and Local Government, (30 October 2007) The Local Government and Public Involvement in Health Act 2007 (chapter 28).

³ DCLG and LGA Action Plan for Community Empowerment. Building on Success October 2007.

duties around engagement. In the new suite of National Performance Indicators (PI's), LA's will be under a new duty to demonstrate meaningful interaction with the community and the fact that the public can influence the decisions which affect their local neighbourhoods. The PI's relating to the Safer and Stronger outcome of the inspection regime are detailed in Supplementary Information Sheet B.

The White paper and other key documents

15. Neighbourhood management has also been changing over the last 3 years. *The Local Government White Paper – Strong and Prosperous Communities*, is proposing a new regime that will impact greatly on neighbourhood management issues⁴. These include:
- Empowering citizens and communities
 - Devolving more power locally
 - Enabling more choice
 - Giving greater redress to the public
 - Giving greater opportunities for communities to own and run local services
 - Supporting Councillors in their role as democratic champions
 - Placing local authorities at the heart of strengthening local decision making
 - A desire for the development of Neighbourhood Charters.
 - Advocating a stronger role for local authorities as leaders and place shapers.
 - Enabling the formation of Parish Councils via a simplified process and providing them with an extension to the powers of well-being subject to them satisfying 'Quality Parish' criteria.
16. The *Local Government and Public Involvement in Health Bill*, which received Royal Assent on the 30th October 2007, is legislating some of the proposals contained within the White Paper. Although the *Local Government and Public Involvement in Health Act 2007 (LGPIH Act 2007)* has been published there are still no explanatory notes available, which will be a useful aid in grasping the intention of the legislation, and does amend a number of earlier Acts of Parliament. The Department for Communities and Local Government (DCLG) is proposing that they will publish guidance to accompany the LGPIH Act 2007 in draft for public consultation in Winter 2007, and publish the final guidance in Spring 2008. The LGPIH Act 2007 includes the requirement for local authorities to provide mechanisms for Community Calls for Action (now referred to as Councillor Call for Action (CCfA)); makes provisions for structural

⁴ The Local Government White Paper covers a range of other areas not included in this report. This report only picks up areas which impact on the neighbourhood management agenda.

boundary change; alters electoral and executive arrangements; extends the powers of well-being to Parish councils; extends the powers of overview and scrutiny committees to review the actions of key local public service providers including the Environment Agency, and Learning and Skills Council; makes provision for LAA and community strategies amongst many other issues.

17. From April 2009 the LGPIH Act 2007, (under Part 7 - Best Value) will also place a new duty on local authorities to inform, consult and involve local people in local decisions, services and policies. This represents a step change in engagement with local people involved in the design and delivery of services.
18. A further key document published in October 2007 concerning the empowerment of people is the *Action Plan for Community Empowerment. Building on Success*, produced by DCLG in partnership with the Local Government Association (LGA). This further sets out the government's plans around greater devolution and empowerment of communities. It has 3 key outcomes
 - Greater participation, collective achievement and engagement in democracy
 - Changes in attitudes towards community empowerment
 - Improved performance of public services
19. It includes issues around community kitty's and participatory budgeting, the role of empowerment champions, involvement of the public in decision-making, community assets and petitions.
20. The Community Kitty and participating budgeting concept is where mainstream budget is allocated to a community and local people determine how it is spent. Again, CYC could be regarded as at the forefront of Government thinking. York has had devolved Ward Committee budgets for many years and, more recently, the addition of the 'York Pride' budget, targeted at delivering tangible street level improvements in each Ward, and a 'target hardening' budget designed to facilitate local safety initiatives. All are examples of where York is meeting the current Government Agenda, and the 'Community Kitty' concept is merely a variation on current CYC practice.
21. Likewise, the Executive has recently allocated £50k to tackle deprivation, in super-output areas of York, and has asked the director of City Strategy to produce a report which outlines how this funding can be targeted. As such, the Council is demonstrating a commitment to tackle inequalities.

Resources and Capacity of the NMU

22. The successes of the NMU have been achieved utilising fewer resources, when compared to those of other unitary authorities. The current structure for Neighbourhood Management is shown in Supplementary Information Sheet C. (NMU officers are shown in Red, with officers based at Burton Stone Community Centre shown in Yellow). A number of experienced officers have recently left the NMU, and the unit is currently staffed with new, relatively inexperienced operational officers. For example 3 Neighbourhood Management Officers have been in the team for less than 6 months and a number of experienced officers have left the authority or are currently seconded to other areas of the council. The current financial resources of the NMU are also detailed within Supplementary Information Sheet D. Any change in emphasis or enhanced role of neighbourhood management will necessitate a review of the current structure of the NMU and skills levels of officers and potentially a further report to Members relating to resources required to deliver the new ambitions.

Issues for the future

23. A number of key issues are discussed in detail within annexes to this report, namely:-
- Issue A – A refreshed model of Neighbourhood Management, contained within **Annex 1**.
 - Issue B - Options for Devolution – ward committees and area forums, contained within **Annex 1**.
 - Issue C- The future corporate role of Neighbourhood Action Plans, contained within **Annex 2**.
 - Issue D – Consultation and Engagement Strategy, contained within **Annex 3**.
 - Issue E – Participatory Budgeting and Community Kitty's, contained within **Annex 4**.
 - Issue F – Narrowing the gap of deprivation, contained within **Annex 5**.
 - Issue G – Transfer of Community Assets and support to community groups and facilities, within **Annex 6**.
 - Issue H – Councillor Call for Action, contained within **Annex 7**.
 - Issue I – The role of Parish Councils, contained within **Annex 8**.
24. A number of these issues are interlinked and mutually supportive whereas others can be seen as stand alone. The key interlinked issues are those of the refreshed neighbourhood model (**Issue A at Annex 1**) and the options for devolution (**Issue B at Annex 1**). There is a natural flow from the refreshed model of increased engagement and participation to the current devolution via ward committee areas. However, should the

neighbourhood model of Neighbourhood Management and localised services be the preferred option then Area Forums would be a more logical devolution method.

Notice of Motion - Community Leadership and Neighbourhood Management

25. The 15th January 2008 Executive considered a report entitled *Community Leadership and Neighbourhood Management*. A notice of motion had been received, which under standing orders required an officer response in the form of an Executive report on the implications of the notice of motion.

26. The notice of motion stated:

“Council believes that residents should have the ability to influence the local provision of services. It recognises the importance of Neighbourhood Management and the need to link the Local Strategic Partnership and Local Area Agreement to neighbourhood initiatives rather than imposing decisions from the top. By listening to the local community, services are made more responsive whilst at the same time promoting democracy and participation.

Council proposes an approach to community leadership and neighbourhood management that recognises the key role that local councillors have to play in leading and inspiring communities to take pride in improvements that are driven by residents themselves. Current thinking demands that local councils step back from the traditional role of service provider and instead provide increasingly localised services that don't assume ownership by the Council but whose development has been shaped by local residents. It recognises that one size doesn't necessarily fit all. We believe that this Council must drive service improvement by empowering, building confidence and supporting residents. This will increase democratic participation.

Council requests the Executive to report back to Council on:

- i) The possibilities for increasing localisation and devolvement of services to the community level:*
- ii) progress with Neighbourhood Charters or Action Plans;*
- iii) citywide consultation at household level, engagement and reporting provisions needed to ensure ward level delivery meets local expectations, and:*
- iv) the extension of participatory budgeting and partnership delivery models.”*

27. The issues raised within the notice of motion have been addressed in a number of ways:
- a) (i) above is addressed in detail within paragraph 28 below and in Annex One Issue A – A refreshed Neighbourhood Model (Model Two – localised services and neighbourhood management) and Annex A Issue B (options for devolution).
 - b) (ii) above is addressed in detail within paragraph 28 below, Annex Two Issue C (the future corporate role of Neighbourhood Action Plan's) and within the report of the Director of Neighbourhood Services Executive Member and Advisory Panel entitled *Update on Neighbourhood Action Planning* being considered on the 21st January 2008.
 - c) (iii) above is addressed in detail within paragraph 28 below and in Annex 3 Issue D (Consultation and Engagement Strategy) and within the sections of this report concerning the process of neighbourhood action planning as detailed within (b) above.
 - d) (iv) above is addressed in detail within paragraph 28 below and in Annex Four Issue E (Participatory budgeting and Community Kitty's).

Options and Analysis

28. The content of this report provides members with a number of options for change, to enhance the council's approach to neighbourhood management and engagement.

Annex One - Issue A - A refreshed model of Neighbourhood management

Model One - a model developed around increasing the democratic platform of the council and participation and involvement in the decision making process. This model provides the greatest opportunity on CYC to embrace the current government ethos and place this in a central role corporately across the council. This would support the work of the LAA and Sustainable Community Strategy and clearly make links between the strategic direction of the authority and the local visions of local people.

Model Two – a model developed around increased localised services and neighbourhood management. This model would be the most difficult to implement and may require structural alterations to the councils directorate structures. But if applied in a structured manner this model would offer better delivery of cross cutting services within neighbourhoods and the potential for the community to be involved in the shaping of these. This model may not address all of the engagement and participation principals set out in key government policy reviews.

Table One below analyses the 2 proposed models and their effect on devolution.

	Permits influence on services and provision by ward members	Addresses the issues of poor engagement	Devolution method	Easy to achieve	Meets govt. agenda	Structural review necessary
Model One	Through NAP's	Yes	Ward committees	Yes	Yes	Only within the NMU not council wide
Model Two	To a greater degree than Model One	In part	Area Forums	No	In Part	Council wide

Annex One - Issue B– Options for devolution ward committees and Area Forums

Option One is to continue with the current arrangements for devolution via ward committees.

Option Two – The NMU would transfer support from Ward Committees to Area Forums. This model may result in less local engagement with the public and a feeling of detachment from the decision making process. However, by not servicing the 18 ward committees the NMU officers would have more capacity to target engagement to hard to reach groups and support elected members.

Interlinking Issues A and B

Issue A and B are interlinked. Should members choose Model One as the refreshed model of neighbourhood management then ward committees (Option One) would form the devolution mechanism. Under these combined arrangements there is potential to deliver elements of this model through a reprioritisation of work and a restructure of the NMU, which would be cost neutral. However, depending upon the extent of the support that members may wish to see, then some additional resources may be required.

Annex Two - Issue C – The Future Corporate role of Neighbourhood Action Plans

NAP's should be placed as a central vehicle for delivering the adopted neighbourhood model and tying together the strategic and corporate vision of the city developed by the Local Strategic Partnership and CYC with the local vision and needs. This option supports the engagement and involvement drive from central government policy makers. It could be utilised to underpin the links to provide a more robust framework for the setting of local priorities and facilitating services and partner responses to this. In addition this option supports and enhances the ward members role as champions in their community.

Annex Three - Issue D – Consultation and Engagement Strategy

With the new statutory requirement, to consult, engage and involve the public in local decisions, services and policies and the new National Indicators, CYC should develop a clear Consultation and Engagement Strategy. This approach would ensure a consistency in the approach of engagement council wide; ensure that consultations, which did not meet the required corporate standard, would not be issued; can be developed in a way as to support the neighbourhoods model and support NAP's as the main mechanism of communicating with local residents and enabling their voice in local decision making.

Annex Four - Issue E – Participatory budgeting and community kitty's

York has a proven and longstanding approach to PB within the ward committee arena. Members have the option to continue with the existing framework or to enhance this to include a pilot of residents panels allocating small amounts of revenue budget. Such an approach may well fulfil the governments agenda concerning 'Community Kitty's' and their aim to ensure they are offered countrywide by 2012.

Annex Five - Issue F – Narrowing the gap of deprivation

Option one - to continue with the current method of budget allocation. However, this takes no account of deprivation and does not target resources in the geographic areas of the city in most need.

Option Two – to apply a budget matrix, alongside a baseline allocation of funding, thereby accounting for deprivation and to develop and publish a Social Inclusion Strategy.

Option Three – to ask the NMU to work with the Economic Development Unit (City Strategy) on other options for tackling deprivation in ward based communities.

Annex Six - Issue G - Transfer of community assets and support to community groups and facilities

As no additional resources are available in the NMU the current level of support to existing community facilities could not be enhanced. The level of resource does not account for the decisions of the Executive of 23rd October which considered the implications of the Quirk Review.

Annex Seven - Issues H – Councillor Call for Action

CYC has no option in implementing CCfA as this is a statutory requirement from April 2008. However, its implementation may necessitate additional support to ward members in resolving constituents complaints and issues. Further work may be needed on this when guidance on implementation is produced and implementation occurs.

Annex Eight - Issue I – The Role of Parish Councils

Option One - Members could continue the existing arrangements with Parish Councils.

Option Two - to review the working relationships with Parish Councils to achieve better coordination at a neighbourhood level, with NAP's and Ward Planning Teams.

Option Three - to instigate a formal review of parish arrangements in the city, under the provisions of the LGPIH Act 2007.

Option Four – to investigate devolution to parish councils including the passporting the ward committee local improvement schemes budget. This option would require an extensive review to consider the legal, constitutional, resource, financial and double taxation impacts. This option would also impact on the devolution mechanism in the city and the refreshed neighbourhood management model.

29. Should members resolve to further investigate or implement models and options contained within this report then a future report on resources required to effect the changes and resources will need to be developed.

Corporate Priorities

30. The content of the report supports the Council's Corporate Strategy Values of:
- Delivering what our customers want
 - Providing strong leadership – at a community level through the support of ward members as champions of their community.
 - Encourages improvements in everything we do.
 - Supporting and developing people – in the community and voluntary sector and public as a whole in enabling them to shape and influence decisions.
31. The report also supports the key direction statements of the Corporate Strategy of being clear about what we will do to meet the needs of our communities, listening to communities, ensuring that people have a greater say in deciding local priorities and promoting a cohesive and inclusive communities.

Implications

Financial implications

32. The financial implications are dependant upon the models and options chosen. Further reports to Executive may be necessary dependant on the options chosen for neighbourhood management. Indicative financial impacts are included within each relevant annex to this report.

Legal implications

33. There are no additional legal implications contained within this report. The purpose of the report was to respond to the recent government White Paper and The Local Government and Public Involvement in Health Act 2007. It should be noted that a review of the devolution arrangements to create Area Forums or enhance parish councils would result in the need of a constitutional review

HR

34. Once a number of these strategic issues are discussed and resolved the potential role of the NMU and also other areas of the council may change. If this is the case the staffing resources of the NMU would need to be examined and reported back to a later date.

Equalities

35. Equalities issues have been considered in this report. Should Members approve a refreshed model of neighbourhood management in line with Model 1 (**Annex 1**) then the Equalities Team will be involved in developing

consultation and engagement mechanisms to ensure that the opinions of hard to reach and excluded groups are captured.

Crime and Disorder

36. Issues concerning crime and disorder have been discussed in the relevant sections of this report.

IT

37. There are no additional IT implications of this report.

Property

38. All property implications are contained within this report in the section entitled 'Transfer of Community Assets and Support of Community Groups and facilities.' (**Annex 6**).

Risk Management

39. This report is in compliance with the councils risk management strategy. There are no risks associated with the recommendations of this report.

Recommendations

40. Members are asked to:
- i) Note the content of this report, in particular the potential opportunities available to strengthen neighbourhood delivery and communications, consultant and involvement of local people in local decisions.
 - ii) Approve a refreshed model of neighbourhood management in line with Model One – increased democracy and participation (As discussed in **Annex 1** and paragraph 25 above).
 - iii) Approve the continuation of a devolution model around delivery via ward committees, as existing, to support and facilitate engagement at a local level. (As discussed in **Annex 1** and paragraph 25 above)
 - iv) Approve the development of NAP's as a more central vehicle for delivering the adopted neighbourhood model and tying together the strategic vision of the city and the local vision. (As discussed in **Annex 2** and paragraph 25 above)
 - v) Approve the production of a citywide Consultation and Engagement Strategy to support the refreshed

- neighbourhood model and consistent consultation across the council.
- vi) To note the success of delivery of ward committee local improvement schemes via a PB process and recognise that continuation of this approach will assist the local authority against the requirement to inform, consult and involve the local public in local decisions.
 - vii) To request the NMU to work with the Economic Development Unit on options for tackling deprivation in ward based communities.
 - viii) To note that additional support for community facilities cannot be resourced within the NMU with existing staffing establishment levels.
 - ix) To note that the CCfA will be implemented from April 2008 and that it's implementation may require addition resources in the support of elected members as Champions in their wards.
 - x) To approve a review of working arrangements with Parish Councils in line with Option Two detailed in **Annex 8** that will be cost neutral.
 - xi) To note that additional resources or a restructure of the NMU, may be required dependant on the options chosen within this report. These will need to be reported at a later date to Executive.
 - xii) The notice of motion referred to in paragraph 2 be referred back to Council, together with the recommendations of the Executive, on this report.

Reason:

To respond to the issues raised within the notice of motion, to respond to the issues raised within the members policy prospects on 23/5/07, and to seek guidance on the options for the future delivery at Neighbourhood Management.

Contact Details

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Terry Collins – Director of Neighbourhood
Services

Report Approved



Date *12 February 2008*

Specialist Implications Officer(s)

None

Wards Affected:

All



Background Papers

1. Department for Communities and Local Government (DCLG) (26th October 2006. Strong and Prosperous Communities – White Paper.
2. Secretary of State for the Department of Communities and Local Government, (30th October 2007), The Local Government and Public Involvement in Health Act 2007 (chapter 28).
3. DCLG and Local Government Association (October 2007) Action Plan for Community Empowerment. Building on Success.
4. 15th January 2008 Executive report entitled *Community Leadership and Neighbourhood Management*.
5. Executive Member for Neighbourhood Services and Advisory Panel 21st January 2008 report entitled *Update on Neighbourhood Action Planning*.
6. Notice of Motion

Annexes

Annexes One to Eight.
Supplementary Information sheets A, B, C, D, E.

Issues 'A' and 'B'

Issue A – A refreshed Neighbourhood Model

1. In order to review neighbourhood management and take into account the Local Government White Paper, it is suggested that there needs to be a refreshed strategy or model of delivery.
2. There are potentially 2 models of delivery that could work in York.
 - **Model 1 – increased democracy and participation**

This model increases democracy, participation and involvement and would fulfil the national policy maker's drive for improvements in this area. National research currently shows that people feel they have little ability to influence public bodies. More than 6 in 10 (63%) of citizens feel nationally that they have no influence over decisions affecting their local area.¹

This model would also compliment the role of elected members as champions in their community. Sir Simon Milton, Chair of the LGA, states that:

'Community empowerment and participatory democracy are an essential complement to direct representative democracy, not an alternative².'

