

**Notice of a public meeting of
Executive**

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

Date: Thursday, 15 June 2023

Time: 5.30 pm

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

A G E N D A

Notice to Members – Post Decision Calling In:

Members are reminded that, should they wish to call in any decisions made on items* on this agenda, notice must be given to Democratic Services by **4:00 pm on Monday, 19 June 2023**.

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

1. Declarations of Interest

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

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

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

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

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

2. Minutes (Pages 1 - 14)

To approve and sign the minutes of the Executive meeting held on 16 March 2023.

3. Public Participation

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

Please note that our registration deadlines are set as 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is **5:00pm on Tuesday, 13 June 2023.**

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

Webcasting of Public Meetings

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

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

- 4. Forward Plan** (Pages 15 - 16)
To receive details of those items that are listed on the Forward Plan for the next two Executive meetings.
- 5. Westfield Centre Partnership with University of York** (Pages 17 - 76)
The Director of Customer & Communities and the Corporate Director for Children & Education to present a report which sets out a proposal from the University of York to support education and community outcomes in the Westfield area, and asks Members to support the proposal and to consider options for a partnership contribution from the council; in particular, the lease of Community Sanderson House to the university.
- 6. Strensall with Towthorpe Neighbourhood Plan - Referendum Outcome and 'Making' the Plan** (Pages 77 - 102)
The Corporate Director of Place to present a report which seeks approval to 'make' the Strensall with Towthorpe Neighbourhood Plan following a successful referendum.
- 7. Agency Worker Contract Review** (Pages 103 - 126)
The Head of HR & OD to present a report which seeks approval to award of a contract to City of York Trading (CYT), trading as Work with York (WwY), for the provision of temporary staff to City of York Council.
- 8. Finance and Performance Outturn 2022-23** (Pages 127 - 168)
The Chief Operating Officer to present a report which provides a year end analysis of the council's overall finance and performance position on 2022-23, including progress in delivering the savings programme.
- 9. Capital Programme Outturn 2022/23 and Revisions to the 2023/24-2027/28 Programme** (Pages 169 - 194)
The Chief Finance Officer to present a report which sets out the capital programme outturn position for 2022-23, including any under or over spends, and provides an update on the impact on future years of the programme.

10. Treasury Management Annual Report and Review of Prudential Indicators 2022/23 (Pages 195 - 206)

The Chief Finance Officer to present a report which provides details of the out-turn position for treasury activities in 2022-23 and highlights compliance with the council's policies previously approved by members.

11. Urgent Business

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

Democratic Services officer:

Name: Fiona Young

Contact details:

- Telephone – (01904) 552030
- E-mail – fiona.young@york.gov.uk

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

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

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

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City of York Council

Committee Minutes

Meeting	Executive
Date	16 March 2023
Present	Councillors Aspden (Chair), Craghill, D'Agorne, Mason, Runciman, Smalley, Waller and Widdowson
Apologies	Councillor Ayre
In Attendance	Councillor Douglas
Officers in Attendance	<p>Bryn Roberts – Director of Governance and Monitoring Officer</p> <p>Debbie Mitchell – Chief Finance Officer</p> <p>Neil Ferris – Corporate Director of Place</p> <p>Sharon Stoltz – Director of Public Health</p> <p>Martin Kelly – Corporate Director of Children & Education</p> <p>Jamaila Hussain – Corporate Director of Adult Social Care & Integration</p> <p>James Gilchrist - Director of Environment, Transport & Planning</p> <p>Pauline Stuchfield – Director of Customer & Communities</p> <p>Maxine Squire – Assistant Director, Education & Skills</p> <p>Michael Howard - Head of Active & Sustainable Transport</p> <p>John Roberts – Strategic Planning Policy Officer</p> <p>Ann-Marie Douglas - Service Manager, Housing Options & Homelessness</p>

95. Declarations of Interest

Members were asked to declare at this point in the meeting any disclosable pecuniary interest or other registerable interest they might have in respect of business on the agenda, if they had not already done so in advance on the Register of Interests. None were declared.

96. Minutes

In relation to the list of attendances it was noted that Cllr Douglas had also been present at the meeting, albeit in the public seating area.

Resolved: That the minutes of the Executive meeting held on 14 February 2323 be approved and then signed by the Chair as a correct record.

97. Public Participation

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

Flick Williams spoke on Agenda Item 5 (Update on Local Bus Services). She welcomed improvements to real time information and bus stops but queried the commitment to the city centre shuttle bus, highlighting a lack of consultation with elderly and disabled groups.

Jo Coles also spoke on Item 5, as a local resident with elderly relatives living in the East and West of the city, stressing the importance of reliable and regular bus services and the need for a comprehensive, integrated travel plan.

Kerran Cross also spoke on Item 5, as a regular user of the no.4 and no.12 buses, expressing approval that these had been 'saved' until 2025 but seeking assurances that there would be no further cuts to these services, on which residents relied.

Cllr Webb also spoke on Item 5, as a ward member for Heworth. He welcomed the news that the no.12 bus had been 'saved', and expressed the hope that Members could work cross-party to make the case to government and the bus companies for cheap and reliable public transport across the city.

Cllr Myers spoke on Agenda Item 10 (Clifton Green Primary - Re-organisation and Security), as a ward member for Clifton. He supported the recommended option, thanking officers and school leaders and suggesting the need for the council to help boost the appeal of local authority schools. He also thanked the Chair for his service as Executive Leader and a ward councillor.

98. Forward Plan

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

99. Update on Local Bus Services

The Director of Environment, Transport & Planning and the Head of Active & Sustainable Transport presented a report which provided an update on actions taken in response to the Executive's decision in December 2022 to support local bus services in the short term, and detailed future plans to stabilise, improve and grow the local bus network.

Actions highlighted in the report included: the award of £11.3m of zero emissions bus contracts; the identification, through the Local Plan process, of a series of network enhancements to support new developments in York; an engagement event as part of a study to introduce a city centre shuttle bus; and the conversion of York's Bus Quality Partnership into an Enhanced Bus Partnership. Details of the Bus Service Improvement Plan (BSIP), to be funded by the £17.4m allocation from the National Bus strategy, were provided in the report and in Annex A. It was reported at the meeting that longer-term contracts had now been awarded to replace the subsidised contracts for bus services 412, 12 and 13 under officers' delegated powers, as set out in the Agenda Supplement.

In response to Members' questions and matters raised under Public Participation, officers confirmed that:

- the cost of consultation was £14k;
- the city centre shuttle trial was part of the BSIP;
- discussions were in progress with York Hospital on how best to mitigate traffic issues on Wigginton Road.

The Executive Member for Transport supported the proposals, stressing the significant investment made in vehicles and the network via the BSIP and the improvements that would come about as part of the York Station Frontage, Castle Gateway and York Central projects, while acknowledging the challenges that remained.

Resolved: (i) That it be noted that:

- a) The short-term bus subsidy for services 12, 13 and 412, funded through BSIP, has saved the network extent.
- b) As per the Executive's decision in December 2022, the Director of Transport, Environment & Planning (in consultation with the Executive Leader, the Executive Member for Transport and the Director of Governance and Section 151 Officer or their delegated officers) has delegated power to award the long-term contracts for services 12, 13 and 412 using BSIP funding, and this has now been done.
- c) Poppleton Park and Ride will open at the start of the school Easter Holidays on the 1st of April with support from BSIP funding.

(ii) That authority be delegated to the Director of Environment, Transport and Planning to vary the park and ride and contract against contractual obligations for the purpose of stabilising the wider bus network.

Reason: To ensure that the Bus Network in York is stabilised and that the council can work with the statutory Enhanced Bus Partnership to deliver its stated Bus Service Improvement Plans objectives in line with the National Bus Strategy

100. Strensall with Towthorpe Neighbourhood Plan - Examiner's Report and Decision Statement

The Corporate Director of Place and the Strategic Planning Policy Officer presented a report which asked Executive to approve the recommendations in the Examiner's Report, and the response in the council's Decision Statement, in respect of the Strensall with Towthorpe Neighbourhood Plan (the Plan), to enable it to proceed to Referendum on 4 May 2023.

The Plan had been prepared by Strensall with Towthorpe Parish Council with the support of Directions Planning Consultancy and ongoing engagement with the local community and the council. The Examiner's report (Annex A) recommended that it proceed

to referendum subject to modifications, as summarised in the Decision Statement (Annex B).

The report and annexes had been considered by the Local Plan Working Group (LPWG) at their meeting on 6 March; their advice was to approve the recommendations. The LPWG had also expressed their condolences for the death of a number of contributors to the Plan, and the wish that their contributions be acknowledged. The Executive Member for Economy & Strategic Planning, in supporting the recommendations, echoed that wish and thanked the parish council and officers for their work.

Resolved: (i) That the Examiner's modifications to the draft Strensall with Towthorpe Neighbourhood Plan, as set out in the Decision Statement at Annex B to the report, be agreed and that subject to those modifications it be agreed that the Neighbourhood Plan meets the Basic Conditions and other legislative requirements.

(ii) That approval be given for the draft Strensall with Towthorpe Neighbourhood Plan, as amended, to proceed to a local referendum based on the neighbourhood area outlined in the Examiner's report at Annex A.

(ii) That the Decision Statement at Annex B be approved for publication on the City of York Council's website.

Reason: To allow the Neighbourhood Plan to progress in line with neighbourhood planning legislation.

101. Children's Mental Health - Review

The Corporate Director of Adult Social Care & Integration and the Vice-Chair of the Children, Education & Communities Policy and Scrutiny Committee (the Committee) presented a report which asked Executive to consider the recommendations of the Task Group set up by the Committee to review the mental health referral system for young people in York, in the context of an update on actions taken since the review was completed.

The review report, at Annex 1, had been presented to the Committee on 3 May 2022. It contained six recommendations, each of which was set out in paragraph 16 of the cover report along with relevant actions that had been taken in conjunction with partners and following a CQC inspection. These included:

- creation of joint SEND dashboard to capture information on children and young people across health and care services;
- work towards a single care record system across primary care, secondary care and the local authority;
- work to build on the current York Mind web project;
- work with commissioners to enable children and young people to access the right support at the right time;
- plans to implement a Children and Young People Mental Health Plan that would build on the i-Thrive model, focusing on early intervention;
- development of a Mental Health Delivery Plan covering an All-Age Mental Health Strategy.

The Committee Chair thanked those officers involved for their support in bringing the scrutiny recommendations to Executive. The Executive Member for Children, Young People & Education supported the recommendations and the principle of early intervention and thanked all who had worked on the scrutiny report. The Executive Member for Adult Social Care & Public Health, in her capacity as Chair of the Health & Wellbeing Board, confirmed that the mental health was a priority for the Board, the transition from childhood to adulthood being a particular concern.

Resolved: (i) That the update on the recommendations of the Scrutiny Committee, and the progress made so far, be noted.

(ii) That, taking that update into account, the recommendations of the Scrutiny Committee, as set out in paragraph 18 of its report at Annex 1, be approved.

(ii) That it be noted that the council will continue to further develop joint partnerships and seamless services to ensure that early intervention is embedded in practice as well as in commissioning strategies.

Reason: In order to respond appropriately to the findings of the scrutiny review as part of ongoing work to support the mental health and wellbeing of children and young people in York.

102. **Re-procurement of Sexual Health and Contraception Services**

The Director of Public Health presented a report which set out options for the re-procurement of sexual health and contraception services, with a view to entering into new contractual arrangements for up to 10 years, after expiry of the current contracts in June 2024.

Currently, Integrated Sexual Health Services (ISHS) were commissioned from York & Scarborough Hospital NHS Trust (the Trust) and Long Acting Reversible Contraception (LARC) services from Nimbuscare Ltd, the latter under a Section 75 Partnership Agreement with the Integrated Care Board (ICB). The proposal was to end that agreement, return responsibility for fitting LARC for gynaecological reasons to the ICB, and enter into a new Section 75 Agreement with the Trust for integrated services, to include the fitting of LARC for contraception purposes.

Three options were available, as detailed in paragraphs 24-35 of the report and summarised briefly below:

Option 1 – not to approve either a re-procurement process or a Section 75 approach. Not recommended, as this would mean the council would not fulfil its statutory duty.

Option 2 – approach the market to re-procure services through competitive tender. Not recommended, due to significant risk that it could result in the council being unable to award a contract.

Option 3 – enter into a Section 75 Agreement with the Trust for an integrated sexual health and contraception service, as recommended.

The Executive Member for Adult Social Care & Public Health welcomed the report and supported the proposals, noting that the Public Health Grant Allocation from which the services were funded was inadequate, being subject a cut in real terms this year.

Resolved: (i) That Option 3 be approved and that:

- a) negotiations be commenced to enter into a Section 75 Partnership Agreement with York and Scarborough Hospital NHS Trust under Section 75 of the National Health Services Act 2006; and
- b) authority be delegated to the Director of Public Health, in consultation with the Director of Governance or his delegated officers, to take such steps as are necessary to agree, award and enter into the resulting agreement to commence from 1 July 2024.

(ii) That, in the event that the Section 75 arrangements cannot be agreed or are not viable, approval be given, in consultation with the Executive Member for Adult Social Care and Health, to carry out an appropriate procurement process, and authority be delegated to the Director of Public Health (in consultation with the Director of Governance or his delegated officers) to take such steps as are necessary to procure, award and enter into the resulting contract.

(iii) That approval be given to establish a Joint Management Board between the Council and the Trust to oversee the development of the Section 75 Partnership Agreement and develop a joint accountability framework.

(iv) That authority be delegated to the Director of Public Health to manage the contract and monitor performance and outcomes, including any variations and planned extensions, in consultation with appropriate officers and the Executive Member with the portfolio for public health, as per City of York Council policies and procedures.

Reason: To allow the council to continue to work collaboratively to deliver a high quality and trusted sexual health service that meets the needs of residents, taking an approach that will secure the future of the service provision at a time of constrained budgets and workforce challenges and

ensure that the service is sustainable over the next 10 years.

103. Homes for Ukraine Budget

The Director of Customer & Communities and the Service Manager, Housing Options & Homelessness, presented a report which provided an update on the use of the Homes for Ukraine Scheme (HfU) funding in 2022/23, and asked Executive to approve plans for further expenditure up to March 2025.

Spend up to January 2023 date amounted to £554k, as detailed in paragraph 24 of the report. This was lower than anticipated, due to underspends on projected host checks and property repairs, and because some management and administrative functions had been covered by existing posts. It was clear that York would continue to host Ukrainian guests for some time to come and additional spending would be required, as explained in paragraphs 27-44. Anticipated expenditure over the next 3 years was detailed in the tables under paragraph 44 and totalled £3.4m. This would be covered by grant funding from the Department for Levelling Up, Housing & Communities (DLUHC).

The Chair noted that the first year anniversary of the start of the war in Ukraine had taken place last month. He placed on record his gratitude to those who had opened their homes to refugees fleeing the conflict, and thanked staff, partners and volunteers for their support. The Executive Members for Culture, Leisure & Communities and Housing & Safer Neighbourhoods echoed those thanks in supporting the recommendations, and it was

Resolved: (i) That the activities and allocations of funding to date be noted.

(ii) That the plans for further significant expenditure to March 2025 be approved.

(iii) That budget be allocated to the respective Housing and Customer and Community teams as set out in the report for the purposes identified.

(iv) That the authority delegated to the Assistant Director / Director of Customer & Communities to make grants to partner organisations to support the programme in consultation with the Executive

Member for Culture, Leisure & Communities, as granted by the Executive Member on 19 April 2022, be maintained.

Reason: To continue to support York's Ukrainian guests and make appropriate arrangements for ensuring their welfare, in line with human rights requirements and the priorities of the Council Plan.

104. Clifton Green Primary - Re-organisation and Security

The Corporate Director of Children & Education and the Assistant Director, Education & Skills presented a report which provided details of a proposed capital scheme to re-organise the site of Clifton Green Primary School to develop provision that would support better outcomes for children with Special Educational Needs and Disabilities (SEND).

Clifton Green Primary currently faced an increasing number of challenges due to teaching and intervention areas that were inaccessible, incorrectly located around the school building, or could not be used. The following options were available, as detailed in paragraphs 12-17 of the report:

Option 1 – do nothing. Not recommended, as the current room and space arrangements did not meet pupils' needs.

Option 2 – re-organise internal rooms and spaces only (estimated cost £1.28m). Not recommended, as it would not address all the issues, including staff's ability to keep children safe and secure.

Option 3 – as per option 2, but also address safeguarding and security issues affecting external areas, as recommended (estimated cost £1.5m).

The Executive Member for Children, Young People & Education thanked officers for their work in creating a solution tailor-made to this school, in order to provide support for young people. Having noted the comments made on this item under Public Participation, it was

Resolved: (i) That Option 3 be approved; that is, to re-organise internal rooms and spaces and address safeguarding and security issues that affect the external areas within the school site.

(ii) That approval be given to submit planning application for the scheme.

(iii) That approval be given to undertake a procurement process to secure a contractor to carry out the works, and that authority be delegated to the Corporate Director of Children and Education (in consultation with the Executive Member for Children, Young People and Education, the Chief Finance Officer and the Director of Governance or their delegated officers) to take such steps as are necessary to procure, award and enter into the resulting contract, subject to the winning bid being within the budget set out in paragraph 17 of the report.

Reasons: a) To ensure that the use of the rooms and spaces within Clifton Green Primary are suitable and sufficient to meet the needs of children, to reduce the number of pupils that need to access other specialist provision around the city, and to improve the security and safeguarding of pupils and others using the site.

b) This work supports the outcomes of the Inclusion Review which will provide more suitable provision in mainstream settings for neurodiverse children and for those with a primary need of SEMH (Social and Emotional Mental Health).

105. Market Position Statement

The Corporate Director of Adult Social Care and Integration presented a report which sought approval for a market position statement (MPS), as part of the market shaping and engagement process required under the Care Act 2014 to ensure services met the needs of the city's population.

The MPS, attached as Annex A to the report, would shape the direction of travel for the next 3 years. It had been developed by the Head of All Age Commissioning & Contracting, with consultation across internal and external stakeholders. It was intended to help all current and future providers of social care and community healthcare to understand the care changes anticipated by the council and health partners, as well as

potential opportunities to innovate and improve future service delivery.

The Executive Member for Adult Social Care & Public Health supported the recommendations and thanked officers for their hard work in developing an excellent MPS with residents' priorities at its core.

Resolved: (i) That the content of the market position statement be noted.

(ii) That the market position statement be approved.

Reason: A market position statement is a key element of market shaping and market shaping is a legal requirement (Care Act 2014).

(iii) That authority be delegated to the Corporate Director of Adult Services and Integration and the Executive Member for Adult Social Care and Public Health to agree any minor amendments to the statement.

Reason: The document is a complete document; however, it may need some minor amendments prior to publishing, which will be based on feedback from internal and external stakeholders and will be slight, with little impact on the document that is being presented.

106. Election Act 2022 and City of York Council Elections 2023

The Director of Governance presented a report which provided information on the preparations for the forthcoming City Council elections, and steps taken to implement relevant sections of the Elections Act 2022 that had come into force.

The key change introduced by the Act was a requirement for every elector voting in person to present an approved photo ID before being issued with their ballot paper. This would apply to the local government elections on 4 May 2023, bringing additional responsibilities to polling staff, as set out in paragraphs 18-22 of the report. Due to the lateness of Regulations enacting the requirement, there was also a risk that

many electors would be unaware of the change. Electors possessing none of the forms of ID specified by Parliament (as listed in paragraph 8) could either request a postal vote, or apply for a Voter Authority Certificate (VAC) online or via a paper form available at council offices.

Action taken by the council to address the issue included:

- specialist training for core staff working on the elections
- a communications campaign
- planned additional advertising paid for by central government
- promoting postal voting as an alternative to a VAC
- recruitment of additional poll clerks.

The Chair expressed approval of the steps being taken to meet these additional challenges, adding that residents could contact electoral.services@york.gov.uk for information.

Resolved: That the report be noted.

Chair's Remarks

The Chair announced this would be his final Executive meeting before stepping down at the forthcoming elections. He thanked all Members and officers and wished everyone well, noting that the evening's agenda served as a reminder of the range of services provided by local government, and that these could only be delivered by adopting a partnership approach.

Cllr K Aspden, Chair

[The meeting started at 5.30 pm and finished at 8.07 pm].

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Forward Plan: Executive Meeting: 15 June 2023

Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 13 July 2023

None currently listed.

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 14 September 2023

None currently listed.

Table 3: Items Slipped on the Forward Plan

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason
<p>Recommissioning of the Current York Reablement Service</p> <p>Purpose of Report</p> <p>To present recommendations for the recommissioning of the York Reablement Service, an important provision that provides the opportunity to meet the duties of the Care Act 2014 s2 (duty to prevent, reduce or delay needs for care and support for all adults), as the current contract is coming to an end this year.</p> <p>Executive will be asked to: recommend the best option to recommission York Reablement Service.</p>	<p>Judith Culleton / Edward Njuguna</p>	<p>Executive Member for Adult Social Care and Public Health</p>	<p>16/6/23</p>	<p>tbc</p>	<p>Further work is required with the ICS before this is taken forward</p>

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Executive**15 June 2023**

Report of the Director of Customer & Communities and the Corporate Director for Children & Education
Portfolio of the Executive Member for Children, Young People and Education, and the Executive Member for Housing, Planning and Safer Communities.

Westfield Centre* Partnership with University of York**Summary**

1. This paper provides background and context for the development of a proposal from the University of York (UoY) called the 'Westfield Centre'* project to support education and community outcomes in the Westfield area ideally based from Sanderson Community House (SCH) in Chapelfields, York. This proposal is supported by senior officers in Children & Education Services, Communities, Housing and by the Headteachers of the local primary and secondary schools.
2. Executive Members are asked to support the development of the Westfield Centre and consider a partnership contribution from the Council (CYC) by providing an initial five-year lease to the University for Sanderson Community House, on a peppercorn rent, or consider alternative options as outlined in the report.

Recommendations

3. The Executive is asked to:
 - i. agree to support the partnership with the University of York to develop the 'Westfield Centre';
 - ii. agree the contribution of the council through the approval of Option A at paragraph 27 below thereby granting University of York a lease with a peppercorn rent, subject to public consultation with Westfield residents on the proposed lease; and

*Name subject to consultation

- iii. To delegate to the Director of Customer and Communities, in consultation with the Executive Member for Housing, Planning and Safer Communities, authority to negotiate and enter into all legal agreements necessary to implement the lease, following the outcome of the Westfield resident consultation.

Background

4. In 2019, the University of York entered into a formal partnership with 'IntoUniversity' and the University of Hull to establish a community learning centre in Marfleet, an area of Hull that faces some of the largest levels of deprivation in the country. As described in the proposals at Annex A, conversations took place in York with Education leads and local Headteachers. This proposal to establish a community learning centre in Westfield is a direct result of those conversations.
5. York is a city of contrasts. For some, a high or higher than average income, access to healthcare, and access to an outstanding education and other opportunities is the norm. However, the fact that almost all the secondary schools and primary schools in York are rated good or outstanding by Ofsted and attainment outcomes are average or above average masks the attainment gap between advantaged and less advantaged children in our city. York is one of just six local authorities in the country in which, at the end of primary school, disadvantaged pupils are over a year behind more advantaged pupils. For less advantaged children in the city, including those living in the 20% most deprived areas of York, the education system does not fully equip them to reach their potential. This has an impact on their progression to future pathways of education or employment.
6. From a public health perspective, the health of our children also varies across our city. 19.1% of children (approximately 550 children) in Westfield ward are in poverty (IMD Income Deprivation Affecting Children), one in four pregnant mothers smoke, 43% of children are living with an unhealthy weight, rates of breastfeeding are lower than the city average, whilst under 5s unplanned hospital admissions are higher than average.
7. The gap is about to get even greater. The impact of Coronavirus pandemic restrictions on the poorest families has been immense. Young people have fallen even further behind in their progress, with teachers 'estimating that the learning gap between disadvantaged pupils and their peers has increased by 46% since last year' (NFER,

2020). Families are struggling with financial hardship and employment prospects for young people and already deprived neighbourhoods could lead to a further division across our city.

8. Sanderson Community House (SCH) is a council owned community asset in the general fund that was originally designed and built-in consultation with the local community to provide community activity for local people on the Chapelfields estate. The building was constructed around 2005 with the option to convert back into three terrace houses should the centre not be viable.
9. The Council currently operate SCH and allow the Chapelfields Community Association (CCA) to deliver community activities that benefit all residents from the centre without charge.
10. The current activities operating from Sanderson Community House are:
 - CCA run a Community Hub session providing a weekly food bank and 'Pay as you feel' café supported by professional support staff including a Community Officer and Local Area Coordinator on a Thursday morning. Public health colleagues have also attended to offer health checks, covid and flu jabs.
 - Youth club provision by the local church on a Thursday afternoon.
 - Bingo sessions for the elderly ran by the CCA on a Tuesday afternoon.
 - A drop in office base for the local housing officer to be able to have local conversations with tenants as part of the Thursday Community Hub session.
 - Occupation of office space upstairs by a local charity Accessible Arts Media (AAM) pursuant to a lease which provides valuable rental income (c.£10k pa) to support the running costs for the community centre.
11. The usage levels of the centre are very low at under 5% for the public activity space. CYC recently managed to enter a licence with York Inspirational Kids to hire the activity space for an Autism Hub operating 5 days a week, however after issues with anti-social behaviour on the estate the Autism Hub was moved to a children centre on safeguarding grounds.

The Westfield Centre Proposal

*Name subject to consultation

12. The Westfield Centre proposal is a collaborative ambition created in partnership with York High School, Westfield Primary Community School, UoY and City of York Council.
13. The vision is to establish a community learning centre in Westfield to provide a safe space for children and young people to learn and grow and for adults to connect, access support and take part in lifelong learning or training.
14. Annex A sets out the proposal in detail written by Rebecca Clark, Head of Access and Outreach for UoY.
15. The UoY propose a £2.25m investment through philanthropic donations to be invested in the Westfield Centre to benefit the whole community, albeit with a primary focus on children and families. Commitments include:
 - Open the centre five days a week from 8.30-7pm
 - A dedicated Centre Manager and staff team working as part of the community
 - Help raise attainment, improve attendance
 - Facilitate a return to learning for adults
 - Focus on improving well-being and mental health
 - Protect existing community provision to continue (on the same terms of access and price) such as the Community Hub (3 hours), Bingo (2 hours) and Youth Club activity (2-3 hours).
 - Co-production and governance structures which includes families and carers.
16. The Westfield Centre is a natural fit with the council's communities' team to work in a strengths based way and supports communities to thrive. In addition, working closely with communities in this part of the city will bring with it opportunities to improve population health and wellbeing and tackle health inequalities, which could include:
 - better integration and reach of the core 0-19s offer (health visiting and school nursing)
 - opportunities to help support family health, eg through the HENRY approach to nutrition and healthy weight, through physical activity interventions, and through work led by the CYC

Health Trainer service around smokefree homes and helping reduce the number of children taking up vaping

- the health benefits of engaging and empowering communities, raising educational attainment and tackling poverty and financial exclusion
17. From an education perspective this is an innovative project to improve the educational outcomes of children who are severely disadvantaged through intergenerational poverty. The Westfield Centre will provide a space where targeted academic support will be available to support children and young people to help them close the attainment gap. This will be delivered through a collaboration between the UoY, Westfield Primary and York High School. The project also aims to re-engage children and young people with education where low levels of school attendance has been a barrier to achievement. The project compliments several other local authority strategies, including Early Talk for York, aimed at closing the gap in educational achievement and related health disparities into adult life. The investment and collaboration of third-party donors brought together by the UoY raises awareness and interest for these critical issues beyond the confines of public services which is greatly welcomed. The project has the full support of senior officers within Children & Education Services.

CYC Support

18. UoY are seeking a 'partnership contribution' from CYC by the means of CYC providing Sanderson Community House to UoY on an initial five-year lease (excluded from/contracted out of the security of tenure/lease renewal rights contained in the Landlord and Tenant Act 1954), at a peppercorn rent. The location is ideal for the community need in Westfield given the level of poverty and known impacts on learning for local children and families.
19. UoY, say they need a minimum of a five year lease to provide certainty of tenure to give them confidence in delivering this complex project which will involve some initial investment into the building, recruiting staff, and establishing the right team and to start the conversation with the community to ensure over time this becomes a true community asset at the heart of its community.
20. Longer term the council wish to see the community venue back in 'community ownership' via a CAT (Community Asset Transfer) (by way of long lease, to a community group) and this project would be a natural steppingstone to achieving this. The lease will be excluded

from the Landlord and Tenant Act 1954 which would otherwise provide the UoY with rights to renew the lease beyond the 5-year term, thus affording the Council with flexibility in the future.

21. Officers have worked with the UoY to produce an agreed Heads of Terms (HOT) shown in Annex B, with the headline terms being:
- i. 5-year lease subject to option for the tenant (but not the landlord) to terminate the lease early at any time after expiry of initial 12-month period by giving not less than 3 months' written notice to the landlord (subject to the tenant handing back the premises with vacant possession);
 - ii. Peppercorn rent (Nil) but UoY will pay for all the operating costs for the building during the lease (c.£35k/pa – see financial implications), based on 'purpose of use' being for community and education;
 - iii. CYC retain structural maintenance liability (condition survey report updated by LHL in early 2023);
 - iv. Some initial remedial works by CYC to bring the property up to a standard condition (basic external decoration to windows, internal minor repairs to doors and decoration) with the full extent of which is to be agreed between the UoY and CYC;
 - v. UoY commitment to make investment into the building (full redecoration of the centre, fit new furniture including desks, IT equipment, tables and sofas, replacing floors, improving the garden space, and updating the kitchen (should sufficient partnership funding be obtained) as examples). The proposed lease will seek to refer to, and append, a list of such works and will seek to contain provisions obliging UoY to commence and complete such works to a satisfactory standard by timescales specified in the lease. It is also proposed to specify in the lease that the carrying out of such works by the tenant is a condition of the granting of the lease and to therefore contain an explicit acknowledgement from the tenant that on expiry of the lease they will not be entitled to claim compensation from CYC/the landlord for the cost/value of such works;
 - vi. UoY must maintain the existing level of community access which includes: Chapelfields Community Association operating a community hub and bingo sessions and Gateway Church who operate youth club activities.

- vii. UoY must allow AAM to remain in occupation/honour the sub-leasing to Accessible Arts Media for office space until they are able to be relocated to the new Clifton Explore library learning centre in Summer 2024. The rental income would come to the UoY.
22. Advice from legal and property is that permission to grant such a lease to UoY would require a full Executive decision.

Project Timeline

23. In consultation with the UoY the table below sets out the key milestones to achieve an opening after the October half term in 2023:

Date	Key Milestone
15 June 23	Executive approval sought for lease of SCH
19 – 30 June 23	Public consultation
July 23	CYC to carry out remedial works to SCH
Aug/Sept 23	UoY are granted lease and carry out any agreed works to SCH
Oct/Nov 23	Launch and open the Westfield Centre

Consultation

24. The UoY has carried out consultation as described in their proposal (Annex A) which demonstrates the collaborative ambition and intent to put children, young people and families at the heart of this project.
25. Officers have consulted with Housing Services about the proposal and they fully support the Westfield Centre and have agreed to continue to support tenants by having a presence at the Community Hub sessions twice a month. They have agreed to relocate to support this work.
26. The proposed timeline includes the opportunity to consult with residents on the proposed future use of the building which the proposed lease will facilitate. If agreed this feedback would be fully considered by lead member and the Director before final delegated approval will be given. A proposed consultation plan is contained at Annex D to this report.

Options

Executive Members have the following options to consider in addition to considering whether to consult on the use of the centre as recommended in this report:

27. **Option A** = Agree with the proposal as set out in the paper to support the partnership with the UoY to develop the 'Westfield Centre' at SCH by providing the UoY a lease (subject to Executive approval) with a peppercorn rent, which demonstrates the Council's commitment and partnership approach.
28. **Option B** = As option A, but charge the UoY a commercial rent.
29. **Option C** = Reject the UoY proposal and continue with the Council operating the building for community benefit.
30. **Option D** = Close the community centre and convert into three terrace houses.

Analysis

31. Option A would provide a significant external investment of an estimated £2.25m over 5 years into Westfield to drive educational and social outcomes that are formed from a collaborative approach with local schools and communities. This could provide a longer-term route to securing a community asset transfer to see the property back into community ownership. This option does not require any additional revenue or capital funding and passes the running costs of the building (c.£35k/pa) to the UoY, whilst the liability for structural repairs would come from within existing resources. The main risk with leasing a community asset to the UoY is the public perception, but hence the proposal is having a clear communications strategy that does not badge the building a UoY premises but gives a sense of community ownership delivering with communities, for communities.
32. Option B would be to demand the UoY pay a commercial rent for the lease, based on other like for like community buildings. Given the location however, the market demand is highly limited and thus renting it out commercially would be difficult. This is likely to bring much more of a focus on CYC supplying the building in a good quality condition, with less contribution to the building investment by the UoY as this would be spent on rent. The UoY have also indicated the funding plan does not support a commercial rent.

33. Option C would leave the status quo, with the communities team seeking to continue to increase the usage from above 5% with very limited resources and little community appetite at the moment for a community asset transfer.
34. Option D is really a fall-back position and ensuring all options have been considered, should option A and B fall through and there was no sustainable community asset need. Housing would be able to provide a high-level feasibility study of this option if required.

Council Plan

35. The Council Plan is under construction at the current time but this report seeks to meet new and emerging priorities around:
 - better working lives in York
 - improving people's wellbeing
 - family friendly place
 - support schools to support young people
 - target a reduction in health inequalities.

Implications

- **Financial** – The annual revenue budget for SCH is £7k per year and this would be required moving forward to support the council's landlord role and maintenance liability. Therefore, no revenue savings. However, pressure of increasing energy costs and building running costs has presented a risk of overspending the £7k budget. The current forecast running costs for SCH are estimated at £35k/pa and UoY would become liable for these under the proposed lease, as well as receiving any rental income, reducing the council's risk. A recent condition survey of the building has found that the current £7k budget will be adequate to maintain the council's maintenance liabilities for the next 5 years. The Communities Team do hold a sinking fund for such additional emergency capital lifecycle elements.
- **Human Resources** – There are no Human Resources implications of this report, the project costings and secured funding has taken into account staffing costs to run the centre.
- **Equalities** – The proposal to enter into a 5-year lease agreement is intended to support a project which will unlock support, potential and opportunity for those from the most financially disadvantaged backgrounds in an area of deep deprivation. Whilst more consultation can be done with the community regarding the decision to grant the lease – poverty affects all those with other protected

characteristics in a deeper way – those who are disabled, BAME groups, carers for example face greater complexities and so from an equalities and human rights perspective the impact of this report can only be stated to be positive. See Annex C for the full impact assessment.

- **Legal** – Depending on the value of the works that the council may require UoY/the tenant to carry out to the building pursuant to the proposed lease, this may be classed as a public works contract that might need to be the subject of a procurement exercise. It is understood that SCH is held by the council as General Fund (rather than Housing Revenue Account/HRA) property. Accordingly, the council has (pursuant to Section 123 of the Local Government Act 1972) power to:
 - (1) grant a lease for a Term of 7 years or less without the Secretary of State's consent irrespective of the consideration/rent obtained;
 - (2) grant a lease for a Term of more than 7 years (but consent of the Secretary of State is required for any such disposal at less than best consideration/full open market value) – by a General Consent Order, consent is deemed automatically given to any disposal of General Fund property for less than best consideration/full open market value provided that:
 - (i) The difference between the consideration actually obtained and best consideration/full open market value does not exceed £2m; and
 - (ii) The council (acting reasonably) considers that the purpose of the disposal will facilitate the improvement of the economic, environmental, or social well-being of its area.
- **Crime & Disorder** – the recommendations in this report will bring the building into full use and reduce the risks of having a building standing empty. The outcomes from this project will hopefully influence lives positively impacting on crime and disorder levels. Local police and Youth Justice Services have been identified as stakeholders in this work and were consulted on the project as identified in Annex A.
- **Information Technology** - Free public access Wi-Fi will remain in place at SH.
- **Property** – SCH was built in 2005 and is a council asset in the general fund, not a housing asset. As a community asset that was

designed to be split up and turned into three terrace houses should a situation arise where community use was no longer viable, this option remains at a future point. The Heads of Terms (HOTs) at annex B are standard with a mixed maintenance liability between the landlord and tenant. In option B, given the location of SCH, the market demand is highly limited and thus renting it out commercially would be difficult with thus very limited value.

- **Other** - none

Risk Management

36. The main risk is reputational for the council in leasing an asset at a peppercorn rate to the University and potential backlash from the community who might see this as not a community venue anymore. This will be managed by issuing clear communications from the Westfield Centre regarding the community purpose of the project, the protection of the existing community groups and ongoing opportunities for community engagement and influence on the project set out in the HOT. Finally, a commitment to publicly consult with Westfield residents prior to the lease being entered into, to test residents opinion of the proposal.

Contact Details

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			Date	6 June 2023	
	Report Approved	Y			
Specialist Implications Officer(s) Property – Nick Collins Finance – Patrick Looker Legal – Gerard Allen Housing – Dennis Southall Equalities - Laura Williams					
Wards Affected: Westfield				All	<i>No</i>

*Name subject to consultation

For further information please contact the author of the report	

Background Papers: None

Annexes

Annex A – Westfield Centre Proposal & Endorsement Statements

Annex B – Heads of Terms for the lease of Sanderson House

Annex C – Equalities Impact Assessment

Annex D – Public Consultation Plan

Abbreviations

AAM Accessible Arts Media

CAT Community Asset Transfer

CCA Chapelfields community Association

CYC City of York Council

HOT Head of Terms

SCH Sanderson Community House

UoY University of York

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

The Westfield Centre A partnership between the Westfield Primary Community School, York High School and the University of York

Background

In 2019, the University of York entered into a formal partnership with IntoUniversity and the University of Hull to establish a community learning centre in Marfleet, an area of Hull that faces some of the largest levels of deprivation in the country. While fundraising for IntoUniversity, a philanthropist living in York asked why we weren't doing this sort of work to serve communities on our own doorstep. This prompted a conversation with Maxine Squire (Assistant Director of Education at the City of York Council), Rod Sims (Head of York High School) and Lamara Taylor (Head of Westfield Primary Community School). This proposal to establish a community learning centre in Westfield is a direct result of those conversations.

The Westfield Centre

The Westfield Centre proposal is a collaborative ambition created in partnership with York High School and Westfield.

The proposal has evolved significantly from the IntoUniversity model as a base and reflects the input we've had from schools, local organisations, employers and the Community Association. The project will continue to evolve in this way.

Vision

Our collective vision is to provide a safe space for children and young people to learn and grow and for adults to connect, access support and take part in lifelong learning or training. The centre will be a physical space, right in the heart of the Chapelfields estate, that will be open from 8:30am to 7pm, Monday to Friday including school holidays and will be the location for a range of activities and open sessions.

With a firm belief in the power of education to transform lives, the centre will enable young people and adults to realise their potential and aspirations. The centre will provide access to opportunities that help to raise attainment, improve attendance, facilitate a return to learning for adults and improve well being and mental health.

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

We believe that for the success of the centre, and for the greater good of the local community, the centre must provide more than just educational opportunities for children. As a result, the centre will also provide opportunities for adults to connect, providing room in the timetable for adults in the area to develop networks, access support, advance their own interests and enhance their wellbeing.

We aim to open the centre in Autumn 2023 and it will be free to access for beneficiaries. The University is raising £2.25million through philanthropic donations, that will be invested solely into the running of the centre, alongside significant in kind support from the University and other centre partners.

This is a long term commitment to the running of the centre, with funds established for the first five years and fundraising set to continue for the foreseeable future, ensuring a consistent presence and willingness to learn and adapt.

Please note that 'The Westfield Centre' is a holding name. A communications agency will work with key stakeholders and most importantly, local adults, children and young people, to develop an official name for the centre.

Centre objectives

The centre vision is focused on improving the outcomes of children and young people. Our objectives are:

- A reduction in the attainment gap between advantaged and less advantaged children
- Improved attendance at school and engagement in education and future choices
- Improved access to information, advice, guidance and support that will secure lifelong fulfilling career choices
- Increased progression to continued education including higher education, further education, work based training and apprenticeships.

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

- Reduced feelings of isolation and hopelessness experienced by children and adults
- Championing a sense of pride and belonging felt by the community for their neighbourhood and neighbours
- Improved mental health and wellbeing for children and adults
- A reduction in anti-social behaviour and bullying.

Programme of Delivery

Exactly what will be delivered from the centre is still in development as more members of the community become involved in the conversation.

The following sessions have been agreed in conversation with professionals who work in the area, and particularly with the two main school partners. We have also held focus groups with over 200 children who live in the area and spoken to more than 40 parents. This is just the start of our community engagement plans. This programme will continue to develop before the launch of the centre and beyond, as we learn what works, what attracts interest and as we adapt to the changing needs of the community.

An example of a typical weekday along with brief session descriptions is provided below.

8am - 9am	9am - 10am	10am - 12pm	12pm - 1pm	1pm - 3pm	3pm - 5pm	5pm - 7pm
Breakfast pick up and play	Adult socials and learning	Supporting learning	Community lunch (social and learning)	Supporting learning	After school clubs	Co curricular clubs with dinner
For children and families	Open sessions - a programme may evolve in collaboration with active community partners	For school groups	Open sessions - a programme may evolve in collaboration with active community partners	For school groups	For school children	For school children

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

Adults social sessions

From informal drop in sessions for parents with young children to intergenerational ‘social connect’ sessions for all residents including those without children and older residents, we will provide time for adults in the area to socialise and connect with each other and local services. We anticipate these sessions will evolve to provide adult learning, taster sessions, and advice sessions once we have developed close relationships with residents who will become active community partners.

Adult learning sessions

To be developed in partnership with adults in the area, our intention is to provide lunch time sessions, with a space for children to play while residents (parents or not) attend sessions covering ‘return to learn’ or ‘learning for fun’ alongside digital literacy, financial literacy, enterprise and wellbeing. Importantly, this offer will be refined once a larger number of adult residents have become involved in co-creation of the programme.

Primary and secondary curriculum programme

Involving higher education and further education students and academics, local cultural and heritage organisation staff and local employers, our curriculum programme will support schools in taking a ‘deep dive’ into key curriculum areas, bringing subjects to life and connecting them to the world of work. This programme will involve interconnecting workshops, workplace visits and cultural trips and will be developed and delivered in collaboration with our school partners.

Specialist primary support

Focusing specifically on supporting children with special educational needs. Working with small groups of pupils alongside our school partners, student mentors, education specialists and trainee teachers, we will support the school in raising the attainment, confidence and wellbeing of their pupils.

Specialist secondary support

Focusing specifically on supporting pupils suffering emotionally based school avoidance, we will develop a programme of support for pupils facing problems with their mental health and anxiety. Aligning with the home tuition service and school partners, we will co create a programme that utilises small steps, habit formation, behavioural activation and mentoring with a long term aim of improving attendance.

Employability

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

Working with our corporate partners, we will provide CV, application and interview workshops, access to interview clothing, and hope to expand to include work placements and internships. With employee volunteers, we also have the chance to provide coaches and mentors who will champion a person's progression, adult or child.

After school clubs

Both schools have asked frequently for a safe, quiet space with all the tech and learning support required for after school learning and homework. Later in the evening, we will run 'youth club' activities targeting different groups in the area providing access to a range of extra curricular activities from music and DJ skills, to coding and crafts. This has also been requested by parents and the community association.

Other considerations

Providing food

We hope to provide a 'grab and go' breakfast, as requested by local schools who see how well children learn when well fed and know some of their families struggle to provide several meals a day for their children. This will be provided to align with existing services. Lunch, dinner, snacks and refreshments will also be provided throughout the week.

Food and clothing banks

At the request of the community association, we hope to support their already established food bank, and extend this provision to a clothing bank. We will also consider becoming a registered 'warm place', in partnership with local residents.

Volunteers, safeguarding and behaviour considerations

We will seek to engage volunteers from the local community, students from across the further and higher education providers of York, and employees from a range of large and small employers in the city. All volunteers and staff will be enhanced DBS checked, and receive frequent safeguarding training alongside training relevant to working with children. The centre will have a robust safeguarding policy and risk assessments to ensure this is a truly safe space for all. We will also work with centre partners (including young and adult residents) to establish expectations and behaviour policies.

Considerations specific to Sanderson House

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

Refit, redecoration and garden

Making sure the space we use is safe, a home from home, with all the space required to facilitate 'socials', small classes, homework sessions, and extracurricular activities will be vital to the success of the centre. We intend to redecorate the Centre, seeking support from local residents and children with, for example, design, decorating and gardening. We also intend to fit the centre with new flooring and furniture including sofas, desks, tables and IT equipment. We're also speaking with CYC colleagues about a potential kitchen refit. We also hope to provide a gardening club for residents of all ages.

Weekends

We have not currently planned to use the centre during weekends although we have had requests to extend our offer to support residents who work weekdays. We will look to establish staffing to support this request once the centre is open and established.

We understand that each year approximately four resident groups have used Sanderson House for parties on a weekend. The building refit makes it difficult to maintain this commitment, although we are and will continue to work with CYC colleagues and residents to find solutions. Currently, the suggestion is that we work with other local providers to find suitable, equally affordable and accessible alternatives.

Gateway Youth Club and Sunday worship

The Gateway Centre currently delivers a youth club on a Thursday afternoon and a Sunday worship service once a month. It is vital that the Westfield Centre project does not displace any existing activities that benefit the area. As such, we have met with Gateway and agree these activities should continue.

Accessible Arts and Media

Similarly, Accessible Arts and Media currently use the upstairs space for offices, with a view to moving to a new location in September 2024. We agree that AAM should remain in place until their move and look forward to working together.

Community Hub, Family Hubs and Multi-agency hubs

Sanderson House currently has a hub running every Thursday, with an expanding vision for family hubs from the City of York Council and a multi-agency hub model from the local police. We are keen to work in partnership with all such organisations. As such, we assume the Thursday hub will continue, and hope to be involved with discussions to support a family hub and multi-agency hub.

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

Partnerships and Collaboration

Although the Westfield Centre initiative is coordinated by the University of York, it is a collaboration driven by key stakeholders in the area and will become increasingly collaborative as residents and young people are asked to join the partnership as critical friends. The University of York brings to the project significant investment in the form of staff time, convening powers and fundraising networks. The University will continue to oversee the centre and take responsibility for ensuring the centre delivers on the objectives set out. However, the centre will not be branded with University logos. It will have a distinct name, logo and brand and feature thanks to all partners and supporters.

The following organisations and people have been involved in conversations about the centre so far:

Focus groups, interviews and questionnaires completed by over 250 pupils so far from Westfield Primary School and York High School.

Senior Leadership Team members of local schools
(York High School, Westfield Primary School, Southbank Multi Academy Trust, Hob Moor Primary School, Carr Junior Primary School, Danesgate School, Ebor School Sport Partnership)

Council staff for community, children, education services and family learning including lead members from the Council Management Team.

Local police and Youth Justice services

Explore York, York Cares, Gateway Centre, York CVS, Inspired Youth, The Island, Inspired Choices, Joseph Rowntree Foundation, Merchant Adventurers, Accessible Arts Media, Energise, local employers (Aviva, Nestle), York Museums Trust, Make It York, Reach, York St John University, York College and Askham Bryan College.

Local Ward Councillors have also been involved in conversations about the centre throughout development (pre-local elections) and will be a key part of developments and oversight going forward.

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

Chair of the Chapelfields Community Association, has also contributed to the vision so far through several conversations.

We are keen to continue connecting with organisations and people working across York, and particularly in the Westfield Ward. Our commitment is to add value to and supplement activities already taking place and to work in partnership with others across the city. Our partnerships will become more formalised and a governance structure will ensure that key stakeholders are formally involved in the development and management of the centre once implemented.

Future community engagement

This centre puts the local community at its core and although many of the project objectives are focused on outcomes for young people, we believe this will only be successful with meaningful engagement of adults. We've therefore ensured open access time in the timetable and built a communications plan and governance framework that will involve residents as active partners.

Without a location confirmed, we have been reluctant to speak too soon to residents for fear of disappointing a local community who have grown used to people and organisations over promising and under delivering. Now we have confirmation of sufficient funding, we have moved to begin conversations with local residents.

We have already begun to hold, through warm introductions, a series of face to face conversations that enable us to listen to local residents to understand how they feel about the area and what they would like to see us provide.

As this project is largely focused on provision for young people, we have started these conversations with parents first. Through regular attendance at school events and conversations on the school gates, we are developing a group of parent influencers who will work with us.

We will expand this conversation to all residents, with a leaflet drop to all homes and a series of regular drop in cafes for anyone to speak with us and share their thoughts and concerns. We hope these conversations will

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

allow us to develop a group of resident influencers. We will also attend the community hub regularly to have informal conversations and become more well known by residents.

We will grow our focus groups with children and develop a group of young influencers.

In the week commencing 19th June, our meetings in schools will increase to involve a presence at sports days and on the school gates. We are also aiming to schedule a door to door leaflet drop during this period. From week commencing 3rd July, we will begin drop in sessions for all residents based at Westfield Primary Community School and, if the Community Association is supportive, at the Community Hub. We're keen to hear feedback and suggestions for ways of engaging local residents.

These conversations will not be 'one-offs' but the beginning of frequent and on-going listening. It will also directly feed into the governance structure outlined below.

Governance

The governance structure involves:

- A steering group involving representatives from across the various groups involved and key representatives from the lead partners
- A delivery group involving people who are actively involved in the delivery of the centre programme, content and timetable
- An external stakeholder group that will involve professionals from across the city who are contributing to the development and delivery of the centre
- A community advisory group involving a core group of experienced community leaders working or living directly in the Westfield area who will support the successful launch and establishment of the centre, with nominees on the steering group
- A local residents group involving adults (those with and without children) living in Westfield who will ensure we provide a service that is relevant, useful and has potential for success. Nominees will sit on the steering group.

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

- A young influencers group involving children and young people from partner schools who will ensure we provide a service that will attract and serve local young people. Nominees will sit on the steering group.
- A network of community champions who will work with the centre team and support ongoing conversations with residents in the area.

We intend to hold frequent regular drop-in sessions that will allow all residents an opportunity to speak with the centre team and intend to hold twice yearly “General Meeting” style events.

This governance structure will ensure a strong voice from all involved. Each group will be involved in steering the project going forward, working to determine if the centre is meeting the core objectives set out above, how the delivery programme should be amended and evolve to meet changing needs, and how to deal with any challenges faced along the way.

This structure is also intended to ensure we do not only create an ‘echo chamber’ of supportive centre friends. An bi-annual general meetings and regular drop ins should ensure we also listen carefully to residents and young people who do not feel well served by the centre.

Additional Notes

IntoUniversity

The Centre is inspired by IntoUniversity, a charity with over 20 years of experience delivering 35 learning centres across the UK. Their first centre opened in 2002, led by two youth workers as a local response to the needs of the people they supported through an evening youth group. Now supporting over 40,000 young people each year, across 35 centres nationwide, they have a proven track record of becoming integral parts of communities experiencing some of the largest levels of deprivation in the country, supporting families facing innumerable barriers gaining skills and qualifications, accessing well paid and secure employment and building stable and safe home lives.

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

Each centre operates much like the first, as a local hub for young people, providing children the opportunity to become who they want to be, despite the circumstances in which they happen to have been born. The IntoUniversity team is driven by a firm belief in the talent of every young person, believing that, with support, every young person can access fulfilling careers. Working with university and corporate partners, and a network of over 1600 volunteers, IntoUniversity provides less advantaged children, from the age of seven onward, with a safe space for after school study, inspirational mentoring programmes, exciting academic enrichment workshops, careers insight opportunities and much more.

While inspired by IntoUniversity, the Westfield Centre will be quite different. It is specific to the needs of communities in the Westfield Ward and will deliver a programme of support that has been directly asked for by those living and working in the area. Very importantly, it will not focus on university as the only measure of success and higher education will not be an overt message of any of the sessions run there.

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

Statements in support of University of York Proposal

“I have had the pleasure to lead Westfield Primary Community School for the past four and a half years and it is an amazing experience. The staff team is the foundation of Westfield and they bring energy and commitment to our school community every day through inspiring the children to learn in a safe place. Relationships are at the heart all that we do and many people who visit say they can feel the warmth between everyone. Quite simply, we are very proud of what we have achieved.

Just as covid interrupted all of our lives, it interrupted our school improvement journey. When we had fewer children in school we used the time to make stronger connections with external partners to support our families during and after the pandemic. During one of our many meetings with CYC regarding mental health support, I was introduced to Rebecca Clark and this formed the beginning of some exciting conversations about how we can support our school community.

We often talk about what is in our gift. By this we mean the things we can control and influence. We have noticed that there are many things that affect our children that happen outside of the school gates that impact on attendance at school, motivation to learn and engagement in education. To ensure our children achieve the best possible outcomes, we are exploring ways to enhance the opportunities in their own community and this is where the concept of the Westfield centre began.

With regard to the location, we talked about spaces within a school and felt that this would feel that the children were going back to school after 3:15pm. Strangely, not popular! With the cost of travel, it became essential that a venue was accessible. I introduced Rebecca to our parent governor, Rebecca Main as she is Chair of the Community Association. It felt like a positive meeting and the idea of Sanderson house was discussed. We would like any future venue to be easily accessible, safe and within the heart of our community. I believe Sanderson House would offer such a space and could be reinvented with the community, for the community.”

Lamara Taylor, Headteacher, Westfield Primary Community School

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

York High School



Resilience ~ Aspiration ~ Success

18th May 2023

To whom it may concern

I am writing this letter to offer my wholehearted support for the Westfield project and locating it in Sanderson House.

Initially, I want to establish my understanding and commitment to the area. My parents moved to Acomb when I was 6. I went to Westfield Primary School before passing my 11 plus and going to Nunthorpe now Millthorpe. I have been proud to be Deputy Headteacher at York High School for 10 years and for the last 5 years Headteacher. My father used to be a youth leader at Chapelfields Adventure Playground before it was turned into houses at the end of the 1970's.

In my job I am instinctively sceptical about the next great thing, all too often they peter out after a year or never get off the ground. The Westfield project is different; it is seeking to make generational change through a long-term commitment to providing facilities, services and activities that the Chapelfields area needs. The possibility that from Sanderson House the project can create a genuine community hub where currently there is none. This can become a focal point for children and adults alike where currently there is none.

The Westfield project could enhance the work of the school through offering a base for additional learning, for other agencies to meet families away from the formal school setting, for careers, for homework and for pastoral care. This would not be possible if the community had to travel, this is why the central location of Sanderson House is essential for the success of the project.

When I grew up Chapelfields had an Adventure Playground and a Youth Club there is nothing for the young people of Chapelfields to do, boredom leads to Anti-Social Behaviour. I wholeheartedly support the Westfield Project and its use of Sanderson House.

Yours Sincerely

Rod Sims

ANNEX A – The Westfield Centre Proposal & Endorsement Statements



Our Ref: TW/ajh

23 May 2023

Dear Committee Member

Reference: The Westfield Centre

We write with reference to the paper tabled at the City of York Executive Committee meeting to determine a venue for the Westfield Centre initiative.

Higher York members are all too aware that York is a city of contrasts. Alongside affluence and outstanding educational outcomes, York is home to some areas of significant deprivation and has one of the largest gaps in attainment between advantaged and disadvantaged pupils. In the last year, Higher York institutions have worked together to establish a new initiative to help address the challenges local communities face.

Working alongside partners from across the City, The Westfield Centre, will serve members of our local community who face significant socio-economic disadvantage, barriers to education and opportunities. This initiative has been co-created with local schools, employers, charities and City of York Council colleagues to establish a community learning centre in the heart of Westfield, one of the most disadvantaged areas of York.

To successfully transform the lives of children across the city, we must work together. Children in York should be able to access a multitude of services, people and opportunities that will enable them to thrive. Through the Westfield Centre, the City will convene to provide access to educational enrichment, extra-curricular development, mentoring, tutoring, skills development, advice and guidance. This will be made possible by the significant investment of Higher York staff and students, employee volunteers, local culture and heritage organisations and the philanthropic donations of our friends and supporters.

There is one central value at the heart of this initiative: community co-creation. This centre will not be a 'university' or 'Higher York' venue and the programme delivered through the centre will not be the creation of Higher York. We have listened carefully to those living and working in the area to build the plan so far. The governance structure for the centre will feature children, young people and residents as core members. Once a venue is agreed, we will move quickly to bring in even more voices from the local community and provide opportunities for community volunteers.

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

Alongside community co-creation, it is vital that this unprecedented coordination of support and funds is delivered on the doorstep of the community we intend to serve. The venue, at the heart of Chapelfields, is therefore essential to ensure the success of the initiative.

Yours sincerely



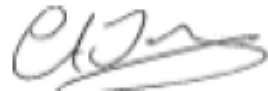
Tim Whitaker
Principal and Chief Executive
Askham Bryan College



Lee Probert
Chief Executive and Principal
York College



Karen Bryan
Vice Chancellor
York St John University



Charlie Jeffery
Vice Chancellor and President
University of York

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

“It was good to meet with you and the rest of the team earlier this year. We enjoyed hearing about your innovative and exciting plans to develop the Westfield Centre to provide services and support to one of the most deprived areas of York. York Museums Trust is committed to sharing stories with and of our local communities, connecting place and past with the present and future. We work to inspire communities and to produce creative opportunities and activities which give voice to our collective heritage. We should be delighted to work with you to explore ways to support the community in Westfield.”

Kathryn Blacker, Chief Executive, York Museums Trust

“The Shepherd Group and its flagship operating business Portakabin are proud to support the creation and establishment of the Westfield Centre. We recognise the need for this learning centre to be embedded directly within the community, and created in collaboration with the people it will serve. It is important to us, as a major employer based in York since 1890, to work with those who share our passion to transform lives through education and opportunity. In doing so, we foster social mobility and encourage career paths that might not have previously seemed attainable for the young people and adults within this community.”

Kurt Calder, Group Shareholder Relations Manager, Shepherd Building Group Ltd

ANNEX A – The Westfield Centre Proposal & Endorsement Statements



t 01904 323482
e info@yorkcares.co.uk
w www.yorkcares.co.uk

c/o Careers and Placements
University of York
Harewood Way
Heslington, York YO10 5DD

As a partner in the Westfield Centre project, York Cares is fully supportive of the proposal for Sanderson House to provide a base for the centre.

York Cares is committed to working in partnership with the Westfield Centre and to engaging employers to support the work of the centre by providing employability support for children, young people and families to support them to reach their full potential.

Having worked in the Westfield ward for a number of years on a number of projects, we are all too aware of the need in this area and believe that the Westfield Centre has the potential to make a real difference in the local community and beyond. Basing the centre in the heart of the community at Sanderson House would enable work to be embedded at a local level thereby ensuring the long-term sustainability of the centre.

A handwritten signature in black ink, appearing to read "Holly Hennell".

Holly Hennell
York Cares Manager

ANNEX A – The Westfield Centre Proposal & Endorsement Statements

“As someone who runs provision for youth and children from Sanderson House (as well as living on the Chapelfields Estate myself), I'm confident that Sanderson House would make an excellent base for the Westfield Centre project. Situated right at the heart of the estate, it's a place well known with children and young people, with excellent access for many families who would benefit from the project. As Gateway Church, we've been running youth and children's provision from Sanderson House for many years, and we're hopeful that the familiarity that the young people in the area have with the building will serve the project well - enabling a good uptake right from the start.”

Caleb Ellwood, Gateway Church

“Aviva has committed their support to the creation of the Westfield Centre, and to five years of financial support.”

Sally Dillon, Aviva York Site Lead

“The Westfield ward has proved challenging for policing for the last few years, the police and partners have worked hard in the area to tackle ASB and criminality. We have attempted to engage with the local community to improve our relationship but its always proved difficult as we never had a regular place to meet and engage with the community. Sanderson House will provide the community and all those people who within the locality with somewhere they can meet up, have a chat and discuss any issues or problems they may be having. The area desperately needs a community hub and Sanderson House is right in the centre of the local community, I know the vision for the future and what the aspirations are, what is being discussed for Sanderson House is just what this community needs and I look forward to my team being an active part of this.”

Lee Pointon, North Yorkshire Police

ANNEX B - HOTs

Heads of Terms for the leasing of Sanderson House, Bramham Road, Acomb, York, YO26 5AR To University of York

Landlord – The Council of the City of York

Tenant – University of York

Demised Premises – Land and building near Brahman Road, York called ‘Sanderson House’, shown edged red on the attached plan. Excludes the building structure and fixtures and fittings that form part of the structure.

Site Plan – See Annex B1

Floor Plan – See Annex B2

Permitted Use – Community and educational learning activities and ancillary office use.

Social Outputs – To maintain the existing level of community access which includes: Chapelfields Community Association operating a community hub and bingo sessions weekly and Gateway Church who operate youth club activities.

Vision - Working in partnership with local schools to provide a safe space, primarily for children and young people to learn and grow and, in addition where supportive of the overall aims of the project, for adults to connect, access support and take part in lifelong learning or training.

Governance - to include

Pre-implementation:

- An external stakeholder group that will involve professionals from across the city who are contributing to the development of the centre
- A community advisory group involving a core group of experienced community leaders working or living directly in the Westfield area who will support the successful launch and establishment of the centre
- Formation of a community partners group, through community consultation, involving adults and young people, who will steer the project post-implementation.

ANNEX B - HOTS

Post-implementation:

- A community advisory group who will continue to steer the centre to ensure its success
- A local residents group involving adults living in Westfield who will ensure we provide a service that is relevant, useful and has potential for success
- A young influencers group involving children and young people from partner schools who will ensure we provide a service that will attract and serve local young people.

The programme for the Centre will develop and will adapt to meet the changing needs of the community while remaining true to the overall aims of the project.

Examples of activities that could be delivered from the Centre if demand include:

- Facilitate a return to learning for adults
- Focus on improving well-being and mental health
- Ensuring existing community activities are able to continue such as the Community Hub (3 hours, Thursday morning), Bingo (2 hours, Tuesday afternoon) and Youth Club activity (2-3 hours Thursday afternoon).

Term – 5 years wef 1 August 2023

Rent – Peppercorn – no rent review

Insurance – The Landlord will be responsible for insuring the premises and shall recharge the insurance premium to the Tenant. The Tenant will be required to take out public liability and employee liability insurance, with a limit of indemnity of at least £5m.

Services and Service Charges – The Tenant will be liable for all operating costs including; NNDR, utility costs, cleaning and maintenance.

Repairs – The tenant will be responsible for keeping the non-structural parts of the Demised Premises in good and tenantable repair and condition, keeping the premises clean and tidy, and keeping the grounds and any boundary fences/hedges in a tidy state and condition. The Landlord will be responsible for structural repairs to the Demised Premises.

ANNEX B - HOTs

Schedule of condition – The landlord will provide the Tenant with a schedule of condition to document the internal and external condition of the Demised Premises at the start of the lease.

Statutory Compliance - the Tenant will be responsible for statutory compliance for the Demised Property.

Decoration – The tenant will be responsible for internal and external decoration of the demised premises. External every 3 years, internal every 5 years, and in the last year of the term.

Alterations – The tenant is not to make any alterations to the Demised Premises without the prior written consent of the Landlord (such consent not to be unreasonably withheld provided that the Landlord shall be entitled to withhold consent where the Landlord acting reasonably considers it appropriate to do so including where: (i) the Landlord considers that such alterations would adversely affect the external appearance of the Demised Premises, or the structural integrity of any building(s) standing on the Demised Premises or (ii) the consent of a third party is required for such alterations but such consent is not forthcoming on terms acceptable to the Landlord.)

The lease will include consent for the Tenant's initial alterations which the Tenant may carry out during the lease term. Such alterations to include removal of current internal window bars and fitting of alternative shutters and installation of a replacement kitchen. Tenant to provide details and plans.

Alienation – The tenant may not assign the lease to any other party (either in relation to the whole or part(s) only of the Demised Premises).

Subletting – The tenant may not sublet the whole or part(s) only of the Demised Premises.

At the time of entering into this lease part of the FF will be let on a lease outside the Landlord and Tenant Act to Accessible Arts Media for a period expiring on 31 July 2024 at £10,560pa (inclusive of services). UoY agrees to enter into their lease subject to the principal of this sublease being in place.

The tenant is able to enter into hire agreements with third parties.

Landlord and Tenant Act 1954 – the lease will be contracted out of the security of tenure provisions of Landlord and Tenant Act 1954 (as shall any permitted sublease).

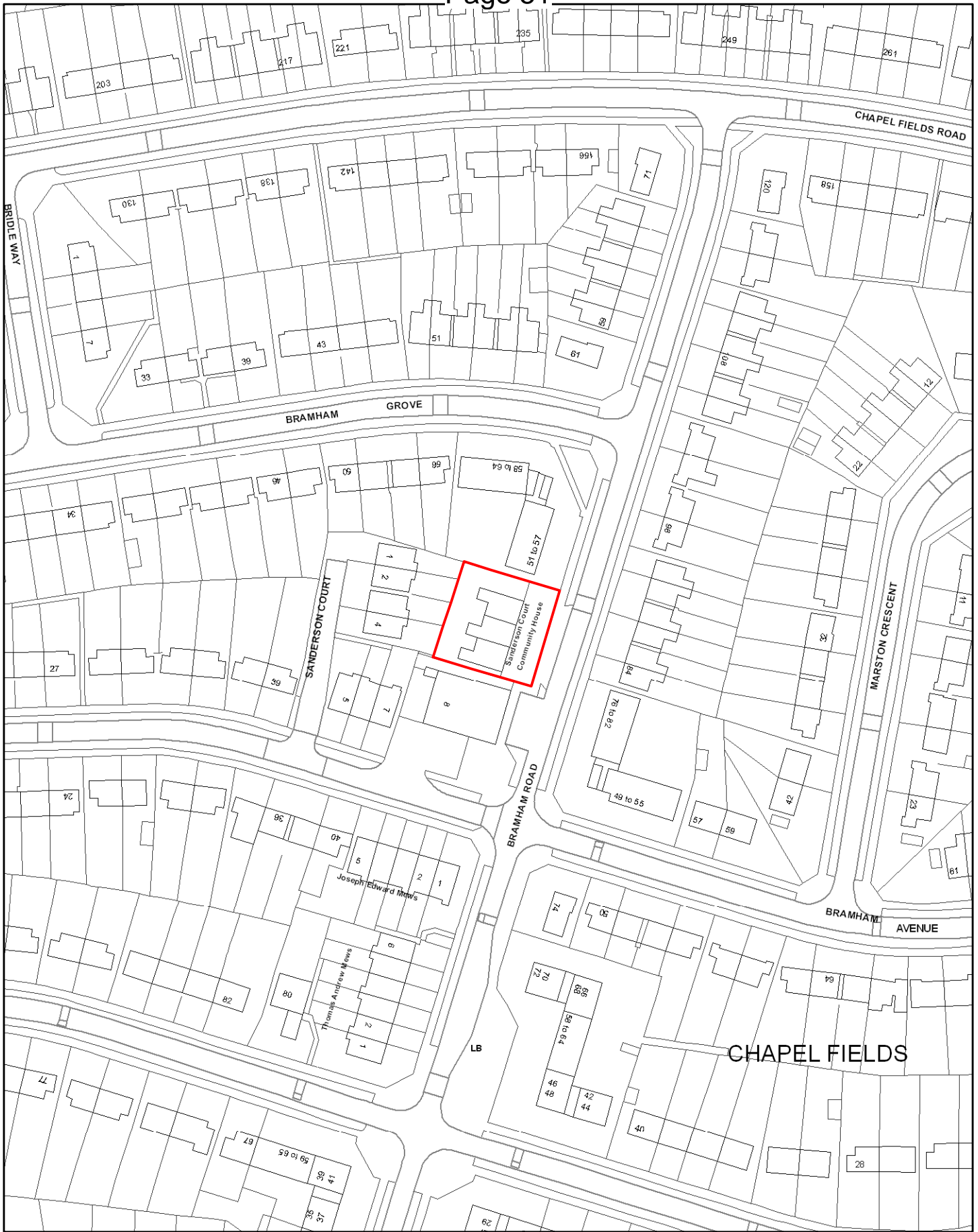
ANNEX B - HOTs

Break Clause – The earliest date the Tenant will have the right to serve a 3 months written notice to terminate the lease is the first anniversary of the commencement date ending the lease on the fifteenth month provided that on the expiry date specified in the break notice, the tenant yields up the Demised premises with vacant possession. This break clause is rolling throughout the lease term.

Costs – Each party will bear its own costs in connection with the transaction.

6 June 2023

Subject to Contract - Without Prejudice



Sanderson Court Community House



SCALE 1:1,250

DRAWN BY: GR

DATE: 14/04/2010

Originating Group:

Property services

Drawing No.