There is an argument that to enhance our services and deliver in line with the ethos of the Local Government White Paper, a corporate commitment to increase democracy and the public's involvement and influence in the decision-making process should be firmly established. This would then support and provide strategic importance to the new duty to be placed on local authorities from April 2009 to inform, consult and involve local people in local decisions, services and policies.

This model would need to go wider than the current NMU work of ward committees, tenant engagement, working with parish councils and delivery within Democratic Services, and would need to corporately pull together the many engagement and involvement areas of work across the council. More power would need to be given to frontline members to give them the ability to influence decision making, enhancing their role as champions of their locality. For example, by giving them the ability to challenge the use of, and influence the allocation of mainstream revenue and capital budgets.

¹ The Citizenship Survey April / June 2007 England and Wales

² LGA and DCLG Action Plan for Community Empowerment. Building on Success. October 2007

This could be realised through service involvement in the development of NAP's and /or associated devolution of mainstream budgets to tackle locally identified priorities or ambitions utilising a budget matrix³.

Under this model the work of Democratic Services, ward committees, tenant engagement and the NAP's would need to continue to form an integral part of delivery. However, this would need to be enhanced through corporate support to deliver increased engagement opportunities for the public. Further development of the NAP's would be required to place them as the lead mechanism to delivering local improvements, which have been identified through public consultation.⁴ Better engagement mechanisms with hard to reach groups or excluded groups, older people and younger people, amongst others, would also need to be developed and corporately co-ordinated to place York as an exemplar in this field. Information gained from these sources could then be fed into existing decision making forums such as ward committees, thus enabling a more representative view from the public in shaping decisions made by the council. To demonstrate this model the potentially excluded group of young people has been explored. Their ability to influence decision making is of importance to tenant engagement, ward committee processes, youth services etc. Some aspects of increased engagement and involvement is already been delivered within the NMU. For example:

- In the October round of ward committees, one ward committee focussed it's meeting around young people to secure their greater involvement.
- Officers have worked with the universities during 'freshers week' to secure better communication with the university and more involvement with young people.
- Officers are piloting an approach at a local primary school to give the pupils an opportunity to feedback their perspective on the ambitions and visions contained within their NAP. (Namely, opportunities for children and young people, crime and disorder and environmental issues). Information gained from this forum will be fed back into the ward committee process.
- Young people involvement is being secured through the Tenant Federation and Residents Association's to ensure that they have a voice in these groups.
- Officers are working across authority and interagency to investigate the methods used to engage young people in

³ This concept is discussed in more detail within the section below entitled 'Narrowing the gap of deprivation and in Annex 5.

⁴ This is discussed in detail within the section entitled ' the future corporate role of neighbourhood action plans' Annex 2.

decision making and influencing forums. As well as proposing better mechanisms, it is hoped that this will enable young people to have a voice about services commissioned for them.

To have a large impact on the level of engagement within the authority this and other engagement strategies with young people would need to be rolled out citywide, with local emphasis. Engagement strategies would also need to be developed for the other 'hard to reach' or excluded groups in conjunction with officers around the council, including those of the Equalities Team, thus ensuring a coordinated and consistent approach.

In addition to looking at engagement and involvement of such groups, the authority also needs to ensure that the methods of informing, involving and consulting the public utilise different modes of contact, thus capturing as many members of the public as possible. Some of this could be realised through electronic engagement. Improvements in this field are currently being discussed with the easy@York programme.

For example, Democratic Services would like to increase engagement through having on-line registering of speakers for meetings, completion of their public participation survey on-line and to consult residents on their views relating to scrutiny reviews and recommendations. This last issue may greatly support public involvement in Councillor Call for Actions (CCfA) that are referred to the Overview and Scrutiny team. (This is discussed in more detail in Annex 7). Within the NMU work, is planned to develop and overhaul the web information around ward committees and tenant engagement, to ensure better quality of information. Improvements are also being discussed with the easy@York programme about making the site interactive in terms of grant applications for ward committee funding, scheme suggestions on-line, voting for schemes and consultation with the public about NAP's and the setting of local priorities. It is envisaged that utilising different modes of engagement will increase engagement by the public in local authority decision making. Other mechanisms of contact supporting engagement would also need to be developed in key areas of the council.

With the adoption of this model the council would need to review the areas of the council currently providing community engagement and either restructure (as part of an enhanced NMU) or greatly improve co-ordination across the council to deliver this under an overall framework. This model does offer great potential council wide and would place the authority in a

strong position in terms of the engagement and involvement agenda.

It should be noted that under this model some services may continue to be delivered on a geographic basis, such as Children's Centres. The model will not preclude this level of flexibility for services within the council or partners.

- **Model 2 – increased localised services and neighbourhood management**

This second model could take Model One a step further, into delivering localised services and neighbourhood management, on a geographic area basis. In developing an area-based model CYC would need to consider the findings of the 35 Neighbourhood Management Pathfinders, concerning empowering communities, shaping places and Neighbourhood Management and Social capital.⁵ One of the major findings of these pathfinders was that it is not only about promoting safe and cleaner neighbourhoods but also about services well beyond the 'crime and grime' issues.

The Pathfinders were established to enable deprived communities and local services to improve local outcomes, by improving and joining up local services and making them more responsive to local needs. In the Pathfinders Neighbourhood Management was seen as relatively inexpensive to deliver. However, no local authority is using or proposing to use its own mainstream funds to fund their core neighbourhood management functions. They did find however, that they were successful in coordinating services and joining up services, whilst also engaging local residents in ways that increased the responsiveness of providers.

Bearing in mind the findings of the Pathfinders it is clear that many council (and potentially partner services) should be included in an area-based model. This could include, but not be restricted to many of the service delivery areas of Neighbourhood Services, including street cleaning, grounds maintenance, along with other areas of the council concerning estate management, tenancy enforcement, early years youth services, etc.

Currently CYC has one model that fits this localised approach - the Bell Farm Agreement, which is currently being reviewed and relaunched in December 2007. Developed a number of years

⁵ Kevin Harris (1/10/2007), Neighbourhood Management; empowerment, place shaping and social capital (LGiU and STEER) reference PB 1599/07L

ago this provides a contract between the service providers and customers to ensure that a 'good service' is delivered. It covers service providers such as leisure, housing, dog wardens, police, health, education, street cleaning etc. The development of this was very time intensive. This model could be used as part of the further development of NAP's to draw council and partner service providers into delivering services set through publicly determined ambitions and visions of the wards. Under this model the content of NAP's would be closer to the governments vision of Neighbourhood Charters referred to in the Local Government White Paper.

The model would provide elected members with greater ability to influence mainstream services and the priorities of the council at a local level. With corporate commitment to such a model, the ethos of improving services at a local level targeted at local needs could become encapsulated into other areas of the council and it's partners.

Should the council wish to see such an approach further investigated and delivered the council would need to consider the resources, both in terms of staffing and revenue, and structural alternatives across the council to facilitate its delivery.

3. In summary Members have 3 options. Firstly members could continue with the existing ad-hoc neighbourhood management arrangements. Second members could adopt Model 1 and third, Members could adopt Model 2, as detailed above. Members are recommended to consider these options, in light of the remaining content of this report, and identify their preferred model for delivery of neighbourhood management.

Indicative Financial Impacts

Model One

This model builds on the existing engagement arrangements. There is potential to deliver this model within the existing management and resource allocations i.e. cost neutral. The staffing resources within the NMU may need to be reconfigured to deliver this model effectively. This can be done in budget. However, should additional contact methods be investigated and implemented these may have additional resource implications.

Model Two

This model is likely to require additional financial resources, the level of which would need to be determined following the review of which services would be best delivered within a geographic model area basis.

Issue B - Ward Committees or Area Forums – Options for Devolution

1. The NMU supports 18 ward committees, and in many ways the Neighbourhood Management officers are merely providing an administrative service, where they are unable to embrace the opportunities of wider engagement and community development for the ward committees. Whilst servicing this heavy demand, they are not able to proactively undertake any work within the community. The workload around ward committee business is substantial within the NMU, from the production of Your Ward and NAP's, to booking venues, taking notes at meetings and arranging the management of the Local Improvement Schemes budget. With the introduction of the ethos of the Local Government White Paper, the workload will continue to increase. If the NMU is to respond to this ethos, then options will need to be investigated in terms of either increasing the staffing establishment of the NMU to enable the necessary level of support to these 18 ward committees to continue, or review the devolution methods used in the city.
2. One option would be the introduction of 5 or 6 Area Forums based on amalgamated ward boundaries (which could for example be based on the Neighbourhood Pride zones formed during the Street Scene Review). These Area Forums would be supported at an officer level across the city and take the place of the 18 ward committees, thereby reducing the administrative burden within the team. The ward boundaries would continue to remain the same, enabling ward members to still meet with the public and work within their wards as Champions in the Community as the elected representative. However, this would not be supported by officers of the council. The ward committee decision making body would cease to exist and be replaced with the Area Forums. This would require a constitutional review to reflect the new arrangements and provide for delegation and decision making at this level.
3. Other than resources this change to the devolution arrangements would potentially enable better strategic links between the LAA and Sustainable Community Strategy and local decision making. This would be achieved due to reducing the number of NAP's to 5 or 6 from 18. It may also provide an opportunity to deliver more focussed services on an area basis, delivering services which meet the needs and demands of the local population. Under this proposal each Director could act as a Champion for an Area Forum to ensure that corporate links are made with the local issues, thus also providing for better co-ordination and senior officer representation at the Area Forums.

4. There are however, a number of issues with this method of devolution. Firstly frontline councillors may feel less in touch with their locality. The public may also find it difficult to identify with a geographic area as large as an Area Forum and may not see this as their 'community' or 'neighbourhood' when identifying local priorities and issues. (Currently this problem can be identified within some existing ward committee areas which contain a number of villages or distinct and different areas of wards). As a result of feeling less in touch with the neighbourhood the public may also feel less in touch with elected members, the council and therefore feel that they have less ability to influence decision making within the council. This may result in a reduced ability to drive local priorities from the public into the council mainstream decisions.

5. Verbal advice from the LGiU was that York should continue to work with the smallest population areas of the city that it could afford, to enable effective engagement to continue. Should members wish to see an Area Forum model investigated further the LGiU could be commissioned to investigate how this devolution model would work in York in the context of the refreshed neighbourhood model and requirements on the local authority to effectively inform, engage and involve the public in local decisions. By appointing independent consultants, such as LGiU, a review would benefit from the ability to compare the York model of delivery with that of other local authorities and would provide independency to the process.

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6. In summary Members have 2 options. Firstly to continue with the existing ward committee devolution structure. However, it should be noted that additional resources may be necessary within the NMU to provide this level of support and enable the authority to adequately respond to the government agenda on neighbourhoods. The second option is to consider a devolution model around Area Forums. Should Members wish for this devolution model to be investigated further it is recommended that consultants, such as LGiU, are commissioned to shape this in the context of the refreshed neighbourhood management

model and the government agenda. Members are recommended to consider these devolution models in light of the content of this report and identify their preferred option.

Indicative Financial Impacts

Ward Committees

To continue to deliver within the existing ward committee devolution structure would be cost neutral.

Area Forums

Delivery under an Area Forum model will reduce resource demands around servicing of meetings, within the NMU. However, under this model local improvement schemes, YourWard and NAP's would still be delivered on a larger geographic area to the same population. Member interaction would still occur on a ward basis and coordination of members within Area Forums will be required.

It is therefore likely that this model be cost neutral or to realise a saving of minimal resources within the NMU. However, this resource may be required on the coordination of members within Area Forums.

Issue C - The future Corporate role of Neighbourhood Action Plans (NAP's)

1. The Local Government White paper introduced a concept of Neighbourhood Charters for local neighbourhoods. DCLG in the Action Plan for Community Empowerment propose to publish guidance and a toolkit for the development of local charters, which they see as voluntary agreements between local authorities and communities and to introduce a final programme to run to March 2008. It is envisaged that Neighbourhood Charters will not be required by statute but will become good practice in the neighbourhood and public engagement fields; however, this will be dependant on the nature of the guidance from DCLG.
2. The NMU have already responded to this element of the White Paper through the development of NAP's. These have been developed in a phased and incremental approach over the last 12 months, covering the whole of the city via ward committee geographical areas. Key to their success has been the continued level of public involvement in shaping the documents over time.
3. The first phase consisted of the collation of baseline information which was provided to the public about the nature of their ward. This included statistical information about health, schools, and crime etc, taken from a variety of sources such as the census. Having provided this information a consultation exercise took place in which the public were asked what they would like to see improved in their local neighbourhood. In May and June 2007 all ward committees utilised this information and the knowledge of elected members, officers and partners, to produce an ambition/ vision statement for the ward. These detail the key issues that the community or neighbourhood at large would like to see addressed. These were sent to every household as part of July's edition of Your Ward. At this time the public were also asked to suggest schemes utilising the ward committee funding, bearing in mind the ambitions and visions for the ward committee area. Through the next phase of the NAP's the public have been informed of achievements in delivery to date against these ambitions and visions. In the latest phase of the NAP's the public are voting for and against the ward committee scheme suggestions.
4. In 2006/07 the NMU received 797 suggestions for schemes to be funded via the ward committee revenue and capital budget, for delivery in financial year 2007/08. With the introduction of the NAP's and ambition and vision statements this figure has risen to 989 suggestions for funding in financial year 2008/09. This is an increase of 24% on the previous years figure. It is believed that this may be due to the targeted nature and approach of the NAP's. These documents have demonstrated that the public can influence improvements against issues to which they can relate at a local level.

5. The potential and opportunity provided by NAP's has been recognised by other service providers and partners of the council in terms of linking their own strategic and service delivery requirements to local issues (i.e. the ambitions and visions). For example, 17 out of the 18 NAP's have an ambition around crime and disorder / community safety. North Yorkshire Police (NYP) are utilising this clear direction statement and the platform of the NAP's to enable them to consult with the public at ward committees over the local police priorities. In this NYP are not only satisfying their need to consult with the public over local police priorities but are also embracing the need to assist the authority to deliver against this key ambition and vision. Elected ward members are at the forefront of making sure that this delivery happens. This process has continued to strengthen partnership service delivery at a local level around crime and disorder issues.
6. All 18 ward committees also have an ambition and vision statement referring to the local environment and / or environmental crime issues. Neighbourhood Pride Services, Street Environment Service and Enforcement team are addressing these.
7. Other areas of the council and partners have also realised the potential that NAP's offer. Recent work with the LAA and Local Development Framework teams have identified areas where the local vision of wards could help shape the strategic and spatial vision of the city. For example some ward committees have highlighted issues around the need for community facilities. The PCT and corporate Health Champion are also looking at engaging with the NAP's process to provide health information at a ward level around the 11 'Determinants of Health'. It is hoped that this will be fed into the April edition of the NAP.
8. NAP's have obviously provided a good platform on which to build. It is proposed that the first generation NAP's are developed to enable the chosen model of neighbourhood management (discussed in Annex 4) and associated model of devolution (discussed in Annex 5), to be effectively delivered.
9. It is essential that the NAP's are also developed to enable them to play a more central role in providing a direct link (golden thread) between the Local Strategic Partnership 'Without Walls' and its vision for the city the Sustainable Community Strategy, the 3 year delivery plan of the Local Area Agreement, the Local Development Framework and local neighbourhood issues, in a more comprehensive manner. Furthermore, NAP's will also be critical in demonstrating delivery against the new statutory requirement, (which will be placed on local authorities from April 2009), to consult, engage and involve the public in local decisions, services and policies. NAP's can achieve this as all residents of York have the opportunity to help shape their local neighbourhood on a regular basis (4 times a year). The NAP's themselves probably provide the only sustained citywide consultation

undertaken by the council which involves every household, which enable the public to shape the local vision.

10. To facilitate a strengthening of the corporate role of the documents discussions have been held with key officers, in particular those in Planning and Partnerships and Performance and Improvement (PIT). Officers from the PIT team, supported by Neighbourhood Services, will collate information from service plans, currently being produced by all services, against the ambitions and visions of all of the ward committees. Discussions will then be held with key service plan holders to ascertain what local actions are taking place to assist with the delivery and to respond to the content of the ambitions and visions.
11. It is recognised that the development of NAP's will be incremental and this is difficult to achieve at this point in their development cycle. Therefore, the January/ February 2008 edition of Your Ward and NAP will contain the priority lists of schemes approved by members for funding in 2008/09, (obviously subject to budget availability). In addition to this, further achievements against the ambitions and visions will be listed. In April 2008 the NAP's will contain 'added value' information, providing information from services and partners where they are delivering at a local level in areas that support and improve the ambitions and vision for the ward committee. Along with this partners, who have not been involved in NAP development to date are also wanting to get involved, for example the PCT. In July 2008 the NAP will contain in an Action Plan which will detail delivery against each of the ambitions / visions.
12. It is at this point that the documents can be developed to further strengthen their corporate role. The public will be asked to refresh the ambitions and vision, should they feel that this is necessary, via a consultation exercise. This information will be collated and fed into the service planning process for 2009/10, to ensure that services are responding to local needs and taking this information into account when shaping their service delivery. In July the public will also be asked to identify local improvement schemes for ward committee funding. At the same time the LAA indicators; of which there will be up to 35 selected from the new set of national indicators could also be included within the NAP's. This would need to be done with a local emphasis.
13. The development of NAP's will clearly be incremental. These documents are currently being funded within the NMU from the Your Ward budget. This can continue on an interim basis. However, should the documents grow in nature, status and size as indicated above, further budget may be required to support this. Funding resource implications may need to be reported to Executive at a later date.

14. In summary Members are requested to note the content of this section of the report and are recommended to support the development of NAP's as a central vehicle for delivering the adopted neighbourhood model and in making the necessary links between the corporate strategic direction of the authority and the local vision for the city.

Indicative Financial Impacts

The NAP's are currently funded via the NMU Your Ward budget. This budget is predicted to have a spending pressure in the region of £20k recurring. With any expansion of the NAP documents in size, frequency or format an additional revenue resource may be required covering as a minimum the spending pressure within this budget.