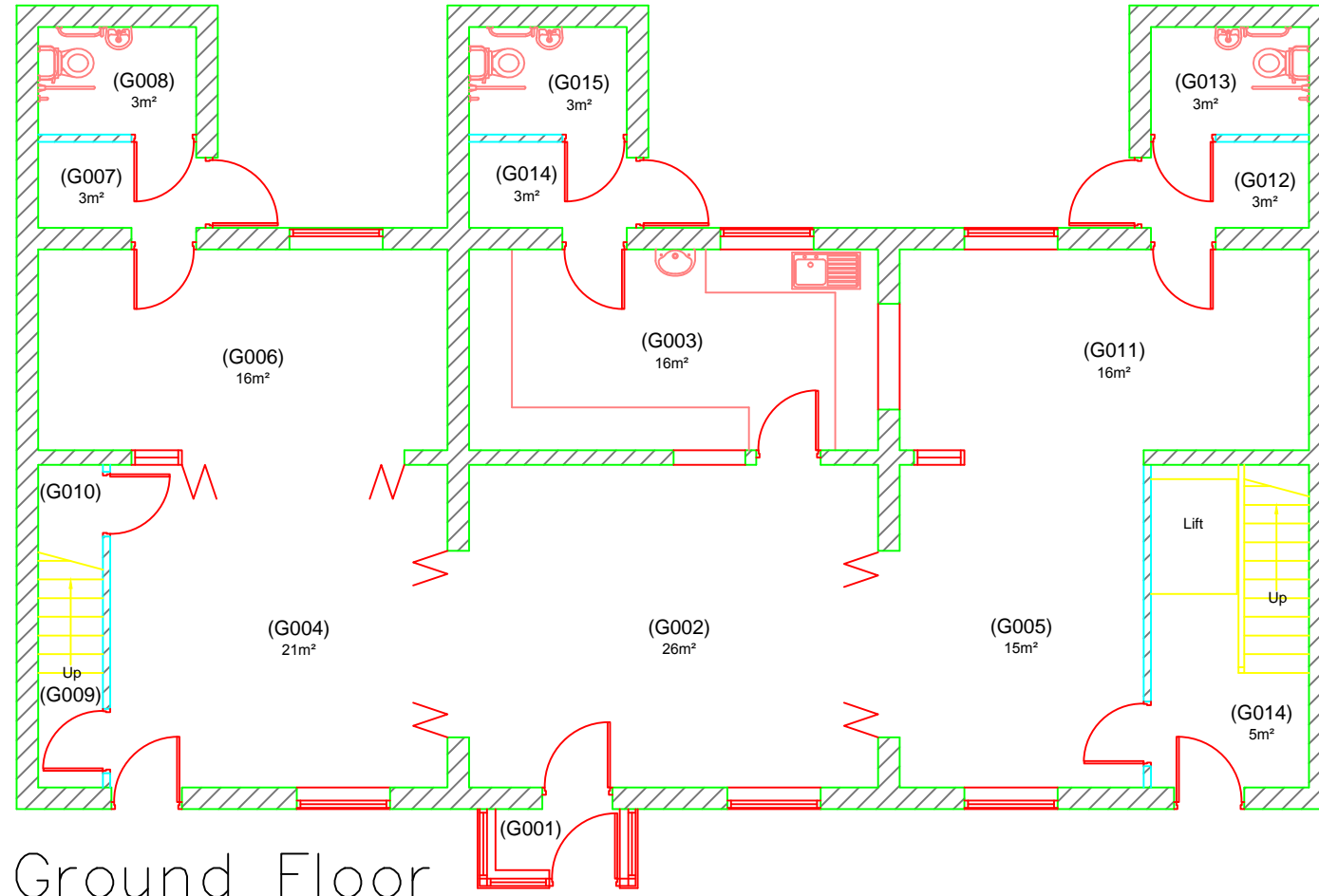
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Property Services

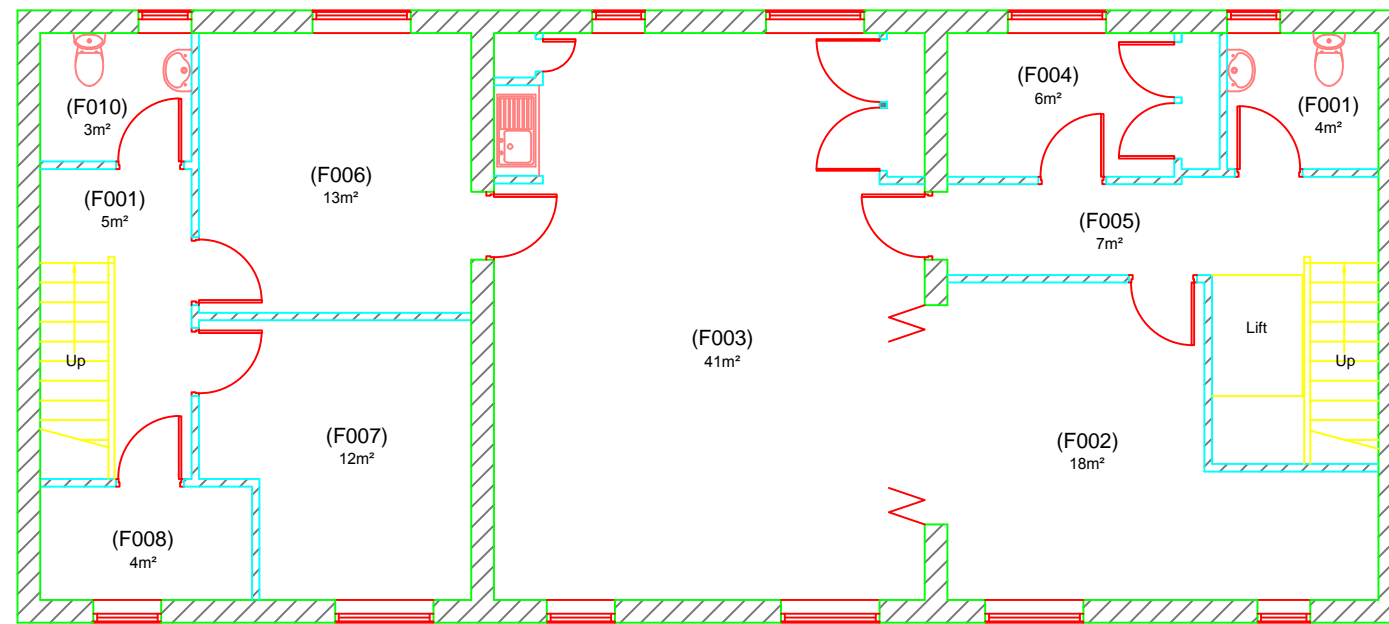
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Note: all areas given are approximate



Ground Floor



First Floor

Notes

Drawing Issue Purpose :

- 100 Series - Preliminary
- 200 Series - Planning Application
- 300 Series - Building Regulations
- 400 Series - Tender
- 500 Series - Construction
- 600 Series - As Built

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Rev	Date	Drawn	Description	Checked
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Page 53

LHL Group Ltd

Building Surveyors • Architects

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 e info@lhigroup.co.uk w www.lhigroup.co.uk
 Offices in Doncaster, Harrogate, Hull & York

Client: York City Council

Project: Sanderson Court
 Community Centre

Title: Floor Plans

Scales: A3 1:100

Drawn: AN Checked: Date: Sept 2008

Drawing no. LH10014 - 18 Rev. -

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City of York Council

**Equalities Impact Assessment: Lease of Sanderson House to the University of York
for the establishment of the Westfield Centre**

Who is submitting the proposal?

Directorate:	Customer & Communities
Service Area:	Customer, Communities & Equalities
Name of the proposal:	Lease of Sanderson House to University of York for the establishment of the Westfield Centre
Lead officer:	Andrew Laslett
Date assessment completed:	<i>6 June 2023</i>
Names of those who contributed to the assessment: CYC Officers = Martin Kelly, Pauline Stuchfield, Laura Williams, Andy Laslett, David Smith UoY Officers = Rebecca Clark	

ANNEX C – Equalities Impact Assessment

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	To allow the University of York to take control of Sanderson House for a five-year period and allow them to develop and launch the Westfield Centre* (a collaborative partnership programme), whilst allowing all existing users of the building to continue delivering current activities. *Westfield Centre is only a holding title for the projects name.
1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	The current use of Sanderson House as a community centre and office base for a charity is a discretionary service by the Council, with no legislative directive.
1.3	Who are the stakeholders and what are their interests?
	As a local community centre in Chapelfields the identified stakeholders are: <ul style="list-style-type: none">▶ All residents in the local area of Chapelfields who might access this centre to use the activities being provided by third parties or to hire the centre for private use.▶ Chapelfields Community Association as they operate the drop in community hub once a week.▶ All advice partners (Citizens Advice Bureau, public health, CYC housing) that support residents who attended the community hub sessions to provide specific advice on topics such as financial inclusion, debt, cost of living support, health and housing.▶ Accessible Arts Media are based on the first floor as an office base for their charity.▶ Gateway Church Youth Group, who provided weekly drop in youth activities.

ANNEX C – Equalities Impact Assessment

1.4	What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	<p>The main outcome is to improve public access and use of Sanderson House for community benefit. The current levels of regular use are very low with up to 7 hours of public use per week:</p> <ul style="list-style-type: none">▶ 3 hours for the community hub run by the Chapelfields Community Association (CCA) – free hire▶ 2 hours for Bingo run by the Chapelfields Community Association (CCA) – free hire▶ 2 hours for Gateway Youth Club – small hire fee. <p>The Council also have a desire to see community assets under community control and this links to the Council Community Asset Transfer policy. The Council has successfully worked with community groups to take control of their local community asset and over time build a vision, business plan and resources to take over the running of the building and programmes. This allows the local community to direct the offer in response to what local needs or strengths are.</p> <p>By the Council leasing Sanderson House to the University of York to set up the Westfield Centre, this will transform the resources available to staff and programme Sanderson House to ensure the use is being maximised. The Westfield Centre vision has been clearly set out by the partnership coordinated by the University below.</p> <p>The Westfield Centre Proposal</p> <p>The Westfield Centre proposal is a collaborative ambition created in partnership with York High School, Westfield Primary Community School, UoY and City of York Council.</p>

ANNEX C – Equalities Impact Assessment

The vision is to establish a community learning centre in Westfield to provide a safe space for children and young people to learn and grow and for adults to connect, access support and take part in lifelong learning or training.

The paper at Annex A of the Executive report sets out the proposal in detail written by the Head of Access and Outreach for UoY.

The UoY proposes a £2.25m investment through philanthropic donations, in addition to substantial in-kind contribution through staff time and access to facilities across Higher York, local employers and local cultural and heritage organisations, be invested in the Westfield Centre to benefit the whole community. Some examples are:

- Open the centre five days a week from 8.30-7pm
- A dedicated Centre Manager and staff team
- Help raise attainment, improve attendance
- Facilitate a return to learning for adults, alongside community support and connections
- Focus on improving well-being and mental health
- Allow existing community provision to continue such as the Community Hub (3 hours), Bingo (2 hours) and Youth Club activity (2-3 hours), with the Westfield Centre activities fitting around these activities.

The Westfield Centre is a natural fit with the Council's communities team's ethos of working in a strengths-based way and supporting communities to thrive. It is also worth highlighting the proposed governance arrangement allows for a 'Community Advisory Group' that will ensure the voice of local community groups and stakeholders who live in the area can influence the establishment of the centre and a 'Local Residents Group' and 'Young Influencers Group' with representatives from local adults and young people who live and

ANNEX C – Equalities Impact Assessment

go to school in the area. These groups will seek to include representatives from all characteristic backgrounds.

From an education perspective this is an innovative project to raise the ambition and aspirations of children who are severely disadvantaged through intergenerational poverty. The project compliments several other local authority strategies aimed at closing the gap in educational achievement and related health disparities into adult life. The investment and collaboration of third-party donors brought together by the UoY raises awareness and interest for these critical issues beyond the confines of public services which is greatly welcomed. The project has full support of senior officers within Children & Education Services.

Financial Inclusion Strategy

The overarching principles of the strategy which would be met by this work if the lease is granted is:

- **listening to people with lived experience** through for example the Poverty Truth Commission and coproduction to drive policy direction;
- ensuring local responses to poverty **work towards long-term strategic responses to tackling the causes of poverty**, rather than only addressing immediate or emergency needs;
- **inclusion for all**. We will seek to eliminate the disproportionate impact of poverty on, for example, black & minority ethnic communities, disabled people, carers and older people. Equalities impacts will be tackled, and barriers removed by clear actions not words;
- **working with families and their wider networks** to reduce poverty and the impact of it on children's lives to ensure children get the best start in life;

Step 2 – Gathering the information and feedback

ANNEX C – Equalities Impact Assessment

2.1	<p>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.</p>
Source of data/supporting evidence	Reason for using
<p>IntoUniversity</p>	<p>The Centre is inspired by IntoUniversity, a charity with over 20 years of experience delivering 35 learning centres across the UK. Their first centre opened in 2002, led by two youth workers as a local response to the needs of the people they supported through an evening youth group. Now supporting over 40,000 young people each year, across 35 centres nationwide, they have a proven track record of becoming integral parts of communities experiencing some of the largest levels of deprivation in the country, supporting families facing innumerable barriers gaining skills and qualifications, accessing well paid and secure employment, and building stable and safe home lives.</p> <p>Each centre operates much like the first, as a local hub for young people, providing children the opportunity to become who they want to be, despite the circumstances in which they happen to have been born. The IntoUniversity team is driven by a firm belief in the talent of every young person, believing that, with support, every young person can access fulfilling careers. Working with university and corporate partners, and a network of over 1600 volunteers, IntoUniversity provides less advantaged children, from the age of seven onward, with a safe space for after school study, inspirational mentoring programmes, exciting academic enrichment workshops, careers insight opportunities and much more.</p>
<p>Impact Report by IntoUniversity</p>	<p>A report released in 2022 looking at the analysis of the impact that a centre like Westfield Centre can have on academic achievement by young people who engage with the project.</p>
<p>Evaluation of the impact report by Datalab</p>	<p>Evaluation of the impact of IntoUniversity’s Academic Support on Key Stage 2 attainment Report from FFT Education Datalab:</p>

ANNEX C – Equalities Impact Assessment

	<p>IntoUniversity’s Academic Support is a holistic programme for primary and secondary students from disadvantaged backgrounds. Students are supported to develop social, emotional and study skills, as well as receiving help with homework, coursework, literacy and numeracy. This report focuses on the impact of this support on Key Stage 2 attainment, specifically scaled scores in reading and maths in national statutory tests. They used data from the National Pupil Database to compare the performance of IntoUniversity pupils who completed Key Stage 2 between 2016 and 2019 to the performance of those in a matched comparison group. They looked at how the impact of the programme varied with respect to dosage; that is, by how much a pupil had engaged with the programme, in this case measured by the number of sessions attended. They also looked at how impact varied with respect to the length in time over which a pupil engaged with the project, measured by the number of terms over which a pupil received support.</p>
<p>The University of York has carried out significant consultation</p>	<p><i>Partnerships and Collaboration</i></p> <p>Although the Westfield Centre initiative is coordinated by the University of York, it is a collaboration driven by key stakeholders in the area and will become increasingly collaborative as residents and young people are asked to join the partnership as critical friends. The University of York brings to the project significant investment in the form of staff time, convening powers and fundraising networks. The University will continue to oversee the centre and take responsibility for ensuring the centre delivers on the objectives set out. However, the centre will not be branded with University logos. It will have a distinct name, logo and brand and feature thanks to all partners and supporters.</p> <p>The following organisations and people have been involved in conversations about the centre so far:</p> <ul style="list-style-type: none"> ➤ Focus groups, interviews and questionnaires completed by over 250 pupils so far from Westfield Primary School and York High School ➤ SLT members of local schools (York High School, Westfield Primary School, Southbank Multi Academy Trust, Hob Moor Primary School, Carr Junior Primary School, Danesgate School, Ebor School Sport Partnership)

ANNEX C – Equalities Impact Assessment

	<ul style="list-style-type: none"> ➤ Council staff for community, children, education services and family learning ➤ Local police (PCSO & local Sgt) and Youth Justice Service ➤ Explore York, York Cares, Gateway Centre, York CVS, Inspired Youth, The Island, Inspired Choices, Joseph Rowntree Foundation, Merchant Adventurers, Accessible Arts Media, Energise, local employers (Aviva, Nestle), York Museums Trust, Make It York, Reach, York St John University, York College and Askham Bryan College ➤ Local Ward Councillors have also been involved in conversations about the centre throughout development (pre-local elections) and will be a key part of developments and oversight going forward ➤ Chair of the Chapelfields Community Association has met with the project lead twice and has been invited to a stakeholders event, with open invitation to invite other residents (transport provided). The primary school's full governing body has also been involved through updates from the project lead. <p>Partnerships will become more formalised and a governance structure will ensure that key stakeholders are formally involved in the development and management of the centre once implemented.</p>
<p>Health & Wellbeing Strategy:</p>	<p>Health & Wellbeing Strategy: https://democracy.york.gov.uk/documents/s163765/Annex%20Dii%20Health%20and%20Wellbeing%20Strategy%20Equalities%20Impact%20Assessment.pdf</p> <p>Health of our children varies across our city. 19.1% of children (approximately 550 children) in Westfield ward are in poverty (IMD Income Deprivation Affecting Children), one in four pregnant mothers smoke, 43% of children are living with an unhealthy weight, rates of breastfeeding are lower than the city average, whilst under 5s unplanned hospital admissions are higher than average.</p>

ANNEX C – Equalities Impact Assessment

	<p>Working closely with communities in this part of the city will bring with it opportunities to improve population health and wellbeing and tackle health inequalities, which could include:</p> <ul style="list-style-type: none"> - better integration and reach of the core 0-19s offer (health visiting and school nursing) - opportunities to help support family health, eg through the HENRY approach to nutrition and healthy weight, through physical activity interventions, and through work led by the CYC Health Trainer service around smokefree homes and helping reduce the number of children taking up vaping - the health benefits of engaging and empowering communities, raising educational attainment and tackling poverty and financial exclusion
Any consultation done with equalities groups or human right groups?	The decision to grant the lease or subject it to further public consultation than that undertaken by the University in developing the project will need to be considered based on the assessments below. The project itself is likely to have significant equalities benefits for a range of groups.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.	
Gaps in data or knowledge	Action to deal with this	
CYC resident feedback on transfer of lease over a long-term period	Undertake consultation in the local area.	

ANNEX C – Equalities Impact Assessment

Step 4 – Analysing the impacts or effects.

4.1	<p>Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.</p>		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	<p>The Council’s action in leasing Sanderson House to the University of York for the establishment of the Westfield Centre will have a positive impact on all people of all ages as the current services and activities are protected and will continue to operate. The project will have the resources to maximise access for tailored activities in direct response to residents’ voices heard through the ‘Local Residents Group’ and ‘Young Influencers Group’. In addition, the Westfield Centre will be working with key stakeholders (including local primary and secondary schools) to reach those who will most benefit, including families of children identified.</p>	+	M

ANNEX C – Equalities Impact Assessment

Disability	<p>The Council’s action in leasing Sanderson House to the University of York for the establishment of the Westfield Centre will have a positive impact on all people with a disability as the current services and activities are protected and will continue to operate.</p> <p>The project will have the resources to maximise access for tailored activities in direct response to residents’ voices heard through the ‘Local Residents Group’ and ‘Young Influencers Group’. This will include the ability to make all reasonable adjustments required to ensure activities are available to all.</p> <p>Consultation can also be taken via the York Access Forum.</p>	+	L
Gender	No overall Impact	0	L
Gender Reassignment	No overall impact	0	L
Marriage and civil partnership	Single people and those with children are likely to be affected more than most, based on national and local data which can have an impact on child poverty - granting the lease for this project will support those children.	0	M
Pregnancy and maternity	Pregnancy can increase costs and therefore impact on the financial position of the family and its ability to support children long term out of poverty and resulting impacts on education.	0	L
Race	There is data to suggest people with a BAME background are impacted by poverty to a greater extent and therefore access to educational opportunity in a deprived area may be	0	M

ANNEX C – Equalities Impact Assessment

	more challenging. Granting the lease for this project will support those children and young people. It is important that the project reaches those from minority groups.		
Religion and belief	No overall impact	0	L
Sexual orientation	No overall impact	0	L
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carers	<p>Low income and young carers are likely to be key criteria for activities with monitoring used to determine whether the centre provides a much-needed resource to under-represented and less advantaged groups or provides an additional layer of resource to already advantaged peoples.</p> <p>The lease decision will unlock the funding and resources in kind for the facility in the Westfield area</p>	+	M
Low income groups	<p>The target audience for the Centre are those from low socio-economic backgrounds, or experienced disadvantage in their access to opportunities and education to limit their ability to reach their full potential.</p> <p>The lease decision will unlock the funding and resources in kind for the facility in the Westfield area</p>	+	M

ANNEX C – Equalities Impact Assessment

Veterans, Armed Forces Community	<p>While serving members of the Armed Forces are less likely to be living in poverty, veterans are often in the lower socio-economic group. In addition, children of serving forces are often at a disadvantage educationally due to the impact of regular school moves and parents being away for extended periods of time.</p> <p>The lease decision will unlock the funding and resources in kind for the facility in the Westfield area</p>		
Other	<i>None</i>		
Impact on human rights:			
List any human rights impacted.	<p>Granting the lease and supporting the project will positively impact on the following:</p> <ul style="list-style-type: none"> - Right not to be treated in an inhuman or degrading way (addressing stigma, isolation, life chances and educational attainment) - Right to life (addressing impact of health inequalities shortening life expectancy) - Right not to be discriminated against in relation to any of the human rights 	+	H

Use the following guidance to inform your responses:

ANNEX C – Equalities Impact Assessment

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

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

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

ANNEX C – Equalities Impact Assessment

(The proposal or process might be equality relevant)	<p>The proposal operates in a limited way</p> <p>The proposal has consequences for or affects few people</p> <p>The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>
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Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	<p>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</p>
<p>A significant amount of community and stakeholder engagement will take place, including the opportunity to influence the centre’s activity. This will give CYC and the University the chance to widely share the positive impacts in this report. The intention is for the centre to have a strong relationship with the local community. Creating opportunity and raising aspiration will be integral to the centre.</p>	

Step 6 – Recommendations and conclusions of the assessment

6.1	<p>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:</p>
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ANNEX C – Equalities Impact Assessment

- **No major change to the proposal** – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.
- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

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

Option selected	Conclusions/justification
Continue with the proposal	The proposal to enter into a five year lease agreement is intended to support a project which will unlock support, potential and opportunity for those from the most financially disadvantaged backgrounds in an area of deep deprivation. Whilst more consultation can be done with the community regarding the decision to grant the lease – poverty affects all those with other protected characteristics in a deeper way – those who are disabled, BAME groups, carers for example face greater complexities and so from an equalities perspective the impact of this report is positive.

ANNEX C – Equalities Impact Assessment

Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by whom, will be undertaken as a result of the impact assessment.			
Impact/issue	Action to be taken	Person responsible	Timescale
Ensuring the most disadvantaged groups are being served by the centre	Further consultation with a range of groups (including BAME, York Access Forum, Armed Forces Community)	Andrew Laslett in consultation with UoY and local schools	By Autumn 2023

Step 8 - Monitor, review and improve

8.1	How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	CYC involvement in the governance structure of the partnership and monitoring of outcomes. There will also be annual reports to Portfolio Holder’s decision session

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ANNEX D – Public Consultation Plan

Sanderson House Public Consultation Plan – Lease for Westfield Project

Background

This plan describes the Council’s intention to consult with residents of Westfield Ward in relation to the leasing of Sanderson House for the delivery of a new project. The ‘Westfield Centre’ (holding title) is a partnership approach lead by the University of York as described in detail in the Executive report.

As the Council currently operates Sanderson House as a community venue and has 100% control, it’s important that residents understand what the impact of leasing the venue to the University of York to deliver this partnership project will be and the Council is interested to understand the local feeling behind this proposal.

As described in the full Executive report, Sanderson House is underutilised at present, and this is a proposal that would bring the venue to life and have significant benefits to the whole community, with the venue being programmed for a range of activities at different times.

Purpose of Communications

To engage with a sample of Westfield residents, speak with existing users of Sanderson House and specifically families. The communications will focus on explaining the background and narrative of the ‘Westfield Centre’ whilst being clear to residents about the future operation of the community venue should the Council decide to lease Sanderson House to the University of York.

Methodology

The method chosen to be most effective is to focus on face-to-face conversations. This will allow a two-way discussion to ensure the Westfield Centre is understood before seeking views from residents of whether they

ANNEX D – Public Consultation Plan

support the Council’s proposal to lease Sanderson House to Project Team (employed by University of York). Interviewers will use the same information, process and questions, as well as having a staff ‘frequently asked questions’ guide to ensure consistency when staff are answering questions.

The face-to-face conversations are proposed to be over an intensive two-week period with a team of 4 to 5 interviewers and will be collated using a survey monkey input method.

The table below sets out how the key message above will be communicated to different audiences and the timeline of implementation:

Audience	Methodology	When	Lead
General residents of Westfield	Interviews to take place outside the shops on Bramham Road and or in front of Sanderson House. Interviewers to have ID.	Between 19-30 June 2023	Communities Team
Immediate residents to Sanderson House	Interviewers to door knock to ensure those who live right by Sanderson House have an opportunity to offer feedback.	Between 19-30 June 2023	Communities Team
Parents and families of Westfield Primary School	Interviews to take place outside the school gates (or inside with permission from the school). Interviewers to have ID.	To be agreed with the school between 19-30 June 2023	Communities Team
Chapelfields Community Association	Interviews to take place with association members and with permission attendees of the community hub.	Between 19-30 June 2023, by attending activity sessions.	Communities Team

ANNEX D – Public Consultation Plan

Gateway Church	Interviews to take place with group leaders and with permission with group attendees.	Between 19-30 June 2023, by attending activity sessions.	Communities Team
Inspire Youth Bus	Interviews to take place with group leaders and with permission with group attendees.	Between 19-30 June 2023, by attending activity sessions.	Communities Team
Birthday party customers	Interviews to reach out to previous families that have booked birthday parties.	Between 19-30 June 2023, by attending activity sessions.	Communities Team

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Executive**15 June 2023**

Report of the Corporate Director of Place
Portfolio of the Executive Member for Economy and Strategic Planning

**Strensall with Towthorpe Neighbourhood Plan – Referendum
outcome and ‘making’ the Plan****Summary**

1. The purpose of the report is to seek agreement that the Strensall with Towthorpe Neighbourhood Plan can be made following a successful referendum.

Recommendations

2. The Executive is asked to:
 - i) Note the successful results of the referendum that the Strensall with Towthorpe Neighbourhood Plan now forms part of the City’ statutory Development Plan.
 - ii) Agree that, in accordance with the statutory requirements, the Strensall with Towthorpe Neighbourhood Plan be formally ‘made’.
 - iii) To approve the Decision Statement attached at Annex B to be published in accordance with the statutory requirements.

Reasons: To allow the Neighbourhood Plan to progress in line with neighbourhood planning legislation.

Background

3. The Localism Act 2011 introduced new powers for community groups to prepare neighbourhood plans for their local areas. The Council has a statutory duty to assist communities in the preparation of Neighbourhood

Plans and to take plans through a process of Examination and Referendum.

4. The Strensall with Towthorpe Neighbourhood Plan has been prepared by Strensall with Towthorpe Parish Council, with on-going engagement with the local community and City of York Council. The Plan has been through the following stages of preparation:
 - Area to be covered by Neighbourhood Plan submitted to City of York Council (27th August 2015);
 - Consultation on Neighbourhood Plan area (16th November -14th December 2015);
 - Designation as a Neighbourhood Area (6th January 2016);
 - Submission of an amended application boundary (to include the whole of Towthorpe Moor Lane and the area around its junction with the A64 (April 2017);
 - Consultation on amended application boundary (28th March – 11th May 2018);
 - Amended application boundary approved by City of York Council (14th June 2018);
 - First Pre-Submission consultation Regulation 14 (1st June – 15th July 2018);
 - Second Pre-Submission consultation – Regulation 14 (1st March – 12th April 2019);
 - Further consultation (1st July – 26th August 2019);
 - Submission of Neighbourhood Plan to City of York Council (June 2021);
 - Submission Consultation – Regulation 16 (15th November 2021 – 7th January 2022);
 - Examination commenced April 2022;
 - Examiners Report received October 2022;
5. The Independent Examiner's report concluded that subject to a number of modifications, the Neighbourhood Plan should proceed to referendum.
6. Members considered the Examiner's report at Local Plan Working Group on 6th March 2023 and Executive on 16th March 2023, and agreed that the Plan (as modified to accord with the agreed recommendations of the Examiner and an additional modification by the Local Planning Authority) should proceed to referendum.

Strensall with Towthorpe Neighbourhood Referendum

7. A referendum was held on Tuesday 4th May 2023 and was organised by the City of York Council. It was held alongside the local elections, which also took place on the same day. As per the Examiner's recommendations, the referendum area is the neighbourhood area and residential properties within the immediate vicinity of the neighbourhood area. Residents eligible to vote were asked to answer 'yes' or 'no' to the following question as set out in the regulations:

“Do you want City of York Council to use the Neighbourhood Plan for Strensall with Towthorpe to help decide planning applications in the neighbourhood area?”

8. The Declaration of Results of Poll contained at Annex A to this report confirms that 1,493 ballot papers were issued in the referendum, out of a potential 4,521 on the electoral roll (33.0% turnout). The results on whether to accept the Strensall with Towthorpe Neighbourhood Plan were:

- YES = 1,194 (82.5%)
- NO = 253 (17.5%)

9. The Regulations require that where over 50% of those voting in the referendum, vote in favour of the Neighbourhood Plan, then the Council is legally obliged to 'make' the plan (i.e. formally adopt it as part of the statutory Development Plan) within 8 weeks, which in this case is 30th June 2023.
10. The Regulations also provide that a Neighbourhood Plan becomes part of the statutory development plan immediately after it is approved through referendum, regardless of whether it is 'made' by the Council or not. Given the referendum result the Strensall with Towthorpe Neighbourhood Plan is now part of the statutory development plan for the City of York. Its policies will therefore be used in determining planning applications that are located within the defined Neighbourhood Area.

Consultation

11. As set out in paragraph 4, the Neighbourhood Plan has been through several stages of consultation, in accordance with the relevant regulations. This has provided interested stakeholders with the opportunity to comment on the Plan.

12. A Consultation Statement accompanied the submission version of the Neighbourhood Plan and sets out the consultation undertaken. All the consultation undertaken by City of York Council has been carried out in accordance with the Council's Statement of Community Involvement.
13. In accordance with the statutory requirements, publicity was carried out in advance of the referendum and the specified documents were made available on the Council's website, at West Offices reception, York Explore Library and Strensall Library.

Options and analysis

14. Section 38A(4)(b) of the Planning and Compulsory Purchase Act 2004 requires that a local planning authority must make a neighbourhood plan if more than half of those voting have voted in favour of the plan. The plan must be 'formally' made within 8 weeks of the referendum.
15. There are only limited circumstances where the local planning authority is not required to make the neighbourhood plan. These are where it considers that the making of the plan would breach, or otherwise be incompatible with, any EU obligations or any of the Convention rights (within the meaning of the Human Rights Act 1998), or there are unresolved legal challenges. There is nothing to suggest that this is the case with regard to the Strensall with Towthorpe Neighbourhood Plan and there have been opportunities for these issues to be considered throughout the process during Examination of the Plan. Therefore, if the Council does not make the Plan, it will not fulfil its statutory obligations.

Council Plan

16. The Council Plan for 2019-2023 identifies eight priorities, seven of which are relevant to this work and include:
 - good health and wellbeing;
 - a well-paid and an inclusive economy;
 - getting around sustainably;
 - a greener and cleaner city;
 - creating homes and world-class infrastructure;
 - safe communities and culture for all; and
 - an open and effective council.

Implications

17. The following implications have been assessed:

- **Financial** – The staff time associated with providing support to areas currently undertaking neighbourhood planning is funded through the existing Strategic Planning Policy budget. The examination and referendum costs (anticipated to be circa £8750) have been funded by City of York Council. However, the Council will be applying for a government grant towards these costs.
- **Human Resources (HR)** – There are no HR implications
- **Equalities** – There are no equality implications
- **Legal** – Following a positive result at a referendum, a neighbourhood plan has the same legal status as a Local Plan. At this point it comes into force as part of the statutory development plan. Applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise (see section 38(6) of the Planning and Compulsory Purchase Act 2004).

18. The Local Planning Authority is required by the Localism Act 2011 and provisions of the Neighbourhood Planning (General) Regulations 2012 (as amended) to 'make' (adopt) a neighbourhood plan within 8 weeks of the day following a positive referendum result. There are only narrow circumstances where the Local Planning Authority is not required to 'make' the Plan. These are where it considers that the making of the Plan would breach, or otherwise be incompatible with, any EU or human rights obligations (see section 61E(8) of the Town and Country Planning Act 1990 Act as amended). No such conflict has been identified by the Plan examiner or by Officers of the Council. In addition the Habitat Regulation Assessment and Strategic Environmental Assessment Screening report did not identify any likely significant effects on the Environment. As such no conflict or breach with the above has been identified.

- **Crime and Disorder**– There are no crime and disorder implications
- **Information Technology (IT)** – There are no financial implications
- **Property** – There are no property implications
- **Other** – None

Risk Management

19. The decision whether or not to 'make' the Neighbourhood Plan is, like all decisions of a public authority, open to challenge by judicial review.

The risk of any such legal challenge being successful has been minimised by the thorough and robust way in which it has been prepared and tested.

20. The examination process tested the Strensall with Towthorpe Neighbourhood Plan against the Basic Conditions. The modifications that were recommended by the examiner have been taken forward in the plan so that it fully meets the Basic Conditions. This has managed the risk of challenge and removed any potential conflict between the Neighbourhood Plan and the policies in the emerging Local Plan. This process has resulted in clear, robust and deliverable policies for applicants and the Council as local planning authority.

Contact Details

Author:

John Roberts
Strategic Planning
Policy Officer

Chief Officer Responsible for the report:

Neil Ferris
Corporate Director Place

Laura Bartle
Principal Strategic
Planning Policy
Officer

Report Approved **Date:** 11.5.2023

Alison Cooke
Head of
Strategic Planning Policy

Specialist Implications Officer(s):

Patrick Looker, Finance Manager
Sandra Branigan, Senior Solicitor

Wards Affected: Strensall

For further information please contact the author of the report

Background Papers:

<https://www.york.gov.uk/planning-policy/strensall-towthorpe-neighbourhood-plan>

Annexes:

Annex A: Declaration of Result of Poll
Annex B: Regulation 19 Decision Statement
Annex C: Equalities Impact Assessment (EqIA)

List of Abbreviations Used in this Report:

EU	European Union
HR	Human Rights
SEA	Strategic Environmental Assessment
HRA	Habitat Regulation Assessment
NP	Neighbourhood Plan

DECLARATION OF THE RESULT OF POLL**NEIGHBOURHOOD PLAN REFERENDUM**

Thursday, 4 May 2023

**CITY OF YORK COUNCIL
STRENSALL WITH TOWTHORPE**

I, Ian Floyd, Counting Officer, do hereby give notice that the total number of votes recorded is as follows:

Question:		
Do you want the City of York Council to use the Neighbourhood Plan for Strensall With Towthorpe to help it decide planning applications in the neighbourhood area?		
	Votes	Percentage
Number cast in favour of a YES	1,194	82.5%
Number cast in favour of a NO	253	17.5%

The Number of Ballot Papers Rejected is as Follows:	Number
Want of Official Mark	0
Voting for more options than the voter was entitled to	4
Writing or mark by which the voter could be identified	0
Unmarked or void for uncertainty	42
The Total Number of Ballot Papers Rejected	46

Total Electorate: 4,521	Ballot Papers Issued: 1,493	Turnout: 33.0%
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I duly declare that more than half of those voting **HAVE** voted in **FAVOUR** of the Neighbourhood Plan.

Dated: Friday, 5 May 2023

Ian Floyd
Returning Officer
City of York Council
West Offices
York
YO1 6GA

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Strensall with Towthorpe Neighbourhood Plan

Final Decision Statement published pursuant to Section 38A (9) and (10) Planning and Compulsory Purchase Act 2004 (as amended) and Regulations 19 and 20 of the Neighbourhood Planning (General) Regulations 2012 (as amended)

1. Summary

Following a positive referendum result on the 4th May 2023, City of York Council is publicising its decision made on 15th June 2023 by the Executive to 'make' the Strensall with Towthorpe Neighbourhood Plan part of the City of York Development Plan in accordance with Regulation 19 of the Neighbourhood Planning (General) Regulations 2012.