Issue D - Consultation and Engagement Strategy

1. With the new statutory requirement, (which will be placed on local authorities from April 2009), to consult, engage and involve the public in local decisions, services and policies and the emphasis in the new National Indicators on meaningful interaction, it is essential that York develops a clear Consultation and Engagement Strategy. The strategy would need to include issues around ethnicity, hard to reach groups, and a comprehensive approach to neighbourhoods, involvement and engagement in the decision making process. This approach would ensure a consistency in the approach of engagement council wide and ensure that delivery meets the expectations of customers. It would also ensure that consultations, which did not meet the required corporate standard, would not be issued without approval by an overarching team such as Marketing and Communications. Such a strategy would then be utilised to support the adopted neighbourhood model and support the development of NAP's in a more corporate manner, as one of the main mechanisms of communicating with local residents and enabling their voice in local decision making.
2. The Strategy development could be led by Marketing and Communications, with support from relevant teams such as Equalities and the NMU.

Indicative Consultation and Engagement Strategy

This document would be produced utilising existing staffing resources within the authority within Marketing and Communications, Equalities and NMU.

A nominal budget of £2k would be required to enable the document to be printed and circulated to key partners, hard to reach groups and key groups currently consulted with on behalf of the authority.

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Issue E - Participatory budgeting and Community Kitty's

1. Participatory budgeting (PB) aims to give people a say in prioritising individual services or projects through community led debates, neighbourhood votes and public meetings. This is all set within an annual cycle of participation, planning and implementation. i.e. putting mainstream budget into a 'community kitty' on which local people make decisions on how it should be spent. The ethos is to enable local people to reach an informed view about local priorities, to trigger action and direct resources to specific areas of local need. It is believed that this process is owned and shaped by the participants, grows over time, develops a deep and critical citizen participation, re-invents local leadership and fundamentally can lead to mainstream resourcing, allocation and distribution.
2. PB has not been widely used in the UK. However, it is one of the key proposals set out in the DCLG / LGA Community Empowerment Action Plan. It is anticipated that PB will take a higher profile with the forthcoming statutory duty on local councils to involve citizens from 2009. It also relates to the LSP requirements to involve residents in the Sustainable Community Strategy and LAA.
3. CYC has a strong and long history of involvement of the public in decision making and allocating some mainstream revenue and capital budgets through the ward committee process. This has recently been recognised by the Local Government Information Unit (LGiU) who are working with the NMU to evaluate and assess the York model with the potential view of providing this information to other LA's and national policy makers.
4. The Improvement and Development Agency (IDeA) feel that to date councils who have tried PB have focused on funding linked to regeneration or initiative funding, rather than mainstreaming public funds. They have also said that councils have used this to give participatory grants. To some extent both of these issue could be true of the York Model.
5. CYC are now well placed to utilise the extensive experience of public involvement in this area to look at new ways to devolve power and control to community organisations, in addition to the excellent foundation of the ward committee Local Improvement Scheme process. One additional way could be through the allocation of revenue budget through the ward committee process to a selected panel of residents. These would need to be demographically representative of their ward committee area. Residents and community groups could bid for funding and the panel make recommendations for approval to the elected ward councillors thus ensuring and reinforcing the elected members role as champion in the community. The benefits of such an application have been seen in some of the pilot 'community kitty' authorities such as Bradford and Keighley, Newcastle, Salford and

Sunderland. They found that investing a small part of the public budget in what people can do for themselves was a powerful tool in delivering tangible benefits and making people feel involved.

6. Following on from the 10 pilot 'community kitty' schemes, DCLG are due to announce further PB schemes in November 2007. In early 2008 they propose to consult on a strategy with an aim of it being offered everywhere by 2012.
7. In summary, Members are asked to note the content of this section of the report, in particular the joint work with the LGiU to gain some national recognition of the PB process in York. Members are also requested to indicate whether they would wish for a pilot approach of a 'community Kitty' to be introduced in the city, utilising a residents panel (as detailed in paragraph 5 above).

Indicative Financial Impacts

Ward Committee Local Improvement Schemes are currently funded via base revenue and capital budget. The PB process can continue in budget and would therefore be cost neutral.

Should members wish to implement the Community kitty's this could be funded as a top slice of the current ward committee budget allocation or from an additional non recurring allocation.

Issue F - Narrowing the gap of deprivation

1. Currently the budget and service delivery mechanisms within York do not necessarily, overtly or transparently tackle the areas of deprivation and in doing so may not narrow the gap between them and the most affluent areas of the city. The issue of disparity is one that the Future York Group report of June 2007 have stated should be addressed to ensure the disparity in income in the city does not widen. The indices of deprivation are developed by using 7 domains of deprivation including income, employment, health and disability, education, skills and training, barriers to housing and services, living environment and crime. Should the budgets across the council be applied in a different way to overtly narrow the gap of deprivation then successes could be achieved in the these areas. For example in the field of environment and enviro-crime additional resources could be applied in those geographic areas which obviously show lower standards and higher incidents of enviro-crime. This would have a two fold benefit. Not only would the deprivation measure of the area improve, but also the services delivering in this area would have the biggest impact. Such a method of working within neighbourhoods would fit with the proposed refreshed corporate neighbourhood model 2 discussed in Annex 1.
2. Within the NMU, ward committees hold both a revenue and capital budget that is split across the ward committees by head of population. This therefore takes no account of the deprivation in some areas of the city. For example Rural West ward contains some of the most affluent areas of the country. However, Clifton, Hull Road, Guildhall, Heworth and Westfield wards all have Super Output Areas (SOA), which demonstrate that parts of the wards are the most deprived in the country.¹ Yet both get funding based on head of population.
3. It is suggested that the level of support to ward committees in deprived areas is reviewed to support more strongly the deprived areas of the city. One suggested model of delivery could be that instead of applying the budget by head of population, that a base budget of 50% be applied with the remaining 50% budget applied via a budget matrix to ensure that the most deprived wards receive the greatest budget. This type of system is demonstrated in the example below. Once working within the ward committee process, this could easily be expanded to other mainstream revenue budgets in frontline service delivery areas or to allocate LAA funding across the city on a ward committee geographic area basis, utilising the same budget matrix of allocation.

¹ From the deprivation profile 2007 Index of Multiple Deprivation Westfield SOA (E01013443) is ranked 3216 out of 32482 areas in England where 1 is the most deprived. Clifton SOA (E01013349 is ranked 4623, Guildhall SAO E01013367 is ranked 4705. At the other end of the scale Rural West (SOA's E01013424 and E01013423) are ranked at 32403 and 32310 out of 32482.

4. An alternative suggestion to tackling issues of deprivation would be for the NMU to work with officers of the Economic Development Unit on other options for tackling deprivation in ward based communities.
5. In addition to tackling issues of deprivation the authority should also develop an overarching Social Inclusion Strategy, which will not only support the councils approach to deprivation in the city, but would assist with the delivery and strengthening of the Sustainable Community Strategy.
6. In summary Members should note the introduction of the Working Neighbourhoods Fund. There are 3 options concerning deprivation. Option 1 to continue to allocate ward committee funding based on the exiting model of distribution, namely by head of population. Option 2 to adopt a model of distribution utilising a budget matrix to take into account the deprivation indices. Option 3 to work with the Economic development Unit on options to tackle deprivation in the ward based communities. In conjunction with this members are asked to note the need for the development of an overarching Social Inclusion Strategy for the city.

Indicative Financial Impacts

The introduction of utilisation of a budget matrix would be cost neutral to the authority.

Example of the Application of a budget matrix to the ward committee budget or mainstream revenue budgets within the council

Stage One – Identify the budget available

Decide on the budget that is to be made available in this process and decide on the areas of the city being covered, for this example ward committee areas.

Stage Two – Develop the local priorities and ideas

This could be done utilising the themes of the community strategy (Sustainable Community Strategy) at a ward level. These themes across the city need to be consistent. With each of the themes a rank is given with 5 indicating the highest priority and 1 the lowest priority. At this stage the ambitions and visions of the ward committee Neighbourhood Action Plans could be utilised.

Stage Three – Transform the local priorities into city priorities

This is done by adding the scores of the local priorities to produce city priorities, establishing each themes % of the total score. This generates and initial financial allocation to each of the themes before weighting is applied. The Citywide priorities are then ranked. If there were 8 themes then the highest rank would be 7 and the lowest 1.

Stage Four – Adjust for population

This would be done by ward committee area taking the latest census data. A score would be allocated according to the relative proportions of population living in each of the areas with 5 being the highest and 1 the lowest. For example areas with less than 5 % of the population could be allocated a score of 1, whereas areas with less than 25% of the population being allocated 5.

Stage Five – Adjust for the areas deprivation

This would be done utilising the IMD2004, or updated version should this become available, according to the areas ranking in relation to the rest of the country. To achieve this each wards Super Output Area ranking should be added to develop and combined score. For ward committee areas consisting of more than one ward the wards would be averaged. Each of the areas of the city would then be given a score for example a rank of 5 for those with the highest level of deprivation and 1 for those with the lowest.

Stage Six – Weighting the Budget Matrix

This needs to be done to ensure the ability to target investments based on population size in the area and deprivation. A weighting ratio is applied to the population and deprivation scores to the ward committee areas. E.g. a weighting ratio of 3.5 to 1.5 for deprivation over population.

Stage Seven – Derive the thematic allocations

- | | |
|--------|---|
| Step 1 | Obtain the local priorities for the themes and multiply by the citywide priority to give locally adjusted scores. |
| Step 2 | to the locally adjusted score add the population and deprivation adjusted scores to give the scores by area |
| Step 3 | the total score for each area is then utilised to convert each areas score into a % of the total. |
| Step 4 | the % is used to allocate money by theme across the ward committee. |
| Step 5 | The information is pulled together to show the citywide allocation of budget. |

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Issue G - Transfer of community assets and support to community groups and facilities

1. Central government see the transfer of assets as part of the package of empowering local communities and enabling residents to play a greater role in shaping local public services. This forms a strong part of the Local Government White Paper, which has continued with the Quirk Review 'Making Assets Work' (March 2007). The Quirk review was set up in September 2006 by DCLG to investigate future options of increased community management and ownership of assets, in particular looking at the ways to overcome the barriers taking into account the need to manage risk.
2. On the 23rd October the Executive considered and approved recommendations contained within a Report of the Corporate Landlord 'Community Management and Ownership of Council Property Assets'. The report summarised the contents of the Quirk Review, detailed the work already done to encourage community management of assets, provided options to continue progress and provided details on the Community Asset Fund.
3. The Executive resolved to:
 - *'In appropriate cases, where community groups wish to take a greater responsibility for maintaining, improving and managing publicly owned buildings that they may occupy, they be offered a lease, of up to 99 years depending on the needs of the community group, on a nil rent basis, and with full responsibility for repairs, management and payments for all outgoings, including business rates and utility costs.'*

Thus maximising the benefits of community asset transfer whilst retaining strategic control to ensure benefits are realised to the local community.

- *'That community groups be subject to a test of public acceptability for their management constitution e.g. charitable status.'*

Thus ensuring transfers only occur in appropriate circumstances.

4. The report identified risks to this approach as including the inability of the group to maintain the asset, the group being unrepresentative and non-inclusive, and conflict between groups to use the asset. It is recognised that to minimise these risks and make this successful that the local authority and community groups will need to work closely to ensure the long term future of the asset in public use.
5. To facilitate transfer the government has made £30m available for schemes to bring the asset to a position where it is 'fit for purpose', via

the Community Asset Fund. At the Executive it was resolved that a bid could be made to this fund for St Clements Church Hall as this facility had the best potential to meet the criteria.

6. In order to qualify for an asset transfer the groups need to meet criteria such as servicing the whole community and not single issue groups, that the asset should remain open for a minimum number of hours per annum, and that the group be properly constituted and have the capability and capacity to manage the asset in line with the terms of the agreement. The report also recognised that one possible option for risk minimisation was the possible representation of council officers on the Community Group Management Boards.
7. The formation of the NMU in 2004 passed responsibility to the NMU to either directly manage or provide support to management committees of other community centres across the city. However, the demand this placed on the NMU was significantly underestimated. There has been considerable pressure on the NMU to support local community and management groups to either sustain weak or non-viable committees, and increasing demand to develop further facilities in the city. The NMU is currently not resourced to sustain the current level of support needed in this area, nor any expansion of this work which may result from the Executive decision of the 23rd October and the Quirk Review.
8. With the Executive approval on the 23rd October 2007, of the Report of the Corporate Landlord, it is envisaged that more facilities and assets will transfer. To facilitate this work effectively, officers within the NMU could have 3 possible additional work streams. Firstly, in terms of the assistance and development of community groups in becoming able to apply for asset transfer. Thus enabling them to have the capacity to the point where they can form arms length management committees. This could involve training, capacity building, assistance with the running of meetings, funding awareness, business planning and assistance in forming constitutions. Secondly, the NMU could also play a role in working with the Corporate Landlord to develop eligibility criteria against which the community groups application for asset transfer be assessed. Thirdly officers within the NMU have considerable experience both with the development and support of existing management committees. An officer from the NMU could sit on the community Group Management Board to ensure the continued longevity of the asset transfer. This would ensure that the Community Group could benefit from training and development opportunities, funding advice etc.
9. The NMU are struggling to meet the existing demand on officers from this work stream area. There would be no resources available, based on the current staffing establishment, to provide any of the roles identified within paragraph 8 above.

Indicative Financial Impacts

The NMU are struggling to meet the existing demand on officers from this work stream area. Should members wish for this area to be supported then a full time post of Community Development Worker would be required, initially on a 2-year temporary contract Scale 5/6 within the NMU structure. The role of this post would be to capacity build, support management committees of current facilities and work with newly constituted groups. The success of this role will be assessed and reported back to Executive with a view of reviewing the contract length. The cost of the provision of this post would be £29k per annum based on 07/08 costs. Members should note that the budget savings 2008/09 is proposing a £23k cut the in NMU staffing budget. If the cut is not taken, such a post could be funded from within existing resources.

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Issue H - Councillor Call for Action (CCfA)

1. Councillor Call for Action (CCfA), previously know as 'Community Call for Action', stemmed from the Local Government White Paper 'Strong and prosperous Communities' and was enacted in statute on 30th October by the Local Government and Public Involvement in Health Bill 2007. Currently statutory guidance is awaited from DCLG concerning its implementation, prior to it's commencement date of April 2008.
2. CCfA formalises much of the role of a good frontline councillor, but goes that one step further to enable them to refer, on behalf of their constituents, local issues to the Overview and Scrutiny Committee, concerning LA or partner functions. This will give a locality focus to Overview and Scrutiny with the potential for area-based reviews. The CCfA system is meant to deal with most matters 'informally' without the need for a scrutiny review, however, some issues will need to be referred. It is considered that only those issues which are a significant or genuine concern affecting a number of individuals within the wider community and those which concern the quality of service provision at a local level will be potential areas for scrutiny review as a CCfA.
3. It should be noted that this provision will not only apply to areas of delivery for which the council are responsible, but also to areas where we are responsible in conjunction with partners. It now also covers issues around Crime and Disorder which had previously been included in the provisions of Section 19 of the Police and Justice Act 2006, thus simplifying the process.
4. There are a number of other key issues with this provision:
 - The power to originate CCfA rests with the individual ward councillor.
 - The councillor decides which issues should go forward. If they decide it should not then no further action is needed.
 - Any local government matter can be subject to review.
 - Excludes quasi- judicial issues such as planning and licensing.
 - There is no right of appeal for the constituent to Executive etc.
 - Whilst members can refer the issue, it is the Overview and Scrutiny that decides whether to have a scrutiny review or not.
5. Appendix 1 to this Annex provides a draft CCfA flow chart describing the process over which an issue will take.
6. With the introduction of the CCfA requirement it is essential that this is not utilised as a 'complaint procedure'. Frontline councillors will need to act as the gatekeeper in deciding how to resolve matters of concern. In doing this they will inevitably need officer support in this above the level of support currently provided. A number of local authorities have been piloting this provision. The most advanced in this is Kirklees, who have put in an additional resource to assist members in using the

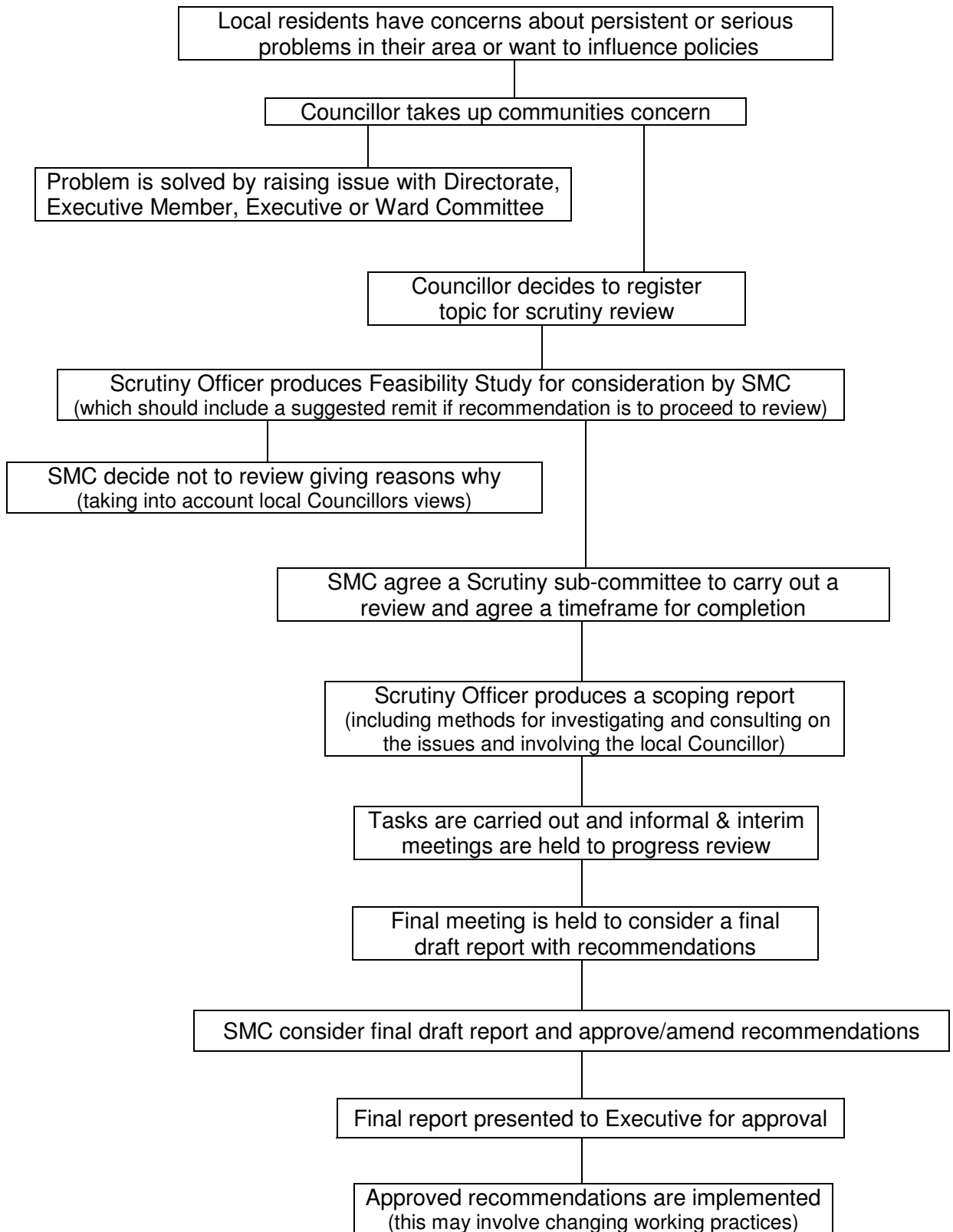
existing methods of resolving issues. From this experience it can be seen that it is likely that this resource will be needed within the NMU, as issues and concerns are likely to be raised with elected members via ward committee meetings or surgeries.

7. Further issues will become apparent with the introduction of CCfA and the issuing of the statutory guidance to assist local authorities with implementation. One such issue may concern the need to have a database to track issues raised by customers from the very point that the query is raised with the elected member. This would ensure that as existing mechanisms are used to resolve the issue raised by the constituent members can provide feedback. It would also ensure that an audit trail of action existed should the issue become a topic for Scrutiny Review. Such a system could be provided via the easy@york programme and the Customer Contact Centre, who are currently reviewing and developing the system in terms of member requests and queries.
8. In summary, members need to note the statutory introduction of the CCfA in April 2008. To recognise that ward members may need support in the handling of issues raised by constituents and that data handling may need to be reinforced to effectively support the process.

Indicative Financial Impacts

The implementation of the Councillor Call for Action (CCfA) will be cost neutral. Following its introduction in April 2008 elected members may require additional support, this will need to be investigated at a later date.

Appendix 1 to Annex 7- Councillor Call For Action



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Issue I – The role of Parish Councils

1. The Local Government White Paper recognised that Parish Councils are an established and valued form of neighbourhood democracy and management, with a role in rural and urban areas. Under the White Paper it was proposed that the existing Parish Council structure would be built upon to improve the capacity to deliver better services and represent the community. To achieve this the power of well being was to be extended to all Parish Councils that satisfy the *Quality Parish Scheme*. Currently under review, the *Quality Parish Scheme* is implemented via a locally accredited panel established by the National Association of Local Councils (NALC).
2. This ethos has been reflected in the enactment of the Local Government and Public Involvement in Health Act 2007 (LGPIH Act 2007). The process for creating local councils / Parish Councils has been made easier with the Sectary of State veto being removed.
3. Principal authorities now will have the ability to start the review process to create parish councils. The creation can also be triggered by a community petition. This review will make recommendations as to what new parishes (if any) should be introduced, as well as considering the position of existing parishes. Under the provisions, parishes will be able to call themselves 'neighbourhood, community or village councils'.
4. Guidance on undertaking a review, appointment of parish councillors and electoral arrangements are due to be produced, but were not published at the time of the production of this report.
5. In York coordinated work at a neighbourhood level already occurs with Parish Councils. Some Parishes are involved in Ward Planning Team meetings; Parish Councils apply and receive finding via the Local Improvement Schemes process; and we work on a strategic level with the York Local Council Association (YLCA). However the current arrangements are not consistent across the city and closer working relationships could be further developed, particularly in light of the development of NAP's. Option Two (see later) would therefore be to consider a review of working relationships, working in conjunction with the YLCA to strengthen Ward Planning Teams and coordination at a neighbourhood level.
6. York currently has both parished and none parished areas of the city. The LGPIH Act 2007 gives CYC the potential to 'review' these arrangements. Option Three could be to instigate a formal review of Parish Councils arrangements in the context of the LGPIH Act 2007, following the issuing of guidance from central government on the formal review process. The review could consider, in the context of public demand:
 - o Increasing the number of parish councils in the city.
 - o Amalgamation of parish councils.

- o Support to parish councils.
 - o Roles and responsibilities
7. Members have mentioned in the past the potential to devolve power from ward committees to parish councils in the city. Under this option (Option Four) the council would need to consider the following issues:
- o Legal and constitutional Implications – This option would require a review of the councils constitution concerning ward committees. A review would need to ascertain how much power could and should be devolved in parished areas of the city. The generation of a Service Level Agreement (SLA) with the relevant parish councils would be necessary. It would need to include consultation mechanisms, operating standards and financial controls for the utilisation of budget according to Financial Regulations. It would also need to cover the use of approved contractors, reporting mechanisms, timeframes for utilisation of allocated budgets etc. The review would also need to consider issues over parish councils where councillors are co-opted as opposed to democratically elected, as such individuals may not be considered by the public as truly representative of local issues and the local community.
 - o Financial Regulations – clarification will be needed from Corporate Finance CYC on the impact of the Financial Regulations on this option to ensure compliance.
 - o Impact on devolution and the refreshed model of neighbourhood management – with only part of the city parished, a review would need to take place to analyse how this option would work in practice to ensure that there is consistency across the parished and non parished areas. The review would also need to consider how ward committees would be delivered, if at all, within parished areas of the city, in the context of a desire by CYC to increase and demonstrate effective engagement with the public.
 - o Impact on the role of the frontline councillor – this option does have the potential to impact on the role of elected members as champions in the community. It would be essential to ensure that their role in the community is not diminished.
 - o Impact on NAP's – this option will also impact on the delivery of NAP's within parished areas of the city and determine whose responsibility it would be to produce these documents.
 - o Impact on Double Taxation – under this option should parish councils be required to undertake elements of work of the ward committees, for example public meetings and consultation around the utilisation of budget, there are likely to be resulted double taxation claims. These claims may be difficult to defend and may result in the council making additional payments.
8. In summary Members have 4 options:
Option One – to continue with the existing arrangements with parishes.

Option Two - to review the working relationships to achieve better coordination at a neighbourhood level.

Option Three – to instigate a formal review of parish arrangements in the city under the LGPIH Act 2007.

Option Four – to investigate devolution to parish councils including the pass porting of ward committee Local Improvement Scheme budget to parish councils.

Indicative Financial Impact

Option One – would be cost neutral.

Options Two - would be cost neutral delivered by the existing resources within the NMU.

Option Three – may require additional budget dependant on the scale of the Parish Council review and the nature of the awaited statutory guidance.

Option Four – this option is likely to result in financial implications to CYC, particularly in light of the double taxation issues. Although on the face of it, staffing resources may be reduced due to a reduction in the number of ward committees being supported, the reality would be that officers from CYC would need to ensure compliance with the parish council SLA and to offer advice to parishes on former ward committee issues. There is likely therefore to be little overall saving in staffing resources.

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Role and Successes of the NMU

- **Ward committees** – This is not only about the team's role in delivering, arranging venues, and facilitating the 18 ward committee meetings on a quarterly basis. They also personally support elected members in the role as community champions; hold ward team meetings, which include multi-agency problem solving groups dealing with issues such as anti-social behaviour; ensuring the involvement of partners to give effective ward level management of issues; they produce Your Ward, including editorial, graphic design and delivery; they consult on the delivery of local improvement schemes; and have developed the future thinking of ward committees with the Neighbourhood Action Plans (discussed in more detail below).
- **Development of Neighbourhood Action Plans and working in partnership with others** – This newly developed service area has led to profiles based on statistical information being produced for ward committees. These have been developed into ambition and vision statements, following public consultation for every ward committee. Not only have these provided a targeted focus at a ward level but they also provide an opportunity to strategically link local priorities with the LAA and Sustainable Community Strategy with partners, council departments, and the voluntary sector. Links have already been established to strengthen the NAP's for example, because 17 out of the 18 ward committees have an ambition / vision statement around community safety, North Yorkshire Police have seen the value in their utilisation of ward committees as consultation mechanisms to consult the public on the local police priorities in the wards. A new delivery mechanism has been approved by the Safer York Partnership Board to provide a platform for this and thereby negating the need to provide and facilitate Joint Action Groups in all wards. This work has also provided a platform for improved working relationships with NYP.
- **Housing tenant involvement service** – This service has been greatly developed over the last 12 months to provide more innovative engagement strategies with Residents Associations (RA's) and the tenants Federation. The Federation now have more of a voice to challenge council policy, they also have direction and focus provided by a Business Plan, developed with them by officers of NMU. The ongoing day to day support of Residents Associations has been strengthened through cluster group sessions which have led to the production of individual RA Action Plans looking at issues such as their longevity, training needs, area specific projects etc. The NMU is also assisting Housing Services with a number of project areas of key importance to them and their successful service delivery when assessed against the Key lines of Enquiry. These range for the implementation of the Respect Standards for Housing Management to the Repairs consultation.
- **Parish Liaison** – The team continue to work with parish councils to secure their engagement with the council, in particular with the ward committee

interface. Corporately we also work with the York Local Councils Association to ensure that they receive information they need corporately across the council. The NMU was also given responsibility for resolving Double Taxation disputes on behalf of CYC. This has been a challenging and resource intensive issue that has strained Parish Council relationships. Previously CMT provided direction to enable a cross authority working group to be established to support the NMU in this area. However, this area of work does not readily fit in the Neighbourhood Services Directorate, due to it prejudicing relationships with the parish councils. CMT may wish to consider putting this responsibility elsewhere in the council. This would enable the NMU to continue the development work with Parish Councils.

- **Community centres** – This diverse area includes the direct management of Burton Stone Community Centre and time intensive support to management committees of other centres, which are covered via a SLA. Considerable work has been needed to support at least one centre which is currently not financially viable including providing financial support, development of the management committee, business planning and training.
- **Community development** – assist groups of individuals to gain constituted status and apply for funding and the provision of Discretionary Rate Relief to community organisations.



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21 January 2008

Zoe Burns
Head of Neighbourhood Management
City of York Council
The Guildhall
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Dear Zoe,

I wanted to take this opportunity to thank you for providing such a useful and informative programme for Martin White during his recent visit to York. Martin came away with a more complete understanding of York's activities around participatory budgeting and neighbourhood working.

I have to say that I have been very impressed with York's programme. We are producing an article, as discussed, focusing on York and participatory budgeting for our Cll'r Magazine's "Empowerment" issue, due to be published in March. I have been particularly impressed by the way your authority has kept elected members at the centre of your process. I feel it is a fine example of elected members acting as a conduit for the community with the council. It demonstrates not only community empowerment but also empowerment of frontline councillors. I also think the links made to neighbourhood planning is of critical importance. I would like to continue to hold York up as an example for other local authorities as to how, with commitment, communities can be empowered and that local democracy benefits from such activity.

In terms of participatory budgeting, I think York has an important story to tell. I hope that we can continue to work together to celebrate the good work York has been doing and ensure that others can learn from your experience. I will be running a series of seminars, along with the PB Unit and hope that you might be available to participate. In addition, if you agree, I would like to provide your details to the PB Unit as they are very interested in your work.

Again, let me congratulate York on the work you've been doing and I look forward to continuing to watch as this work continues to evolve.

All the Best,

Maureen W. Alderson
Head of Centre for Local Democracy

INDEPENDENT INTELLIGENT INFORMATION

Registered Office: 22 Upper Woburn Place, London WC1H 0TB. A company limited by guarantee in England and Wales (no.1872218). A local authority controlled company. A full list of the Unit's members and an annual report can be obtained by contacting the Unit.

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INVESTOR IN PEOPLE

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New National Indicators for Local Authorities and Local Authority Partnerships

As part of the Comprehensive Spending Review announcement the government published a single set of 198 national indicators, which will be used to underpin the new inspection framework. These are the only indicators against which local authority performance will be reported and the only measures against which the government can agree targets with a local authority or partnership.

DCLG are currently consulting local authorities on the collection methodology, frequency and reporting of these indicators. It is key to note that they are not consulting on their inclusion nor on the balance of indicators within the suite. The closing date for this consultation is the 21st December 2007.

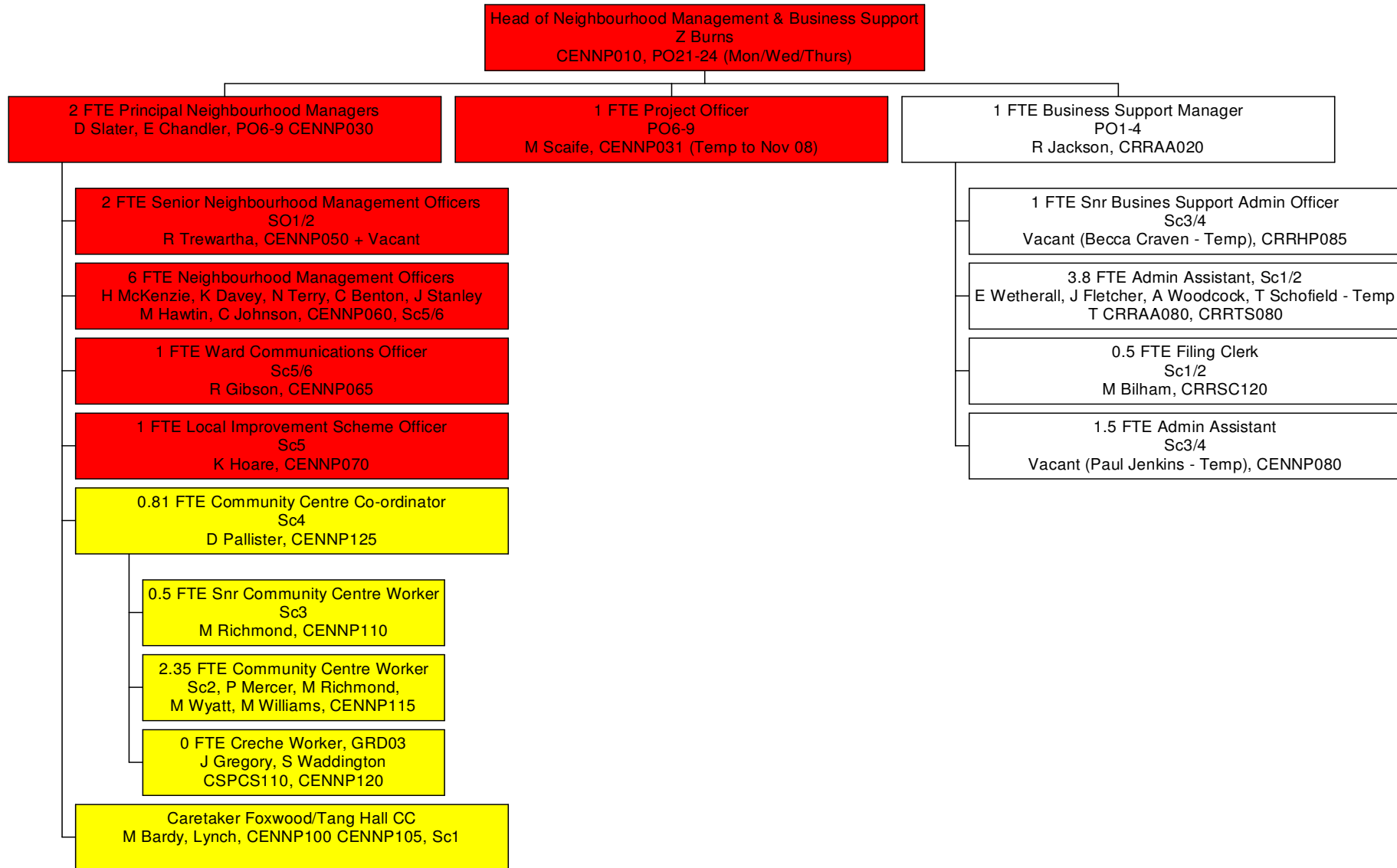
95 of the national indicators are existing measures, with 39 being new indicators whose definitions use existing data sources. However 64 of the national indicators are completely new measures for which there are no baselines available.

49 of the national indicators relate to the Safer and Stronger Communities Block and of these 14 indicators relate to the Stronger Communities element.

Ref No	Title / Definition	Existing Indicator	Collection Method
NI1	% of people who believe people from different backgrounds get on well together in their local area	Y	New Place Survey
NI2	% of people who feel that they belong to their neighbourhood	N	New Place survey
NI3	Civic participation in the local area	N	New Place Survey
NI4	% of people who feel they can influence decisions in their locality	Y	New Place Survey
NI5	Overall/general satisfaction with the local area	N	New Place Survey
NI6	Participation in regular volunteering	N	New Place Survey
NI7	Environment for a thriving third sector	N	Formula proposed
NI8	Adult participation in Sport	Y	Sports England Active People Survey
NI9	Use of Public libraries	N	Formula Proposed
NI10	Visits to museums and	N	Taking Part survey pr

Ref No	Title / Definition	Existing Indicator	Collection Method
	galleries		Places Survey
NI11	Engagement in Arts	N	Consultants looking at how the data can be collected locally
NI12	Refused and deferred HMO licence applications leading to immigration enforcement activity.	N	Formula is proposed
NI13	Migrants English language skills and knowledge	N	LA education Statistics
NI14	Avoidable contact. The average No. of customer contacts per resolved request	N	Via LA statistics. Consultation prescribes the operational areas to be covered by this indicator.

Neighbourhood Management & Business Support



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**Neighbourhood Management Unit –
Base Budget 2007/08**

	Gross Expenditure (excluding - Support Costs & Capital Finance Charges)	Support Cost Charges	Capital Finance Charges	TOTAL GROSS EXPENDITURE	Gross Income (excluding Support Cost Recharges)	Support Cost Recharges	TOTAL GROSS INCOME	TOTAL NET EXPENDITURE	
	£ 000	£ 000	£ 000	£ 000	£ 000	£ 000	£ 000	£ 000	
<u>Revenue</u>									
D508	Your Ward	50		50			0	50	
D509	Target Hardening	50		50			0	50	
D510	York Community Pride (Not Recurring)	25		25			0	25	
D514	Ward Committee Admin	10		10	0	10	10	0	
D516	Ward Committee Works	79	259	10	348		0	348	
D596	Neighbourhood Management Unit	526	79		605	0	286	286	
Z***	Ward Committee Works - Revenue	376			376		0	376	
Z133	Parish Revenue Allocations	86			86		0	86	
Z***	Community Centres	204		127	331	42	42	289	
Z527	Discretionary Rate Relief	11			11		0	11	
Total - Revenue		1,417	338	137	1,892	42	296	338	1,554



Policy Briefing: *The Local Government White Paper 'Strong and Prosperous Communities'* & *The Local Government and Public Involvement in Health Act 2007*

Introduction

This briefing provides an update on the passing of the Local Government and Public Involvement in Health Act and on progress within CYC on implementing individual elements of the Act and White Paper, highlighting key issues that still need to be addressed. Additional briefings and a report on the White Paper were submitted to CMT in November 2007.