2. Background

Strensall with Towthorpe Parish Council, as the qualifying body, successfully applied for the Parish of Strensall with Towthorpe to be designated as the Strensall with Towthorpe Neighbourhood Area under the Neighbourhood Planning (General) Regulations (2012). Following the submission of the Strensall with Towthorpe Neighbourhood Plan to the Council, the plan was publicised and comments were invited from the public and stakeholders. The consultation period closed on 7th January 2022.

3. Decision and Reasoning

City of York Council appointed an independent Examiner; Mrs Rosemary Kidd Dip TP, MRTPI, to review whether the plan met the basic conditions required by legislation and whether the plan should proceed to referendum.

The Examiner's Report concluded that subject to a series of recommended modifications, the Strensall with Towthorpe Neighbourhood Plan met the necessary basic conditions (as set out in Schedule 4b (8) of the Town and Country Planning Act 1990, as

amended by the Localism Act 2011) and subject to these modifications being made it should proceed to referendum.

At Local Plan Working Group on 6th March 2023 and Executive on 16th March 2023, Members accepted the Examiner's recommendations (in line with the Neighbourhood Plan Regulation 17A(2) Consultation) and agreed that the Strensall with Towthorpe Neighbourhood Plan as so modified should proceed to referendum.

A referendum on the plan was held on Thursday 4th May 2023 and 82.5% of those who voted were in favour of the plan. Paragraph 38A (4)(a) of the Planning and Compulsory Purchase Act 2004 as amended requires that the Council must 'make' the Neighbourhood Plan if more than half of those voting have voted in favour of the plan. City of York Council is not subject to this duty if the making of the plan would breach, or would otherwise be incompatible with, any EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998).

The referendum held on 4th May 2023 met the requirements of the Localism Act 2011; it was held in the Strensall with Towthorpe Neighbourhood Area and posed the question:

Do you want City of York Council to use the Neighbourhood Plan for Strensall with Towthorpe to help it decide planning applications in the neighbourhood area?

The count took place on the 5th May 2023 and greater than 50% of those who voted were in favour of the plan being used to help decide planning applications in the plan area.

The results of the referendum were:

Response	Votes recorded (percentage)
Yes	82.5%
No	17.5%
Turnout	33.0%

The Council considers that the Strensall with Towthorpe Neighbourhood Plan meets the basic conditions (set out in paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990 as amended), its promotion process was compliant with legal and procedural requirements and it does not breach the legislation (set out in Section 38A(6) of the Planning and Compulsory Purchase Act 2004).

4. Inspection of Decision Statement and made Neighbourhood Plan

This decision statement can be viewed on the City of York Council website: <https://www.york.gov.uk/planning-policy/strensall-towthorpe-neighbourhood-plan>

The decision statement can also be viewed on the Strensall with Towthorpe Neighbourhood Plan website: <https://www.plan4strensall.co.uk>

In accordance with Regulation 20 of the Regulations, the made Strensall with Towthorpe Neighbourhood Plan can be viewed on the Council's website: <https://www.york.gov.uk/planning-policy/strensall-towthorpe-neighbourhood-plan>

The Neighbourhood Plan can also be viewed on the Strensall with Towthorpe Neighbourhood Plan website: <https://www.plan4strensall.co.uk>

A copy of this decision statement is being sent to:-

- The qualifying body, namely Strensall with Towthorpe Parish Council; and
- To any person who asked to be notified of the decision.

Paper copies of this statement and the made Neighbourhood Plan can also be viewed at:

York Libraries

If open at the time of the Neighbourhood Plan Adoption (post 15th June 2023) hard copies are available in both York Explore Library and Strensall Library.

The Neighbourhood Plan Adopted Version and this Decision Statement will also be available to view online via computer access at Explore Libraries, if open at Adoption (post 15th June 2023). Computer access will be in line with the library opening hours and protocols. For further information on computer access, please see: <https://www.exploreyork.org.uk/libraries/>

Current opening times are as follows:

York Explore Library, Library Square, York, YO1 7DS

(Monday 9am-8pm, Tuesday 9am-8pm, Wednesday 9am-8pm, Thursday 9am-8pm, Friday 10am-6pm, Saturday 9am-5pm, Sunday 11am-4pm)

Strensall Library, 19 The Village, Strensall, York, YO32 5XS

(Monday 2pm-5pm, Tuesday 10am-12.30pm and 2pm-5pm), Wednesday closed, Thursday 10am-12.30pm and 2pm-5pm, Friday 2pm-5pm, Saturday 10am-12.30pm, Sunday closed)

City of York Council Offices, West Office's Station Rise, York, YO1 6GA

Hard copies of the Neighbourhood Plan Adopted Version and this Decision Statement will be made available, after adoption (post 15th June 2023), at West Offices and will be available to view by appointment only. Should you wish to arrange an appointment, you should contact the Forward Planning team directly on (01904 552255).

For further information please contact the Neighbourhood Planning team on neighbourhoodplanning@york.gov.uk or 01904 552255.

Neil Ferris
Corporate Director Place

15th June 2023

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Economy and Place		
Service Area:	Strategic Planning Policy		
Name of the proposal :	Strensall with Towthorpe Neighbourhood Plan – Referendum		
Lead officer:	John Roberts, Strategic Planning Policy Officer		
Date assessment completed:	9/5/23		
Names of those who contributed to the assessment:			
Name	Job title	Organisation	Area of expertise
Sandra Branigan	Senior Solicitor	City of York Council	Legal

Step 1 – Aims and intended outcomes

<p>1.1</p>	<p>What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p><i>The proposal is brought forward by the Strategic Planning Policy team on behalf of Strensall with Towthorpe Parish Council in conformity with Neighbourhood Planning (2012) Regulation 18, wherein designated bodies (Parishes and Neighbourhood Forums) can develop a Plan for their local area containing policies applicable for new development. The Strensall with Towthorpe Neighbourhood Plan Area was designated (to include the whole Parish area) following consultation, in January 2016, but was extended in June 2018 to include the length of Towthorpe Moor Lane (outside the Parish area) to its junction with Malton Road. The neighbourhood plan area was designated to enable a Neighbourhood Plan to progress for the Strensall with Towthorpe Parish Area. The Neighbourhood Plan has been developed, consulted on and examined by an independent examiner and found to meet the legislation requirements. This proposal is for the ‘making’ of the Neighbourhood Plan, following the referendum on 4th May 2023. The question asked at the referendum was “Do you want City of York Council to use the Neighbourhood Plan for Strensall with Towthorpe to help it decide planning applications in the neighbourhood area?” The outcome of the referendum was 82.5% voting ‘Yes’ and 17.5% voting ‘No’ to the neighbourhood plan. The referendum determined that the Neighbourhood Plan should be made part of the City of York’s development plan. (Where more than 50% of those taking part in the referendum vote in favour of the plan, it will become part of the development plan). Those who were invited to take part in the referendum, live in the planning area.</i></p>
<p>1.2</p>	<p>Are there any external considerations? (Legislation/government directive/codes of practice etc.)</p>
	<p><i>The council’s duties under the Equalities Act 2010 and the Human Rights Act 1998 are key considerations. The proposals also need to be prepared in accordance with the Neighbourhood Planning (General) Regulations (2012, as amended), Neighbourhood Planning (Referendum) Regulations (2012, as amended) and SEA Regulations and Conservation of Habitat Regulations (2012, as amended).</i></p>

1.3	Who are the stakeholders and what are their interests?
1.4	What results/outcomes do we want to achieve and for whom?
	<i>Stakeholders include people who live, work or undertake business in the Strensall with Towthorpe Neighbourhood Planning area, alongside consultation bodies referred to in paragraph 1 of Schedule 1 of the Neighbourhood Planning Regulations (2012).</i>
	This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	<p><i>The Strensall with Towthorpe Neighbourhood Plan has been produced to help provide a local level of guidance, within the context of the emerging Local Plan and national guidance and regulations. It provides for the local community to have more say in development and land use in their area.</i></p> <p><i>The Neighbourhood Plan is required to be in conformity with the National Planning Policy Framework (NPPF) and the local Development Plan which comprises of the emerging Local Plan (Publication Draft Local Plan 2018). The proposals seek to support the Council Plan (2019-2023) with respect to:</i></p> <ul style="list-style-type: none"> <i>• Well-paid jobs and an inclusive economy</i> <i>• A greener and cleaner city</i> <i>• Getting around sustainably</i> <i>• Good health and wellbeing</i> <i>• Safe Communities and culture for all</i> <p><i>With respect to the emerging Local Plan, the proposal seeks to support:</i></p> <ul style="list-style-type: none"> <i>• Policy DP2: Sustainable Development</i> <i>• Policy DP3: Sustainable Communities</i> <i>• Policy SS1: Delivering Sustainable Growth for York</i> <i>• H10: Affordable Housing</i> <i>• Policy HW2: New Community Facilities</i> <i>• Policy ED6: Preschool, Primary and Secondary Education</i> <i>• Policy D1: Placemaking Policy</i>

	<ul style="list-style-type: none"> • D11: Extensions and Alterations to Existing Buildings • Policy D12: Shop fronts • Policy CC1: Renewable and Low Carbon Energy Generation and Storage • Policy CC2: Sustainable Design and Construction of New Development • Policy T1: Sustainable Access • Policy T5: Strategic Cycle and Pedestrian Network Links and Improvements • Policy T8: Demand Management
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Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	Source of data/supporting evidence	Reason for using
	Regulation 19 Local Plan and Local Plan Evidence Base	The Regulation 19 Local Plan was assessed under an Equalities Impact Assessment (EqIA) and the Neighbourhood Plan has been developed to comply with the Regulation 19 Local Plan.
	National Planning Policy Framework: Equality Impact Assessment, July 2018	The updated NPPF was assessed under an Equalities Impact Assessment (EqIA) and the Neighbourhood Plan has been developed to comply with the National Planning Policy Framework.
	Strensall with Towthorpe Neighbourhood Plan Consultation Statement	Details the extensive consultation undertaken with the community, including people who live, work, and visit within the Plan area, including comments and responses to all stages of consultation undertaken. The consultation has informed the development of the Neighbourhood Plan.
	Strensall with Towthorpe Neighbourhood Plan Evidence Base	These documents have informed the consultation that has taken place with the community.

Step 3 – Gaps in data and knowledge

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

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	No impacts identified	0	n/a
Disability	Policy DH1 ‘Promotion of Local Distinctiveness’ aims to promote accessibility and connectivity through public rights of way.	+	M
Gender	No impacts identified	0	n/a

Gender Reassignment	No impacts identified	0	n/a
Marriage and civil partnership	No impacts identified	0	n/a
Pregnancy and maternity	No impacts identified	0	n/a
Race	No impacts identified	0	n/a
Religion and belief	No impacts identified	0	n/a
Sexual orientation	No impacts identified	0	n/a
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	No impacts identified	0	n/a
Low income groups	No impacts identified	0	n/a
Veterans, Armed Forces Community	Whilst the neighbourhood plan recognises the potential for redevelopment of the MOD site at Strensall, following the Defence Infrastructure Review (2016), the closure of sites and any impact on the armed forces community is beyond the remit of the neighbourhood plan.	0	n/a
Other	n/a, no other groups identified	n/a	n/a
Impact on human rights:			

List any human rights impacted.	<p>The Convention rights applicable are:</p> <ul style="list-style-type: none"> • Article 8 - protects the right of the individual to respect for their private and family life, their home and their correspondence. The private life part of this right covers things like wellbeing, autonomy, forming relationships with others and taking part in our community. • Article 14 - protects the right to be free from discrimination when enjoying other rights, such as Article 8. <p>The equalities impact assessment identifies some positive impacts as a result of the aspirations set out within the neighbourhood plan.</p>		
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Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

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

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
<p>The neighbourhood plan supports some positive impact measures contained with the Local Plan. These positive impacts will be optimised through the community actions identified in the neighbourhood plan alongside policies in the plan which stipulate further public consultation. The plan will also be subject to annual monitoring and periodic review.</p>	

Step 6 – Recommendations and conclusions of the assessment

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

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

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

Option selected	Conclusions/justification
No major change to the proposal	The EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impacts. Opportunities to advance equality and foster good relations will be applied throughout the Strensall with Towthorpe Neighbourhood Plan.

Step 7 – Summary of agreed actions resulting from the assessment

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

Step 8 - Monitor, review and improve

8. 1	How will the impact of your proposal be monitored and improved upon going forward? Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	It is anticipated that Strensall with Towthorpe Parish Council will annually monitor the Neighbourhood Plan with periodic review.

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Executive**15 June 2023**

Report of the Head of HR & OD
Portfolio of the Executive Member for Finance and Performance

Agency Worker Contract Review**Summary**

1. The report seeks permission to approve the direct award for the provision of temporary staff to the City of York Council (CYC) to City of York Trading ("CYT"), trading as Work with York ("WwY").

Recommendations

2. The Executive are asked to:
 - a. Approve the direct award of a contract to CYT for the provision of temporary staff to the City of York Council for an initial period of five (5) years plus up to two (2) years of extensions (maximum term of seven (7)) years and to delegate authority to the Head of HR (in consultation with the Chief Finance Officer and the Director of Governance, or their delegated officers) the authority to take such steps as are necessary to negotiate with CYT any changes to the current specification around the rates and fee structure and enter into the resulting contract.

Reason: To keep agency costs to a cost-effective level for the Council whilst maintaining quality of service

Background

3. CYT is a company wholly owned by the Council, with profits made by the company coming back to CYC in the form of dividends. CYT provide recruitment services for temporary, permanent and seasonal jobs to both the public and private sector on an ad hoc, part and full-time basis for clients based in and around York, filling a wide range of vacancies including administration, customer service, Information Communication Technology (ICT), technical and finance to social work, events and

manual work. It has three recruitment divisions Work with York, Work with Schools and Work with Yorkshire.

4. A decision was made by Executive in June 2013 that all requests for agency staff or casual work would be made through Work with York (“WwY”).
5. The Executive agreed these arrangements because of a clear business case which demonstrated that there were advantages to CYC using CYT over external agencies, and the following benefits and flexibilities by:
 - keeping agency staff costs to a cost-effective level for the Council whilst maintaining quality of service;
 - ensuring that we meet our commitments of paying a Living Wage; and
 - growing a successful commercial business and profits that can be returned to the Council.
6. The current contract was let under the “Teckal” exemption (also called “**Vertical Arrangements**”) under Regulation 12(1) of the Public Contract Regulations 2015 (the “**Regulations**”) and is due to expire on 31st August 2023. This means that the contract was exempt from the full tendering process and could therefore, be directly awarded to CYT. Under Regulation 12(1), a contract directly awarded by CYC to CYT will fall outside of the scope of the Regulations if **all** the following three conditions are met:
 - a. CYC exercises over CYT a control which is similar to that which it exercises over its own departments (in other words, CYC exercises a decisive influence over both strategic objectives and significant decisions of CYT),
 - b. more than 80% of the activities of CYT are carried out in the performance of tasks entrusted to it by CYC, or by other legal persons controlled by CYC (the “**Function Test**”); and
 - c. there is no direct private capital participation in CYT except for non-controlling and non-blocking forms of private capital participation required by national legislative provisions, which do not exert a decisive influence on CYT.
7. The Council has a number of other Teckal arrangements in place including Make it York, Veritau, Yorwaste and YPO procurement holdings.

8. Since 2013, CYC has received £734k in dividends. A breakdown is shown below:

Year	Dividend
2013/14	29,575
2014/15	59,000
2015/16	75,000
2016/17	80,000
2017/18	90,000
2018/19	100,000
2019/20	110,000
2020/21	55,000
2021/22	135,000
2022/23	TBC

9. The table below shows the number of WwY placements across the authority over the past 4 years. Agency workers are used for several different reasons including short term absence cover, specialist projects and “as and when required” arrangements such as translators. They are placed in a variety of different roles including social workers in Adults and Childrens services, specialist project roles in transport and waste loaders/drivers in Place.

Directorate	2019/20	2020/21	2021/22	2022/23
City of York Council (exc. schools)	1082	986	994	665
Adult Social Care and Integration	N/A	159	117	140
Children and Education	N/A	186	153	122
Corporate Services	67	24	63	17
Customer & Communities	134	69	84	98

Place	412	335	330	286
Public Health	7	199	247	2

10. A breakdown of the percentage of WWY spend across the directorates in shown below:

Directorate	2019/20 %	2020/21 %	2021/22 %	2022/23 %
Adult Social Care and Integration	14.89	15.60	20.03	26.25
Children and Education	28.12	30.82	27.57	25.26
Corporate Services	3.9	4.26	2.87	1.88
Customer and Communities	11.53	7.6	5.69	7.58
Place	41.16	36.01	33.47	38.62
Public Health	0.4	5.71	10.37	0.41

Consultation

11. There is no specific formal consultation taken place, however, discussions have taken place with relevant officers in CYC and CYT regarding the renewal and direct award of the Agency Contract. Trade Unions have also been briefed.

Options

Option 1 - Direct Award of Contract under Teckal Arrangements

12. The current contract spend with CYT and CYT's turnover for 2021/22 was as follows (excluding VAT):

CYC spend	CYT Turnover	% CYC activities
£'000	£'000	

CYC spend £'000	CYT Turnover £'000	% CYC activities
£9,681	£10,995	88%

13. Based on current spend levels, this contract could be directly awarded to CYT without the need for a full formal tender (assuming all three criteria under Regulation 12(1) are still being met).

14. CYC have made the following commitment to reduce the spend on agency workers.

Ref	Proposal Description	2023/24 Impact £000	2024/25 Impact £000	Total Saving Impact £000
CORP03	Interims and Agency Stopping the use of interims and agency for senior roles and significantly reducing the use of interims across the Council.	500	300	800

15. As spend levels drop because of the Council's commitment to reduce agency spend, the contract may fall outside of the exemption due to failure to meet the 80% activity threshold required under the Function Test. The following table shows the percentage of activities performed as CYC spend falls, assuming CYT's non-CYC income remains the same.

	% reduction in CYC spend	CYC spend £'000	Turnover £'000	% CYC activity	Notes
21/22 spend	%	£9,681	£10,995	88%	Current spend
	25%	£7,261	£8,575	85%	
	40%	£5,809	£7,123	82%	
	50%	£4,841	£6,155	79%	Under the 80%

	% reduction in CYC spend	CYC spend £'000	Turnover £'000	% CYC activity	Notes
21/22 spend	%	£9,681	£10,995	88%	Current spend
	60%	£3,872	£5,186	75%	threshold for Vertical Arrangements
	70%	£2,904	£4,218	69%	
	75%	£2,420	£3,734	65%	

16. However, it seems unlikely that agency spend will reduce by more than 50% and therefore, a direct award would be possible, so long as 80% or more of CYT's activity relates to CYC. The Procurement Bill 2022 is currently going through the parliamentary approval process. This replaces the current Regulations following Brexit, but the same Teckal principles will remain under Paragraph 2 of Schedule 2 of the Bill.

17. If a direct award is agreed, then a new contract with CYT will be required. It is recommended that we look at a number of changes regarding the fee structure and profit returning to the Council. Potential areas of discussion would be:

- a. Fee structure – Agencies charge an uplift of to cover pay, employers NI, pension, holiday pay, apprenticeship levy, timesheet costs and their overheads. An option would be to request a reduction or freeze to future fees.
- b. Change to finder fee structure
- c. Increase or negotiate a dividend to be returned to CYC
- d. Improved management information/booking system

Option 2 - Formal Re-tender of Current Contract

18. There is also the option to go through a formal retender process involving other external agencies.

19. A retender process would take a minimum of 4 months and therefore, it would not be possible to complete the process before the contract ends in August 2023. If the decision was made to go for a formal retender, a request would need to be made to Executive to extend the current contract for a further 18 months.

20. Retender options could include using a neutral vendor arrangement instead of the current master vendor arrangement. Neutral vendors are not a recruitment agency but form partnerships with various recruitment agencies. When a client needs vacancies to be filled, the neutral vendor goes to the market to their different partner agencies to find the most suitable and cost-effective candidates to fill the requirement.
21. If CYT were not successful through the procurement process, there would be implications including potential TUPE to the new provider. To undertake this option it is anticipated that there would need to be a 12 to 18 month project implementation plan.

Option 3 - Move agency process in-house

22. A further option would be to create an in-house bank of agency workers.
23. Setting up an internal bank would require additional CYC resource to be allocated to manage the bank and source candidates.
24. Additional resource would also be required in Business Support to manage adding and removing agency workers from the payroll. A new weekly payroll system would need to be set up as it is unlikely that agency workers would want to be paid monthly in line with Council employees. There would also be pension implications and auto-enrolment of temporary staff to the Local Government Pension Scheme. A timesheet facility would also need to be set up managed alongside a resourcing database of agreed terms, in addition IT costs associated with additional licences would be required for iTrent (HR and payroll system) as they are charged based on the number of active employees/workers on the payroll. A team would also need to ensure that references and qualifications are checked (WwY currently do this on CYC's behalf) and DBS check costs would also increase as CYC would need to pay for the checks. To undertake this option it is anticipated that there would need to be a 12 to 18 month project implementation plan and therefore, a request to extend the current contract by 18 months to explore and complete this.
25. There would also be TUPE implications if this option were agreed.

Implications

Financial

26. The budgets for temporary staff are held within service budgets. Temporary staff come with additional oncosts that can often be an efficient way to fill short term vacancies. There is an assumption within the budget that the use of temporary staff will reduce in 2023/24 and this will need to be monitored throughout the year to ensure the saving can be delivered. This will mean that there will need to be an acceptance of a higher vacancy factor across services.

Human Resources (HR)

27. Depending on which option is approved, there may be TUPE implications for WwY current staff. Where appropriate procedures will be followed accordingly.

Equalities

28. The Council recognises its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions). An Equalities Impact Assessment has been completed and attached at **Annex 1**.

Legal

29. The following legal implications should be considered

Option 1 - Direct Award of Contract under Teckal Arrangements

- a. Legal Services has been consulted regarding the Council's continuing reliance on Regulation 12(1) of the Regulations to directly award the contract to CYT.
- b. So long as the criteria under Regulation 12(1) continue to be met, then a direct award can be justified.
- c. CYT is a private limited company, whose sole shareholder is CYC. Further, CYT is governed by the rules set out within its Articles of Association which are filed at Companies House; and the provisions set out within a Shareholders Agreement between CYC and CYT. In particular, the Shareholders Agreement sets out those decisions that the CYT Directors can only make with the

approval of the Council. In particular, the Council can control the strategic direction of CYT through having the right to approve substantial changes in its Business Plan and has the right to appoint both directors to the Board of CYT, and the Chairperson (who to date has always been a Councillor). The cross-party Shareholder Committee has had oversight of CYT since its inception and receives a quarterly report. The Shareholder Committee has no decision-making powers but, in accordance with the 2015 Shareholders Agreement, may advise the CYC Executive on the exercise of its powers as shareholder and may make recommendations to the Board in respect of the appointment of Directors. Based on these facts, if this continues to be the case the Control Test under Regulation 12(1) will have been met.

- d. The main issue, as identified in this Report, is if due to reduced Council spending CYT's activity in relation to CYC falls below the 80% threshold under the Function Test under Regulation 12(1). For the short-term, this appears not to be the case, but if a contract is awarded under Regulation 12(1), this will require rigorous oversight and contract management on the part of the CYT Link Officer at CYC to ensure CYT's CYC related activity does not fall below this threshold.
- e. As soon as it appears likely that the Function Test will no longer be met, this will trigger the need for a full procurement, under the Regulations and the Council's Contract Procedure Rules ("**CPRs**") under Article 24 and Appendix 11 of the Constitution and will require the support and advice of both Legal Services and the Procurement Team where appropriate.
- f. Regardless, any negotiation, drafting and agreement of any contract entered with CYT pursuant to Regulation 12(1) will need to involve officers from Legal Services.
- g. Further to Article 12 of the CYC Constitution, the CYC Executive has exclusive decision-making authority with regards to entering, amending, or terminating any agreements which create a potential liability for CYT in excess of £500,000. Executive approval will therefore, be necessary before entering into the final agreement with CYT. Subject to Executive approval, this will also necessitate a formal written shareholder's resolution that will need to be signed by a member of the Shareholder Committee on behalf of CYC prior to the contract being completed. As the

contract is a private document between CYT and the Council, this can take the form of an ordinary resolution and does not need to be filed at Companies House. Legal Services will work with CYT and Shareholder Committee members to finalise the relevant corporate documentation.

Option 2 - Formal Re-tender of Current Contract

- h. Any contract procured under this option must be commissioned in accordance with a robust procurement strategy that complies with the CPRs and the Regulations. Advice should be sought from both the Procurement and Legal Services Teams where appropriate.
- i. The comments above in Option 1 in relation Article 12 of the CYC Constitution and Shareholder approval will also apply equally to Option 2.
- j. Further, if following re-tender of the contract CYT are for whatever reason unsuccessful, this could give rise to a “Relevant Transfer” of CYT staff to the new contractor, within the meaning of Regulation 3(1) of the Transfer of Undertakings (Protection of Employment) Regulations 2006 (“**TUPE**”). The impact of TUPE on the tender process will be that, should CYT be unsuccessful in securing the contract, all of CYT’s rights, powers, duties and liabilities under or in connection with the current contracts of transferring CYT employees will transfer automatically to the successful tenderer with effect from the date of any transfer. This in turn is likely to have the effect of increasing tenderers’ costs of providing the services, particularly (but not limited to) pension protection of any CYT staff currently signed up to the Local Government Pension Scheme, which is likely to result in an increased price to CYC. This will also give CYT an advantage over any other bidders taking part in this process. It will be a question of fact whether TUPE applies and will not be possible for the organisation and successful tenderer to contract out of it.

Advice should therefore be sought from the HR, Finance, Procurement and Legal Services Teams where appropriate, to ensure TUPE and any ancillary legislation and/or regulations (e.g., pensions) are properly complied with, any tender and contractual documents deal with the possible impact of TUPE, and also to ensure that other tenderers apart from CYT are not unfairly disadvantaged against when submitting their tenders so

that CYC can meet its duty of fair and equal treatment and transparency under Procurement Law.

- k. Consideration should also be given to other areas in the event CYT were unsuccessful, such as (but not limited to):
 - i. the transfer of any assets, equipment, etc. from the CYT to the new service provider;
 - ii. any property implications, if CYT are currently renting any property from CYC, or if any new provider requires to enter into any property arrangement(s) with CYC to deliver the services;
 - iii. the secure transfer of any confidential information and/or personal data relevant to the service from CYT to any new provider in line with Data Protection law;
 - iv. the procurement of new assets, infrastructure, or additional support/professional advice for the service area to facilitate the change in service; and
 - v. any necessary comms/marketing regarding the new service, and if applicable any additional services/resource need to be commissioned to facilitate this.

Option 3 - Move agency process in-house

- l. Any insourcing of the agency service back into CYC could also give rise to a “Relevant Transfer” of CYT staff to CYC, within the meaning of Regulation 3(1) of TUPE. Advice should therefore be sought from the HR, Finance, and Legal Services Teams where appropriate, to ensure TUPE and any ancillary legislation and/or regulations (e.g., pensions) are properly complied with.
- m. Other considerations if we proceed with Option 3 may include:
 - i. What performance indicators and/or outputs will be used to measure the performance of the new in-house service, in order to ensure the new service is delivering the quality of service and value for money expected, and how will this be documented?
 - ii. Does the move in-house require the transfer of assets from the CYT, and how will this be documented?

- iii. As the move in-house will involve the secure transfer of confidential and personal data, how will this be documented and carried out to ensure compliance with Data Protection law?
 - iv. Are there any property implications (e.g., are CYT currently leasing any premises from CYC that will need to be surrendered as part of the move in-house)?
 - v. Will the move in-house require the procurement of new assets, infrastructure, or different suppliers and/or additional support/professional advice for the service area in line with our CPRs and the Regulations?
 - vi. Will the move in house require drafting of internal SLAs/T&Cs by Legal Services for other service areas to use the new agency service?
 - vii. What comms/marketing is necessary for the new in-house service, and will any additional services/resource need to be commissioned to facilitate this?
- n. The comments above in Options 1 and 2 in relation Article 12 of the CYC Constitution and Shareholder approval will also apply equally to Option 3.

Crime and Disorder – There are no Crime and Disorder implications

Information Technology (IT) – In Option 3 additional licence requirements would be needed which would mean additional costs to set up an in-house system. This would be in addition to setting up a suitable payroll for temporary staff.

Property – There are no Property implications

Other – There are no other implications

Risk Management

30. There are no other specific risks associated with this proposal.

Council Plan

31. The proposals in this report contribute to the following key outcomes in the 2019-23 Council Plan:

- a. Well paid jobs and an inclusive economy
- b. An open and effective council

Contact Details

Author: **Chief Officer Responsible for the report:**

Helen Whiting
Head of HR & OD

Ian Floyd
Chief Operating Officer

For further information please contact the author of the report

The report has been approved by the following people

Role	Name	Date of sign off
Legal	Dan Moynihan Contract Commercial Senior Lawyer	19 th May 2023
Finance	Patrick Looker – Head of Service - Finance	23 rd March 2023
Director of Governance	Bryn Roberts	1 st June 2023
Chief Finance Officer	Debbie Mitchell	31 st May 2023

Background papers	None
List of appendices	Annex 1 – Equalities Impact Assessment
Equalities Impact Assessment Template	<p>Must be completed for all reports and authorised by the Director. A summary of any identified impacts must be attached to the report as an appendix. Please tick the box below to confirm it has been completed.</p> <div style="text-align: right;"><input checked="" type="checkbox"/></div>
Wards Affected	<p>List wards or tick box to indicate all All <input checked="" type="checkbox"/></p>

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City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Corporate Services		
Service Area:	Council Wide		
Name of the proposal :	Agency Worker Contract Review		
Lead officer:	Helen Whiting		
Date assessment completed:	26/05/23		
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Sophie Draper	HR Manager	CYC	Human Resource from Resourcing perspective

Step 1 – Aims and intended outcomes

<p>1.1</p>	<p>What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p>To agree contractual terms for the provision of temporary workers to City of York Council which are cost effective and maintain quality of service whilst ensuring we meet our commitments of paying a Living Wage. The current contract is due to expire on the 31 August 2023.</p> <p>It is recommended that the Council make a direct award of the contract to City of York Trading Ltd (“CYT”) who are a wholly owned subsidiary of the Council.</p> <p>The provision of these services will help us meet the council plan outcomes of well paid jobs and an inclusive economy and an open and effective council.</p>
<p>1.2</p>	<p>Are there any external considerations? (Legislation/government directive/codes of practice etc.)</p>
	<p>Any contracts will need to be agreed in line with procurement legislation. As a direct award is recommended, Regulation 12(1) of the Public Contract Regulations 2015 will apply. The Council’s Contract Procedure Rules and Article 12, 34 and Appendix 11 of the Constitution also apply.</p>

1.3	Who are the stakeholders and what are their interests?
	CYT is a private limited company whose sole shareholder is CYC. Corporate Management and managers at CYC Trade unions when considering the capacity of existing employees

1.4	What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	<ul style="list-style-type: none"> • Keeping agency staff costs to a cost effective level whilst maintaining quality of service and allowing the workforce to flex • Grow a successful commercial business and profits that can be returned to the Council • The provision of these services will help us meet the council plan outcomes of well paid jobs and an inclusive economy and an open and effective council • Continue to prioritise recruitment, retention, career development, pay, reward and recognition strategies to have a resilience and robust workforce to meet the needs of services and or community in line with the Workforce Strategy

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights? Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
	Source of data/supporting evidence	Reason for using
	Monthly reports from current provider on usage/spend	To understand what the service need has been to date, and identify the ongoing need for agency worker provision.

Review of issues / complaints raised in relation to current provisions.	To understand improvements needed to any ongoing provision in order to review future requirements and inform procurement process and specification.
Workforce strategy	Key strategic objective to concentrate on Recruitment and retention – enabling the Council to flex its workforce and positively contribute to the delivery of the Councils priorities.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.		
Gaps in data or knowledge		Action to deal with this	
Protected characteristics for all agency workers is not known, as this data is not held by CYC.		Ensure there is a contractual term to ensure the provider monitors equality information so they can compare with data from the local population and take appropriate measures where required to attract applicants from all communities.	

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.		Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)

Age		0	L
Disability		0	L
Gender		0	L
Gender Reassignment		0	L
Marriage and civil partnership		0	L
Pregnancy and maternity		0	L
Race		0	L
Religion and belief		0	L
Sexual orientation		0	L
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	Some roles can be filled flexibly providing opportunities for non-uniformed hours	+	L
Low income groups	It is a requirement of the contract that all agency workers placed with CYC are paid the Living Wage and CYT's employees are also paid the Living Wage	+	L
Veterans, Armed Forces Community	None		
Other	None		

Impact on human rights:			
List any human rights impacted.	None		

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

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

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

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
A requirement of the new contract could be for CYT to provide equalities information about the agency workers supplied to CYC.	

Step 6 – Recommendations and conclusions of the assessment

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

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

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

Option selected	Conclusions/justification
No major change to the proposal	There are no inequalities identified

Step 7 – Summary of agreed actions resulting from the assessment

7.1 What action, by whom, will be undertaken as a result of the impact assessment.			
Impact/issue	Action to be taken	Person responsible	Timescale
Provision of equal opportunities information	Provision of contractual terms around monitoring of equalities information	HR lead in procurement process	Ongoing

Step 8 - Monitor, review and improve

	<p>Continued engagement with stakeholders on experience of using the provision.</p> <p>Regular review meetings with provider to monitor the effectiveness of the contract, initiatives or changes that might be needed in terms of process as well as ongoing contract management.</p> <p>Review of management information as to what additional initiatives may be needed.</p>
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Executive**15 June 2023**

Report of the Chief Operating Officer
Portfolio of the Executive Member for Finance and Major Projects

Finance and Performance Outturn 2022-23

Summary

1. This report provides a year end analysis of the overall finance and performance position. This is the final report of the financial year and assesses performance against budgets, including progress in delivering the Council's savings programme.
2. As outlined in reports to Executive throughout the year, the Council is experiencing financial pressures across all service areas. We continue to see significant and ongoing pressure across both children's and adults social care budgets. Within Children's these pressures were mainly in relation to Out of City placements and the previous use of agency staff. With Adults, the main pressures included the cost of care beds and an inability to recruit to vacancies leading to the use of more expensive agency staff. The management structure within both areas has now been fully recruited to with permanent staff in place.
3. However, many of the budget pressures are recurring whilst the mitigations that have allowed us to balance the budget are generally one off. Given the increases in interest rates, inflationary pressures and the ongoing pressures in both adults and children's social care it is therefore unsurprising that the outturn position is an overspend, as forecast throughout the year. Inflationary pressures have been a particular challenge, adding some £4.5m to the overall outturn.
4. Whilst the council's overall financial health provides a strong platform upon which to meet the financial challenges ahead, the position outlined in this report remains a matter of serious concern. These ongoing pressures will again need to be addressed in the 2024/25 budget setting process.

Recommendations

5. The Executive is asked to:

- 1) Note the year end position.
- 2) Note the finance and performance information

Reason: to ensure significant financial issues can be appropriately dealt with.

Financial Summary

6. The Council's net budget is £135m and the provisional outturn position is a net overspend of £4.8m funded from the use of contingency and earmarked reserves.

7. An overview of the outturn, on a directorate by directorate basis is outlined in Table 1 below and the key variances are explained in Annex 1.

Service area	Net budget	2022/23 Net Q3 Forecast Variation	2022/23 Draft Outturn
	£'000	£'000	£'000
Children & Education	22,365	6,697	4,669
Adult Social Care & Integration	49,544	3,322	3,312
Place	21,748	0	-1,232
Customers & Communities, Public Health & Corporate Services	24,655	550	535
Central budgets	18,072	-2,829	-2,397
Sub Total		7,740	4,887
Contingency	-1,000	-1,000	-1,000
Use of earmarked reserves		-3,000	-3,887
Net total including contingency	135,384	3,740	0

Table 1 – Finance overview

Reserves and Contingency

8. The February 2022 budget report to Full Council stated that the minimum level for the General Fund reserve should be £6.8m (equating to 5% of the net budget). At the beginning of 2022/23 the reserve stood at £6.9m and, as part of the budget report, approval was given to maintain this level of reserve in 2022/23 thus giving some headroom above the minimum level to take account of the continued risks facing the council, in particular the scale of future reductions on top of those already made. In addition,

the budget report outlined significant risks associated with major capital projects, reduction in New Homes Bonus and health budgets. The report also contained a strong recommendation that revenue reserves should be increased over the next couple of years, in recognition of the current risks the council faces.

9. On the general contingency, it has been assumed throughout the year that this would be needed to offset forecast budget pressures and this has been used in full as expected. There is ongoing base budget of £500k for contingency and it is expected that again this will be required to offset forecast pressure in future years.

Loans

10. Further to a scrutiny review, it was agreed that these quarterly monitoring reports would include a review of any outstanding loans over £100k. There are 2 loans in this category. Both loans are for £1m and made to Yorwaste, a company part owned by the Council. The first was made in June 2012 with a further loan made in June 2017 as agreed by Executive in November 2016. Interest is charged on both loans at 4% plus base rate meaning currently interest of 8.5% is being charged. All repayments are up to date.

Performance – Service Delivery

11. In spite of the many challenges that the organisation and City has faced over the last four years, performance across the wider organisation, not just the Council plan indicators, has continued to remain high and continues to compare favourably when benchmarked against other areas with similar characteristics to York. Whilst Covid and the actions taken to tackle the global pandemic have in places affected performance in the short-term, the general pattern for data and information monitored by the Council is that levels of resident and customer satisfaction, timeliness and responsiveness, as well as various directorate and service based indicators, have remained positive.
12. The Executive for the Council Plan (2019-23) agreed a core set of strategic indicators to help monitor the council priorities and these provide the structure for performance updates in this report. The indicators have been grouped around the eight outcome areas included in the Council Plan. Some indicators are not measured on a quarterly basis and the DoT (Direction of Travel) is calculated on the latest three results whether they are annual or quarterly. A new Council Plan, with an updated dataset will be published for 2023-27.

13. A summary of the strategic indicators that have an **improving** direction of travel based on the latest, new, available data are shown below and further details around all of the core indicator set can be seen in Annex 2.

- **% of working age population in employment** – In Q3 2022-23, 85.5% of the working age population were in employment, which is higher than the national and regional figures (75.6% and 74.6% respectively) and the York performance gives the city a ranking of first regionally. The figure for Q3 2022-23 in York is higher than seen in previous years.
- **Number of Trees Planted (CYC)** – During 2022-23, CYC planted 1,099 trees, which is a large increase on previous years (73 in 2021-22 and 271 in 2020-21). The trees planted were a mixture of 29 standard large ‘street trees’ in various locations, and 1,070 whips (720 on the A166 at Grimston Bar and 350 at Rufforth allotments). In addition to these, there have been 84,620 trees planted so far in the York Community Woodland, with planting for the season now finished. A series of community planting days took place in February. This delivers, ahead of target, the Council Plan 2019-23 commitment to plant a minimum of 50k trees by 31 March 2023. This was achieved through the council’s partnership with Forestry England, who will nurture the new trees through to successful establishment and lead the woodlands long-term management for the next 120 years. Tree planting will continue over subsequent tree planting seasons to reach a total of 210,000 trees, one for each resident of York.
- **Number of incidents of Anti-social behaviour within the city centre** – There were 994 incidents of anti-social behaviour within the city centre alcohol restriction zone during 2022-23 which is a large reduction compared to 1,276 in 2021-22, and continues the year-on-year reduction seen since 2018-19.
- **Library visits** – Library visits (to all libraries, including reading cafes) during 2022-23 totalled 864,963, which is a large increase on the visits in the previous two years (617,771 in 2021-22 and 183,706 in 2020-21). This shows a very positive direction of travel, although the latest figure is still a little way below the pre-pandemic figures (1,023,034 visits in 2019-20).

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

- **Secondary school persistent absence rate** – In the academic year 2021-22, 26% of secondary age pupils were persistently absent, up from 12% the previous year. York’s performance is not atypical, with a

similar change in National averages – from 15% in 2020-21 to 28% in 2021-22. The primary sector mirrored this trend in both York and National performance. In 2021-22, a change was made in absence reporting so that pupil covid absence had to be marked as “illness”. Prior to 2021-22, covid absence was not counted in the possible attendance, so was excluded from performance.

- **Number of homeless households with dependent children in temporary accommodation** – The latest available data shows that the number of households with dependent children in temporary accommodation has increased from 22 at Q1 2022-23 to 33 at Q2 2022-23. Generally, the households with children rise and fall in line with the total households and increases can be seen in both over recent years. There was a peak at the end of 2021-22 where 57% were households with children.

Annexes

15. Annex 1 shows the quarterly financial summaries for each of the Council directorates.
16. Annex 2 shows performance updates covering the core set of strategic indicators which are used to monitor the progress against the Council Plan.
17. All performance data (and approximately 1,200 further datasets) within this document is made available in machine-readable format through the Council’s open data platform at www.yorkopendata.org under the “performance scorecards” section.

Consultation

18. Not applicable.

Options

19. Not applicable.

Council Plan

20. The information and issues included in this report demonstrate progress on achieving the priorities set out in the Council Plan.

Implications

21. The implications are:

- **Financial** are contained throughout the main body of the report.
- **Human Resources (HR)** There are no HR implications related to the recommendations
- **One Planet Council / Equalities** Whilst there are no specific implications within this report, services undertaken by the council make due consideration of these implications as a matter of course.
- **Legal** There are no legal implications related to the recommendations
- **Crime and Disorder** There are no crime and disorder implications related to the recommendations
- **Information Technology (IT)** There are no IT implications related to the recommendations
- **Property** There are no property implications related to the recommendations
- **Other** There are no other implications related to the recommendations

Risk Management

22. An assessment of risks is completed as part of the annual budget setting exercise. These risks are managed effectively through regular reporting and corrective action being taken where necessary and appropriate.

Contact Details

Authors:	Chief Officer Responsible for the report:		
Debbie Mitchell Chief Finance Officer Ext 4161	Ian Floyd Chief Operating Officer		
Ian Cunningham Head of Business Intelligence Ext 5749	Report Approved	✓	Date 1/6/23
Wards Affected: All			✓
For further information please contact the authors of the report			

Glossary of Abbreviations used in the report:

CYC	City of York Council
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Annex 1 – Directorate Financial Summaries

Children's Social Care

- 1 The outturn position for Children's is a net overspend of £4,669k, an improvement of £2m from the Monitor 3 position. The number of Children Looked After (CLA) in York was consistently at a higher level than the budget was built to accommodate. The number at the beginning of the financial year was 281 and as at the end of March it was 267. Out of city placements and CYC fostering placements have increased since April.
- 2 The placement budgets were overspent by a total of £4,551k in 2022/23. This figure is made up of variances of £611k on IFAs, £2,673k on Out of City Placements, £695k on local fostering placements and £467k on Leaving Care placements and adoption/CAO allowances. The pressure on this budget is partly due to the limited market for children's placements and the statutory requirements placed on local authorities to meet children's needs, coupled with inflationary pressures which could continue to worsen the position. There was an additional contribution to the out of city placements from the DSG at the year end of £1.1m which reduced the overspend.
- 3 In addition, there was an overspend in the Corporate Parenting staffing teams of £371k due to additional Working With York and agency staff.
- 4 Safeguarding Interventions overspent by £331k. This area now has 5 budgeted teams to provide additional capacity to assist in the improvement journey being undertaken. This is to deal with the continued higher number of cases and still requires some WWY and agency staff to cover vacancies. In addition, Legal fees overspent by £218k.
- 5 Staffing budgets within Children's Social Work Services have overspent by £129k, a reduction from the £241k forecast at Monitor 3. This is mainly due to temporary staffing across the service, which the directorate is working to eliminate with permanent appointments. Significant progress has been made and the number of agency appointments across children's social care has more than halved.
- 6 An overspend in Disabled Children's Services of £854k is mainly overspends on short breaks and direct payments £446k, again due to the CLA numbers being above the budgeted level.

- 7 Innovation and Children`s Champion is a new area following the restructure and this produced an underspend of £76k. This was due to the income received from the family hubs grant which wasn't previously forecast.
- 8 There are two significant variations in Education and Skills. The first is the Home to School Transport budget, which was already in an historic overspend position due to increase in numbers for post 16/19 and the increasing trend of trying to provide more specialist education provision for this group of students more locally. This is a much more cost-effective alternative to expensive out-of-city provision but has a consequent effect on this budget as we have had to provide more transport to establishment such as York College, Askham Bryan, Choose 2 and Blueberry Academy.
- 9 The change in legislation to allow EHCPs up to the age of 25, resulting in significantly more students accessing this option, has also significantly increased our transport spend.
- 10 The outturn position now shows a General Fund overspend of £266k. This figure includes the effect of the new taxi contracts implemented from the new academic year. This position however includes the charging of £244k of costs for the 2021/22 academic year to the DSG prior to all Home to School Transport being charged to the General Fund. The recurring General Fund pressure is therefore £510k. It is likely that the taxi contract increase would have been much higher if the work of the new transport team had not begun to identify route efficiencies. It is also expected that the increased scrutiny provided by this team will control and hopefully drive costs down further, working in partnership with the contractor.
- 11 Staff resourcing issues in the SEND Statutory Services Team, and the need to resource this work to progress the Safety Valve targets has resulted in a significant number of agency staff being appointed into this team over the period from April to date. The majority of the roles have now been permanently filled but the result is an overspend in 2022/23 of £405k.
- 12 The Effectiveness and Achievement service underspent by £151k, mainly due to the use of a reserve that was no longer needed being used in the year as part of the directorate's overspend mitigations.
- 13 Underspends were also achieved within the Virtual School and Inclusion Teams.

Dedicated Schools Grant

- 14 The Dedicated Schools Grant (DSG) is currently projected to be on track to meet the targets set out in the Safety Valve recovery plan agreed with the DfE.
- 15 The main pressure continues to be experienced within the High Needs Block and is due to the continuing increase in High Needs numbers, and increasing complexity, requiring expensive provision, especially in Post 16 and Post 19 provision and the education element of Out of Authority placements.
- 16 The brought forward balance on the DSG at 1 April 2022 was a deficit of £5,843k, following the first payment of additional funding under the Safety Valve agreement in March 2022. The net position in 2022/23 would have been an overspend of £1,380k, however a further £4,500k of additional DSG was paid during the year as the LA successfully met the targets set out in year one of the agreed management plan. The result is a revised cumulative deficit of £2,723k to carry forward to 2023/24.
- 17 The Safety Valve agreement commits the local authority to bring the DSG into an in-year balanced position by 2025/26. Further payments are conditional on the local authority meeting the targets set out in the Management Plan, and reporting quarterly to the DfE on progress, with the eventual aim of eliminating the in-year deficit by the target date, with additional payments by the DfE eliminating the historic deficit at that point.
- 18 The Office of the Director and Central budgets underspent by £2,164k in total as this is where identified mitigations were held during the year.

Adult Social Care

- 19 The outturn position for Adult Social Care is an overspend of £3,312k, very close to the projected position at Monitor 3 of £3,322k.
- 20 Whilst the outturn is close to that forecast, there have been some variations within the overall position since Monitor 3. These include £961k of mitigations expected at Monitor 3 that were not achieved by the year end, together with increased overspends on Older Person's Community Support (OP CSB), Learning Disability Direct Payments (LD DP) Personal Support Services (PSS) and Be Independent. This has been offset by additional income from Health.

- 21 In addition, Adult Social Care still needs to address a number of other budget pressures expected in 2023/24. It is estimated that, after growth has been allocated, there will remain a budget pressure of some £5m on external care as well as delivering a savings programme of over £2.6m in what are still very testing times for the workforce and sector. The service will be looking to mitigate these pressures through commissioning a fixed contract price and a framework. This should go live in the summer of 2023.
- 22 £357k of the Older People's Accommodation Programme was held back against the overspend this year. In addition, the budget for Preparing for Adulthood customers was not fully spent (£150k).
- 23 There is some slippage in the ASC reform budget largely due to a delay in recruitment to some of the posts funded by this growth (£138k). This is fully committed in 2023/24.
- 24 Additional discharge funding of £387k was received from health.
- 25 There is an overspend of £597k on the Better Care Fund (BCF) and Winter Pressures budget. This is offset by underspends on the Commissioning Team and Brokerage Hub Team due to vacancies throughout the year totalling £241k.
- 26 The Community Care budget has overspent by £216k in 2022/23. The Council insourced a failing provider in 21/22; maintaining the staffing complement needed to deliver the hours of home care has been challenging and has necessitated significant spend on agency staff.
- 27 The Personal Support Service team budget has overspent by £513k. Staffing has overspent by £258k largely due to difficulty in recruiting new care staff which has necessitated an increased use of more expensive agency staff.
- 28 In addition, the saving arising from a review of in house services has not been achieved this year (£199k) as the manager responsible for the saving was required to support gaps in management capacity elsewhere in the service.
- 29 Yorkcraft has overspent by £102k due to an underachievement of income (£90k), failure to achieve a previous year's saving (£93k), and other minor overspends across the service, offset by an underspend on staff due to vacancies (£97k).
- 30 It has already been agreed to incorporate Yorkcraft as part of a pathway offer for young people and adults. This redesign will result in

significant saving through reductions in the cost of placing people in the external market.

- 31 There has been an underspend of £330k across the Small Day Services budgets. This is largely due to vacancies at The Bungalow and Pine Trees as the service has been running at a reduced capacity following Covid alongside the Service Manager post being vacant for much of the year. This service is currently being remodelled.
- 32 Be Independent has overspent by £373k. There is still a budget gap of £180k which needs to be addressed from when the service was originally insourced. In addition, equipment spend has been £121k more than budget this year, spend on vehicle hire has been £62k more and there is an underachievement on the sales income budget as no further equipment sales are expected to be made (£49k). This is offset by additional income arising from Mediquip moving into the site at James Street.
- 33 Older People permanent residential care has overspent by £229k. This is largely due to the average weekly cost per customer being £61 a week higher than in the budget, due to the rising costs of care and there are also 4 more customers than budgeted for. This is offset by additional one off BCF income of £582k.
- 34 Permanent Nursing Care has overspent by £229k. The average weekly cost per customer is £166 more than in the budget (£900k), and there are currently 2 fewer health funded customers (£85k) and the average weekly health funding received per customer is £135 less per week than in the budget (£237k). This is partially offset by having 9 fewer customers in placement (£379k) and by additional one off BCF income (£624k).
- 35 The Older People Community Support Budget has underspent by £172k. The average weekly hours of homecare provided are more than budgeted and more customers are on exception contracts. The average weekly cost of an exception placement is £154 per week more than budgeted. These costs have been offset by additional BCF and other one off health income of £1,048k.
- 36 The Older People Direct Payments budget has overspent by £154k, largely due to the average weekly cost per customer being higher than in the budget.
- 37 The Physical & Sensory Impairment (P&SI) Direct Payment budget has overspent by £170k largely due to the average weekly cost per customer being £63 more than in the budget.

- 38 P&SI Residential Care has overspent by £268k largely due to 4 additional customers compared to budget.
- 39 Spend on Step Up Step Down (SUSD) beds has been £337k less than assumed in the budget this year. The number of customers placed in SUSD beds has been lower than in previous years and there has been around £95k of refunds in 2022/23 relating to costs incurred in 2021/22
- 40 P&SI Community Support has overspent by £215k due to the average weekly cost of an exception customer increasing by £176 compared to the budget.
- 41 P&SI Supported Living schemes have overspent by £215k due to the average cost per customer being £115 a week more than in the budget (£329k) and there being 5 more customers in placement than was assumed when the budget was set (£239k). In addition, the number of customers receiving health funding has fallen.
- 42 There has been an overspend on staffing across the Hospital Discharge Team, ASC Community Team and ISS Team budgets of £292k largely due to the use of agency staff to cover vacancies, sickness and maternity leave.
- 43 The Safeguarding Team has overspent by £155k due to the use of agency staff, partly to cover vacancies, but also some of the agency hours are above the establishment of the team. There has been a significant increase in the number of referrals to the Safeguarding Team which all require investigation.
- 44 The Mental Health residential care budgets have overspent by £166k, largely due to there being 2 more customers in placement than was assumed when the budget was set.
- 45 The Mental Health Community Support Budget has overspent by £249k in 2022/23, due to having 4 more homecare customers than in the budget (£129k) and the average weekly cost of homecare being £245 more (£154k). This is offset by having one more health funded customer
- 46 There has been an overspend of £395k on the Learning Disability Community Support budget due to the average weekly cost of a homecare placement being £159 a week more than in the budget (£99k) and the average cost of a day support customer being £15 per week more than set in the budget (£114k), together with having 3 more homecare customers (£46k). In addition, the average health funding

received per customer is £165 per week less than that was assumed when the budget was set (£147k).

- 47 The Preparing for Adulthood (PFA) community support budget has overspent by £134k due to having 7 more homecare customers than in the budget (£85k) and the average weekly cost of a homecare customer being £87 higher. We need to work closely with Children's colleagues to further understand the work of Safety Valve and the move to vocational support that will impact growth in PFA.
- 48 Learning Disability direct payments have overspent by £730k. This is due to the average cost per customer being around £122 a week more than in the budget (£810k) and having a higher number of customers during the year. This is offset by an increase in the value of direct payment reclaims made in the year.
- 49 The Learning Disability nursing care budgets have overspent by £178k. This is due to the average cost per customer in working age placements being £594 per week more than budget and there were 2 customers whose costs, after taking health income into account, were over £100k p.a. each.
- 50 The budget for Learning Disability permanent residential placements has overspent by £779k. The average weekly cost of a working age placement is £211 per week more than in the budget (£681k) and the average rate of health funding received per customer is £36 per week less (£98k).
- 51 Work is underway regarding reviewing all placements to tackle increased costs. Work is also underway with health colleagues regarding Continuing Health Care and s117. A workshop has been arranged in June to highlight the duty of Health in funding such customers.

Place

- 52 The Directorate outturn position is an underspend totalling £1,232k (including commercial portfolio). This compares to an assumption of being within budget at Monitor 3.
- 53 The primary reasons for the underspend have arisen due to the Directorate experiencing very strong income levels from car parking within the city centre as well as high levels of recycling income across waste disposal.

- 54 It should be noted that the Directorate has faced significant unbudgeted inflationary pressures across energy and fuel totalling £1.6m which have been absorbed within the outturn number.
- 55 There is an underspend across waste disposal mainly due to recycle sales which have been at levels above budget due to high commodity prices and outturned £803k higher than budget (134%). There was also income above budgeted levels from household waste sites (£37k), power generation royalties (£45k) and bulky waste collections (£29k).
- 56 The Allerton Waste Recovery Plant provided an underspend of £413k as tonnages levels by provided by City of York and North Yorkshire County Council were lower than forecast allowing Yorwaste to provide further tonnages into the plant which gives the council an additional income stream of £300k. The council also benefitted from a rebate due to lower than budgeted insurance costs by the operator of the plant.
- 57 There was an overspend across Highways of £880k. The prime reason related to the increased energy costs within street lighting service (£434k) and also fuel costs for vehicles (£55k). There were also additional costs of implementing the Highways Asset system (£100k) and overspend of street markings budget £100k). The winter maintenance budget overspent by £78k due to the increased cost of salt as well as the long cold weather that was experienced in December 2022.
- 58 There was an underspend in Transport of £552k. There are a number of variations but the main saving is against the Concessionary Fares payments (£775k) as passenger numbers remained lower than budget assumptions.
- 59 Parking income at both on-street and off-street car parks remained strong across the financial year. Total income for the year was 15% higher than income in 2021/22 and 25% higher than budget for the year. The total value was £1.5m additional revenue. This was offset by reduced Respark income of £125k and additional costs of operating the car parks of c £100k.
- 60 There is a shortfall in planning fees of £440k across the year. There were a smaller number of major applications over the year partly due to the status of the Local Plan.
- 61 There was expenditure of £1,200k in relation to the Local Plan. This related to the costs of the examinations that were held in 2022/23, the cost of staffing £133k, Barristers £617k, Planning Inspector £125k, technical consultants £295k. These costs as detailed in the 2022/23

budget report have been funded from the Waste and Local Plan reserve.

- 62 Within Housing, Economy & Regeneration there was an overspend of £640k primarily relating to the operating costs of the council's properties. Within the administrative accommodation there were additional energy costs totalling £456k (126%), and a lower than budgeted rental from partners as rent free arrangements were completed. Across the Commercial Portfolio there was a shortfall totalling £260k of which there were additional costs of leasing an empty commercial unit at the stadium (£120k) and reduced rents payable at the racecourse.

Housing Revenue Account

- 63 The HRA budget for 2022/23 was a deficit of £347k. The actual outturn was a deficit of £141k and therefore an underspend of £206k. However, this position includes £1,590k underspend relating to capital financing that has slipped into 2023/24 which means that the adjusted year end position is therefore a deficit of £1,731k giving an overspend of £1,384k compared to budget.
- 64 There was an overspend on general repairs and maintenance totalling £608k primarily due to inflationary pressure that resulted in increased labour costs, material costs and subcontractors.
- 65 There was an underspend of £720k within General Management primarily due to the service having several vacancies across the year (£166k) as well as court admin costs (£74k).
- 66 The loss of rental income for general needs properties, hostels and shared ownership properties remained high throughout the year. There was with an overall loss of income of £491k below budget. A third of these properties are long term voids, such as Glen Lodge and Bell Farm, where the properties are awaiting large scale capital works, this programme of works is expected to take place in 2023/24.
- 67 The cost of gas and electric have increased far higher than the original forecast and continues to be a pressure on the budgets of the Independent Living Schemes and Hostels. The additional costs in the year were £513k (159% increase on budget).
- 68 The revenue contribution to capital has underspent by £1.59m due to the slippage of capital expenditure primarily related to energy efficiency

schemes. These funds will be carried forward to 2023/24 to fund the slippage.

- 69 The council has undertaken a revaluation of the council stock and given increases in house prices over recent years, this has led to an increase in the overall value of the housing assets. With that increase it also leads to an increased depreciation charge into the account. The actual charge of £10.4m was £1.4m higher than 2022/23 and £1.2m above budget. This additional depreciation is recycled into funding capital maintenance but does provide a revenue pressure.
- 70 The high level of cash balances across the HRA both in terms of general reserve as well as income from right to buy sales and market sales / shared ownership accompanied with a higher level of interest rates during the year has led to interest earned by HRA being £970k above budget
- 71 The budget for 2023/34 included a higher depreciation figure and combined with the additional interest income can be contained within the set budget.
- 72 The working balance position at 31 March 2022 was £29.57m. The projected outturn position outlined in paragraph 12 means the working balance reduced to £29.4m at 31 March 2023. This compares to the balance forecast within the latest business plan of £27.2m.
- 73 There are a number of ongoing implications of the outturn position into 2023/24. It is necessary to reprofile the revenue contributions funding the capital programme slippage of £1,589k into 2023/24. It is also proposed to increase the Tenant Engagement budget by £22k in 2023/24 to reflect a new burdens grant that was received late in the year. This will be used to support a range of projects in order to improve how we engage and work with tenants.
- 74 This adjustment means that the adjusted overspend on the HRA totalled £1,406k which is slightly lower than forecast through much of the year. It is proposed that the overspend is funded from reserves. The 2023/24 budget included many of the budget pressures around inflation and left a small budgeted surplus for the year.

Corporate Services, including Customers & Communities and Public Health

- 75 Overall the remaining Council services have overspent by £535k.

76 Internal Business Support has overspent by £257k due to reduced income from schools for payroll services and not achieving the budgeted vacancy factor. Other variations include an overspend of £103k on Bereavement & Registrars due to an underachievement of income and increased cost of utilities. There is continued pressure on Housing Benefit overpayments (£569k) as outlined in the 2021/22 outturn report. Legal services has overspent by £161k due to a shortfall in the costs that could be charged to the capital programme. The coroner has overspent by £109k, although we have no control over these costs and the decisions made by the Coroner. Further overspends include £100k unachieved saving on printing and £168k due to the cost of inflation on the Explore contract. These overspends are offset by underspends in policy & strategy (£220k), finance and procurement (£73k) and Benefits and Transactional Services (£349k) due to staff vacancies. Delays in the ICT restructure have resulted in year end savings of £168k and Ward Committee budgets have underspend by £126k.

Corporate Budgets

77 These budgets include Treasury Management and other corporately held funds. A net underspend has been achieved due to the early and increased delivery of a corporate saving. In addition, due to slippage on the capital programme, there has been a saving on interest and the cost of borrowing.

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Annex 2 – Performance – Council Plan Outcomes

- 1 This report concentrates on the indicators that make up the Council Plan performance framework and does not cover COVID-related activity.
- 2 It is likely that due to impacts of COVID, a number of the indicators will see a significant change both in terms of their numbers and their direction of travel in future reporting periods. The majority of the performance measures within the Council Plan have a lag between the data being available, and the current reporting period and therefore impacts will not be immediately seen, and may occur over several years as new data becomes available.
- 3 Within the updates on the Council Plan indicators, are a number of indicators which show the status of economic, community or corporate recovery since the start of the pandemic.

Well paid jobs and an inclusive economy

Well paid jobs and an inclusive economy						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Business Rates - Rateable Value	£255,734,051 (2021/22)	£252,801,976 (2022/23)	→	Monthly	Not available	Q1 2023/24 data available in July 2023
Median earnings of residents - Gross Weekly Pay (£)	£597.90 (2021/22)	£609.20 (2022/23)	→	Annual	National Data 2022/23: £642.20 Regional Data 2022/23: £594.10	2023/24 data available in November 2023
% of working age population qualified - to at least L2 and above	83.6% (2020/21)	87.9% (2021/22)	↑ Good	Annual	National Data 2021/22: 78.20%	2022/23 data available in June 2023
% of working age population qualified - to at least L4 and above	46.4% (2020/21)	59.3% (2021/22)	↑ Good	Annual	National Data 2021/22: 43.50% Regional Data 2021/22: 38.0%	2022/23 data available in June 2023
% of vacant city centre shops	8.49% (2021/22)	8.50% (2022/23)	→	Monthly	National Data 2021/22: 14.40%	Q1 2023/24 data available in July 2023
GVA per head (£)	27,572 (2020/21)	30,684 (2021/22)	→	Annual	Regional Rank 2021/22: 2	2022/23 data available in May 2024
% of working age population in employment (16-64)	82.10% (Q2 2022/23)	85.50% (Q3 2022/23)	↑ Good	Quarterly	National Data Q3 2022/23: 75.60%	Q4 2022/23 data available in July 2023
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Business Rates

- 4 The year to date collection rate for Business Rates in 2022-23 was 98.02% (0.48% below the target collection rate but 1.64% above the collection rate in 2021-22). The year to date collection rate for Council Tax in 2022-23 was 96.84% (0.96% below the target collection rate but broadly the same as the collection rate in 2021-22).

Median earnings of residents – Gross weekly pay

- 5 In April 2022, the (provisional) median gross weekly earnings for full-time resident employees in York were £609.20, which is an increase of 4.4% from £597.90 in 2021. Over the coronavirus pandemic period, earnings estimates were affected by changes in composition of the workforce and the impact of the Coronavirus Job Retention Scheme (furlough) making interpretation difficult; also data collection disruption and lower response rates mean that, for 2020 and 2021, data was subject to more uncertainty and should be treated with caution. Nationally in 2022, median weekly earnings for full-time employees saw strong growth across all major occupational groups, particularly for lower-paying occupations (with process, plant and machine operatives up 8.6% and elementary occupations up 6.9%); pay for professional occupations saw the smallest increase at 2.4%. Data for 2023-24 will be available in November 2023.

% of working age population qualified – to at least L2 and above

- 6 In 2021-22, 87.9% of the working age population in York were qualified to at least L2 and above (GCSE grades 9-4), which is higher than the national and regional figures (78.2% and 76.4% respectively). This result ranks the city of York first regionally. The 2021-22 figure has increased from 2020-21 (83.4%). Achieving level 2 is valuable in itself: full level 2 qualification on average results in a 9% increase in earnings. Data for 2022-23 will be available in June 2023.

% of working age population qualified – to at least L4 and above

- 7 In 2021-22, 59.3% of the working age population in York were qualified to at least L4 and above (certificate of higher education or equivalent), which is higher than the national and regional figures (43.5% and 38.0% respectively). This result ranks the city of York first regionally. The 2021-22 figure is a big increase from 2020-21 (46.4%). Data for 2022-23 will be available in June 2023.

% of vacant city centre shops compared to other cities

- 8 Whilst acknowledging that a number of city centre streets and prime commercial locations seem to be experiencing higher vacancy levels than York's average, overall at the end of 2022-23, there were 54 vacant shops in the city centre (the same number as at the end of 2021-22), which equates to 8.5% of all city centre shops, and is much lower than the national benchmark in 2021-22 of 14.4%.
- 9 The York figure has not fluctuated a great deal in the past 10 years, with a high of 10.3% in 2017-18. The national benchmark figure has remained stable in the last ten years, between 9 and 12%, but the latest figure of 14.4% in 2021-22 is the highest seen. Properties in York are owned by different commercial parties and CYC commercial properties have very low levels of vacancies.

10 This measure will continue to be monitored alongside looking at vacancy rates within secondary shopping centres, which are areas that the organisation has a long-term commitment towards investing in, in order to broaden the economic picture of the city. At the end of Q4 2022-23, the vacancy rates within secondary shopping centres were relatively low (5% at Clifton Moor, 2% in Haxby Village and 5% in Acomb High Street). At Monks Cross, the vacancy rate has decreased from 23% at the start of 2022-23 to 9% at the end of Q4 showing a good direction of travel.

11 In 2022-23, there were 870 new business start-ups in the City of York Council area, which is higher than in the previous year (746 in 2021-22). The latest figure is at only a slightly lower level to that seen before the pandemic (932 in 2019-20).

GVA (Gross Value Added) per head (£)

12 In 2021-22, the GVA per head in York was £30,684 which was the second highest figure regionally. This latest figure is an increase from last year (£27,572). Annually since 2009-10, the GVA per head has generally been increasing (from £25,976 per head).

% of working age population in employment (16-64)

13 In Q3 2022-23, 85.5% of the working age population were in employment, which is higher than the national and regional figures (75.6% and 74.6% respectively) and the York performance gives the city a ranking of first regionally. The figure for Q3 2022-23 in York is higher than seen in previous years.

14 At the end of March 2023 there were 11,667 people, in York, on Universal Credit which is an increase of 82% compared with February 2020 (pre-pandemic figures). Following a high of 13,236 in February 2021, the figures dropped to a low of 11,054 in May 2022 but they have steadily increased since then.

Getting around sustainably

Getting around sustainably						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
P&R Passenger Journeys	2m (YTD Dec 21)	2.4m (Prov) (YTD Dec 22)	↑ Good	Quarterly	Not available	Q4 2022/23 data available in June 2023
Local bus passenger journeys originating in the authority area (excluding P&R)	5.54m (YTD Dec 22)	7.26m (Prov) (YTD Dec 22)	↑ Good	Quarterly	Not available	Q4 2022/23 data available in June 2023
% of road and pathway network that are grade 4 (poor) or grade 5 (very poor) - roadways	22% (2020/21)	22% (2021/22)	→	Annual	Not available	2022/23 data available in mid 2023
% of road and pathway network that are grade 4 (poor) or grade 5 (very poor) - pathways	3% (2020/21)	4% (2021/22)	→	Annual	Not available	2022/23 data available in mid 2023
Area Wide Traffic Levels (07:00 -19:00) (Excluding A64) from 2009/10 baseline (2.07m)	1.77m (2019/20)	1.34m (2020/21)	→	Annual	Not available	2021/22 data available in Spring 2023
Index of cycling activity (12 hour) from 2009 Baseline (31,587)	114.00% (2020)	101.00% (2021)	↓ Bad	Annual	Not available	2022 data available in June 2023
Index of pedestrians walking to and from the City Centre (12 hour in and out combined) from 2009/10 Baseline (37,278)	103.00% (2020/21)	103.00% (2021/22)	→	Annual	Not available	2022/23 data available in Spring 2023
% of customers arriving at York Station by sustainable modes of transport (cycling, walking, taxi or bus - excluding cars, Lift, Motorcycle, Train)	71.90% (2019)	79.40% (2021)	→	Annual	Not available	2022 data available in Spring 2023

The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly.
All historic data is available via the Open Data Platform

P&R Passenger Journeys

- 15 Passenger journeys for park and ride customers totalled 0.95m (provisional) for Q3 2022-23. This is higher than the journeys made during Q3 2021-22 (0.83m) showing that the recovery post-covid is continuing. Pre-pandemic figures were around 1.1m in Q3 2019-20. Data for Q4 2022-23 will be available in June 2023.

Local bus passenger journeys

- 16 Passenger journeys on local buses totalled 2.66m (provisional) for Q3 2022-23. This is an increase on the 2.35m journeys made during Q3 2021-22, showing that the recovery post-covid is continuing. Pre-pandemic figures were around 3.3m in Q3 2019-20. Data for Q4 2022-23 will be available in June 2023.

% of ROAD and PATHWAY network that are grade 4 (poor condition) or grade 5 (very poor condition) - Roadways / Pathways

- 17 In 2021-22, 22% of the road network was classed as in poor or very poor condition, which is the same as in 2020-21. In 2021-22, 4% of the pathway network was classed as in poor or very poor condition. This remains relatively low compared with previous years, with the highest being 6% in 2015-16.

Area Wide Traffic Levels (07:00 -19:00) (Excluding A64)

- 18 Between 2011-12 and 2016-17, the number of vehicles on the city's roads increased year on year to a high of 2.2 million. Since then the numbers have decreased to a provisional figure of 1.34 million in 2020-21. This

decrease in numbers is set against a backdrop of a city with an increasing population. However, the covid pandemic has brought with it numerous national lockdowns and local restrictions so the decrease in traffic levels is to be expected. Figures for 2021-22 will be available in mid-2023 and are also expected to be lower than historic figures, due to further restrictions and working from home orders.