Overview

The White Paper was published on 26th October 2006 and was followed by the Local Government and Public Involvement in Health Bill which was intended to give legislative effect to many of the proposals contained within the White Paper. The Bill received Royal Assent on 30th October 2007 and the Local Government and Public Involvement in Health Act has now been published in final form.

The key themes of the White Paper 'Strong and Prosperous Communities' were

- Responsive services and empowered communities
- Effective, accountable and responsive local government
- Strong Cities, strategic regions
- Local government as a strategic leader and place shaper
- A new performance framework
- Efficiency- transforming local services
- Community cohesion

The Act gives effect to the Government's proposals for the reform of the local government system in England and the reform of current arrangements for public involvement in the provision of health and social care services.

The Bill was less proactive than the White Paper; several proposals in the White Paper were not specifically mentioned. However, some of the issues the White Paper contained have been carried forward by other government reviews and papers (e.g. the review of Sub-national Economic Development and Regeneration and the Comprehensive Spending Review). Whilst the Act contains statutory duties, the White Paper is more of an overarching and aspirational document. The Government's intention is that councils striving for excellence will consider the recommendations such as neighbourhood working, participatory budgeting and area-based scrutiny. The more good practice that can be embedded the better as the policy direction of central government indicates that it is likely that there will be forthcoming proposals on petitions, and around informing and involving citizens.

The underlying premise of both White Paper and emerging legislation is to improve participation and engagement with democracy, strengthen the role of the frontline councillor, improve partnership working and enable local authorities to deal with local issues. However there are still contentions between central and local direction regarding accountability and funding.

There have been some amendments to the Bill during its progress through both the House of Commons and House of Lords, most notably regarding executive arrangements and the Councillor Call for Action (CCfA). Central government has continued to emphasise the need to put users at the heart of services, improve involvement and allow local flexibility as policy objectives. Following the Green Paper on Governance in July 2007 forthcoming legislation to establish a concordat between central and local government is likely.

Some additional guidance and confirmation of timescales for implementation is still expected from Government. Table 1 provides details of this plus CYC's progress to date.

Key Points from the Local Government and Public Involvement in Health Act

Summarised below are key points from the Act. The implications of these and CYC's progress are included in Table 1.

- Executive & Decision-Making Models – a Lords amendment removed the option of a directly elected executive. The options are now a leader and cabinet executive or mayor and cabinet executive with either leader or mayor holding office for 4 years.
- Unitary authorities – a time limit, up to January 2008, was put on the power to direct councils in two-tier authorities to make bids for unitary status.
- Byelaws – a process for devolution of byelaws was set in motion, this is expected to be in place for April 2008 following consultation (secondary legislation is required).
- Neighbourhoods & Decision making –the Act contains less on this aspect than the White Paper, however the recent Action Plan for Community Empowerment: Building on Success (DCLG Oct 2007) sets out methods for devolving power to local communities, such as transferring assets and participatory budgeting.
- Community Cohesion – local authorities have a duty to ensure cohesive communities.
- Scrutiny – there is an enhanced role for local authorities to review actions of key public service providers and to call for evidence. Overview and Scrutiny is expected to have a new locality focus with increased potential for area-based reviews. Further guidance is expected.
- Councillor Call for Action (CCfA) – there will now just be one model rather than two (there was going to be a separate model for Crime and Disorder as announced in the Police and Justice Act 2006 but this was suspended due to the Flanagan review of policing). The simpler DCLG model is to be adopted. The focus is on the ward councillor to bring forward CCfAs which must as a minimum be considered by Scrutiny Management Committee, which will to decide whether or not to pursue the matter further. Statutory guidance is still to be published.
- Performance and Comprehensive Area Assessment (CAA)– new National indicators were announced as part of CSR07. CMT received a briefing on the new performance management framework on 31st October. The technical guidance is currently being consulted on. CMT will receive a further briefing on this and a report on CAA in the next few weeks.
- Local Area Agreement (LAA) – the Act introduced a statutory duty for local authorities to have an LAA. Once agreed all partners must have regard to the targets when conducting business. NHS and foundation trusts were originally omitted as named partners, they have now been included.
- Local Involvement Networks (LINKs) - the Act introduced a duty on each local authority to appoint an independent organisation to develop and support LINKs which replace Patient Forums. £10,000 has been allocated to councils to support implementation to commission a provider. A further announcement to be made on funding for the three year period from 2008-09.
- Waste PFIs – Councils were given the power to submit proposals to create joint waste authorities.

- Duty to Involve – the Act introduces the duty from 2009. Local authorities will be required to involve local people in the exercise of their functions. Guidance will be issued which is likely to focus on involving local people in the design and delivery of services. It is likely there will be CAA measures around involvement of citizens in decision-making processes.

Implications & Analysis

Table 1 details the main areas of action from the White Paper and summarises progress alongside outstanding issues that still need to be addressed. Since an initial CMT report in January 2007 there have been a number of related reports which have been linked to specific elements of the White Paper, (e.g. neighbourhood management and on the transfer of community assets), and work is ongoing in responding to the White Paper.

Some of the initiatives at CYC have gone further than responding to the basic statutory requirements and have taken a more holistic view embracing the spirit of the White Paper and in line with the direction of central government policy. This reflects CMT's decision in January 2007 to take a 'proactive' approach to the White Paper. The priorities and direction statements in the corporate strategy and work around neighbourhoods are good examples of this approach.

Future Action

The policy direction emerging from central government indicates that in future we are likely to be asked to do more around community and stakeholder involvement and partnership working in addition to continuing to make efficiency savings. This is evidenced in 'An Action Plan for Community Empowerment: Building on Success' (DCLG, Oct 2007), and the Governance Green Paper (July 2007).

Key outstanding issues in responding to the White Paper and the Local Government and Public Involvement in Health Act for CYC are

- Scrutiny – ensuring our function will meet new requirements
- CCfA – ensuring CYC has a system in place to meet demands including support for ward councillors
- Performance, new indicators and transition to CAA – work is ongoing around this. CAA will focus more on outcomes, customer experience and the delivery of outcomes through partnership.
- LINKs – replace Patients Forums. The focus of a LINK is ensuring local community can influence key decisions on health and social care services. Work is ongoing on commissioning an organisation to run the local LINK.
- Citizen involvement - future measures will look for more evidence of engagement and CYC could start to embed this across all Directorates. There is a need to demonstrate that corporate importance is placed on enabling citizens to influence decision-making.

There are a number of consultations still scheduled to take place and confirmation of guidance and final implementation from central government remain outstanding on a number of the key issues. There is need to ensure that such information is communicated to relevant staff. There is also a need to engage with Elected Members and ensure they have an understanding of the key issues. Once the arrangements for CCfA are available they will need to be fully briefed on how this will work for CYC.

Linkages to Current CYC Priorities

Many elements of the corporate strategy link well with the policy direction of the original White Paper and successive policy announcements. The refreshed corporate values and direction statements are in line with current policy thinking and if we use these to develop our overall agenda we are likely to go some way to fulfilling not just statutory obligations but the tenor of the original White Paper such as involving citizens, place-shaping, tackling the key issues that affect the locality, and promoting community cohesion and inclusion.

Table 1 White Paper Actions and Progress**Governance and Empowerment**

Proposal	Government progress to date	CYC progress	Deadline	Comments
Changes to Executive arrangements: Executive structure to be one of the following: Directly elected mayor, appointing a cabinet or Leader elected by council, cabinet chosen by Leader (4 year term)	Amendments made in the Bill to remove one of the options (directly elected executive)	CYC model already similar	2011 for unitary councils	Councils will be able to adopt a mayoral model following community consultation – does not need referendum
Local authorities can opt for all-out elections every 4 years and single member wards	To be phased in with electoral cycles	CYC already has 4 year cycle. Single member wards not considered to date.	2009 -2011	Councils can request Electoral Commission to review for single member wards
Expansion of powers of overview and scrutiny to enable review actions of key public service providers and call for evidence.	Regulations to be introduced – not yet in force. Intention to increase locality focus of scrutiny	CYC have amended topic registration form.	April 2008	Police & Justice Bill stated we should have a separate Crime & Disorder scrutiny committee
Creation of a 'Councillor Call for Action'.	Now only one model with focus on role of the ward councillor. All councillors to be able to refer matters for overview and scrutiny. Statutory guidance still to be published.	Members will need briefing and training before implementation, Issues of support for ward councillors in determining what is a Call for Action (need for clear definitions)	Consultation Jan 2008 Introduction from April 2008 (subject to Police review)	Scrutiny services need to examine current practice and include any amendments required to enable CCfA Information on Kirklees pilot has been passed to scrutiny.
Set up of Commission on Local Councillors	Reported 10 th Dec 2007 Gov. implementation plan March 2008	Briefing produced Jan 2008	Dec 2007 March 2008	Further action depends on implementation plan

Proposal	Government progress to date	CYC progress	Deadline	Comments
Local authorities to adopt new, simpler code of conduct for members.		York adopted new Code of Conduct at Council in August & all members are signed up.	April 2008	
Extension of neighbourhood management e.g. <ul style="list-style-type: none"> • Community ownership and management of assets • Neighbourhood Charters • Community kitty/ participatory budgeting • Area based scrutiny • Petitions 	Action Plan for Community Empowerment published Oct 2007 Quirk Review published March 2007 - government committed to implementation May 2007 Toolkit due Spring 2008 Pilots set up, probable introduction 2012 for all Consultation Jan 2008	Paper on asset transfer has been to Executive & decision taken Oct 2007 CYC already has Neighbourhood Action Plans	Spring 2008	Need to keep under review if requests are made for community ownership. Neighbourhood Services already reviewing - paper to Executive due 26/2/08 Briefing produced for CMT
Community governance	New powers to carry out community governance reviews Well being of parishes	CYC could consider if it would want to look into this.	Feb 2008 April 2008	Council can start process leading to creation of parish councils.
Joint Strategic Commissioning – requirement for PCT & LA to undertake		Work underway and report to come to CMT in 2008	April 2008	

Proposal	Government progress to date	CYC progress	Deadline	Comments
New duty to inform, consult & involve local people	Statutory guidance to be developed in 2008	New duty to involve local people will need to be considered across all Directorates.	April 2009	Briefing to be provided once further information available
Creation of Local Involvement Networks (LINks) for patient and public involvement in health and social care to replace Patients' Forums. LINks will be attached to a local authority area rather than a specific NHS Trust	£10,000 allocated to councils to support implementation. Announcement to be made on funding for the three year period from 2008-09.	Joint procurement of a LINks service between York and North Yorkshire is being progressed by Partnerships Team. Designed to comply with statutory requirement for host organisation	April 2008	Strategic Partnerships Team developing
New powers to introduce byelaws	Secondary legislation to be implemented to enable local authorities to make certain byelaws	CYC will need to consider if they want to take this up	April 2008 – regulations to be issued	
Joint Waste Authorities * (was added in to Bill at late stage)	Councils were given the power to submit proposals to create joint waste authorities.	CYC currently has a PFI project jointly with NYCC		CYC may wish consider in future
Restructure into new unitary authorities	Final decisions to be made Dec 2007 NYCC already been unsuccessful in bid	No action required	April 2009	No action required

Performance

Action	Progress to date	CYC Progress	Deadline	Comments
New single set of national indicators to be used for performance management	198 indicators announced as part of CSR07 Consultation on technical definitions Nov – Dec 2007 Final handbook due to be published by end Feb 2008	CMT briefed 31/10/07	April 2008	Policy Improvement Equalities Team/ Strategic Partnerships team dealing & involving other directorates
No longer a requirement for BVPPs				
New Places survey will replace the BVPI satisfaction survey	Consultation Dec 07- Jan 08		Autumn 2008	Marketing / Policy Improvement Equalities Team leading
Comprehensive Area Assessment (CAA) to replace CPA, JAR, APA and social care star ratings	Consultation to take place 2007 /2008 (more than 1)	CMT discussion paper 28/11/07 Will need to involve all Directorates & lessons from CPA	April 2009 (for full implementation)	Policy Improvement Equalities Team /Partnerships working on this.
National Improvement & Efficiency Strategy to be introduced	Publication Jan 2008 Prospectus due March 08	Briefing produced for CMT Jan 2008	March 2008	Resources Directorate leading
Local Area Agreements Statutory requirement for LAAs Duty for other agencies to cooperate in development of LAA	Amended to include NHS & Foundation trusts as named partners		June 2008	Strategic Partnerships Team leading
LAA targets (up to 35) to be negotiated with partners	Guidance on negotiation published Sept 2007	Negotiation of revised LAA ongoing		

City and Regions

Action	Progress to date	CYC Progress	Deadline	Comments
Involvement of local authorities as place shapers in relation to economic development and regeneration	Review of sub-national economic development & regeneration published July 2007.	CYC to consider focus in relation to Future York report etc CMT paper on LCR 7/11/07		Separate briefings have been provided on this & regional agenda. Economic Development Team leading
Multi Area Agreements	Guidance to be published by end 2007	To be taken up through Leeds City Region	June 2008	Economic Development leading
Local Transport Bill	Draft published May 2007 Bill due this Parliament			

Community Cohesion

Action	Progress to date	CYC Progress	Deadline	Comments
Commission on Integration & Cohesion to make recommendations on how local communities can build cohesion	Report published July 2007 - initial government response October 2007 Detailed government response due 2008	Cohesion & Inclusion agreed as direction statement in corporate strategy. 'Cohesion Strategy' under consideration		Cohesion will be linked into LAA and new performance framework. Need to review once detailed government response available.
Migrant workers	Good practice website launched Feb 2007	Work begun in conjunction with Inclusive York on changing population in York- includes migrant worker issues		
Establishment of Forums on Extremism	12 have been set up 2007			

Last updated 30/01/08



Executive

26th February 2008

Report of the Director of City Strategy

**REVIEW OF SUB-NATIONAL ECONOMIC DEVELOPMENT AND
FUTURE WORKING WITHIN THE LEEDS CITY REGION****Summary**

1. The report sets out background information on the Government's Sub-National Review of economic development and regeneration (SNR), considers the implications of this for the Leeds City Region (LCR), and proposes specific actions for the Executive to consider in order to maximise the benefits for York.

Background

2. The Government's review sets out a number of structural reforms, namely:
 - to strengthen the local authority role in economic development, including a new statutory economic assessment duty;
 - to support the effective collaboration by local authorities across functioning economic areas, for example by establishing Multi Area Agreements;
 - to introduce single regional strategies, with Regional Development Agencies designated as regional planning bodies;
 - to give regions a greater say in the distribution of funding in each region;
 - to sharpen the focus of central government on sub-national devolution, including the appointment of regional Ministers acting as regional champions.
3. A summary of the proposals set out in the SNR is appended to this report (Annex A). Some of the proposed structural changes will require legislation and the Government has indicated that they will consult on how the regional strategy may be implemented and on the creation of a focused duty placed on local authorities to carry out assessments of local economies. This consultation is likely to take place early in 2008. Other elements of the SNR are capable of more immediate implementation; progress to date includes:
 - a concordat signed between the Government and the Local Government Association, establishing for the first time an agreement on the rights and responsibilities of local government, including its responsibilities to provide effective leadership to the local area and to empower local communities;
 - a White Paper published regarding business rates supplements, proposing a new power for local authorities to raise and retain local

supplements to the national business rate in order to fund projects to promote economic development subject to a number of safeguards;

- the introduction of new legislation in the Planning Bill for a new Community Infrastructure Levy that will establish a better way to increase investment in infrastructure;

- a reform of local authority business growth incentives;

- a newly announced Working Neighbourhoods Fund to support community-led approaches to getting people in deprived areas back into work – this is targeted on 66 local authorities, not including the City of York;

- a new performance framework for local government with a clear focus on economic development and neighbourhood renewal;

- an announcement of 13 sub-regions (including the Leeds City Region) as developing the first wave of new Multi Area Agreements (MAAs) with the aim that these should be agreed locally and with Government by June 2008;

- the publication of the Local Transport Bill allowing for the boundaries of Passenger Transport Authorities (PTAs) to be extended and for PTAs to take on more powers that would allow a more integrated approach to transport management at the sub-regional level;

- the appointment of Ministers with regional responsibility, in the case of Yorkshire and the Humber this is now Rosie Winterton, MP for Doncaster Central and Minister of State for Transport.

4. The SNR envisages a stronger role for City Regions and sub-regional working in order to enhance economic growth and competitiveness. The Leeds City Region comprises the 10 local authority districts of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield, and York, which reflects the true area of how the economy of Leeds and the other cities, towns and rural areas in the city region functions; for example, 95% of people who live in the city region also work in the city region (the comparable figure for York is about 85%). Together with North Yorkshire County Council, the local authorities have prepared and agreed the Leeds City Region Development Programme which is essentially the economic plan for the city region. The Vision for the Leeds City Region is to “develop an internationally recognised city region; to raise our economic performance: to spread prosperity across the whole of our city region; and to promote a better quality of life for all of those who live and work here”. As well as the Leaders Board, other working arrangements have been developed within the Leeds City Region covering Transport, Skills and Labour Market, and Housing. Work is continuing to develop a Multi Area Agreement focussed on skills, labour market mobility and transport. Yorkshire Forward have indicated their intention to move their investment planning processes to a city regional basis, and shadow arrangements for city region investment planning are expected to be in place by April 2008. The Leeds City Region secretariat has also been working with the five Chambers of Commerce, the Confederation of British Industry and local authorities to establish a business leadership group reflecting a balance of representatives from different industrial sectors, geographical areas and size of business.

Consultation

5. Consultation has been undertaken by the Government regarding the SNR and it is likely that specific elements of the proposals set out within the SNR will be the subject of further consultation as proposals are developed. The Leeds City Region Development Programme was subject to consultation within the city region and was agreed by all 11 local authorities. The implications for York of the developing "City region agenda" has been included in the consultation exercises undertaken with respect to the Future York Group report, the Sustainable Community Strategy and the Local Development Framework. Any agreed actions following consideration of this report may need to be subject to further consultation following consideration at this meeting.