Index of cycling activity (12 hour)

- 19 The data suggests that cycling levels in the 2020s are lower than in the 2010s. There are a number of reasons for this; technical issues with the hardware and software counting system, the impact of the Tour de France and the major effect of the Pandemic on all types of behaviour, including the introduction of furlough and the establishment of working from home as the new normal.
- 20 Cycling counter data from across the city has been cleaned and anomalies removed, to cleanly calculate results for the last ten years. This recalculation leaves an initial level in 2021 of 101% of the 2009 baseline compared to 114% the previous year. The cleaned data supports the view that there is significantly less commuting, evidenced by AM/PM data having lower peaks at rush hour times.
- 21 Approximately 10% of the cycle counter network has technical issues. To resolve this the Council is in the process of procuring a robust maintenance process alongside re-engineering processes for the production, quality assurance, analysis and publication of cycling information. All raw data for the last ten years relating to cycle counters has been republished to the Council's Open Data platform during November 2022 to reflect these issues and give a common platform to report on.

Index of pedestrians walking to and from the City Centre (12 hour in and out combined)

- 22 From a baseline in 2009-10 (37,278), there has been a 3% increase in the number of pedestrians walking to and from the city centre in 2021-22. This is the same as in 2020-21 but 8% lower than in 2019-20. Data is gathered on an annual basis over the course of one day; it is a count of pedestrians crossing an inner cordon set just beyond the inner ring road and includes off-road routes such as riverside paths. Data for 2022-23 will be available in June 2023.

% of customers arriving at York Station by sustainable modes of transport (cycling, walking, taxi or bus – excluding cars, lift, motorcycle or train)

- 23 In 2021, 79% of customers arrived at York station by sustainable modes of transport which is an increase from 72% in 2019 (Due to COVID restrictions on movement, the survey did not take place during 2020, therefore data is not available for this year). The data is gathered by an annual survey which takes place for a five-hour period in seven locations

around the station. Members of the public are asked how they arrive at the station and the results are flow weighted to take into account the split of people arriving at each entrance. Data for 2022 will be available in June 2023.

Good Health and Wellbeing

Good Health and Wellbeing						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Proportion of adults in contact with secondary mental health services living independently, with or without support (New definition from 2021/22)	36% (Q3 2022/23)	32% (January 2023)	➔	Quarterly	National Data 2021/22 26%	Q4 2022/23 data available in June 2023
Overall satisfaction of people who use services with their care and support	72.30% (2020/21)	65.10% (2021/22)	➔	Annual	National Data 2021/22 63.90%	2022/23 data available in October 2023
% of reception year children recorded as being obese (single year)	7.60% (2019/20)	8.90% (2021/22)	➔	Annual	National Data 2021/22 10.11%	2022/23 data available in November 2023
Slope index of inequality in life expectancy at birth - Female - (Three year period)	6.2 (2019/20)	5.7 (2020/21)	➔	Annual	Regional Rank 2020/21: 3	2021/22 data available in June 2023
Slope index of inequality in life expectancy at birth - Male - (Three year period)	8.3 (2019/20)	8.4 (2020/21)	➔	Annual	Regional Rank 2020/21: 3	2021/22 data available in June 2023
% of adults (aged 16+) that are physically active (150+ moderate intensity equivalent minutes per week, excl. gardening)	66.5% (2021/22)	70.4% (2022/23)	➔	Bi-annual	National Data 2022/23 63.1%	2023/24 data available in April 2024
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

24 Demand for adult social care remains high, following the COVID-19 pandemic; CYC conducts around 6,000 assessments each year following a formal request for support. Monitoring initial contacts helps give ASC a view of possible future demand and our Customer Contact Workers (CCWs) record the number of contacts received to ASC, whether made by email, telephone or other methods.

- During the final quarter of 2022-23, the CCWs recorded 4,465 contacts, a 3% increase from the number recorded during the final quarter of 2021-22 (4,352). During the whole of 2022-23 the CCWs recorded 16,081 contacts, a 7% reduction on the 2021-22 figure (17,275).
- Around 20% of the contacts during the final quarter of 2022-23 were resolved using Information, Advice and Guidance (IAG), which is a substantially lower percentage than were resolved using IAG during the final quarter of 2021-22 (26%). This is likely to have been as a result of our CCWs dealing with increasingly complex issues from those with ASC-related queries. In 2022-23 as a whole, 17% of contacts were resolved with IAG, compared with 23% in 2021-22.

- 25 The number of individuals in residential/nursing care placements, overall, fell slightly during the 2022-23 financial year. At the end of March 2023, there were 542 people in these placements compared with 552 at the end of March 2022. The figure increased rapidly in the first half of the year and fell sharply again from September onwards.
- 26 During the final quarter of 2022-23, the number of new admissions of people to residential/nursing care was 20, a decrease of 44% compared with the same period in 2021-22 (36), which is due to the introduction of a “high cost” panel specifically to deal with potentially high-cost packages of care. It is likely that the number of new additions for Q4 will increase slightly as new packages of care for this period are recorded. The total number of admissions to residential/nursing care in 2022-23 was 196, a notable decrease on the 2021-22 figure (248).
- 27 The number of people receiving home care services as their main provision has been steadily rising since last summer. At the end of March 2023, there were 732 people who had, as their main provision, a home care service; this is substantially higher than the corresponding figure at the end of March 2022 (658). However, some of the recipients of home care services may otherwise have been placed in much more costly residential/nursing care.
- 28 In the final quarter of 2022-23, 193 clients were recorded as receiving a paid ASC service for the first time (“new starters”). This is a significant increase compared with the number in the corresponding quarter during 2021-22 (129). The number during the final quarter of 2022-23 (85) that have returned to ASC for a paid service is slightly lower than reported during the final quarter of 2021-22 (88). This suggests that although we are still experiencing high demand for care, which prevents us keeping the number of first-time entrants lower than we would wish, we are doing well by ensuring that fewer people need to re-enter ASC for additional spells of care; it is an ongoing challenge to maintain this position.

Proportion of adults in contact with secondary mental health services living independently

- 29 The 2021-22 ASCOF results were released in October 2022 and showed that York is in the upper quartile for performance with 46% of adults in contact with secondary mental health services living independently, compared with the England average of 26% and 32% regionally. The definition used for this indicator has changed from prior years, and therefore the current figures cannot be compared with previous ones. The Care Programme Approach has been decommissioned and this indicator now includes all people in contact with secondary mental health services, rather than just those on the Care Programme Approach. Subsequent data shows that this figure for York has lowered to 32% at the end of the January 2023. As in previous years, once data quality checks are

undertaken by Mental Health providers, it is likely that the York figure will be revised upwards.

- 30 The 2021-22 ASCOF results showed that 17% of all those in contact with secondary mental health services in employment, compared with the England average of 6% and 8% regionally. York is the 6th best performing LA in the country on this indicator. As above, the definition used for this indicator has changed from prior years, due to the decommissioning of the Care Programme Approach, and therefore the current figures cannot be compared with previous ones. Subsequent data shows that this figure for York at the end of January 2023 is 13%. As in previous years, once data quality checks are undertaken by Mental Health providers, it is likely that the York figure will be revised upwards.

Overall satisfaction of people who use services with their care and support

- 31 Data at LA and national level for 2021-22 was published in October 2022, and the data shows that there has been a decrease in satisfaction levels experienced by York's ASC users compared with 2020-21 (down from 72% to 65%). This has been mirrored at a national level (a decrease from 68% to 64%) as ASC users have found life increasingly difficult. We have just completed the 2022-23 Adult Social Care User Survey and expect to have provisional results for York in early summer.
- 32 Outcomes from the 2021-22 Survey of Adult Carers in England (SACE) were published in June 2022, and although there was a decrease in the percentage saying that they were "extremely or very" satisfied with their care and support (40% compared with 43% in 2018-19, the last time the Survey was carried out), York remained in the upper quartile for performance on this indicator amongst the 149 LAs that carried it out; the average for England as a whole was 36%. The next SACE will be conducted during 2023-24.

% of reception year children recorded as being obese (single year)

- 33 The participation rates for the National Child Measurement Programme (NCMP) in York for 2021-22 were 97.5% for reception aged children and 94.9% for year 6 pupils.
- The 2021-22 NCMP found that 8.9% of reception aged children in York were obese, compared with 10.1% in England and 11% in the Yorkshire and Humber region. York has the second lowest obesity rate for reception aged children in the Yorkshire and Humber region.
 - Of year 6 children in York, 18.9% were found to be obese in 2021-22 compared with 23.5% in England and 24.9% in the Yorkshire and Humber region. York has the lowest obesity rate for Year 6 children in the Yorkshire and Humber region.

Healthy Life expectancy at birth – Female/Male (slope index of inequality)

- 34 Average Life Expectancy and Healthy Life Expectancy for men in York (79.9 years and 65.3 years) is above the England average (79.4 years and 63.1 years). Average Life Expectancy and Healthy Life Expectancy for women in York (83.6 years and 64.6 years) is also above the England average (83.1 years and 63.9 years).
- 35 The slope index of inequality shows how much life expectancy at birth varies with deprivation. A higher figure shows a greater disparity between the more deprived and the less deprived areas. Alternative measures are the difference in life expectancy between the most and least deprived deciles in an area and the difference in life expectancy between the deprivation deciles with the highest and lowest values.
- 36 Deprivation deciles are drawn up using data from the 2019 Indices of Multiple Deprivation (IMD). The Lower Super Output Areas (LSOAs) in York are ranked from 1 to 120 on the overall IMD measure and then divided into local deprivation deciles with 12 LSOAs in each.
- 37 The slope index of inequality in life expectancy for women in York for 2018-20 is 5.7 years. The England average is 7.9 years with a range of 1.2 to 13.9 years. In York there is a 7 year difference in life expectancy between the most and least deprived deciles and a 7.9 year difference between the deprivation deciles with the highest and lowest life expectancy.
- 38 The slope index of inequality in life expectancy for men in York for 2018-20 is 8.4 years. The England average is 9.7 years with a range of 2.6 to 17.0 years. In York there is a 10.3 year difference in life expectancy between the most and least deprived deciles and a 10.3 year difference between the deprivation deciles with the highest and lowest life expectancy.
- 39 The slope index of inequality in life expectancy for women in York for 2018-20 (5.7 years) has fallen (improved) compared with the figure of 6.2 years in the previous period 2017-19 and is similar to the first published value of 5.8 years for 2008-10.
- 40 The slope index of inequality in life expectancy for men in York for 2018-20 (8.4 years) has been fairly stable in recent periods e.g. it was 8.4 years in 2016-18, however it has increased (worsened) compared with the first published value of 6.4 years for 2008-10.

% of adults (aged 16+) that are physically active (150+ moderate intensity equivalent minutes per week, excluding gardening)

41 The latest data from the Adult Active Lives Survey for the period from mid-November 2021 to mid-November 2022 was published in April 2023. In York, 497 people aged 16 and over took part in the survey, and they reported higher levels of physical activity, and lower levels of physical inactivity, compared with the national and regional averages. Positively:

- 70% of people in York did more than 150 minutes of physical activity per week compared with 63% nationally and 65% regionally. There has been no significant change in the York value from that 12 months earlier.
- 20% of people in York did fewer than 30 minutes per week compared with 26% nationally and 23% regionally. There has been no significant change in the York value from that 12 months earlier.

A Better Start for Children and Young People

A Better Start for Children and Young People						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Secondary school persistent absence rate (10% absence) (recorded over 6 terms)	12.10% (2020/21)	26.22% (2021/22)	↑ Bad	Annual	Not available	Data for 2022/23 will be available in March 2024
Voice of the Child - Service Usage and Life Opportunities	Narrative	Narrative	N/A	Quarterly	Not available	Q4 2022/23 narrative available in June 2023
% of children who have achieved a Good Level of Development (GLD) at Foundation Stage - (Snapshot)	75.60% (2018/19)	70.90% (2021/22)	→	Annual	National Data 2021/22 65.20%	Data for 2022/23 will be available in November 2023
Average Progress 8 score from KS2 to KS4	0.22 (2018/19)	0.26 (2021/22)	→	Annual	National Data 2021/22 -0.02	Data for 2022/23 will be available in November 2023
% of pupils achieving 9-4 or above in English & Maths at KS4 (C or above before 2016/17)	73.60% (2018/19)	75.30% (2021/22)	→	Annual	National Data 2021/22 56.10%	Data for 2022/23 will be available in November 2023
%pt gap between disadvantaged pupils (eligible for FSM in the last 6 years, looked after and adopted from care) and their peers achieving 9-4 in English & Maths at KS4	29.00% (2018/19)	32.00% (2021/22)	→	Annual	National Data 2021/22 28.20%	Data for 2022/23 will be available in November 2023
% of Year 12-13 (academic age 16-17) NEET who possess less than a L2 qualification - (Snapshot)	85.40% (2021/22)	87.10% (2022/23)	→	Monthly	Not available	Q1 2023/24 data available in July 2023

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42 The number of children in York’s care was 262 at the end of March 2023, showing steady signs of reduction. York’s rate per 10k remains above the comparator averages at 70.8, compared to the 2021-22 statistical family (63.6) and national (70) averages.

43 The number of children who were the subject of a child protection plan reduced to 106 at the end of March 2023, following a reduction from 191 at the end of August 2022. At 28.7 plans per 10k population, performance at the end of March is just under York’s expected range and out-performs comparator averages (Family 39.3 per 10k, National 42.1 per 10k).

44 The number of referrals to children’s social care in 2022-23 was consistent with the previous two years. At the end of March 2023, around 1,680 referrals had been received which is within York’s expected range. Due to tight reporting timescales, it is likely that a small number of referrals will be missing from Q4, but not enough to noticeably impact on performance.

45 The number of contacts to Early Help in Q4 was 324, in-line with Q3 performance. Q1 and Q2 this year saw over 600 contacts. There was a marked decline in incoming contacts to Early Help in December 2022, when only 62 contacts were received, compared to a monthly average of ~200 contacts during the year to that point.

Voice of the Child

46 Advocacy casework for children and young people who are in care or leaving care, going through the child protection process or wanting to make a complaint has continued to be provided throughout this period. Between January and March 2023, Speak Up received a total of 25 referrals for advocacy; these consisted of 15 referrals for children and young people in care, 4 referrals for care leavers, 5 referrals for a young person subject to a Child Protection Plan and 1 referral for a young person aged 16 or 17 and homeless.

Secondary school persistent absence rate

47 The Department for Education did not report persistent absence during COVID-19 due to school closures.

48 In the academic year 2021-22, 26% of secondary age pupils were persistently absent, up from 12% the previous year. York’s performance is not atypical, with a similar change in National averages – from 15% in 2020-21 to 28% in 2021-22. The primary sector mirrored this trend in both York and National performance.

49 In 2021-22, a change was made in absence reporting so that pupil covid absence had to be marked as “illness”. Prior to 2021-22, covid absence was not counted in the possible attendance, so was excluded from performance.

% of children who have achieved a Good level of Development (GLD) at Foundation Stage

50 After two years of cancelled tests due to the pandemic, performance in this area deteriorated across England. In York, 70.9% of our 5-year-olds achieved a Good Level of Development compared to 65.2% Nationally, and 64.4% in Yorkshire and Humber. Performance in York, England and the Y&H Region all dropped by about 5% points on 2018-19.

51 Studies are emerging which are analysing the impact of the pandemic on Early Years Development. Broadly, the studies are suggesting that we could see similar performance for several cohorts whilst the children “catch up” on the past two years.

Education Progression (Average Progress 8 score from KS2 to KS4) and GCSE Results (% of pupils achieving 9-4 in English and Maths at KS4)

52 Progress 8 is a measure of the progress made by pupils between Key Stage 2 and Key Stage 4. A positive score represents progress above the average for all pupils and a negative score progress below the average for all pupils.

53 In 2020 and 2021, all GCSE, AS and A level exams were cancelled and replaced by a combination of teacher assessment, mock exam results, course work and a standardised calculation. Summer 2022 saw a return to the familiar testing methods.

54 Despite an incredibly turbulent two years, York’s Year 11s, and their teachers, went against National trend in 2022 by improving on 2018-19 performance. York’s Progress 8 score was 0.26, against a National average of -0.02.

55 75.3% of Key Stage 4 pupils achieved grades 9-4 in English and Maths (considered a standard pass), compared to 56.1% Nationally.

% point gap between disadvantaged pupils (eligible for FSM in the last 6 years, looked after and adopted from care) and their peers achieving 9-4 in English and Maths at KS4

56 In 2020 and 2021, all GCSE, AS and A Level exams were cancelled and replaced by a combination of teacher assessment, mock exam results, course work and a standardised calculation. Summer 2022 saw a return to the familiar testing methods.

57 As with National averages, York saw a slight widening of the gap at age 16. York’s gap between disadvantaged pupils and their peers in 2022 was 32% compared to 28.2% for English and Maths at grades 9-4.

58 Reducing the attainment gap between disadvantaged pupils and their peers is a key priority in all phases of education across 0-19 years. Our long-term strategy re closing the gap is linked to the early identification of speech, language and communication needs in the early years through Early Talk For York (ETFY). Early communication and language development is particularly important in helping to tackle inequalities between disadvantaged children and their peers. Data shows that the ‘gap’ between non disadvantaged children nationally and disadvantaged children in the ETFY area reduced by 32%, from 34.5% (2018) to 2.5%, during the pilot. The scale up of the programme is designed to reduce the

long-standing attainment gap and will focus on supporting the transition of children from the early years in to school.

% of 16-17 year olds who are NEET who do not have a L2 qualification

- 59 The number of all 16-17 year olds in York who are NEET remains low at 31 young people at the end of March 2023.
- 60 Historically, NEET trends follow the academic year, with increases over the summer months when a small number of 16 year olds finish school without a plan for September.
- 61 At the end of March 2023, 87% of the young people who were NEET did not have a Level 2 qualification. The number of young people who are NEET is very low in York, so high levels are not unexpected. Performance is largely in line with historical performance.

A Greener and Cleaner City

A Greener and Cleaner City						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Percentage of household waste sent for reuse, recycling or composting	43.32% (Prov) (Q2 2022/23)	39.59% (Prov) (Q3 2022/23)	➡	Quarterly	National Data 2021/22 42.50%	Q4 2022/23 data available in July 2023
Residual household waste per household (kg/household)	127.38kg (Prov) (Q2 2022/23)	122.41kg (Prov) (Q3 2022/23)	➡	Quarterly	National Data 2021/22 546.8kg	Q4 2022/23 data available in July 2023
Incidents - Flytipping /Cleansing(includes dog fouling,litter)/Graffiti - On Public/Private Land	2,069 (2021/22) (Flytipping)	2,368 (2022/23) (Flytipping)	➡	Monthly	Not available	Q1 2023/24 data available in July 2023
	2,150 (2021/22) Cleansing	2,307 (2022/23) Cleansing	➡	Monthly	Not available	Q1 2023/24 data available in July 2023
	452 (2021/22) Graffiti	856 (2022/23) Graffiti	➡	Monthly	Not available	Q1 2023/24 data available in July 2023
Carbon emissions across the city (tonnes of carbon dioxide equivalent) - (Calendar Year)	936 (2018)	912 (2019)	➡	Annual	Not available	2020 data available in August 2023
Level of CO2 emissions from council buildings and operations (tonnes of carbon dioxide equivalent)	3,657.56 (2020/21)	3,633.3 (2021/22)	➡	Annual	Not available	2022/23 data available in September 2023
Number of Trees Planted (CYC)	73 (2021/22)	1,099 (2022/23)	⬆ Good	Annual	Not available	2023/24 data available in May 2024
% of Talkabout panel who think that the council are doing well at improving green spaces	42.26% (Q1 2022/23)	38.30% (Q3 2022/23)	⬇ Bad	Bi-annual	Not available	Q1 2023/24 data available in June 2023

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Percentage of household waste sent for reuse, recycling or composting

- 62 The latest provisional data for the amount of household waste sent for reuse, recycling or composting was 39.6% within Q3 2022-23 which is a small decrease from 40.7% during Q3 2021-22. Whilst there has been a reduction of 400 tonnes of overall household waste to 18,700 tonnes (19,100 in 2021-22), there has also been the same decrease in household waste being sent for reuse, recycling or composting, where we have expected a reduction of 160 tonnes.

Residual household waste per household (kg/household)

- 63 The latest provisional residual waste (i.e. non-recyclable) per household data shows that figures have decreased slightly during Q3 2022-23 to 122.4kg (from 123.2kg in Q3 2021-22). This small decrease is due to the reduction in overall household waste and specifically the decrease in household waste not sent for reuse, recycling or composting.

Incidents - Fly tipping / Rubbish / Cleansing (includes dog fouling, litter and all other cleansing cases) / Graffiti – On Public/Private Land

- 64 The number of service calls received during 2022-23 due to fly-tipping , 2,368, is an increase from the 2,069 calls received during 2021-22 (but only a slight increase on the 2,277 calls received during 2020-21).
- 65 The number of service calls received during 2022-23 due to street cleansing (including dog fouling and litter) (2,307) is higher than in previous years (2,150 in 2021-22 and 1,990 in 2020-21).
- 66 The number of service calls received during 2022-23 due to graffiti (856) is nearly double the number of calls received in previous years (452 in 2021-22 and 479 in 2020-21). The increase in calls may be due to the increased CYC pro-active activity in the last year.

Air Quality

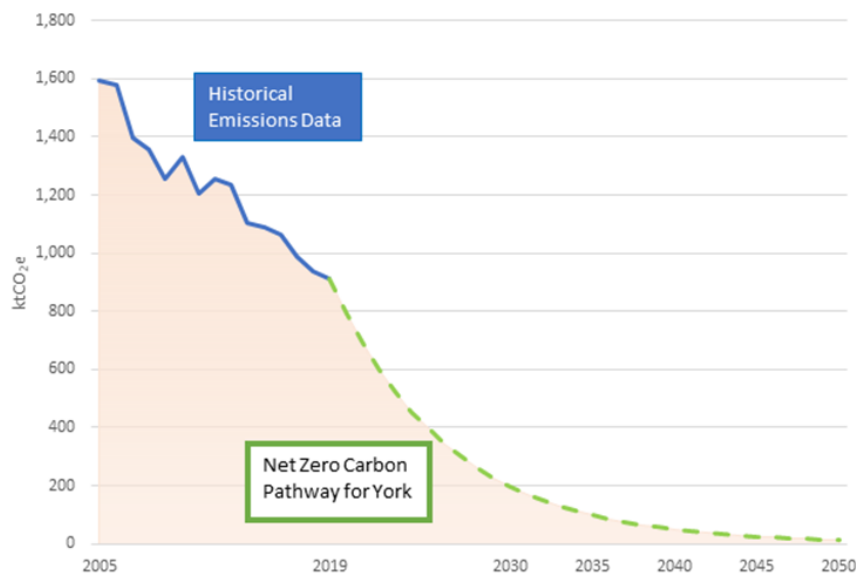
- 67 CYC's 2023 Air Quality Annual Status Report (ASR) will be submitted to DEFRA by the end of June 2023. The report will summarise the latest air quality monitoring results for York (2022 calendar year) and ongoing progress on delivering measures in York's current Air Quality Action Plan to deliver further improvements in air quality. This report will be taken to the next scheduled Executive member Decision Session for information.
- 68 Public Protection continue the rollout of the DEFRA funded Low Emission Taxi Grant scheme. DEFRA have now agreed to extend the grant application window into 2023-24 until remaining funding has been fully allocated. Over a third of York taxis are now electric or petrol hybrid vehicles. CYC continues to promote the scheme via CYC's social media channels and correspondence with taxi associations.
- 69 Public Protection has been awarded further DEFRA Air Quality Grant funding to improve public awareness of domestic solid fuel burning practices, particulate emissions and associated health impacts. Grant funding was also awarded to develop an air pollution forecasting and notification platform to ensure residents have access to information that allows them to minimise exposure when pollution levels are elevated. This work will be progressed in 2023.
- 70 CYC progressed significant infrastructure upgrades at CYC's Hazel Court ECO Depot site during 2022-23 to facilitate the introduction of EV

charging facilities for fleet vehicles. At the end of 2022, 18.4% of CYC's operational fleet were electric or hybrid vehicles. This paves the way for CYC's transition to an all-electric fleet for all council vehicles under 3.5 tonnes.

Carbon Emissions

- 71 Recent figures of 912 tonnes of carbon dioxide equivalent in 2019, compared to 936 tonnes in 2018 should be seen in context of the overall direction of travel as reported within the Climate Change Strategy, in that since 2005 city-wide emissions have fallen by 39% due to a combination of increasingly decarbonised electricity supply, structural change in the economy, and the gradual adoption of more efficient buildings, vehicles and businesses.

Net Zero Carbon Pathway for York from Climate Change Strategy



Number of Trees Planted (CYC)

- 72 During 2022-23, CYC planted 1,099 trees, which is a large increase on previous years (73 in 2021-22 and 271 in 2020-21). The trees planted were a mixture of 29 standard large 'street trees' in various locations, and 1,070 whips (720 on the A166 at Grimston Bar and 350 at Rufforth allotments).
- 73 During 2022-23, there have been 84,620 trees planted so far in the York Community Woodland, with planting for the season now finished. A series of community planting days took place in February. This delivers, ahead of target, the Council Plan 2019-23 commitment to plant a minimum of 50k trees by 31 March 2023. This was achieved through the council's partnership with Forestry England, who will nurture the new trees through to successful establishment and lead the woodlands long-term management for the next 120 years. Tree planting will continue over

subsequent tree planting seasons to reach a total of 210,000 trees, one for each resident of York.

% of Talkabout panel who think that the council and partners are doing well at improving green spaces

- 74 Talkabout panel surveys are run twice a year in Q1 and Q3 and therefore there is no update in this monitor. Previous data is shown within the table.

Creating Homes and World-class infrastructure

Creating homes and World-class infrastructure						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Net Additional Homes Provided - (YTD)	402 (2021/22)	337 (at Q2 2022/23)	➡	Bi-annual	Not available	2022/23 data available in June 2023
Net Housing Consents - (YTD)	327 (2021/22)	467 (at Q2 2022/23)	➡	Bi-annual	Not available	2022/23 data available in June 2023
Number of homeless households with dependent children in temporary accommodation - (Snapshot)	22 (Q1 2022/23)	33 (Q2 2022/23)	⬆ Bad	Quarterly	Not available	Q3 2022/23 data available in June 2023
Average number of days to re-let empty properties (excluding temporary accommodation) - (YTD)	74.55 (2021/22)	78.73 (2022/23)	⬆ Bad	Monthly	Not available	Q1 2023/24 data available in July 2023
Energy efficiency - Average SAP rating for all Council Homes	70.60 (2020/21)	70.60 (2021/22)	➡	Annual	Not available	2022/23 data available in September 2023
Number of new affordable homes delivered in York	224 (2021/22)	109 (2022/23)	➡	Quarterly	Not available	Q1 2023/24 data available in July 2023
Average broadband download speed (Mb/s)	159.3 (2021/22)	177.5 (2022/23)	➡	Annual	National Data 2022/23 106.09	2023/24 data available in September 2023
Superfast broadband availability	95.53% (2021/22)	96.17% (2022/23)	➡	Annual	National Data 2022/23 96.58%	2023/24 data available in September 2023

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New Additional Homes Provided

- 75 Between 1st April 2022 and 30th September 2022 there were a total of 337 net housing completions. This represents a near return to pre-pandemic levels of housing completions and the figures are similar to those achieved in both 2018 and 2019 for the same 6-month monitoring period. However, this year's figures are heavily influenced by the completion of 232 student flats at Frederick House, and with labour and materials shortages still being experienced by housebuilders, these factors continue to affect housing delivery rates throughout the authority area. Data for the full 2022-23 reporting year will be available in June 2023.
- 76 Some of the main features of the housing completions have been;
- 232 student cluster flats were completed at Frederick House in time for the new academic year;
 - 107 homes were completed on housing sites;
 - A total of 319 new build homes were completed whilst 3 homes were demolished;

- Individual sites that saw the construction of five or less dwellings contributed an additional 42 homes;
- Development sites at the Germany Beck site in Fulford (40) and the Former Lowfield School site (16) were the most significant individual sites that provided housing completions, whilst the first completions at the Former Civil Service Club, Boroughbridge Road (4) also took place.

Net Housing Consents

- 77 Planning applications determined between 1st April 2022 and 30th September 2022 resulted in the approval of 467 net additional homes. Compared to last year's update covering the same equivalent monitoring period this represents a return to a level of consents needed to meet our housing requirement. Data for the full 2022-23 reporting year will be available in June 2023.
- 78 The main features of the consents approved were;
- 261 of all net homes consented (55.9%) were granted on traditional (Use Class C3) housing sites;
 - Sites granted approval for traditional (Use Class C3) housing included Development Site Hospital Fields Road and Ordnance Lane (85), Os Field 2800 Eastfield Lane Dunnington (83), and Cherry Tree House 218 Fifth Avenue (48);
 - Approval was granted for two privately managed student accommodation developments that totalled 208 'cluster' flats at Mecca Bingo 68 Fishergate (104) and Alton Cars York Ltd 3 James Street (104) and represents 44.5% of all approvals over the monitoring period;
 - A further 158 homes in Copmanthorpe were approved through a resolution to grant consent by councillors with the application being referred to the Secretary of State for determination;
 - An application on Land North of Monks Cross that is allocated within the draft Local Plan (ST8) for 970 homes went to appeal in January 2022 due to non-determination and a decision from the Secretary of State is imminent.
 - A further application for circa 300 homes at Huntington South Moor, New Lane also went to appeal in January and has been sent to the Secretary of State for consideration.

Number of homeless households with dependent children in temporary accommodation

- 79 The latest available data shows that the number of households with dependent children in temporary accommodation has increased from 22 at Q1 2022-23 to 33 at Q2 2022-23. Generally, the households with children rise and fall in line with the total households and increases can be

seen in both over recent years. There was a peak at the end of 2021-22 where 57% were households with children.

- 80 When looking at the total number of households in temporary accommodation per households in area (000s), York continues to perform positively compared to national benchmarks (0.74 in York compared to 4.16 Nationally, 0.96 Regionally and 15.98 in London). It should be noted that these figures are snapshot figures and therefore may fluctuate between the snapshot dates.

Average number of days to re-let empty Council properties (excluding temporary accommodation)

- 81 The average number of days to re-let empty Council properties (excluding temporary accommodation) was 79 days at the end of March 2023. This figure had been reducing slowly from 108 days at the end of May 2022 but still remains higher than in previous years (75 at the end of March 2022 and 67 at the end of March 2021).

- 82 The Building Services department continues to experience significant challenges associated with the national issues of significant competition for skilled tradespeople and the shortage of building materials. This is in addition to the service continuing to work through the pent up demand for the service following the full release of lockdown restrictions.

- 83 Positively, the total number of void properties at the end of March 2023 was 67. This has reduced from 88 at the start of the financial year and is the lowest number seen since the start of 2019-20.

Energy efficiency – Average SAP rating for all Council Homes

- 84 The provisional average SAP rating for all Council homes in 2021-22 is 70.6. This is primarily based on our stock condition survey of 2019. A large scale stock appraisal exercise is underway as part of development of an energy efficiency and retrofit strategy for council homes, a process which includes work with carbon reduction analysts, Parity Projects Portfolio, to model energy performance, and identify the most cost-effective route to net-zero. One key output of this work will be a detailed analysis of multiple sources of energy performance data, however further property surveys are needed in order to update the current estimate. Data for 2022-23 will be available in September 2023.

Number of new affordable homes delivered in York

- 85 During 2022-23 there have been 109 new affordable homes delivered which is comparable with the broad trend over the past decade. This is significantly below the identified level of need, however, national scale challenges facing many areas with buoyant housing markets such as a shortage of sites for affordable housing and labour and supply chain constraints have affected delivery in York this year.

86 There is a significant future pipeline of affordable homes with planning permission in place across the council's own newbuild development programme and section 106 planning gain negotiated affordable housing. Inclusive of applications with a resolution to approve from Planning Committee, there are around 950 affordable homes identified in approved planning applications. The progress ranges from sites that are being built out currently to others with substantial infrastructure or remediation challenges to resolve prior to development. Over 350 of these have progressed through detailed planning, either as a Full application or Reserved Matters. The remainder are at Outline stage, with more uncertainty on timescales and final delivery levels, including the York Central affordable housing contribution.

Superfast broadband availability/Average broadband download speed (Mbs)

87 In 2022-23, 96.3% of properties in York had access to superfast broadband (download speeds of at least 30 Mbit/s), which compares to 95.5% in 2021-22. Nationally 96.9% of UK homes can access superfast broadband although more than a quarter (27%) who have access to it have not taken it up.

88 With households now using 482 GB of data a month on average, full fibre can better support families who need to stream, work, game, video-call and study online all at the same time. Full-fibre connections – along with upgraded cable networks – can deliver download speeds of one gigabit per second (Gbit/s) or higher. In total, gigabit-capable broadband through a range of technologies is now available to 74% of York households (70% of the UK), up from 61.3% last year (47% Nationally). This increase can be attributed to the Council's continuing work with service providers around improving infrastructure.

89 The average broadband download speed in York in 2022-23 was 177.5 Mb/s, which compares to 159.3 Mb/s in 2021-22 and 147.1 Mb/s in 2020-21. The national benchmark download speed is 106.1 Mb/s in 2022-23. This data is provided by an Ofcom panel of consumers so should be treated as an indication rather than actual figures. Data for 2023-24 will be available in September 2023.

Safe Communities and culture for all

Safe Communities and culture for all						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of Talkabout panel satisfied with their local area as a place to live	84.73% (Q1 2022/23)	82.18% (Q3 2022/23)	➔	Bi-annual	Community Life Survey 2020/21 79%	Q1 2023/24 data available in June 2023
All Crime per 1000 population	61.7 (YTD Feb 22)	64.9 (YTD Feb 23)	⬆️ Bad	Monthly	National Data YTD Nov 2022 61.7	Q4 2022/23 data available in June 2023
Number of Incidents of ASB within the city centre ARZ	1,276 (2021/22)	994 (2022/23)	⬇️ Good	Monthly	Not available	Q1 2023/24 data available in July 2023
Visits - All Libraries	617,771 (2021/22)	864,963 (2022/23)	⬆️ Good	Quarterly	Not available	Q1 2023/24 data available in July 2023
% of Talkabout panel who agree that they can influence decisions in their local area	25.67% (Q1 2022/23)	20.94% (Q3 2022/23)	⬇️ Bad	Bi-annual	Community Life Survey 2020/21 27%	Q1 2023/24 data available in June 2023
% of Talkabout panel who give unpaid help to any group, club or organisation	65.38% (Q1 2022/23)	60.64% (Q3 2022/23)	➔	Bi-annual	Community Life Survey 2020/21 62%	Q1 2023/24 data available in June 2023
Parliament Street Footfall	6,955,548 (2021/22)	6,869,593 (2022/23)	➔	Monthly	Not available	Q1 2023/24 data available in July 2023

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% of Talkabout panel satisfied with their local area as a place to live

% of Talkabout panel who agree that they can influence decisions in their local area

% of Talkabout panel who give unpaid help to any group, club or organisation

- 90 Talkabout panel surveys are run twice a year in Q1 and Q3 and therefore there is no update in this monitor. Previous data is shown within the table.

All Crime per 1000 population

- 91 Overall crime levels in York for 2021-22 showed that levels had risen slightly since 2020-21 and were back to pre-pandemic levels (67.4 in 2021-22 and 66 in 2019-20).
- 92 Figures for the first eleven months of 2022-23 (64.9 crimes per 1000 population up to the end of February) suggest that overall crime levels have continued to slowly rise, a pattern also seen at a national level. The York figure of 64.9 in the year up to the end of February is still lower than the national figure of 82.9 at the same point. Figures for the full 2022-23 year will be available in June 2023.