Options

6. Most of the proposals set out in the SNR will be the subject of consultation with the local authority and an assessment of the options open to the Council will need to be undertaken at the appropriate time. At this stage, the key element for York is to maximise the opportunities presented by the Leeds City Region and to consider how best the City of York Council can respond to this. This is considered further below.

Analysis

7. If the City of York Council is to capitalise on the opportunities and benefits of the Leeds City Region then a clear strategy of engagement needs to be developed with representatives involved in LCR having a clear briefing on relevant issues. This analysis highlights benefits and priorities and outlines the key actions needed within the Council to deliver maximum benefit to the City.
8. In terms of Corporate Priorities, involvement with the Leeds City Region can help to increase the skills and employment prospects of residents, improve economic prosperity/minimise income differentials and reinforce the sustainable transport agenda. It can also help deliver the regional imperatives contained within the Future York Group report and make the Council's regional and national employment performance indicators easier to achieve. Particular initiatives within York that have a strong impact on the Leeds City Region include:
 - Access York – proposals for tackling congestion and improving Park and Ride facilities on the Outer Ring Road to improve mobility and access across the LCR.
 - York North West – recognition that the economic benefits of developing this site will be of great significance to the LCR and help realise ambitions to develop further the business and financial sector of the LCR.
 - Tourism – increased recognition of the importance of York as acting as a gateway into the region and LCR for tourists and other visitors. It can

be argued therefore that investment in the City's public realm or attractions can be of major benefit to the region.

- Science City York – increased recognition for the role Science City York can play in delivering the regional innovation strategy across the LCR. As a formally designated National Science City, York is able to lead on an innovation agenda across the LCR, increasing the skills base of the local economy and impacting on regional GVA (Gross Value Added).
- Multi-Area Agreement – focussed on skills, labour market mobility and transport will help to address both the supply and demand sides of the skills agenda and assist in ensuring that an appropriately skilled workforce is available to meet the needs of employers in the City and across the LCR. York, a centre for learning with its two universities and two colleges with a new Financial Services Academy (York College) and Business School (St John's) is well placed to feed into the skills base required in the future and underpin the burgeoning Financial and Business Services Sector that needs to spill out of Leeds. York is currently at near full employment but the opportunity is here to address both higher added value employment as well as under employment and low skills issues.

9. A number of City of York Council actions are recommended to ensure that York helps to shape the LCR agenda and to articulate our ambitions and potential:

- Ensure appropriate representation on key thematic Panels within the Leeds City Region that are being formed where these are relevant to the initiatives identified in paragraph 8 above.
- Ensure that York's Business Panel representative is fully briefed on York related issues.
- Work with contiguous LCR partners who may have similar aspirations
 - Harrogate, the southern part of which is in the LCR
 - Selby (in particular)
 - Ryedale, which is not in the LCR but is included within York's RSS sub-area. Southern Ryedale (and Malton) has a stake in York's economic success and its growing regional weight (an RSS designated regional centre).

Within the above, begin to consider how the LSP and partnership working might interlock with the aspirations and ambitions of these neighbouring authorities.

- Work with Leeds business representatives through York Professionals, Visit York and Science City York. Discuss and agree on (in particular) strengthening the financial and business services sector and spreading its employment benefits city regionally. Establish York's credentials (mainly via

York North West) as a viable location for investment and employment. Develop the agenda of York as a gateway to the region and City region.

- Ensure dialogue is taking place on building the relationship with Yorkshire Forward at the appropriate senior level, taking account of the priorities identified above for York in relation to the Leeds City Region, namely: Access York, York North West, Gateway for Tourism and Science City York. The Council will lead on working with Yorkshire Forward to seek their direct investment in York to support economic development priorities.
 - Ensure that the appropriate officers are involved in developing a Multi-Area Agreement for the Leeds City Region. Government Office has stated that one should be agreed by June 2008 focussed on skills, labour market mobility and transport; the LCR board has agreed to this.
 - Ensure that York's case for the designation of York North West as one of the Government's New Growth points is articulated within the LCR endorsement process.
10. In engaging with the LCR agenda, it is important to recognise that the Leeds City Region still needs to 'prove' itself as a political body and strategic thinker capable of delivering schemes which have cross-city region benefit. The LCR contains a wide variety of economic and social conditions within it, and therefore there will need to be careful negotiation on proposals that are truly of cross-city region benefit. It is possible for example that a 'West Yorkshire lobby' might out-vote other members in the future to bring more parochial benefit. In addition to the LCR, it is likely that York will continue to have an interface with partners within North Yorkshire due to the levels of economic interaction between York and North Yorkshire. Equally, we will need to maintain a close working relationship with Yorkshire Forward to seek their direct investment in York, bearing in mind the limitations on the budget of a local authority of the size of York to contribute to wider city region initiatives. It will also be important to ensure that the principal of subsidiarity is followed by the Government in implementing its proposals for the Sub-National Review to deliver accountability and transparency.

Corporate Priorities

11. Current corporate priorities that link with the report's focus on improving economic prosperity through the SNR and the Leeds city region are:
- Increase peoples skills and knowledge to improve future employment prospects.
 - Improve the economic prosperity of the people of York with a focus on minimising income differentials.
 - Increase the use of public and other environmentally friendly modes of transport.

Implications

- 12. Financial: A growth bid of £23,000 has been put forward to support the likely costs to the Council of contributing to the Leeds City Region secretariat as agreed at the LCR Leaders Board; this will be considered as part of the Council's budget setting for 2008/09. Any other financial implications arising from the SNR or Leeds City Region working will need to be the subject of separate future reports to the Executive.
- 13. Human resources: None directly from this report.
- 14. Equalities: None
- 15. Legal: None
- 16. Crime and Disorder: None
- 17. Information Technology: None
- 18. Property: None

Risk Management

- 19. In compliance with the council's risk management strategy. There are potential risks to York and the Council of not engaging in the Leeds City Region through a potential loss of funding opportunities and influence. The actions set out in paragraph 9 of this report are intended to mitigate against potential risks.

Recommendation

- 20. That the Executive approve the actions set out in paragraph 9 of this report in order to maximise the benefits of the Sub-national Review and the Leeds City Region to York.

Reason: To help shape the effectiveness of future action.

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Report **Date**
Approved

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Financial – Patrick Looker
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Wards Affected:

All

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Background Papers:

None

Annexes:

Annex A - Sub-National Review of Economic Development and Regeneration -
Summary

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ANNEX A:

Sub-National Review of Economic Development and Regeneration

SUMMARY

The principles the review is based are:

Managing policy at the right spatial levels

- there should be a devolved approach, giving local authorities and regions the powers to respond to local challenges and improve economic outcomes;
- responsibilities should be allocated in line with economic impacts, based on a bottom-up approach to collaboration between areas;

Ensuring clarity of roles

- objectives need to be clear, with a strong focus on economic development measures and opportunities for sustainable growth;
- decision-making should be as streamlined as possible and bureaucracy must be minimised;
- strategies, policies and funding streams must be rationalised and coordinated effectively;

Enabling places to reach their potential

- clear accountability and public scrutiny arrangements must be in place to allow for devolution of powers and responsibilities, including at the regional level, with an inclusive approach to development of regional strategies;
- places must have incentives to promote economic growth and tackle the problems of deprived neighbourhoods; and
- the public sector must have the capacity to work effectively with the private sector.

The reforms are in four key areas as set out below.

Empower all local authorities to promote economic development and neighbourhood renewal

So that all local authorities have greater flexibilities and incentives to promote economic growth and tackle the problems of deprived areas, the Government proposes to:

- consult on the creation of a focused statutory economic duty for local authorities which would require all upper tier authorities to carry out an assessment of the economic circumstances and challenges of their local economy;
- reform the Local Authority Business Growth Incentive scheme to give a clearer focus and incentive for local authorities to promote economic growth;
- concentrate neighbourhood renewal funding more closely on the most deprived areas with greater incentives for improved performance;
- reform the local authority performance framework so that it includes a clear focus on economic development and neighbourhood renewal;
- consider options for supplementary business rates, working with local government, business and other stakeholders;
- work with the Regional Development Agencies so they play a more strategic role, delegating responsibility for funding to local authorities and sub

regions where possible unless there is a clear case for retaining funding at the regional level or there is a lack of capacity at lower levels;

□□ ensure the proposed new homes agency also supports local authorities in its role focusing on housing, housing-related interventions, and the transformation of deprived communities;

□□ moving funding for most 14-19 year olds education and skills to local authorities as announced as part of the recent machinery of government changes; and

□□ work with local authorities to improve their capacity to deliver on their new, enhanced role on economic development and neighbourhood renewal.

Support local authorities to work together at the sub regional level

Recognising that our cities and towns are often the engines of economic growth and that many economic markets operate at the level of sub-regions, including city-regions, the Government will:

□□ allow sub-regions to strengthen sub-regional management of transport, and including the possibility of giving greater long-term certainty of funding for transport where suitable governance arrangements exist, as part of the Local Transport Bill;

□□ develop proposals for Multi-Area Agreements to allow groups of local authorities to agree collective targets for economic development issues;

□□ work with interested sub-regions to explore the potential to allow groups of local authorities to establish statutory sub-regional arrangements which enable pooling of responsibilities on a permanent basis for economic development policy areas beyond transport;

Strengthen the regional level

The regional tier has an important role in developing overall strategy, identifying priorities and opportunities for growth. More policy and funding decisions should be devolved from the centre. However, accountability arrangements need to be clearer and simplification is required. The Government therefore proposes to:

□□ move to a single integrated regional strategy which sets out the economic, social and environmental objectives for each region;

□□ place on the Regional Development Agencies the executive responsibility, on behalf of the region, for developing the integrated regional strategy, working closely with local authorities and other partners;

□□ set each region a regional economic growth objective, and set out an expectation for regions to work with local authorities and other key stakeholders to set out plans for housing growth that meet regional demographic pressures, and help tackle affordability and the national under-supply of housing;

□□ reform significantly the RDAs' objectives, replacing their current tasking framework with a simplified outcome and growth-focused framework defined by a single over-arching growth objective;

□□ give local authority leaders in the regions responsibility for agreeing the regional strategy with the RDAs, and for effective scrutiny of RDA performance;

□□ work with Parliament to agree the best way of strengthening Parliamentary scrutiny of regional institutions and regional economic policy;

- carry out a second expanded Regional Funding Allocations exercise in the Comprehensive Spending Review period;
- ensure that the work of agencies including the Highways Agency, the new homes agency, the Environment Agency, the Learning and Skills Council(LSC) and Jobcentre Plus informs, complements and contributes to the priorities agreed in the regional strategies;
- reform significantly and simplify the RDAs' sponsorship framework in order to support the devolving decision-making agenda, drive further improvements in strategic and analytical capacity, clarify further the focus of the RDAs, and provide incentives for each RDA to improve continually its impact and performance; and
- give the RDAs a key role in both coordinating business support within the regions and in delivery, with consideration by the time of the Comprehensive Spending Review of a single brokerage service for business support and skills, and better alignment of the RDAs and the activities of UK Trade & Investment.

Reform central government's relations with regions and Localities

The Government will also improve its support for regions and localities, including through reforms to:

- give the Department for Business, Enterprise and Regulatory Reform (DBERR) responsibility for performance management of the RDAs;
- give DBERR lead responsibility for the Regional Economic Performance Public Service Agreement (PSA);
- make the regional strategies subject to joint sign-off by the Secretary of State for Business, Enterprise and Regulatory Reform and the Secretary of State for Communities and Local Government;
- appoint a Minister for each of the regions, to provide a sense of strategic direction for their region and to give citizens a voice in central government, ensuring that government policy takes account of the differing needs of the nine English regions; and
- ensure that all the Departments involved in delivery are jointly responsible through the new performance management framework, as part of the Comprehensive Spending Review.

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Executive26th February 2008

Report of the Director of City Strategy

BUSINESSES IN CITY CENTRE PERIPHERAL STREETS**Summary**

1. The report seeks to inform the Executive on a motion considered at full Council in October 2007 regarding businesses in City Centre peripheral streets and makes recommendations for the Council, working in partnership with others, to adopt in response to the report.

Background

2. At the Council meeting held in October 2007, it was resolved to refer a motion to the Executive for consideration with an officer report under Standing Order 11(a)(ii)(b). The original motion stated that: "the Council is concerned that whilst businesses in the inner core of the City Centre are thriving, some of the City Centre peripheral streets such as Goodramgate, Micklegate and to a lesser extent Fossgate, were not perceived as benefiting from this prosperity and are, in some cases, taking on a somewhat "run down" look. Further, Council notes that a review of the Council's footstreets scheme is currently under way and determines that regard should be had to this issue, in the conduct of that review. Finally, Council resolves to allocate adequate resources, including Officer time, to research this problem, and to develop an Action Plan, to include an economic regeneration strategy, to address this issue and to encourage a culture of vibrancy and prosperity, in these streets."

Consultation

3. No specific consultation has been undertaken in relation to this issue. The proposed closure of the Micklegate Post Office has generated considerable public comment and this matter was considered by the Executive at its meeting held on 16th January. Further consultation will need to follow on from consideration of this report by the Executive.

Options

4. The options for Members are to consider the actions set out below in response to the issue raised.

Analysis

5. The issue of difficulties faced by some retailers on streets peripheral to the City Centre is not a new one, and not one that is easily solved. Peripheral streets on either side of the river can find trading levels difficult, particularly the independents who do not have the draw of a destination shop at one or both ends of their street to

create good pedestrian flows nor the assistance of media marketing campaigns associated with the larger chain stores in the City Centre. However, it should be recognized that there are some particular "destination shops" in the peripheral streets for whom customers are rarely passing trade and attract buyers from the City and far beyond by their reputation. It is clear that different streets in the City Centre fulfill different functions, and this is reflected in values and rentals. The streets referred to in the motion to Council are generally recognized as secondary retail locations, often with an emphasis on A3, A4 and A5 uses (namely Restaurants and cafes, drinking establishments, and hot food takeaways). These uses form an important element of York's evening economy.

The current position

York Trading conditions in retailing are anecdotally becoming more difficult (although this has yet to show in the latest results for the city centre Business Survey which covers the second quarter) and particularly for smaller traders. There are suggestions that this has been the case since Easter of this year – with the poor summer weather there was no summer boost to trading. The increases in interest rates and energy have played a key role in raising household costs and both spending and confidence have suffered. Many City Centre businesses have reported however good trading over the Christmas period. In property terms tenants large and small are nervous and there is strong resistance to rent rises and possibly fewer rent reviews too. There used to be considerable concern over boarded up shops, while we are not at that stage (probably five or so years ago) the market is not buoyant – but depressed by poor consumer sales and confidence. There remains continued investment in the City Centre through the relocation of new businesses and refurbishments. Goodramgate appears to have suffered more closures while Micklegate has more refurbished units ready to let. Again, it needs to be recognised that different streets have different characters depending on the mix of retail and services, and this impacts on pedestrian traffic, both during the day and in the evening. In the case of Micklegate, there are concerns that the proposed closure of the Post Office will have a further detrimental effect on footfall.

Council initiatives

In 2004, the Council carried out a scrutiny review into retailing involving a number of meetings with retailers. This recognised the importance, value and contribution made by the peripheral streets whilst recognising that these streets needed support. Much work has been done, and continues to be done, to enhance the profile of York as a destination for high quality and unique shopping, especially with the City's independent small shops, in response to the recommendations set out in the scrutiny review..

The York City Centre Partnership (YCCP) was launched in October 2005 and is a public/private partnership company limited by guarantee. The company has been supported by Yorkshire Forward, the City of York Council, York Business Pride, Land Securities, Marks and Spencer and other companies. Its aims is to enhance the economic vitality and viability of the City Centre for the benefit of all who live, work, invest in or visit the Centre. A primary objective of the company has been to consult and research the establishment of a Business Improvement District in the City Centre of York. A BID is a partnership arrangement through which the local authority and the local business community agree to take forward practical

schemes to benefit that business community; these are funded through a compulsory levy linked to the level of business rates by those who operate commercially within the predetermined boundaries of the BID's effective area. A report was presented to the Executive in December 2007, highlighting its achievements within its action plan – these are appended to this report.

Additional marketing and promotional work – York Tourism Bureau has produced a Shopping Trails leaflet which guides the user through many of the City's peripheral streets concentrating on five themes: "designer wear", including Micklegate; "designer living and antiques", including Micklegate, Fossgate and Goodramgate; "something special" including Micklegate: and two "pampering trails, mainly featuring the Minster Quarter and City Centre. Considerable efforts have been made through the City of Festivals and specialist market activity to bring additional visitors into the City Centre. In addition, the Illuminating York event has specifically based activity in Micklegate in 2006 and Gillygate in 2007 to present work from students of the creative arts of York St.Johns University.

Evening economy - it has been referred to above that the City Centre peripheral streets play an important role in relation to the evening economy. A report highlighting the importance of developing the evening economy was considered by Executive on 24th July. This agreed a vision for York's evening economy and a more detailed action plan is being produced.

The Minster Quarter – the Council has supported an initiative driven by independent retailers to promote key streets in the City Centre, namely: Stonegate, High and Low Petergate, Gillygate, Goodramgate, Grape Lane, Little Stonegate, Swinegate, Minster Gates, College Street and Duncombe Place. The objectives of this initiative are to promote these streets nationwide as a unique destination for diverse shopping and leisure; to emphasise the independent and small chain character of these streets; to increase the number of shoppers on these streets rather than sightseers; to increase the viability of independent and small chain business; and to act as a lobbying voice. Whilst it is still early days, the initiative is looking to raise the profile of the area under the banner of the Minster Quarter.

City Centre Area Action Plan – the City Development team in City Strategy are leading on the City Centre Area Action Plan (AAP) which forms part of the Local Development Framework. Once adopted, the AAP will form the planning policy and spatial framework for the development of the City Centre and develop a series of principles to guide and control developments and to resist schemes that conflict with the overall vision for the City Centre. It will consider issues including the public realm, retailing, culture and tourism, the evening economy, community facilities, heritage and transport. The issue of the peripheral streets in the City Centre will be addressed by identifying site-specific and area-based proposals to stimulate enhancement in areas where it is most needed. The City Centre AAP "Issues and Options" consultation, which is timetabled for May 2008, includes a proposal to identify gateway and fringe streets as potential areas for action. This will allow the Council to establish overarching planning policies for these areas as well as providing the framework for actions to tackle issues such as the urban environment, street furniture, etc. The protection of retail uses in the peripheral streets will be an important aspect of the planning policies set within the Local Development Framework and the City Centre AAP. As part of the evidence base for the Local Development Framework, a Retail Study is currently being produced for the Council. This will review the performance of the City Centre as a retail destination

and make recommendations on the best approaches for enhancing the economic vitality and viability of the City Centre. The AAP will consider how these recommendations can be put into effect.