Number of Incidents of ASB within the city centre (Alcohol Restriction Zone)

- 93 There were 994 incidents of anti-social behaviour within the city centre alcohol restriction zone during 2022-23 which is a large reduction compared to 1,276 in 2021-22, and continues the year-on-year reduction seen since 2018-19.
- 94 Across the city as a whole, there were 4,741 calls for service recorded by North Yorkshire Police linked to anti-social behaviour during 2022-23

which is considerably lower than in previous years (6,394 in 2021-22 and 9,298 in 2020-21).

Visits - All Libraries

- 95 Library visits (to all libraries, including reading cafes) during 2022-23 totalled 864,963, which is a large increase on the visits in the previous two years (617,771 in 2021-22 and 183,706 in 2020-21). This shows a very positive direction of travel, although the latest figure is still a little way below the pre-pandemic figures (1,023,034 visits in 2019-20).

Parliament Street Footfall

- 96 Footfall in Parliament Street during 2022-23 totalled around 6.87 million data captures. This is only very slightly lower than the 6.96 million data captures during 2021-22. Footfall has recovered well since the pandemic although the yearly figures remain below the pre-pandemic average of around 8-8.4 million.

An open and effective Council

An open and effective Council						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Forecast Budget Outturn (£000s Overspent / -Underspent) - CYC	£2,638 (excluding contingency) (2021/22)	£4,887 (excluding contingency) (2022/23)	➔	Quarterly	Not available	Q1 2023/24 data available in July 2023
Average Sickness Days per FTE - CYC (Excluding Schools) - (Rolling 12 Month)	10.96 (February 2022)	12.45 (February 2023)	➔	Monthly	Public Sector (Y&H) 2020/21 8	Q4 2022/23 data available in June 2023
Customer Services Waiting Times - Phone / Footfall / Webchat	00:01:28 (Phone) (2021/22)	00:01:42 (Phone) (2022/23)	➔	Monthly	Not available	Q1 2023/24 data available in July 2023
	72.80% (Footfall) (2021/22)	82.80% (Footfall) (2022/23)	➔	Monthly	Not available	Q1 2023/24 data available in July 2023
	75.90% (Webchat) (2021/22)	NC (Webchat) (2022/23)	➔	Monthly	Not available	Q1 2023/24 data available in July 2023
Number of days taken to process Housing Benefit new claims and change events (DWP measure)	3.19 (2021/22)	3.72 (2022/23)	➔	Monthly	Not available	Q1 2023/24 data available in July 2023
% of 4Cs complaints (grade 1 and 2) responded to 'In Time'	84.15% (2021/22)	94.56% (2022/23)	➔	Monthly	Not available	Q1 2023/24 data available in July 2023
% of 4Cs complaints (grade 1 only) responded to 'In Time'	80.71% (2021/22)	86.15% (2022/23)	➔	Monthly	Not available	Q1 2023/24 data available in July 2023
FOI & EIR - % In time - YTD	81.20% (2021/22)	85.50% (2022/23)	➔	Quarterly	Not available	Q1 2023/24 data available in July 2023
CYC Apprenticeships	24 (2021/22)	24 (2022/23)	➔	Quarterly	Not available	Q1 2023/24 data available in July 2023

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Average Sickness Days per FTE - CYC (Excluding Schools)

- 97 At the end of February 2023, the average number of sickness days per FTE (rolling 12 months) had increased to 12.5 days from 11.0 in February 2022 although this figure has now levelled out. In 2020-21, sickness had reduced in the authority by approximately 2 days per FTE, to 8.8 days per FTE, which is close to the LGA public sector for Yorkshire and Humber authorities average of 8 days. Since the start of Covid, although exact comparative figures are not yet available, all authorities in Yorkshire and

Humber are reporting a significant increase in sickness levels within the whole workforce due to both Covid cases and increased pressures in frontline services.

- 98 On top of day-to-day managerial practices for sickness cases, additional work is underway to assist and remind managers of the support and services that employees can access as well as the managerial role in ensuring the wellbeing and absence management of those employees absent, or those who remain at work but showing signs of reduced resilience. Managers are being reminded of the importance of timely absence support for individuals and teams, and employees are reminded of the self care that they need to exercise to ensure that they are able to perform their roles effectively.

Customer Services Waiting Times (Phone / Footfall / Webchat etc)

- 99 Customer Service is the main point of contact for residents and business visitors. As expected, the number of calls received increased to 43,182 (from 38,713 in Q3 2022-23), with 93% answered (40,178). 58% of calls were answered within 20 seconds.

- 100 Customer Service signposted 6,809 customers (5,793 in the previous quarter), facilitated 528 customer appointments (449 in the previous quarter) with 87% seen within the target wait time (88% in the previous quarter) and welcomed 2,987 business visitors (2,843 in the previous quarter). In addition to speaking to customers over the phone, the customer service team also responded to 14,649 e-mails (12,635 in the previous quarter). Customer satisfaction is 80%.

- 101 Customers are continuing to opt to access services using alternative means:

- 8,305 customers made payments using the auto payments facility
- 13,326 people used the auto operator
- 56% of issues available to report online were reported by customers on-line

Number of days to process Benefit claims (currently Housing Benefit)

- 102 The average number of days taken to process a new Housing Benefit claim, or a change in circumstance, has increased slightly from 3.2 days during 2021-22 to 3.7 days in 2022-23. York performance is, however, better than the most recent national average of 9.9 days (Q2 2022-23).

- 103 The fourth quarter of 2022-23 saw the closure of the third Household Support Fund (HSF) and the start of the fourth Household Support Fund. The YFAS fund aimed at keeping residents in the community, and providing emergency payments, continues to operate as normal but with

high demand. The Food and Fuel voucher scheme continues into 2023-24 along with Discretionary Housing Payments (DHP), the Energy Bill support scheme (EBSS) and the Alternative Fuel Payments (AFP) support scheme.

104 Welfare support provided at the end of the fourth quarter of 2022-23 includes:

- Third Household Support Fund – 2,756 direct payments to residents totalling £675k
- Foster Carers - £25k has been transferred to the fostering team to be distributed amongst approx. 100 foster carers
- Care Leavers - £25k has been transferred to the fostering team to be distributed amongst approx. 130 care leavers
- York Energy Action - £5k has been sent to provide practical proactive help
- IT Re-use - £1,200 extension of funding to provide wi-fi hot spots and IT devices
- DHP - £10k has been earmarked for additional DHP support
- YFAS - £65k provided to accommodate YFAS claims related to household support
- YFAS 22-23 – 586 payments totalling £344k (now closed)
- DHP 22-23 – 258 awards totalling £175k (now closed)
- EBSS – 369 payments totalling £148k
- AFP – 18 payments totalling £3,600
- Food vouchers – 2,025 claims with a value of £122k
- Fuel vouchers – 2,186 claims with a value of £101k

% of 4C's Complaints responded to 'In Time'

105 In Q4 2022-23, there has been a small decrease in the number of grade 1 and grade 2 corporate complaints received compared to the same reporting period in 2021-22 (290 in Q4 2022-23 compared to 323 in Q4 2021-22). There has been a small reduction in performance for the percentage of corporate complaints responded to in time (95.2% in Q4 2022-23 compared to 97.5% in Q4 2021-22).

FOI/EIR and SAR - % In time

106 In Q4 2022-23, there has been a decrease in the number of FOIs (Freedom of Information Act requests) and EIRs (Environmental Information Regulation requests) received compared to the same reporting period in 2021-22 (362 in Q4 2022-23 compared to 483 in Q4 2021-22). We have made a small improvement in the percentage of FOIs and EIRs responded to in time (86.3% in Q4 2022-23 compared to 85.8% in Q4 2021-22).

107 There has also been a decrease in the number of SARs (subject access to records request) received compared to the same reporting period in 2021-22 (29 in Q4 2022-23 compared to 34 in Q4 2021-22), and in the percentage of SARs responded to in time (70.8% in Q4 2022-23 compared to 73.3% in Q4 2021-22). The Corporate Governance team continues to work with managers and teams across the council to ensure there are improvements.

CYC Apprenticeships

108 The number of CYC stand-alone apprenticeships only, which excludes those within schools or being completed alongside existing roles, was 24 at the end of Q4 2022-23. During the height of the pandemic, the number remained consistent but was slightly lower than previously seen. Levels recovered during 2022-23 and exceeded figures seen in recent years demonstrating the value placed on these roles within the CYC workforce and work undertaken to increase participation throughout the financial year.



Executive

15 June 2022

Report of the Chief Finance Officer

Capital Programme Outturn 2022/23 and Revisions to the 2023/24-2027/28 Programme

Report Summary

1. The purpose of this report is to set out the capital programme outturn position including any under or over spends, overall funding of the programme and an update as to the impact on future years of the programme.
2. The report contains details of the capital investment made during 2022/23 and how this has supported delivery of the Council Plan. Key areas of investment are listed below with further details contained in the body of the report.
 - £10.3m on the expansion and improvement of school facilities across the city
 - £14.7m on construction of new council housing
 - £12.4m on the modernisation of and ongoing repairs to council homes
 - £7.5m on highways
 - £2.6m on the purchase of new waste vehicles
 - £2m York Outer Ring Road dualling
3. Some of the direct outcomes from this investment include:
 - Additional teaching space and extension of dining room use at Manor & Millthorpe School
 - New block at Fulford school
 - The Lowfield scheme is nearing completion with 117/140 of the properties now occupied.

- Contracts entered and construction commenced to provide Passivhaus properties at Burnholme and Duncombe Barracks
 - 8 second hand properties purchased to provide shared ownership properties part funded from DLUHC grant as part of devolution deal
 - 744 households benefited from tenants choice, the standing water, heating and voids programme
 - 327 Concrete Street lighting columns replaced
 - Bus stop and shelter improvements across the city, and improvements to Park & Ride sites.
 - Upgrades to traffic signals at four locations across the city, including localised resurfacing where required.
 - Completion of The Groves Low Traffic Neighbourhood scheme with the installation of permanent measures, following a trial scheme in previous years.
 - Installation of dropped kerbs across the city and in the city centre, and installation of a new crossing point in Copmanthorpe.
 - Measures to improve safety across the city, including improvements at Green Lane Clifton, and upgrades to Vehicle Activated Signs as required.
 - Completion of the Hyper Hubs at Monks Cross and Poppleton Bar, which are now both open to the public
4. The report shows an outturn of £79.321m compared to an approved budget of £127.393m, an overall reduction of £48.072m.
5. The net variation of -£48.072m is made up as follows:
- Requests to re-profile budgets of a net -£49.179m of schemes from 2021/22 to future years (currently approved budgets in the capital programme but requires moving to or from future years in line with a changing timetable of delivery for individual schemes)
 - Adjustments to schemes increasing expenditure by a net £1.107m, mainly due to additional grant funding being received.
6. The level of re profiling reflects the scale of the capital programme, and in particular that it contains a number of major and complex projects. The overall capital programme continues to operate within budget, due to careful management of expenditure against the budget.
7. The main areas of re-profiling included within the £49.179m include:

- £4.434m – Home Upgrade Grant
- £4.385m – Duncombe Barracks
- £3.748m – WYTF Station Frontage
- £3.401m - Zebra
- £3.134m – Shared Ownership Scheme
- £2.504m – LA Homes – Hospital Fields/ Ordnance Lane
- £2.249m – York Outer Ring Road dualling
- £1.819m – LA Homes – Burnholme
- £1.326m – Highways – Ward Committees
- £1.169m – York Central Infrastructure
- £1.087m – Local Transport Plan

Recommendations

8. The Executive is requested to
 - Note the 2022/23 capital outturn position of £79.321m and approve the requests for re-profiling totalling £49.179m from the 202/23 programme to future years.
 - Note the adjustments to schemes increasing expenditure in 2022/23 by a net £1.107m
 - Recommend to Full Council the restated 2023/24 to 2027/28 programme of £533.321m as summarised in Table 3 and detailed in Annex A
9. Reason: to enable the effective management and monitoring of the Council's capital programme

Summary of Key Issues

10. Table 1 outlines the variances reported against each portfolio area.

Department	Current Approved Budget £m	Outturn £m	Increase/ decrease £m	Reprofile £m	Total Variance £m	Paragraph Ref
Children's services	14.956	13.762	0.036	(1.230)	(1.194)	11 – 28
Adult Social Care	1.166	0.886	0.069	(0.349)	(0.280)	29 – 30
Housing & Community Safety	49.064	31.387	0.504	(18.181)	(17.677)	31 - 59
Transport, Highways & Environment	49.620	25.261	0.174	(24.533)	(24.359)	60 – 73
Regen, Economy & Property Services	6.185	3.877	0.400	(2.708)	(2.308)	74 – 78
Community Stadium & Other Major Projects	0.777	0.506	-	(0.271)	(0.271)	79
ICT	2.985	1.820	-	(1.165)	(1.165)	88 - 92
Customer & Corporate Services	1.489	0.050	(0.076)	(1.363)	(1.439)	87
Communities, Culture & Public Realm	1.101	1.699	-	(0.598)	(0.598)	80 - 86
Climate Change	0.050	0.073	-	(0.023)	(0.023)	
Total	127.393	79.321	1.107	(49.179)	(48.072)	

Table 1 – Summary of capital outturn by department

Children's services

11. Total expenditure within the Children's Services and Education Capital Programme for 2022/23 was £14,312k against a latest approved budget of £14,956k. The majority of this expenditure was incurred under five major scheme headings where there was significant work and progress in 2022/23. These schemes were: the expansion of Fulford School (£4,793k); Schools Condition and Maintenance Works (£2,435k); expansion schemes at Manor (£1,023k) and Millthorpe (£1,768k) schools, and significant remodelling work at Danesgate (£1,916k).
12. The major expansion at Fulford School is being funded by the local authority to deal with secondary place pressures. The scheme has been organised by South York Academy Trust at their school. The overall project is nearing completion, with the new block handed over to the

school by the contractor at the end of April, and now occupied and in use. Final project works are ongoing but are expected to be complete in early summer.

13. Financially, the scheme is ahead of the currently assumed profile in the programme, therefore an amount of £1,359k of the 2023/24 budget requires bringing forward to 2022/23 to fund expenditure incurred.
14. The scheme at Manor School for the provision of additional teaching accommodation and additional circulation and dining space was successfully completed during 2022/23. The scheme has delivered the main objectives set out in the original report, including the creation of an additional classroom, the roofing of the rotunda to enable this to be opened up to alleviate the dining and circulation pressures being experienced, and allowing the space to also be used for other activities. An additional staircase has been created to meet Health and Safety and fire safety issues. An amount of £27k requires reprofiling into 2023/24.
15. The scheme at Millthorpe School was also successfully completed in the financial year. Again, all the main objectives of the scheme have been achieved. Two new classrooms have been created out of an ICT suite and a toilet block. Dining space has been expanded and this can also be used for intervention and other activities outside of dining times. Toilets have also been upgraded. An amount of £82k requires reprofiling into 2023/24.
16. The scheme at Danesgate to make significant adaptations and re-modelling to improve the layout of the buildings for young people with Social, Emotional and Mental Health (SEMH) needs was completed over the summer of 2022. An amount of £79k requires reprofiling into 2023/24.
17. No further expenditure was incurred within the remaining unallocated Basic Need budget so the budget of £220k requires reprofiling into 2023/24.
18. Phase 2 of the Applefields School expansion was carried out over the summer and completed in September 2022. A small amount of reprofiling is required to 2023/24 (£37k).
19. A significant amount of work has been carried out to the maintained school estate under the various School Condition and Maintenance headings in the programme in 2022/23.

20. One of the larger schemes completed during 2022/23 was the significant programme of work at Clifton Green Primary, including a third phase of roofing replacement and pipework. This work was completed in time for the start of the new academic year beginning September 2022.
21. Other major schemes which were carried out during the financial year include: a major programme of roof work and boiler and flue replacement at Yearsley Grove Primary School; roof work and kitchen refurbishment at Elvington Primary School; roof works at Copmanthorpe and Wigginton Primary Schools and toilet and roof works at Huntington School. Smaller schemes were carried out at Dringhouses Primary (door and window renovations) Headlands Primary (second phase of roofing works) and Stockton on the Forest Primary (boundary fencing improvements).
22. Expenditure in 2022//23 totalled £2,435k, resulting in net reprofiling of £1,461k into 2023/24. This will fund outstanding payments and retentions with any remainder available to fund further works in 2023/24 and future years.
23. The project to provide a second site for the Enhanced Resource Provision (ERP) based at Haxby Road Primary on the site of Lakeside School is well advanced. Two new classrooms have been created with a new build onto the side of the existing building, together with break out rooms, a sensory room, toilets and a kitchenette. The project is currently at the internal fit out stage. As the scheme is spending ahead of the original profile, an amount of £159k of the 2023/24 budget requires bringing forward into 2022/23 to fund expenditure incurred in the financial year.
24. Under the general SEND investment scheme, expenditure of £101k was incurred in 2022/23, mainly on contributions to external providers for building adaptations to enable enhanced support for young people with SEND. The remaining £42k requires slipping into 2023/24 and will be used to contribute to capital works in schools to support the aims of the Safety Valve agreement.
25. Further accessibility improvement work was carried out at All Saints School, the school which had the most critical issues in the city related to accessibility, at a cost of £172k. The remaining £52k requires reprofiling into 2023/24 and added to the available budget for allocation.
26. The Centre of Excellence project is fully complete with final payments made in 2022/23.

27. The Children in Care Residential Commissioning scheme budget for 2022/23 was used to fund adaptations at Wenlock Terrace at a cost of £373k. In addition, a virement of £49k is requested to fund additional work in the Adaptations to Foster Carers Homes scheme. The remaining £30k requires reprofiling into 2023/24.
28. Works totalling £99k were approved from the Adaptations to Foster Carers Homes scheme in 2022/23, with the additional cost to be funded by a virement from the Residential Commissioning scheme

Adult Social Care

29. The Ashfield site is now in use, the pavilion and pitches have been completed and the contracts signed off this year. There is still work to be done to upgrade the access road to the site to bring it up to standard to be adopted by Highways. This work is expected to start early in 2023/24.
30. The disability equipment budget has been used to purchase items such as ceiling track hoists, stair climbers, ramps and specialist seating to help customers remain in their homes. In total 76 customers (including 12 children) have been provided with equipment in 2022/23

Housing & Community Safety

31. The major repairs & modernisation of local authority homes programme has total capital expenditure of £9.658m in 2022/23 against a budget of £9.190m. This was an overspend of £468k. This included expenditure of £275k on preconstruction design on significant major repair schemes at Bell Farm and Glen Lodge the scope of which has been approved by Executive in July 2022. There remains a revised overspend of £193k funded from the Major Repairs Allowance.
32. There are four major programme streams within this budget which accounts for c75% of the overall spend area detailed below

	Budget £'000	Actual £'000	Variance £'000	Property No

Standing Water (Damp)	1,810	1,869	+59	32
Voids	1,336	1,861	+525	64
Heating Systems	1,003	1,132	+129	476
Tenants Choice	2,805	2,427	-378	172

33. The table above shows that approximately 744 have seen significant repairs and modernisation through the above programmes.
34. There have been significant inflationary increases across building service works particularly in relation to materials and sub-contractor costs and the budgets going forward have increased to reflect these pressures.
35. The Housing Delivery Programme continues at pace with the majority of the scheme at Lowfield completed by 31st March 2023. There remains a final phase for release which is expected
36. There are four major programme streams within this budget which accounts for c75% of the overall spend area detailed below

	Budget £'000	Actual £'000	Variance £'000	Property No
Standing Water (Damp)	1,810	1,869	+59	32
Voids	1,336	1,861	+525	64
Heating Systems	1,003	1,132	+129	476
Tenants Choice	2,805	2,427	-378	172

37. The table above shows that approximately 744 have seen significant repairs and modernisation through the above programmes.
38. Expenditure totalling £135k was incurred at Glen Lodge as part of the major repairs scheme. Extensive fabric and M&E condition surveys were commissioned with a view to minimising unforeseen risk to CYC. M&E consultants have been engaged to produce designs for RIBA Stages 1-3. The remaining seven residents who lived in the original building were relocated to flats in the new wing. Work to procure a construction partner is underway.
39. At Bell Farm expenditure totalling £140k has been incurred as part of the modernisation and removal of asbestos pods at the properties. The scheme is progressing well with the architect team now working on final designs towards a RIBA stage 3 tender design report mid-June. Tender

for a construction partner is underway. The design work sees removal of poor quality pods to the rear of the buildings removed and rebuilt with high quality sustainable extensions as well as works to retrofit the homes to add additional insulation and renewables, lowering energy bills for future residents. The project was successful in obtaining over £600k of Social Housing Decarbonisation Funding to part fund these enhancements.

40. The two schemes above are subject to full budget approval from Executive later in the year. In 2023/24 the costs were funded from Housing capital receipts.
41. There have been significant inflationary increases across building service works particularly in relation to materials and sub-contractor costs and the budgets going forward have increased to reflect these pressures.
42. Lowfield Green is due to complete in late June 2023. To date 117 of 140 new homes have been completed and occupied. The site boasts over an acre of public space in the heart of the development which is well used by both the new and existing communities. The pocket park area is due to complete in June 2023 adding additional recreational space on the site. The 6 self-build plots are largely finished and the sale of the Yorspace site has completed. Feedback from residents through post-occupancy surveys has been overwhelmingly positive.
43. Construction at Duncombe Barracks is now in full swing, with all three blocks of homes under construction. April saw the start of the timberframe structure being built with the crane in operation lifting timber panels into place. Caddick have hosted a number of visits from York College students giving them the opportunity to learn about Passivhaus. Caddick have a T-level placement student and construction management trainee both based on the project. CYC have developed an excellent relationship with St Luke's Church who are adjacent to the site.
44. Construction at Burnholme started on site in November 2022 to deliver 83 new Passivhaus homes. The work on site is going well with substructure works progressing ahead of programme. The workmanship on site is very high, providing an exemplar in sustainable construction.
45. The Ordnance Lane / Hospital Fields Road site gained full planning permission in Summer 2022 for 85 homes and 8 commercial spaces. Following an Executive decision in February 2023 the Housing Delivery Team are currently tendering for an enabling contractor in order to utilise

£2.4m grant funding from the OPE to remove abnormalities from the site and prepare it for development.

46. The Housing Delivery Team are currently undertaking a procurement exercise for a multidisciplinary team to carry out design works on the Willow House site incorporating opportunities for wider area regeneration along with new build on the previous care home site.
47. The Second Hand Shared Ownership Programme has seen continued demand throughout the year. The Homes England funded programme has seen 3 legal completions this year and the innovative Shared Ownership with retrofit programme is processing the legal completion of 14 homes.
48. The council were also in receipt of £1.998m funding as part of the devolution deal. During the year 8 properties at a cost of £2.08m were purchased using the grant and HRA resources. A similar number are due to be purchased in 2023/24.
49. The former Tang Hall library building has now been demolished following a delay to safely remove the discovered asbestos. The site has been hoarded off and an official offer has been made by CosyHome, the community group buying the site, which is currently going through the conveyancing procedure. It is expected that the group will exchange and complete on the land by November 2023. The costs incurred of £55k have been funded by Brownfield Land Release Fund.
50. At Chaloners Road The 15 garages have now been demolished and the site has been hoarded off to make it safe. Design work will start immanently with the aim to submit the outline planning application by the end of July 2023. The costs incurred if £33k have been funded by Brownfield Land Release Fund.
51. During the past year the adaptations teams within the Healthy and Sustainable Homes team have carried out around 1,800 adaptations to properties in York, in both Council housing via the Assistance to Older and Disabled People budget and Private Sector housing via the Disabled Facility Grant, to help people to continue to live independently in their homes.
52. This includes carrying out around 1,350 minor adaptations such as the installation of grab rails, banisters, and 450 major adaptations such as level access showers, wet rooms, and the installation of stairlifts, through floor lifts etc.

53. In one of our cases involving a young man displaying some incredibly complex behaviours we were able to make adaptations to a bedroom in the property to create a separate bathroom for the young man's own use. The changes that his mum reported in her son's and the family's life were just amazing.
54. Spending on Disabled Facilities Grants totalled £1,960k funded from Government Grant and Council Prudential Borrowing and was in line with budget.
55. Spending on Council Housing adaptations was £796k compared to the budget of £600k in the last financial year as a result of increases in costs, partly arising from inflation and also due to issues finding suitable companies to deliver the service, and also as a result of an increasing demand for the service. The additional cost of £196k has been funded from an additional revenue contribution from the HRA.
56. Overall demand for adaptation works to properties to help people stay independent remains strong, with increasing demand for service and budget arising from an increasing elderly population and increasing costs for works associated with adaptations due to inflation.
57. Delivery of the Home Upgrade Grant is being undertaken by the Healthy and Sustainable Homes Team and our delivery partner EON, and incorporates a number of different energy efficiency improvement schemes including Local authority Delivery phase 1B (LAD1B), Local authority Delivery phase 2 (LAD2), Local authority Delivery phase 3 (LAD3), and the Home Upgrade Grant phase 1 (HUG1). These schemes involve a number of other partners, varying by scheme, including Craven DC, Harrogate BC, Selby DC and some housing associations.
58. During the past year the LAD1B and LAD2 schemes were completed and signed off in September, carrying out works to 167 properties including a range of measures such as 80 loft insulations, 38 cavity wall insulations, 21 room in roof insulations, 34 solar photovoltaic installations, and 7 air source heat pumps.
59. Works on the LAD3 and HUG1 schemes are underway, with 107 measures completed to date including solar photovoltaic installations, loft insulations, air source heat pumps, hybrid air source heat pumps, underfloor insulation, and smart heating controls. Due to the delays in appointing a delivery partner, and issues identifying suitable measures to

be carried out to properties, an extension to the schemes to the end of September 2023 was granted by Department for Energy Security and of Net Zero in March/April 2023. This will enable the remaining approved 228 measures for the schemes to be delivered to improve the energy efficiency of many homes in York.

Transport, Highways & Environment

60. Capital expenditure on various schemes within Transport, Highways & Environment totalled £xm in 2022/23.

Transport

61. A number of transport schemes have been completed in 2022/23, and feasibility and design work has been carried out to develop schemes for implementation in 2023/24. Completed schemes include:
- Bus stop and shelter improvements across the city, and improvements to Park & Ride sites.
 - Funding provided for the purchase and installation of 'Tap on' readers on the First York bus fleet.
 - Purchase of two new minibuses for the Dial & Ride bus service.
 - Upgrades to traffic signals at four locations across the city, including localised resurfacing where required.
 - Completion of The Groves Low Traffic Neighbourhood scheme with the installation of permanent measures, following a trial scheme in previous years.
 - Improvements to signage for the Community Stadium on the outer ring road.
 - Completion of the Coppergate One-Way scheme, following approval to make the trial one-way closure permanent.
 - Improvements to Coppergate Car Park including CCTV and exit barrier upgrades.
 - Amendments to the cycle barriers on Hob Moor to improve accessibility.
 - Installation of dropped kerbs across the city and in the city centre, and installation of a new crossing point in Copmanthorpe.
 - Measures to improve safety across the city, including improvements at Green Lane Clifton, and upgrades to Vehicle Activated Signs as required.
 - Footway improvements at Heslington Hall to replace a narrow section of footway.

62. A revised Active Travel Programme has been developed following initial feasibility work on the proposed schemes, and feasibility and design work is being progressed to prepare schemes for implementation, with the Skeldergate and St George's Field Crossing schemes approved for delivery in 2023/24. Feasibility and design work has also been carried out on other schemes in the programme to develop schemes for implementation in 2023/24.
63. The council made a successful bid to the government for funding for York's Bus Service Improvement Plan (BSIP), and has been awarded funding for a programme of improvements to bus services and bus infrastructure, which will be progressed in 2023/24.
64. Progress has also been made on a number of Major Schemes throughout the year, with the completion of the Hyper Hubs at Monks Cross and Poppleton Bar, which are now both open to the public, the start of works on site for the Tadcaster Road Transport Improvements scheme, installation of electric vehicle charging equipment at the council's Hazel Court site in preparation for the increasing fleet of electric vehicles, the completion of the data platform and real-time model for the STEP project, and the final grant payments to bus companies for work to improve emissions from bus fleets for the city centre Clean Air Zone.
65. The planning application for dualling the York Outer Ring Road (A1237) was submitted in 2022/23 and is proceeding through the determination period, and the project team are working on other elements of the scheme including developing the business case and completing the detailed design for the scheme.
66. Work on the York Station Gateway scheme continued through 2022/23 with the utility diversion works being carried out, and the main highway works are expected to start on site in late summer 2023.
67. Following the completion of the design for the City Centre Access & Security scheme and the completion of required utility diversions, work to install the permanent Hostile Vehicle Mitigation measures started in April 2023.
68. Work is continuing to progress the design work and develop a revised business case for the new rail station at Haxby following the approval of a preferred site for the station, and feasibility work has continued to consider potential transport measures for the Castle Gateway area linked to the wider development proposals for the area.

69. Following the completion of the Bootham Crossing scheme in early 2022/23, work has continued to develop the next phase of the scheme (new cycle ramp at St Mary's) for implementation in 2023/24.
70. The council was awarded grant funding from the government's Zero Emission Bus Regional Area (ZEBRA) fund to support the purchase of 44 fully electric buses, and has been working with bus operators to progress this scheme. It was expected that the grant funding would be allocated in 2022/23 for the purchase of buses and charging infrastructure upgrades at the First York depot, but due to delays, this will now be progressed in 2023/24

Highways

71. In 2022/23 a total 327 Concrete Street lighting columns were replaced in Acomb/Holgate/Micklegate and Rural west wards as part of the capital concrete column replacement program. As part of this program we have also continued to swap old lantern technologies , approximately 125 on this program in total (not previously changed), which have a high energy cost as opposed to LED. Usually conversion to LED is approximately a 60% energy saving on each asset per year.
72. An additional replacement program of 66 Steel columns (in difficult locations) was also undertaken, this due to structural testing failures on Steel Columns from annual cyclical testing, and as part of the structural testing maintenance regime. These new columns will also have been converted to LED if not previously changed.
73. The bar walls works programme for 2022/23 saw both the Anglian Tower and Tower 2 projects completed. Final works at Anglian Tower included the fabrication and installation of metal gates and grills and the completion of an archaeological report detailing the findings of the adjacent stone step renewal. Final works at Tower 2 involved agreeing the design and installation of interpretation boards. Also completed in 22/23 were Tower 35 restoration and investigations, structural repairs to the wall immediately north of Micklegate Bar and the commencement of reroofing works at the Red Tower

Regeneration, Economy & Property services

74. The Guildhall project completed in April 2022 and the University /York Science Park Ltd have now been operating the serviced office and

business club / events venue, for 12 months. The offices suites are fully let with businesses already extending their tenancies. The quality of the completed project has been demonstrated by the relatively few snags and defects, which have been rectified promptly by the works contractor Vinci. As a result the first tranche of retention was released in November with the final elements due in May 2023. The project remains on track to deliver the £500k out-turn saving reported in the February budget.

75. The Guildhall hosted over 30 events in the period 1 Jan to 31 Mar including: Residents Weekend and the Viking Festival – with over 3,000 visitors to these events in total. More recently Fashion Week has showcased the venue's iconic main hall and overall flexibility. Feedback from the University, business tenants and visitors is very positive. The project has also demonstrated that historic buildings can be sustainable; the river source heat pump powered heating system is achieving carbon savings of around 4 tonnes per year when compared with equivalent gas usage, thanks to the council's investment in this green energy source as part of the project
76. Delivery of the Castle Gateway project continues to be impacted by a number of factors: construction cost inflation; higher interest rates ; economic uncertainty and unsuccessful Levelling up Funding bids. Wates were appointed as the contractor for Castle Mills to undertake the detailed design of the new apartments, bridge and riverside park, and to provide a fixed price for the construction phase in the summer of 2021. Unfortunately it was necessary to terminate this contract in June 2022 when a construction cost had not been provided because of design issues causing delays, which impacted pricing. Following the contract termination Wates have been paid for work completed and the design outcomes are being reviewed.
77. The design for new public realm and events space at Castle and Eye of York was submitted for planning in 2022 following extensive public and stakeholder engagement. The determination of the application is still pending where some amendments will be needed to address consultation comments. The intention is to have a delivery ready project to transform this area of the City as funding becomes available.
78. The importance of St George's Field as a parking location has been confirmed by a review of council car parking. Proposals for improving parking provision here and as replacement car parking for the Castle and Eye of York are undergoing further review.

Community Stadium & other projects

79. The final retention payments have now been made to the contractor for the stadium development. There was a spend of £506k during the year compared to the budget of £777k. There remain some residual works around the Highways in the surrounding environs which the council are responsible for funding and they should be completed in 2023/24 within the overall budget.

Communities and Culture

80. Preliminary investigation works at the York Acorn Sports and Social Club have been undertaken to progress the Westfield MUGA scheme and the necessary additional funds needed are being sought in order to be able to build the multi-use games area.
81. Progress has been made across the various library capital schemes. The self-issue machines have now been purchased and are in use across all the libraries.
82. The new library at Haxby opened on 5 May 2023 and has been very successful.
83. Clifton Library – The plans for the new library at Clifton have been through planning and it is now under construction, with an anticipated opening by Autumn 2024
84. Consultation is currently ongoing with residents regarding the Acomb library which will feed into how the library will be expanded to meet customer demand.
85. The three library projects are all combined now and reported under a single FLIP (Future Libraries Investment Programme) under the corporate project management structure.
86. Phase 1 of the works under Energise roof are complete which has eliminated 90% of the problems. Ongoing investigations are taking place to locate the final leaks.

Customer and Corporate Services

87. Phase 2 of the registry office works encountered a long delay in getting permission to reinforce the floor at Bootham. Approval was given and the work undertaken during March 23. The Registry Office now has a new repository with modern racking for registers. The balance of the budget will be used during 2023 to improve the toilet facilities.

Customer and Corporate Services - IT

88. The ICT development plan has a capital expenditure totalling £1.820m in 2022/23. The work of the ICT service supports and enables the council, partners and also the city on many different levels. Examples this year include:

Digital Council

89. Whilst impacted by Industry wide supply chain issues, still the most significant financial investment in year was attributable to the staged roll out of the councils new Voice and Data Managed Services contract. Much has changed since our last contract, including an increase in our dependence on wireless connectivity within our buildings, which has now become an essential part of everyday working life and required a significant uplift in availability, throughput and security. A rolling programme of upgrades has been successfully undertaken through the year as the investment in core underlying network infrastructure is implemented. Ongoing work has also continued to ensure that ICT services remain available, secure and supportable, and this has included but is not restricted to, investment in our storage, Citrix platforms and ensuring that our operating systems and corporate and directorate systems were updated appropriately and with minimal impact on our customers.
90. The Council continued to invest responsibly and appropriately in cyber security to ensure ICT services responded to the ever changing and complex threat landscape. This included investment in Trend deep security protection which provides advanced server security for our mixed estate of physical, virtual and cloud servers, the replacement of the system that scans attachments that are delivered through email for security issues, the introduction of the automatic implementation of Intrusion Protection (IPS) recommendations and upgrades to the corporate firewalls to ensure they remained up to date and fit for purpose. Microsofts "Always On" secure connection to replace the current secure but aging Direct Access connectivity that customers currently enjoy has

been developed and tested against our very complex environment and we plan to begin to roll this out during the late summer and autumn 23.