The AAP will also address the issue of pedestrian flows through and around the City Centre and will consider how best to encourage visitors and residents alike to explore the peripheral city centre areas and gateway streets. A brief has recently been issued to consultants to undertake a review of the Footstreets pedestrian priority zone. The review mainly concentrates on the operation of the zone but will also take into account other issues such as the potential to expand the zone into peripheral streets, signage within, to and from the zone. It will look at the function of the City centre and whether its layout is still appropriate for the multitude of uses to which it is put. It will also assess the impact the introduction of the zone has had on city centre businesses and will look at current servicing arrangements and whether these can be improved. The review should take somewhere in the order of six months to undertake given the large number of stakeholders who will need to take part in the various consultation exercises. This review will form part of the evidence for the City Centre AAP.

6. In summary therefore a significant amount of action has already taken place by the Council with regard to the City Centre peripheral streets and the City Centre AAP will provide the framework, supported by the statutory planning process, for further implementation in the future. There is however no reason just to wait until the City Centre AAP before seeking to take further action to encourage footfall, buyers and sales on the peripheral streets in the City Centre. Proposed measures include:
 1. Working with retailers, traders and other businesses on the peripheral streets to offer advice and encouragement to initiatives such as increased marketing activity to increase sales, emphasising the quality and range of goods for sale in some of the City's historic streets. A strong marketing identity could be developed, learning from the experience of the Minster Quarter;
 2. Working with Visit York to examine the scope for further publications to attract additional visitors to the peripheral streets around the City Centre on a themed approach;
 3. Examining the scope for developing further City Centre festivals and speciality market events to extend their range beyond the main City Centre core, building upon the success of Illuminating York in doing so;
 4. Developing further initiatives to promote the evening economy, taking account of the role many peripheral streets play in contributing to this growing activity – in so doing, extending the attractiveness of the evening economy in the City Centre for a wider audience of residents and visitors.
 5. Maintaining progress with the development of the City Centre Area Action Plan and ensuring that this is focussed on implementation to support the gateways and fringe streets in the City Centre, particularly regarding issues such as planning policies, pedestrian movement, quality of the environment, and street furniture.
 6. Footstreets review – to consider the extent of this initiative and the implications for businesses in peripheral streets through the consultation to be undertaken during the review.
 7. Further work to examine empty property within the peripheral streets and the scope and opportunity to bring such property back into use.
7. It is recommended that the Executive endorses the initial set of actions highlighted above in order to work with businesses to enhance the economic vitality and viability of the City Centre peripheral streets.

Corporate Priorities

8. The Council's corporate strategy identifies a number of priorities relevant to the issues considered within this report:
- Increase people's skills and knowledge to improve future employment prospects.
 - Improve the prosperity of residents with a focus on minimising income differentials.
 - Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city.
 - Improve the way the Council and its partners work together to deliver better services for the people who live in York.

Implications

9. Financial: There are no direct financial implication arising from the recommendations set out in this report. Additional staff resources have been allocated to the City Development team which will support the development of the City Centre AAP. The proposed actions related to working with businesses on the peripheral streets and liaison with Visit York will be undertaken by existing staff within the Economic Development Unit. Any further actions to support the City Centre peripheral streets will need to be the subject of any future reports to the Executive or EMAP.
10. Human resources: None
11. Equalities: None
12. Legal: None
13. Crime and Disorder: None
14. Information Technology: None
15. Property: None

Risk Management

16. In compliance with the council's risk management strategy. There are no risks associated with the recommendations of this report.

Recommendation

17. The Executive is requested to agree the actions set out in paragraph 6 above as the response to the motion on businesses in the City Centre peripheral streets as considered by Council in October 2007, and that this report and recommendations are referred back to Council.

Reason: To help shape the effectiveness of future action.

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Report Approved Date

Specialist Implications Officer(s)

Financial – Patrick Looker
Others – Report Author

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Annex: York City Centre Partnership Limited, summary of activities to November 2007.

York City Centre Partnership (YCCP) Limited **Activities Summary to November 2007**

YCCP Ltd

- Company established: July 2005
- Appointment of Chief Executive: October 2005
- Agreement with CYC over financial arrangements including administration and audit of YF grant: December 2006
- Business Workshop held: February 2006. Approximately 60 delegates from city centre businesses and public sector attended to determine priority actions.
- Two-year Action Plan: launched April 2006
- First AGM held: December 2006
- Memorandum of Understanding between YCCP and CYC signed: February 2007.
- Board expanded to include additional private sector representatives: summer 2007
- Second AGM held: November 2007

Database

Establishment of database of approximately 1,400 city centre businesses with full contact details including email where applicable. Regularly updated: 2006/07

New classification system planned for January 2008.

Communication, Management and Monitoring

- YCCP established as a core member or consultee of numerous other groups in the City; e.g. First Stop York Tourism Partnership (Product Development), Safer York Partnership, Nightsafe/Licensing group, York At Large, Chamber of Commerce, York Tourism Bureau, Evening Economy Forum, York Business Pride, Shopmobility.
- First footfall counting camera installed on Coney Street: October 2007.

Information on kpi's e.g. car park usage, park & ride usage etc. distributed through Retailers Strategy Group and YCCP Newsletter.
- Benchmarking information on footfall (through Springboard) from 50 key locations in the UK, now available and distributed through Retailer's Forum and future YCCP newsletters: July 2007.
- Regular meetings and information sharing with Key Council departments e.g. Economic Development, City Strategy, Neighbourhood Services.

- Key consultee for City Centre Area Action Plan. North West Area Action Plan (inc York Central) and Local Development Framework.

City Centre Environment

- Chair of “York in Bloom” independent committee and sponsorship of 13 new flower tubs around the City Centre area: 2006/07.

New entry into “Yorkshire in Bloom” regional competition: July 2007 (a year ahead of target).

Won Silver Gilt award: September 2007.

- Trustee of Shopmobility scheme: January 2006.

Regular bi-monthly meetings to improve equipment stock, raise awareness of scheme and fundraising.

- Ongoing work with Council Planning department to enable better signage to be located in the City Centre has resulted in new-look temporary signage for Food and Drink Festival: September 2007
- Work with Council’s Economic Development department and City Centre Office on issues over Newgate Market: 2006/07

Transport & Access

- Input into discussions on transport and access issues, including car parking, methods of payment (strong support for pay on exit), incentive pricing through Retailer’s Forum and Retailer Strategy Group.
- Best Practice seminar and visit to York’s Park & Ride scheme requested by Lincoln CCP and Council: May 2007.
- Consultation with retailers on Boxing Day opening for Park & Ride sites: October 2007. No “critical mass” of open stores/attractions, so Park & Ride will not open this year.
- Promotion of “Pay-by-phone” scheme by distributing 5,000 leaflets and 500 posters to members of Retailer’s Forum, plus media coverage in The Press and Radio York: October/November 2007.

Safety & Security

- Chair of RACY scheme (250 members): February 2006.

Safer Business Award: 2006.

New Service Level Agreement signed with Police: September 2007.

Monthly meetings and ongoing work to ensure that change in police procedure, CCTV control room do not adversely affect RACY. RACY core founder member of the National Information Sharing Alliance launched: June 2007.

Relaunch of scheme in Acomb: September 2007

- Evacuation Plan for City Centre in course of development through City Centre Operations Manager.
- Member of the Begging & Anti-social behaviour group with Safer York Partnership and Police: 2006/07.

Additional "Begging Boxes" installed in the City Centre to encourage people to give to charity rather than directly to beggars on the street: January 2007.

Targeted action by Police on begging: October 2007.

- Member of new Cycle Theft group with Safer York Partnership and Police to discourage cycle theft in city centre: June 2007.

Major cycle awareness event planned for summer 2008.

- Participation in the "Best Bar None" scheme launched in the city with sponsorship of the "Best City Centre Venue" award – presented at the National Railway Museum with over 200 attendees: November 2006 & November 2007.

Marketing/Promotion/Events

- Events strategy review published : 2006.

Emphasis on higher quality events and recommendation that revenue generated can be ploughed back into quality infrastructure

- YCCP magazine "Outlook" published quarterly (2000 circulation) to inform businesses/organisations of YCCP work, city statistics and information of interest. 10,000 distributed to date. First issue: January 2006.
- YCCP website launched: April 2006.

Regularly updated. Links to other relevant websites.

- 20,000 bespoke leaflets produced and distributed in support of Gardening Markets and open air Art Exhibitions: 2006 and 2007.
- Publication of first "Day Out/Night Out" brochures to promote city centre offer to regional audience.

Sponsorship from Northern Rail for distribution in 22 stations. 70,000 produced: June 2007.

Considerable interest from advertisers in future edition.

- Establishment of “Minster Quarter” steering group with retailers/hoteliers to create marketing campaign to promote the area for retailing: April 2007
- Overall contribution to the Christmas “Yuletide York” marketing campaign: 2006/07. Sponsorship of the St Helen’s Christmas Tree: November 2006.

£10,000 contributed to Christmas lights in City Centre: November 2007.

Assistance given to St Leonard’s Hospice for Christmas tree: November 2007.

- First Christmas Window Dressing competition for retailers in association with The Press and Retailer’s Forum.: October 2007.

70 entries now received. 2,000 promotional leaflets produced.

Prizes with an approximate value of £2,000 donated by retailers.

Heritage/Culture & Tourism

- Work with CYC on the Renaissance Lighting scheme, particularly introducing the “shop window” lighting schemes to traders in Micklegate (2006) and Gillygate for 2007.
- Ongoing liaison with York Tourism Bureau with presentation to the YTB Board in February 2007.

Sponsorship of the YTB award scheme event in 2006 for “Best City Event”.

Sponsorship continued: 2008.

Business Development/Innovation

- Establishment of Retailer’s Forum: 2006.

Now meeting regularly under chairmanship of Frank Wood (Braithwaites Jewellers). Currently reviewing seasonal opening hours, participation in the evening economy debate, pressing for “pay-on-exit” car parking. Difficult to overcome complacency/apathy in encouraging attendance, but last meeting in December 2007 attracted over 20 participants with a database of 80 retailers expressing an interest.

- Ongoing promotion of positive aspects of the City Centre with local media, including press and TV 2006/07.

Five media appearances in first three weeks of November 2007.

- Membership of York Business Pride group: 2006/07

Business Improvement Districts

- 2,000 copies of YorkBID newsletter and questionnaires produced: March 2007. Follow-up 2,000 copies of YorkBID newsletter produced: July 2007.

- Face-to-face meetings, presentations to numerous groups on BIDs plus media coverage: 2006/07
- Result of questionnaires and recommendations to Board: July 2007.
- Decision on BID vote: November 2007

ATCM

- Chief Executive appointed Board Director of national organisation: December 2004.
- First ever regional meeting (Yorkshire & North East) held in York. 26 delegates attending in Guildhall welcomed by Lord Mayor: April 2007.
- First ever entry by York in ATCM National Awards – two categories: November 2007.
Awards announced in February 2008.
- Chief Executive attends International Downtown Association World Conference in New York as speaker: September 2007

22nd November 2007

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Executive

26 February 2008

Report of the Assistant Director of Resources (Audit & Risk Management)

Use of Resources CPA (UOR CPA) 2007

Purpose

- 1 The purpose of this report is to advise the Executive of:
 - the final score for UOR CPA 2007 based on the criteria scores provided by the Audit Commission, further to the progress made in respect of implementing the rolling CPA UOR action plan;
 - the detailed findings and recommendations made by the District Auditor in his final report to the Council on the UOR CPA 2007, attached as Annex A to this report.

Final scores from the 2007 Assessment

- 2 The District Auditor has issued the final moderated scores for the Council's 2007 UOR CPA assessment. A comparative analysis of the scores for 2007, 2006 and 2005 is shown in Exhibit 1 overleaf.
- 3 The key points to note are:
 - the Council's overall UOR CPA score has improved overall from a 2 in 2006 to a 3 in 2007. It is expected that this, along with a more positive Direction of Travel statement for the Council (which has moved from "*improving adequately*" in 2006/07 to "*improving well*" in 2007/08) will make a significant and positive contribution to the outcome of the current CPA Corporate Assessment;
 - the District Auditor has recorded two instances of '*notable practice*¹' in respect of our Fraud service arrangements and the annual financial report. This is the first time the Council has been commended nationally as a site of best practice further to the CPA UOR assessment process;

¹ *Examples of best practice logged nationally by the Audit Commission for reference by other local authorities and organisations*

4 In addition, there have been some key improvements in several of the sub-KLOE scores between the 2006 and 2007 assessments respectively, notably:

- **Financial reporting KLOE 1.2** *The Council promotes external accountability from a 2 to a 3;*
- **Internal Control KLOE 4.3** *The Council has arrangements in place that are designed to promote and ensure probity and propriety in the conduct of its business from a 2 to a 4 along with a corresponding improvement in the overall score for KLOE 4 from a 2 to a 3;*
- **Value for Money KLOE 5.2** *The Council manages and improves VFM from a 2 to a 3;*

Exhibit 1 Comparative assessment scores 2007, 2006 & 2005

		2007	2006	2005
1	Financial reporting	2	2	3
	1.1 The Council produces annual accounts in accordance with relevant standards and time tables, supported by comprehensive working papers	1	2	3
	1.2 The Council promotes external accountability	3	2	2
2	Financial management	3	3	3
	2.1 The Council medium-term financial strategy, budgets and capital programme are soundly based and designed to deliver its strategic priorities	3	3	2
	2.2 The Council manages performance against budgets	3	3	3
	2.3 The Council manages its asset base	2	3	3
3	Financial standing	2	2	3
	3.1 The Council manages its spending within the available resources	2	2	3
4	Internal control	3	2	2
	4.1 The Council manages its significant business risks	2	2	2
	4.2 The Council has arrangements in place to maintain a sound system of control	3	3	2
	4.3 The Council has arrangements in place that are designed to promote and ensure probity and propriety in the conduct of its business	4	2	2
5	Value for money	3	3	3
	5.1 The Council currently achieves good value for money	3	3	3
	5.2 The Council manages and improves value for money	3	2	2
Overall UOR score		3	2	3

- 5 However, performance in some areas has worsened between the 2006 and 2007 assessments respectively, notably:
- **Financial reporting KLOE 1.1** The Council produces annual accounts in accordance with relevant standards and time tables, supported by comprehensive working papers **from a 2 to a 1 (and previously a 3 in 2005)**
 - **Financial management KLOE 2.3** The Council manages its asset base **from a 3 to a 2**
- 6 Nonetheless, it should be noted that the headline sub-section scores set out in Exhibit 1 above, hide the fact that the Council scored extremely well, in the most part, across the piece in respect of the detailed criterion tested across KLOEs 1-4 (detailed scores have not been provided by the District Auditor for KLOE 5 VFM). Exhibit 2 overleaf shows a comparison of details scores between 2006 and 2007 and the positive improvement achieved across the piece overall. In summary, we:
- failed 1 of the 77 criterion set out at Level 2, compared to 3 fails awarded as discretionary passes in 2006;
 - failed 5 out of 53 criterion set out at Level 3, compared to 13 last year, all of which were bold criteria resulting in overall sub-sections scores being held at level 2;
 - failed 19 out of 34 criterion at level 4, compared to 21 last year all of which were non-bold criteria for 2007.

The UOR CPA action plan

- 7 The rolling UOR CPA action plan was first compiled in 2005/2006 and is updated following each annual assessment. The plan details all the outstanding actions necessary to address known areas for improvement to be compliant at each level of the assessment criteria used (ie level 2, 3, 4). The plan is designed to demonstrate our understanding and awareness of the further action needed. The plan is ambitious and challenging and there are a number of key development areas in the plan that are additional to existing service commitments, and which are not resourced or can not easily be incorporated into the work programmes for the relevant teams without additional investment in those areas by the Council.
- 8 The plan was reviewed and updated following the 2006 assessment and reported to Management Team in February 2007. At that time, of the actions set out in the original plan, 102 out of 135 actions were complete, 17 in progress and 16 outstanding for action. The most significant of the actions still in progress or outstanding in respect of criteria that failed in the 2006 assessment, related to a small number of KLOE sub-section criteria that were likely to have an extreme and adverse impact on the 2007 assessment. These are set out in Exhibit 3 below, along with a summary of the scores achieved in the 2007 assessment as a result of the action taken in 2006/07.

Exhibit 2 Detailed analysis of comparative performance in 2007, 2006 & 2005

KLOE Ref	Total no. criteria	Level 2		Level 3		Level 4		Overall score 2007	Overall score 2006	Overall score 2005	Comment
		Pass	Fail	Pass	Fail	Pass	Fail				
1.1	13	6	1	3	1	0	2	1	2	3	Profile of the scores across criteria has worsened from 2006 as were marked down on moderation for criterion 1.1.3 (material errors in the draft accounts). However, the District Auditor has exercised discretion allowing us a 2 overall for KLOE 1 rather than keeping it to a 1, which would otherwise have restricted the 2007 UOR CPA assessment to a 2 overall
1.2	9	3	0	4	0	2	0	3	2	2	Significant improvement in scores at Level 3 and Level 4 due to new arrangements brought in to evidence better public consultation and reporting for purposes of 2006/07 accounts, further to implementation of actions agreed at CMT in February 2007
KLOE 1 Financial reporting								2	2	3	(Normally) overall score can be no better than score for KLOE 1.1
2.1	25	12	0	8	0	0	4	3	3	2	Improvement in overall profile of scores at Level 3 to consolidate on 2006 discretionary passes further to implementation of agreed actions in 2006/07
2.2	25	12	0	8	0	2	4	3	3	3	Improvement in overall profile at Level 3 and awarded discretionary pass for criterion 2.2.12 (partnerships) further to implementation of actions agreed at CMT in February 2007
2.3	15	8	0	3	1	1	2	2	3	3	Level 3 fail for criterion 2.3.10 (backlog mtce plan) went bold for 2007 assessment purposes
KLOE 2 Financial management								3	3	3	Overall score is calculated as an average for KLOE 2
3.1	13	8	0	1	2	0	2	2	2	3	Profile has worsened for Level 3 criterion due to auditor concerns over in year budget monitoring during 2006/07 and level of unexpected under-spends at year end
KLOE 3 Financial standing								2	2	3	

KLOE Ref	Total no. criteria	Level 2		Level 3		Level 4		Overall score 2007	Overall score 2006	Overall score 2005	Comment
		Pass	Fail	Pass	Fail	Pass	Fail				
4.1	14	5	0	4	1*	2	2	2	2	2	Failed at level 3 criterion 4.1.10, this was disputed at audit by officers as evidence from other LAs suggests CYC arrangements are as good/better than elsewhere but CPA score lower. Additional reporting arrangements have subsequently been introduced to ensure this criterion is passed in the 2008 assessment
4.2	24	13	0	6	0	3	2	3	3	2	Significant improvement at upper Level 3 and Level 4 further to improvements in prior year and work done to demonstrate governance around significant partnerships following report to CMT in February 2007. Arguably now easily a 4 overall as 2 fails at Level 4 are non-bold and direction of travel supports 'excellence'.
4.3	26	9	0	11	0	5	1	4	2	2	Significant improvements at Level 3 and Level 4. Only one non-bold criterion failed across all 26 KLOE criteria
KLOE 4 Internal control								3	2	2	Overall score is calculated as an average for KLOE 4
5.1	No breakdown information available from the local auditor							3	3	3	No detailed score information provided by the local auditor as KLOE 5 assessed in the round rather than against set criteria by the local auditor.
5.2	No breakdown information available form the local auditor							3	2	2	No detailed score information provided by the local auditor as KLOE 5 assessed in the round rather than against set criteria by the local auditor.
KLOE 5 Value for money								3	3	3	Overall score can be no better than score for KLOE 5.1

Exhibit 3 Business critical UOR CPA improvement priorities 2006/07

CPA critical risks for 2007 based on 2006 fails		2007 score	Comments
KLOE 1.2	Actions to publish an annual report that includes summary financial information (actions 12 & 13) Level 4 non-bold fail in 2007 if not addressed	All passed at Level 4	All action taken as planned. Further refinement desirable for 2008 but standard met for 2007 assessment purposes
KLOE 2.1	Actions to improve public consultation and stakeholder/public communications and plans relating to the Council's corporate business plan and financial strategy (actions 19, 22, 30 & 31) Level 3 non-bold fail in 2007 if not addressed	Discretionary passes awarded at Level 3	Further improvement action needed to consolidate Level 3 scores in 2008. Failed at Level 4 in 2007, unlikely to be improved upon in 2008 assessment
KLOE 2.2	Actions to ensure the financial performance of key strategic partnerships is regularly reviewed and reported to all partners (actions 41 & 42) Level 2 BOLD fail in 2007 if not addressed, sub-section score will be held at level 1	Discretionary pass awarded at Level 2	Further improvement action needed to consolidate Level 2 score in 2008 and build on actions taken in 2006/07 to put in place proper management and reporting arrangements
KLOE 4.2	Actions to ensure partnerships agreements and governance arrangements all in place, up to date and regularly reviewed (actions 83 & 93) Level 2 BOLD fail in 2007 if not addressed, sub-section score will be held at level 1	Passed at Level 2	Further improvement action needed to consolidate Level 2 score in 2008 and build on actions taken in 2006/07 to ensure robust governance arrangements across the piece
KLOE 4.3	Actions to review and re-launch the Whistle-blowing policy (action 100) Level 2 BOLD fail in 2007 if not addressed, sub-section score will be held at level 1	Passed at Level 2	All action taken as planned.
KLOE 4.3	Ethical standards training and behaviours (actions 96 & 97) Level 3 BOLD fail in 2007 if not addressed	All passed at Level 3	All action taken as planned in 2006/07. Further improvement action needed to consolidate Level 3 and/or pass at Level 4 in 2008

- 9 As Exhibit 3 shows, we have been successful in obtaining full passes or discretionary passes in 2007 in respect of those criteria previously identified as being business critical to achieving an overall 3 for the 2007 UOR CPA and avoiding a possible overall score of 1. This success was due to a great deal of hard work by the officers involved in managing the successful implementation of the key actions required and the co-ordination of all necessary activities by the Officer Governance Group (OGG).
- 10 Work is on-going to consolidate the current position and prepare for the 2008 assessment. As in previous years, implementation and in-year monitoring and review of the plan will be undertaken by OGG. An update report on progress against the priority actions needed for completion before the end of the current year will be considered by Corporate Management Team in March 2008.

Options & analysis

- 11 Not relevant for the purpose of this report.

Consultation

- 12 Not relevant for the purpose of this report.

Corporate priorities

- 13 Not relevant for the purpose of this report.

Implications

- 14 None.

Risk Management

- 15 Not relevant for the purpose of this report.

Recommendations

- 16 The Executive is asked to:

- a) note the final scores for the 2007 UOR CPA assessment and the successful step back up to overall 3 in 2007 from 2 in 2006;

Reason

To advise Members of the moderated score for national publication by the Audit Commission

- b) note the report of the District Auditor attached as Annex A;

Reason

To advise Members of the detailed findings and conclusions of the District Auditor

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Chief Officer Responsible for the report:

Liz Ackroyd
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**Report
Approved**

Date 12 Feb 2008

Specialist Implications Officer(s)

Wards Affected Not applicable

All

For further information please contact the author of the report

Background Papers

None

Annexes

Annex A – Use of Resources Auditor Judgement (Report of the District Auditor)

Use of Resources Auditor Judgements

City of York Council

Audit 2006/07

External audit is an essential element in the process of accountability for public money and makes an important contribution to the stewardship of public resources and the corporate governance of public services.

Audit in the public sector is underpinned by three fundamental principles:

- auditors are appointed independently from the bodies being audited;
- the scope of auditors' work is extended to cover not only the audit of financial statements but also value for money and the conduct of public business; and
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Introduction

- 1 The Use of Resources (UoR) assessment evaluates how well Councils manage and use their resources. The assessment is carried out each year and focuses on the importance of strategic financial management, sound governance and effective financial reporting arrangements. These should support your Council in the achievement of its priorities and improving services, whilst delivering value for money.
- 2 This is the third assessment we have undertaken at City of York Council. Our assessment is based on the key lines of enquiry for 2007. These include new requirements for Councils, as part of the Commission's approach to supporting improvement by gradually raising the standard of the assessment. The period assessed for 2007 has been aligned with the financial year 2006/07. Councils may, however, provide evidence that becomes available after the end of the financial year, to demonstrate their arrangements are working effectively and are embedded.
- 3 The overall use of resources assessment is made up of five themes. Judgements have been made for each theme using the Audit Commission's scale. This scale is used across its inspection and performance assessment frameworks.

Table 1 Standard scale used for assessments and inspections

1	Below minimum requirements – inadequate performance
2	At minimum requirements – adequate performance
3	Consistently above minimum requirements – performing well
4	Well above minimum requirements – performing strongly

- 4 In forming our assessment, we have used the methodology set out in the Use of Resources Guidance for Councils 2007, which can be found on the Commission's website. We have also taken account of our findings and conclusions from previous years' assessments and updated these for any changes and improvements to the Council's arrangements.
- 5 The five theme scores for the Council are outlined overleaf. These scores have now been confirmed by the national quality control process. This seeks to ensure consistency across all suppliers and on a national basis. The Commission notified you of your Council's overall score for use of resources and supporting theme scores on 10 December 2007.
- 6 This summary sets out our key findings in relation to each theme and key areas for improvement.

Use of resources judgements

Table 2 Summary of scores at theme and KLOE level

Key lines of enquiry (KLOEs)	Score 2007	Score 2006
Financial reporting	2	2
1.1 The Council produces annual accounts in accordance with relevant standards and timetables, supported by comprehensive working papers.	1	2
1.2 The Council promotes external accountability.	3	2
Financial management	3	3
2.1 The Council's medium-term financial strategy, budgets and capital programme are soundly based and designed to deliver its strategic priorities.	3	3
2.2 The Council manages performance against budgets.	3	3
2.3 The Council manages its asset base.	2	3
Financial standing	2	2
3.1 The Council manages its spending within the available resources.	2	2
Internal control	3	2
4.1 The Council manages its significant business risks.	2	2
4.2 The Council has arrangements in place to maintain a sound system of internal control.	3	3
4.3 The Council has arrangements in place that are designed to promote and ensure probity and propriety in the conduct of its business.	4	2
Value for money	3	3
5.1 The Council currently achieves good value for money.	3	3
5.2 The Council manages and improves value for money.	3	2

Theme summaries

- 7 The key findings and conclusions for each of the five themes are summarised in the following tables.

Financial reporting

Table 3

Theme score 2	
Key findings and conclusions	
The Council needs to implement the improvements to the production of working papers supporting the annual accounts. The Council has undertaken a robust and informative consultation process on whether to publish an annual report, but should publish the annual report more promptly after the year end.	
Improvement opportunities	
KLOE 1.1 The Council produces annual accounts in accordance with relevant standards and timetables, supported by comprehensive working papers.	As reported in our Annual Governance Report there are a number of actions that we have recommended to the Council to improve the robustness of the accounts production process. Officers have agreed to implement these actions for 2007/08.
KLOE 1.2 The Council promotes external accountability.	Publish the annual report more promptly after the year end. Continue to develop the annual report to incorporate a range of suggestions from stakeholders.

Financial management

Table 4

Theme score 3	
Key findings and conclusions	
The Council's financial management remains generally good although there are improvements that are needed especially with regards to managing its asset base.	
Improvement opportunities	
KLOE 2.1 The Council's medium-term financial strategy (MTFS), budgets and capital programme are soundly based and designed to deliver its strategic priorities.	<p>Improve the communication of the Council's medium term financial strategy. Links in the MTFS to other strategies should be more than a brief recognition of the existence of the other strategies, but should outline in financial terms how the strategy impacts on the MTFS.</p> <p>The MTFS should explicitly model a range of forecasts for the resource and balance requirements over a minimum of three years.</p> <p>The Council should monitor, and be able to demonstrate how its financial plans and strategies have contributed to the achievement of its corporate objectives.</p>
KLOE 2.2 The Council manages performance against budgets.	<p>Financial management refresher training for members should be programmed more frequently throughout the lifetime of each Council.</p> <p>Budget monitoring should include an element of risk analysis, to focus monitoring on large, high risk or volatile budgets, rather than looking at all variances over a certain level.</p> <p>The Executive should review its effectiveness and leadership on financial management.</p> <p>Further develop the financial monitoring reports to Executive to ensure they present significant balances sheet items.</p>

Theme score 3	
<p>KLOE 2.3 The Council manages its asset base.</p>	<p>The Council needs to implement a comprehensive asset register and introduce controls to ensure that it is kept up to date and accurate.</p> <p>Members need to approve a plan that will address the Council's level of backlog maintenance.</p> <p>The links between the property priorities and the property performance should be made more clear, so that achieving the performance indicators clearly demonstrates delivering the property (and hence the corporate) priorities.</p>

Financial standing

Table 5

Theme score 2	
Key findings and conclusions	
The Council achieves all the minimum standard requirements, but further development and sophistication in the monitoring of financial standing.	
Improvement opportunities	
KLOE 3.1 The Council manages its spending within the available resources.	<p>The budget monitoring systems should be improved to ensure that the Council is aware of significant budget underspends promptly and can take action accordingly.</p> <p>The Council's approach to income collection needs to be developed, in particular to include consideration of value for money, including the costs of raising and recovering debts.</p> <p>Members should set challenging targets for a range of financial health indicators and should monitor these through the year.</p>

Internal control

Table 6

Theme score 3	
Key findings and conclusions	
The Council is demonstrating strong performance in the probity and propriety of its business, in particular in the publication of successful fraud convictions, but needs to further develop its approach to managing its business risks.	
Improvement opportunities	
KLOE 4.1 The Council manages its significant business risks.	<p>Reports on risk management to Audit & Governance and Executive should include comprehensive information on the corporate risks, including the controls in place, the action taken and planned, and a timetable for implementation of these actions. The frequency of the reports to members should be sufficient to enable them to discharge their risk management responsibilities promptly.</p> <p>Risk management needs to continue to be embedded in the Council's corporate business processes.</p> <p>All members should attend risk management awareness training.</p>
KLOE 4.2 The Council has arrangements in place to maintain a sound system of internal control.	<p>The Audit & Governance Committee should continue to develop its role with regards to risk management, to enable it to provide effective challenge across the Council and independent challenge on the risk management framework. The Committee should also be able to demonstrate the impact of its work.</p> <p>Governance arrangements for partnerships need to be regularly reviewed and updated.</p>

Theme score 3

KLOE 4.3 The Council has arrangements in place that are designed to promote and ensure probity and propriety in the conduct of its business.

The Council needs to continue to enhance its arrangements, in particular to address the cultural and communication issues identified in our ethical governance audit.

Value for money

Table 7

Theme score 3	
Key findings and conclusions	
The Council continues to generally deliver high quality services for a low cost. Improvements have been made in embedding the corporate performance monitoring process and in prioritising capital projects.	
Improvement opportunities	
KLOE 5.1 The Council currently achieves good value for money.	<p>Obtain a clearer understanding of the issues affecting satisfaction with the Council and identify and implement actions to improve the satisfaction levels.</p> <p>Deliver progress in reducing the level of sickness absence.</p> <p>Develop a clearer process for evaluating the outcomes from major projects and investments.</p>
KLOE 5.2 The Council manages and improves value for money.	<p>Demonstrate that there is equity in access to services and value for money delivered across the changing and diverse community.</p> <p>Continue the development of targets in relation to strategic priorities and cross cutting issues such as diversity.</p> <p>Demonstrate the outcomes from the strategic procurement programme, and from the efficiency review programme.</p>

Conclusion

- 8 The Council's performance demonstrates that it has improved from the position we reported last year, and is generally operating above the minimum requirements. Further improvement can be made in 2007/08 to ensure that performance continues on an upward trend, particularly with regards to the Financial Reporting and Financial Standing themes.

Use of resources 2008

- 9 The Commission has published its key lines of enquiry for 2008 on its website. There is an annotated version of the key lines of enquiry available which show all the changes from 2007. This should assist you in pin pointing the changes. We will be reporting our scores and findings from our 2008 assessment to you at a similar time next year.
- 10 The Commission consulted on the changes to the key lines of enquiry for 2008 during April to June 2007. The Commission's response to the consultation can be found on its website. The key lines of enquiry for 2008 reflect some of the changing priorities for councils as they respond to the major challenges facing them and the higher expectations of them. Making further improvements in efficiency will be critical for councils in responding to: the changing demographic profile of communities, increasing public expectations of public services and expected constraints on funding from Government.
- 11 In many areas the key lines of enquiry represent a significant raising of the required standards. They give more emphasis, mainly at level 4, to areas such as: sustainability, working in partnership and using IT to secure service and value for money improvements; strategic asset management and joint procurement. These areas signal the changes which will be given more emphasis in the use of resources assessment under Comprehensive Area Assessment, the new performance framework for local services.

Appendix 1 – Changes to the UOR key lines of enquiry 2008

The key changes to the assessment are summarised here.

KLOE	Level	Summary of change
Financial reporting		
1.1	2	An unqualified opinion in the published statements.
1.2	2 , 3	Published information is available to the public in a timely way and in accessible formats in compliance with duties under the equalities legislation.
1.2	4	The annual report or similar document includes information and analysis about a council's environmental footprint.
Financial management		
2.1	2	The impact of strategies is assessed for their impact to comply with duties under the equalities legislation in relation to race, gender and disabilities.
2.3	3	The asset management plan provides strategic and forward looking goals showing how land and buildings will be used to deliver corporate priorities. The council holds accurate information on the efficiency, effectiveness and values of assets, to support decision making on investment and disinvestment in assets.
2.3	4	Asset management and planning is fully integrated with business planning.
2.3	4	Asset management is used as an enabler of change. The management of assets is integrated with other local public agencies to identify opportunities for shared use of property and to deliver cross-sector, cross-agency and community-based services to users.
2.3	4	Asset management includes challenge as to whether all assets are fit for purpose, provide value for money and deliver corporate priorities. The council rationalises its holding of property.

Financial standing		
3.1	3	The approved level of balances is adhered to; the council's financial standing is sound and supports the achievement of its long term objectives.
3.1	3	Targets for income collection and recovery of arrears stretch performance and their achievement is monitored with appropriate corrective action taken during the year to achieve the targets.
Internal control		
4.1	4	Reports which support strategic policy decisions and initiate major projects require a risk assessment which includes an appraisal of the impact on sustainable development.
4.2	3	Effective scrutiny function to ensure challenge and improve performance
4.2		'Statement of internal control' has been replaced with 'governance statement'.
4.2	4	Evidence of the viability of significant contractors' / partners' business continuity plans.
4.3	2	Preparation for the role of the standards committee in local investigations and determination.
4.3	3	Publicising the work of the standards committee
4.3	3, 4	Enhanced standards for whistle blowing arrangements, demonstrating employees of contracting organisations are aware of the arrangements and staff have confidence in them.
4.3	4	Application forms have fair processing notification permitting data sharing for prevention and detection of fraud and corruption.
Value for money		
5.1	2,3,4	Descriptors for capital programming have been strengthened by including references to the outcomes of a well managed capital programme, ie. Projects are completed on time, to budget and deliver outcomes which are fit for purpose (and for level 4 – transform services for users and citizens).
5.2	2,3,4	Understanding unit and transaction, as well as, overall costs.

Value for money		
5.2	2, 3, 4	Data quality arrangements should be reliable (level 2) or exemplary (level 4), and including at level 4, an agreed approach with partners. Auditors will rely on the findings of the data quality audit for this descriptor.
5.2	2, 3, 4	The descriptor which assesses community needs and impact of decisions on diverse communities has been revised to better reflect statutory requirements on equality impact assessments. It also makes it clearer that reducing inequality in outcomes ought to be integral to a council's drive to improve VFM.
5.2	2, 3, 4	Demonstrating improvements in value for money by tracking performance over recent years.
5.2	2, 3, 4	More emphasis on stronger, longer-term, full cost evaluation, including (at levels 3 and 4) consideration of environmental and social in its assessments of costs and benefits in decision making.
5.2	2, 3, 4	Improving value for money through partnership working, with an understanding of resources at the disposal of partnerships and planned outcomes. There are opportunities to improve value for money (reduce costs or improve outcomes) through better partnership working. Performance reflects differing levels of engagement with partners to improve outcomes.
5.2	2, 3, 4	Use of ICT to improve services, value for money and access to services.