91. A number of systems have been implemented, replaced, upgraded or continued to be further developed this year, these include :

- The completion of Phase 1 of the CRM
- The further development of the new housing application which replaces a number of legacy systems across Housing and Building services and provides a workflow based single system to manage work.
- Improvements to the Information Asset Register to support the ROPA (Record of Processing Activity) regulation under the direction of our Information Governance team
- Modern.gov system updates
- Replacement of the learning Network
- Active Directory Management automation
- Cloudflare DDoS protection and security filtering service enhancements
- PReSConnect printing was implemented allowing the decommission of the previous aging Gandlake print facility
- SX3 Revs and Bens contract renewal which will include the replacement of Gov Tech with Citizen's Access
- Provision of a Digital Signature system
- Expanded use of Assistive Technology and robotics to enable our customers to live independently and safely for longer
- Removal of Internet Explorer and replacement with Chrome and/or Microsoft Edge
- Roll out of single sign on to appropriate applications
- Implemented the Opayo gateway (replacement for Mastercard)
- Launch of the Yorkshire and Humber Shared Care Record which provides a wealth of information to Adult Social Care colleagues
- The new Highways system that is scheduled to go live this summer
- York Stadium Fibre connectivity
- Implementation of Inform robotics in the Customer Centre
- Implementation of Delve to replace Intranet Profiles.
- Decommission of Attend Anywhere and launch of MS Bookings

Digital Staff

92. The majority of our work under this theme has been our involvement on the Working as One programme where ICT have provided significant support and resource commitment into the establishment and progression of this fast paced and evolving council priority. Our involvement has included:
- Ongoing provision and refresh of standardised ICT kit aligned to draft worker styles including the specification, sourcing, configuring, delivery and support of the equipment necessary to allow the delivery of secure hybrid working ensuring staff the right equipment at the right time to meet the demands of their role.
 - Engagement in floor plate design and the planning for, sourcing and installation of essential ICT kit to allow for the return to West Office of the reduced CYC staff complement and new partners. This included ensuring that the required levels of secure access and effective working were enabled and maintained for the new and evolving occupancy mix of the building.
 - The purchase and implementation of the Matrix Booking system to support the return to the office.
 - Our ongoing commitment to the testing and roll out of the M365 applications, in particular this year this included further investment in Teams to incorporate incoming and external telephony services as we work toward the decommissioning of Skype.
 - Identification and deployment of applications previously only available in Citrix over to laptops and desktops.
 - Ongoing improvement works relating to ICT service provision for staff at Hazel Court.

Digital City

93. Some of the key activities during the year included:
- Continued to work with the Housing Management Team to ensure our new development sites are performing as expected and are future proof in terms of their digital connectivity and IoT/smart city building blocks, and have expanded our Smart Lighting deployment within the City.
 - Continuing to work with telecommunication providers to explore the opportunities and action the improvement and expansion of the Cities digital connectivity layers including fibre infill areas and also the completion of the recent £2m+ private sector investment into

upgrading existing fibre network within the City as part of the preparation work ahead of the main building programmes restarting that will extend the access to ultra-fast and future proof broadband by another 14,000+ premises within the City.

- 2022/2023 has seen a significant increase in both choice and affordability of internet service providers (ISP's) within the City including low cost essential broadband packages.
- We have been working very closely with TalkTalk over the last year while they make major changes to their original UFO (Ultra Fibre Optic) offering. This was an initial joint venture between TalkTalk and Sky offering the first trials of full fibre broadband in the UK back in 2015 and with the equipment becoming obsolete and needing to be upgraded and replaced, TalkTalk and now withdrawing the UFO service by 29th May 2023. This could impact up to 8,000 connections in the city and we have been working hard to ensure the messaging and communication of this is handled carefully and in a manner that ensures the least disruption to their customers broadband services.
- The City Centre digital connectivity expansion programme is now in full swing, partially funded through the Digital Enterprise programme and also commercial investment (through a range of ISP's) and will have the capability to provide full fibre broadband to approx. 6,000 premises within the next year.
- Working with other partners within the Superfast West Yorkshire & York programme to evaluate the options within the gain-share process from previous phases of the BDUK rural programme with a view to further expand access to improved broadband within our rural areas and communities.
- DCMS funded rural programmes in the villages of Elvington and Wheldrake are now 90% complete, wayleaves challenges are hoped to be overcome to fulfil the remaining 10%. Uptake across both villages has been fantastic and is continually increasing as the community engagement continues and more contracts come to their end allowing more residents and businesses to gain access to the full fibre network
- Stockton on the Forest full fibre broadband programme started in the summer of 2022 and whilst progress slowed due to a network re-design, that ensured the fibre footprint covered as many premises as possible while remaining cost effective, the majority of the civils works is now complete and the build work has commenced. Up to 500 premises will be able to access this new network with installations set to commence mid-May.

- Project Gigabit is the Government's flagship £5billion programme to enable hard to reach communities to access gigabit capable broadband. This targets homes and businesses not included in commercial plans to deliver fast and reliable broadband that will level-up most rural and remote communities as well as tackling pockets of poor connectivity in urban areas. York are in Lot 8 which is currently in procurement phase for approx. £66million.

Funding the 2022/23 Capital Programme

94. The 2022/23 capital programme of £79.321m has been funded from £28.676m external funding and £50.645m of internal funding. The internal funding includes resources such as revenue contributions, Supported Capital Expenditure, capital receipts and reserves.
95. The overall funding position continues to be closely monitored to ensure the overall capital programme remains affordable and is sustainable over the 5 year approved duration.

Update on the 2023/24 – 2027/28 Capital Programme

96. The restated capital programme for 2023/24 to 2027/28 split by portfolio is shown in table 3. The individual scheme level profiles can be seen in Annex 1.

Gross Capital Programme	2023/24	2024/25	2025/26	2026/27	2027/28	Total
	£m	£m	£m	£m	£m	£m
Children's services	24.154	2.520	1.900	0.920	-	29.494
Adult Social Care	1.099	0.682	0.705	0.728	0.752	3.966
Housing & Community Safety	72.758	40.576	35.181	27.701	14.638	190.854
Transport, Highways & Environment	125.601	56.257	16.602	16.282	17.698	232.444
Regen, Economy & Property Services	47.909	1.250	0.275	0.275	0.275	49.984
Public Health						
Community Stadium	0.271	-	-	-	-	0.271
FM & Buildings	-	-	-	-	-	-
ICT	3.722	2.820	3.170	2.820	2.820	15.352
Customer & Corporate Services	2.290	0.200	0.200	0.200	0.200	3.090
Communities & Culture	5.383	0.726	-	-	-	6.109
Climate Change	1.461	0.250	0.250	-	-	1.961
Revised Programme	284.648	105.281	58.283	48.926	36.383	533.321

Table 3 – Restated Capital Programme 2023/24 to 2027/28

97. Table 4 shows the projected call on Council resources going forward.

	2023/24	2024/25	2025/26	2026/27	2027/28	Total
	£m	£m	£m	£m	£m	£m
Gross Capital Programme	284.648	105.281	58.283	48.926	36.383	533.321
Funded by:						
External Funding	122.984	45.594	13.200	9.612	6.495	197.885
Council Controlled Resources	161.664	59.687	45.083	39.314	29.888	335.636
Total Funding	284.648	105.281	58.283	48.926	36.383	533.321

Table 4 – 2023/24 –2027/28 Capital Programme Financing

98. The Council controlled figure is comprised of a number of resources that the Council has ultimate control over. These include Right to Buy receipts, revenue contributions, supported (government awarded) borrowing, prudential (Council funded) borrowing, reserves (including Venture Fund) and capital receipts.

99. In financing the overall capital programme the Chief Finance Officer will use the optimum mix of funding sources available to achieve the best financial position for the Council. Therefore an option for any new capital receipts would be to use these to replace assumed borrowing, thereby reducing the Councils' borrowing levels and associated revenue costs.

Consultation

100. Not applicable

Options

101. Not applicable

Council Plan

102. The information contained in this report demonstrates progress in achieving the priorities set out in the Council Plan.

Implications

103. This report has the following implications:

- **Financial** - are contained throughout the main body of the report
- **Human Resources (HR)** – There are no HR implications as a result of this report
- **One Planet Council/ Equalities** – The capital programme seeks to address key equalities issues that affect the Council and the public. Schemes that address equalities include the Disabilities Support Grant, the Schools Access Initiative, the Community Equipment Loans Store (CELS) and the Disabilities Discrimination Act (DDA) Access Improvements. All individual schemes will be subject to Equalities Impact Assessments
- **Legal Implications** - Whilst this report itself does not have any legal implications, the schemes within the capital programme will themselves will be in receipt of legal advice where necessary
- **Crime and Disorder** - There are no crime and disorder implications as a result of this report.
- **Information Technology** – The information technology implications are contained within the main body of the report,
- **Property** - The property implications of this paper are included in the main body of the report which covers the funding of the capital programme from capital receipts.
- **Other** – There are no other implications

Risk Management

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

Contact Details

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	Report Approved	√	Date 31 st May 2023
Wards Affected: <i>All</i>			
For further information please contact the authors of the report			

Specialist Implications:
Legal – Not Applicable
Property – Not Applicable
Information Technology – Not Applicable

Annexes

Annex A – Capital Programme by year 2022/23 – 2027/28

	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	Total Capital Programme 2023/24- 2027/28 £000
	£000	£000	£000	£000	£000	£000	£000
CHILDRENS SERVICES							
Basic Need	0	11,020	0	0	0	0	11,020
Fulford School Expansion 2020 Phase 1 and 2	4,243	1,191	0	0	0	0	5,434
DfE Maintenance	1,664	1,429	700	700	700	0	5,193
Danesgate Extension 2022	1,916	229	0	0	0	0	2,145
SEND - Applefields Extension (Phase 3)	0	490	1,120	470	0	0	2,080
Schools Essential Mechanical & Electrical Work	369	1,652	0	0	0	0	2,021
Millthorpe School	1,768	182	0	0	0	0	1,950
SEND - Huntington School ERP	0	820	480	510	0	0	1,810
Schools Essential Building Work	402	1,330	0	0	0	0	1,732
NDS Devolved Capital	689	220	220	220	220	0	1,569
SEND - Haxby Road ERP Expansion (Lakeside site)	615	865	0	0	0	0	1,480
SEND - Specialist SEMH Expansion	0	1,430	0	0	0	0	1,430
Children in Care Residential Commissioning Plan	373	930	0	0	0	0	1,303
SEND - St Paul's Nursery ERP Expansion	5	1,195	0	0	0	0	1,200
Manor School	1,023	77	0	0	0	0	1,100
Improving School Accessibility	172	442	0	0	0	0	614
Expansion and Improvement of Facilities for Pupils with SEND	101	366	0	0	0	0	467
Applefields Extension Work 2021 and 2022	253	37	0	0	0	0	290
Family Drug & Alcohol Assess/Recovery Facility	0	100	0	0	0	0	100
Adaptions to Foster Carer Homes	99	0	0	0	0	0	99
Healthy Pupils Capital Fund	0	93	0	0	0	0	93
Centre of Excellence for Disabled Children (Lincoln Court)	70	0	0	0	0	0	70
Southbank Expansion	0	56	0	0	0	0	56
ADULT SOCIAL CARE							
Telecare Equipment and Infrastructure	255	271	275	283	291	300	1,675
Disabled Support Grant	248	251	260	270	280	290	1,599
Major Items of Disability Equipment	147	151	147	152	157	162	916
OPA-Ashfield Estate Sports Pitches	186	25	0	0	0	0	211
Proof of Concept for robotics & AI within social care	31	169	0	0	0	0	200
OPA-Haxby Hall	0	170	0	0	0	0	170
OPA - the Centre@Burnholme including enabling works	1	62	0	0	0	0	63
S106 Sports Development	14	0	0	0	0	0	14
OPA Residual Enabling Work	4	0	0	0	0	0	4
HOUSING & COMMUNITY SAFETY (HRA & GF)							
Local Authority Homes - New Build Project	0	18,343	20,000	18,829	12,400	0	69,572
Major Repairs & Modernisation of Local Authority Homes	9,658	9,580	10,339	10,847	11,027	11,243	62,694
LA Homes - Burnholme	2,715	18,506	3,170	0	0	0	24,391
Disabled Facilities Grant (Gfund)	1,960	2,239	2,375	2,375	2,565	2,565	14,079
Duncombe Barracks	2,620	7,496	832	0	0	0	10,948
Lowfield Housing	8,542	842	0	0	0	0	9,384
Shared Ownership Scheme	2,431	3,134	0	0	0	0	5,565
Home Upgrade Grant (G/fund)	871	4,434	0	0	0	0	5,305
Local Authority Homes - Project Team	180	830	1,000	1,370	889	0	4,269
Local Authority Homes - Phase 2	29	1,215	2,000	900	0	0	4,144
Assistance to Older & Disabled People	796	620	630	640	650	660	3,996
LA Homes - Hospital Fields/Ordinance Lane	654	2,504	0	0	0	0	3,158
LA Homes Energy Efficiency Programme	261	2,078	0	0	0	0	2,339
Housing Environmental Improvement Programme	321	215	170	170	170	170	1,216
Water Mains Upgrade	0	360	60	50	0	0	470
Extension to Marjorie Waite Court	64	90	0	0	0	0	154
Lincoln Court Independent Living Scheme	80	47	0	0	0	0	127
Tang Hall Library Site Enabling Works (G/fund)	55	55	0	0	0	0	110
Empty Homes (Gfund)	0	100	0	0	0	0	100
Chaloner Road Site Enabling Works	33	58	0	0	0	0	91
Extension to Glen Lodge	88	0	0	0	0	0	88
LA Homes - Phase 1	29	0	0	0	0	0	29
James House	0	12	0	0	0	0	12
IT Infrastructure	0	0	0	0	0	0	0
TRANSPORT, HIGHWAYS & ENVIRONMENT							
York Outer Ring Road - Dualling	2,054	26,454	29,084	3,640	0	0	61,232
Highway Schemes	6,438	12,194	7,905	7,905	7,905	7,905	50,252
Replacement Vehicles & Plant	2,613	8,542	2,912	169	3,392	7,323	24,951
WYTF - Station Frontage	1,639	16,168	4,310	0	0	0	22,117
Haxby Station	528	15,157	2,100	0	0	0	17,785
Local Transport Plan (LTP) *	3,873	3,051	1,570	1,570	1,570	1,570	13,204
Bus Service Improvement Plan	243	6,522	3,900	0	0	0	10,665
ZEBRA	0	10,259	0	0	0	0	10,259
Innovative Flood Resilience	181	809	1,290	1,490	1,937	0	5,707
Drainage Investigation & Renewal	629	1,077	700	900	900	900	5,106
Highways - Tadcaster Road	611	3,953	0	0	0	0	4,564
WYTF - Castle Gateway Development	12	3,565	908	50	0	0	4,535
Built Environment Fund - Hostile Vehicle Mitigation	1,030	2,413	0	0	0	0	3,443
Flood Alleviation Schemes including Germany Beck	9	3,270	0	0	0	0	3,279
Replacement of Unsound Lighting Columns	674	743	578	578	578	0	3,151
Essential Bridge Maintenance	0	1,600	500	0	0	0	2,100
York City Walls Restoration Programme	584	802	300	300	0	0	1,986
Highways & Transport - Ward Committees	449	1,326	0	0	0	0	1,775
Flood Scheme Contributions	0	1,500	0	0	0	0	1,500
Electric charging Infrastructure	1,341	38	0	0	0	0	1,379
TCF - Tadcaster Road Improvements	396	922	0	0	0	0	1,318
Special Bridge Maintenance (Struct maint)	267	880	0	0	0	0	1,147
Smarter Travel Evolution Programme	179	761	0	0	0	0	940
Castle Mills Lock	0	800	0	0	0	0	800
Highways Drainage Works	392	200	200	0	0	0	792
Waste Vehicle Replacement	20	725	0	0	0	0	745
Hyper Hubs	410	0	0	0	0	0	410
National Cycle Network 65 Targeted Repairs	22	356	0	0	0	0	378
EV Charging Asset Replacement	19	318	0	0	0	0	337

	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	Total Capital Programme 2023/24- 2027/28 £000
	£000	£000	£000	£000	£000	£000	£000
Fordlands Road Flood Defences	105	221	0	0	0	0	326
Better Play Areas	137	85	0	0	0	0	222
Flood Sign Renewal and Rainfall monitoring	5	195	0	0	0	0	200
Fleet & Workshop Compliance	6	191	0	0	0	0	197
Access Barrier Review	93	98	0	0	0	0	191
Public Realm & Waste Equipment	23	163	0	0	0	0	186
River Bank repairs	0	148	0	0	0	0	148
Scarborough Bridge	144	0	0	0	0	0	144
Knavesmire Culverts	0	81	0	0	0	0	81
Non Illuminated Structural asset renewal	53	0	0	0	0	0	53
Car Park Improvements	39	0	0	0	0	0	39
CCTV Asset Renewal	18	14	0	0	0	0	32
Clean Air Zone	16	0	0	0	0	0	16
Hazel Court conversion of storage area to operational hub	8	0	0	0	0	0	8
Parks & Open spaces	1	0	0	0	0	0	1
Fleet Acquisition	0	0	0	0	0	0	0
Traffic control/ reduction and public realm improvements in Bishophill/ Mi	0	0	0	0	0	0	0
REGEN, ECONOMY & PROPERTY SERVICES							
York Central Infrastructure	734	39,645	0	0	0	0	40,379
Castle Gateway (Picadilly Regeneration)	1,008	4,423	0	0	0	0	5,431
Guildhall	1,376	408	0	0	0	0	1,784
Asset Maintenance + Critical H&S Repairs	233	431	275	275	275	275	1,764
West Offices - LED Lighting	0	925	0	0	0	0	925
Improvements to City Centre & High Streets (UKSPF)	330	161	375	0	0	0	866
Rural Prosperity Fund	0	100	300	0	0	0	400
Hazel Court - LED Lighting	0	304	0	0	0	0	304
Enterprise Infrastructure (UKSPF)	0	0	300	0	0	0	300
LCR Revolving Investment Fund	0	300	0	0	0	0	300
Removal of Asbestos	0	237	0	0	0	0	237
Commercial Property Acquisition incl Swinegate	4	190	0	0	0	0	194
Shambles Modernisation - Power	0	180	0	0	0	0	180
Community Asset Transfer	0	175	0	0	0	0	175
29 Castlegate	172	0	0	0	0	0	172
West Offices - Major repairs	0	100	0	0	0	0	100
Hazel Court welfare facilities	0	95	0	0	0	0	95
Photovoltaic Energy Programme	13	81	0	0	0	0	94
Fire Safety Regulations - Adaptations	0	77	0	0	0	0	77
Air Quality Monitoring (Gfund)	7	62	0	0	0	0	69
Built Environment Fund - Shopping Area Improvements	0	15	0	0	0	0	15
Shambles Health & Safety	0	0	0	0	0	0	0
STADIUM & MAJOR PROJECTS							
Community Stadium	506	271	0	0	0	0	777
ICT							
IT Development plan	1,820	3,602	2,820	3,170	2,820	2,820	17,052
IT Superconnected Cities	0	120	0	0	0	0	120
CUSTOMER & CORPORATE SERVICES							
Project Support Fund	0	841	200	200	200	200	1,641
Capital Contingency	0	1,176	0	0	0	0	1,176
Crematorium Waiting Room	6	227	0	0	0	0	233
Registry office Phase 2 Refurbishment	26	46	0	0	0	0	72
Replacement of 2 Cremators	18	0	0	0	0	0	18
Mansion House Restoration	0	0	0	0	0	0	0
COMMUNITIES & CULTURE							
Libraries as Centres of Learning and Opportunity for all: Acomb & Clifton	1,601	4,123	726	0	0	0	6,450
Future Libraries	0	1,000	0	0	0	0	1,000
Westfield Multi Use Games Area	8	192	0	0	0	0	200
Explore self issue machines	90	10	0	0	0	0	100
Energise Roof	0	58	0	0	0	0	58
CLIMATE CHANGE							
Climate Change schemes including Northern Forest	73	1,461	250	250	0	0	2,034
GROSS EXPENDITURE BY DEPARTMENT							
PEOPLE DIRECTORATE							
CHILDRENS SERVICES	13,762	24,154	2,520	1,900	920	0	43,256
ADULT SOCIAL CARE	886	1,099	682	705	728	752	4,100
PLACE DIRECTORATE							
HOUSING & COMMUNITY SAFETY (HRA & GF)	31,387	72,758	40,576	35,181	27,701	14,638	207,603
TRANSPORT, HIGHWAYS & ENVIRONMENT	25,261	125,601	56,257	16,602	16,282	17,698	240,003
PROPERTY SERVICES	3,877	47,909	1,250	275	275	275	53,586
CHIEF OPERATING OFFICER							
STADIUM & MAJOR PROJECTS	506	271	0	0	0	0	777
ICT	1,820	3,722	2,820	3,170	2,820	2,820	14,352
CUSTOMER & CORPORATE SERVICES	50	2,290	200	200	200	200	2,940
COMMUNITIES & CULTURE	1,699	5,383	726	0	0	0	7,808
CLIMATE CHANGE	73	1,461	250	250	0	0	2,034
TOTAL BY DEPARTMENT	79,321	284,648	105,281	58,283	48,926	36,383	576,459
TOTAL GROSS EXPENDITURE	79,321	284,648	105,281	58,283	48,926	36,383	576,459
TOTAL EXTERNAL FUNDING	28,676	122,984	45,594	13,200	9,612	6,495	226,561
TOTAL INTERNAL FUNDING	50,645	161,664	59,687	45,083	39,314	29,888	386,281



Executive**15 June 2023**

Report of the Chief Finance Officer
Portfolio of the Executive Member for Finance & Performance

**Treasury management annual report and review of prudential indicators
2022/23****Summary**

1. The Council is required by regulations issued under the Local Government Act 2003 to produce an annual treasury management review of activities and the actual prudential and treasury indicators for 2022/23. This report meets the requirements of both the CIPFA Code of Practice on Treasury Management, (the Code) and the CIPFA Prudential Code for Capital Finance in Local Authorities, (the Prudential Code).
2. The regulatory environment places responsibility on members for the review and scrutiny of treasury management policy and activities. This report provides details of the outturn position for treasury activities and highlights compliance with the Council's policies previously approved by members.
3. This report also confirms that the Council has complied with the requirement under the Code to give scrutiny to treasury management reports by Audit & Governance Committee.

Recommendations

4. Executive is asked to:

Note the 2022/23 performance of treasury management activity and prudential indicators outlined in annex A.

Reason: to ensure the continued performance of the treasury management function can be monitored and to comply with statutory requirements.

Background and analysis

The Economy and Interest Rates

5. 2022/23 has seen rising and volatile UK interest rates right across the curve, from Bank Rate through to 50-year gilt yields, and these have been affected by rising and stubborn inflationary pressures, the easing of Covid restrictions in most developed economies, the Russian invasion of Ukraine, and a range of different UK Government policies. At present the Bank of England is being challenged by persistent inflation that is exacerbated by very tight labour markets and high wage increases relative to what the bank believes to be sustainable.
6. Bank Rate increased throughout 2022/23, starting at 0.75% and finishing at 4.25%. CPI inflation rose to peak at 11.1% in October 2022 and falls from this level will very much rest on the movements in the gas and electricity markets, as well as the supply-side factors impacting food prices. On balance, most commentators expect the CPI measure of inflation to drop back towards 4% by the end of 2023. As of February 2023, CPI was 10.4%.
7. Investment returns improved throughout 2022/23 due to successive Bank of England base rate increases which in turn was reflected in investment rates available. This was expected after the Bank of England had started to increase base rate towards the end of 2021/22 to combat rising inflation as the Bank of England realised that inflationary pressures were not transitory, and that tighter monetary policy was called for.
8. In terms of borrowing, PWLB rates are based on gilt (UK Government bonds) yields through HM Treasury determining a specified margin to add to gilt yields. The main influences on gilt yields are Bank Rate, inflation expectations and movements in US treasury yields. Since early 2022, yields have risen dramatically in all the major developed economies, first as economies opened post-Covid; then because of the inflationary impact of the war in Ukraine in respect of the supply side of many goods. In particular, rising cost pressures emanating from shortages of energy and some food categories have been central to inflation rising rapidly. It is projected that there is likely to be a fall in gilt yields and PWLB rates across the whole curve over the next one to two years as Bank Rate first rises to dampen inflationary pressures and a tight labour market, and is then cut as the economy slows, unemployment rises, and CPI inflation moves closer to the Bank of England's 2% target. As a general rule, short-dated gilt yields will reflect expected movements in Bank Rate, whilst medium to long-dated yields are driven primarily by the inflation outlook.

Overall treasury position as at 31 March 2023

9. The Council's year end treasury debt and investment position for 2022/23 compared to 2021/22 is summarised in the table below:

Debt	31/03/2023	Average Rate	31/03/2022	Average Rate
	£m	%	£m	%
General Fund debt	154.9	3.17	159.6	3.21
Housing Revenue Account (HRA) debt	146.4	3.20	146.4	3.21
PFI	42.8	n/a	44.0	n/a
Total debt	344.1	3.18	350.0	3.21
Investments				
Councils investment balance	10.8	2.02	38.8	0.10

Table 1 summary of year end treasury position as at 31 March 2023

Borrowing requirement and debt

10. The Council's underlying need to borrow to finance capital expenditure is termed the Capital Financing Requirement (CFR).

	31 March 2023 Actual £m	31 March 2023 Budget £m	31 March 2022 Actual £m
CFR General Fund	292.8	323.1	275.5
CFR HRA	146.4	146.4	146.4
PFI	42.8	45.5	44.0
Total CFR	482.0	515.0	465.9

Table 2 capital financing requirement

Borrowing outturn for 2022/23

11. During 2022/23, the Council maintained an under-borrowed position. This meant that the capital borrowing need, (the Capital Financing Requirement), was not fully funded with loan debt, as cash supporting the Council's reserves, balances and cash flow was used as an interim measure. This strategy was still prudent as investment returns, while rising, were below borrowing rates which increased sharply across the curve in 2022/23.

12. The policy of avoiding new borrowing by running down spare cash balances, has served well over the last few years as it has helped to reduce the Councils cost of carry – the revenue cost difference between (higher) borrowing costs and (lower) investment returns. This policy is kept under review and as borrowing interest rates have increased sharply in the last year it makes sense to continue to internally borrow until rates start to decrease which they are predicted to do towards the end of 2023/24.
13. Where debt is required to finance the capital programme the Treasury team will look at temporary and short term borrowing options if internal borrowing cannot be maintained and also look out for, and at, opportunities to draw down long term debt at more favourable rates should the opportunities arise through either PWLB or market borrowing in order to try to minimise the longer-term impact of debt costs.
14. During 2022/23 no new loans were taken. Whilst the borrowing CFR has increased as anticipated, this was less than previously budgeted (see table 2) due to the reappraisal of the capital programme and actual expenditure being less than forecast, the latter been covered by internal borrowing.
15. During 2022/23 the following existing loans matured. The total of maturing loans was £4.7m.

Lender	Issue Date	Repayment Date	Amount £	Rate	Duration (years)
PWLB	23/11/2000	05/11/2022	2,000,000.00	4.75%	21.95
PWLB	03/04/2001	05/11/2022	1,000,000.00	4.75%	21.59
PWLB	15/11/2001	28/02/2023	1,700,000.00	4.50%	21.29

Table 3 – Maturing loans in 2022/23

16. No rescheduling was done during the year.

Investment outturn for 2022/23

17. The Council's investment policy is governed by DLUHC guidance, which has been implemented in the annual investment strategy approved by the Council on 17th February 2022. This policy sets out the approach for choosing investment counterparties and is based on credit ratings provided by the three main credit rating agencies, supplemented by additional market data, (such as rating outlooks, credit default swaps, bank share prices etc.). The Council will also consider environmental, social and governance issues when placing investments after the core investment priorities of security, liquidity and yield have been assessed and this will be

done through the use of the FTSE4Good index or any suitable alternative responsible investment index or information to be decided by the s151 officer. The investment activity during the year conformed to the approved strategy, and the Council had no liquidity difficulties.

18. The Council maintained an average investment balance of £52.422 in 2022/23 compared to £45.722m in 2021/22. The surplus funds earned an average rate of return of 2.02% in 2022/23 compared to 0.10% in 2021/22. Cash supporting the Council's reserves, balances and cash flow was used as an interim measure to delay and minimise long term borrowing throughout the year.
19. The level of cash balances available is largely dependent on the timing of the Council's cash flow as a result of precept payments, receipt of grants, receipt of developers contributions, borrowing for capital purposes, payments to its suppliers of goods and services and spend progress on the Capital Programme. Cash held compared with this time last year has increased rather than decreased due to the timing of these cash flows and the cash balances are therefore only available on a temporary basis. Cash balances have been helped in 2022/23 by a reappraisal of the capital programme and slower than expected capital spending.
20. The Council uses a benchmark indicator to assess the Councils investment performance, and this is the average Sterling Overnight Index Average (SONIA). SONIA is based on actual transactions reflecting the average of the interest rates that banks pay to borrow sterling overnight.
21. Table 5 shows the average investment performance for the financial year 2022/23 using SONIA. The comparators given are based on overnight and 7 day benchmarks. These comparators have been chosen as the Council has mainly held cash liquid or in short term notice deposits over the year and so as the Bank of England has increased interest rates from 0.75 to 4.25 during 2022/23 the Councils average rate of return, while increasing, has remained lower than SONIA due to the liquid nature of the cash holdings.

Benchmark	Average Benchmark Return %	Average Council Performance %
Overnight	2.24	2.02
7 day backward looking	2.23	2.02

Table 5 – SONIA vs. CYC comparison 2022/23

Consultation

22. The report will be reviewed and scrutinised by Audit and Governance Committee in July 2023.

Options

23. Not applicable.

Council Plan

24. Effective treasury management ensures the Council has sufficient liquidity to operate, safeguards investments, maximises return on those investments and minimises the cost of debt. This allows more resources to be allocated for delivering the Council's priorities as set out in the Council Plan.

Implications

25. This report has the following implications:
- **Financial** are contained throughout the main body of the report.
 - **Human Resources (HR)** There are no HR implications.
 - **One Planet Council / Equalities** There are no One Planet Council or equalities implications.
 - **Legal** Treasury management activities have to conform to the Local Government Act 2003, which specifies that the Council is required to adopt the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice.
 - **Crime and Disorder** There are no crime and disorder implications.
 - **Information Technology (IT)** There are no IT implications.
 - **Property** There are no property implications.
 - **Other** There are no other implications.

Risk Management

26. The treasury function is a high-risk area due to the large value transactions that take place. As a result, there are strict procedures set out as part of the treasury management practices statement. The scrutiny of this and other monitoring reports is carried out by Audit and Governance Committee as part of the Council's system of internal control.

Contact Details

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Authors:		Chief Officer Responsible for the report:		
Debbie Mitchell Chief Finance Officer		Debbie Mitchell Chief Finance Officer		
Tony Clark Senior Accounting Technician		Report Approved	√	Date 17 th May 2023
Wards Affected: List wards or tick box to indicate all				All ✓
For further information please contact the author of the report				

Background Papers:

None

Annexes:

Annex A: Prudential Indicators 2022/23

List of Abbreviations Used in this Report

CFR - Capital Financing Requirement

CIPFA - Chartered Institute of Public Finance & Accountancy

CPI - Consumer Price Index

CYC – City of York Council

DLUHC – Department for Levelling Up, Housing and Communities

MPC - Monetary Policy Committee

MRP - Minimum Revenue Provision

PWLB - Public Works Loan Board

SONIA – Sterling Overnight Index Average

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Prudential Indicators 2022/23 Outturn (31.03.23)

	Prudential Indicator		2022/23	2023/24	2024/25	2025/26	2026/27	2026/27
1	Capital expenditure To allow the authority to plan for capital financing as a result of the capital programme and enable the monitoring of capital budgets.	GF	£50.8m	£218.7m	£67.1m	£25.5m	£23.8m	£24.3m
		HRA	£28.5m	£65.9m	£38.2m	£32.8m	£25.1m	£12.1m
		Other LT	£0.0m	£0.0m	£3.4m	£0.5m	£0.5m	£0.5m
		<u>Total</u>	<u>£79.3m</u>	<u>£284.6m</u>	<u>£108.7m</u>	<u>£58.8m</u>	<u>£49.4m</u>	<u>£36.9m</u>
2	CFR Indicates the Council's underlying need to borrow money for capital purposes. The majority of the capital programme is funded through government support, government grant or the use of capital receipts. The use of borrowing increases the CFR.	GF	£292.8m	£391.6m	£403.0m	£404.9m	£408.2m	£414.0m
		HRA	£146.4m	£146.4m	£149.8m	£153.4m	£153.4m	£153.4m
		Other LT	£42.8m	£41.7m	£44.1m	£42.9m	£41.7m	£40.6m
		<u>Total</u>	<u>£481.9m</u>	<u>£579.7m</u>	<u>£596.9m</u>	<u>£601.1m</u>	<u>£603.2m</u>	<u>£608.0m</u>
3	Liability Benchmark The Liability Benchmark is based on current capital plans and cash flow assumptions, therefore giving the Council an indication of how much it needs to borrow, when it is likely to need to borrow, and where to match maturities to its planned borrowing needs. The liability benchmark makes no assumption about the level of future prudential borrowing in unknown capital budgets.	<p style="text-align: center;">Liability Benchmark</p> <p>The chart illustrates the projected total amount of loans over time. PWLB Loans peak at approximately £550,000 in 2028. LOBO Loans peak at approximately £300,000 in 2028. Variable rate loans peak at approximately £400,000 in 2028. Net Loans Requirement peaks at approximately £400,000 in 2028. Liability Benchmark (Gross Loans Requirement) peaks at approximately £400,000 in 2028. Market Loans (excl LOBO loans) peak at approximately £400,000 in 2028. Short Term inc LA Temporary Borrowing (<1 year) peaks at approximately £400,000 in 2028. Existing Loan Debt Outstanding peaks at approximately £300,000 in 2028. Loans CFR peaks at approximately £550,000 in 2028. All loan amounts decrease significantly after 2028, with most reaching near zero by 2050.</p>						
4	Ratio of financing costs to net revenue stream An estimate of the cost of borrowing in relation to the net cost of Council services to be met from government grant and council taxpayers. In the case of the HRA the net	GF	8.13%	11.63%	13.87%	14.46%	14.57%	14.75%
		HRA	11.04%	9.92%	9.52%	9.31%	9.10%	8.88%
		<u>Total</u>	<u>8.68%</u>	<u>11.30%</u>	<u>13.04%</u>	<u>13.48%</u>	<u>13.54%</u>	<u>13.68%</u>

	Prudential Indicator		2022/23	2023/24	2024/25	2025/26	2026/27	2026/27
	revenue stream is the income from rents. <i>Note that in future years some of the forecast debt will be directly funded by business rates income and a number of other self financing schemes, where income is generated to meet the cost of investment in the scheme. Therefore the actual figure will be lower than shown here.</i>							
5	External debt To ensure that borrowing levels are prudent over the medium term the Council's external borrowing, net of investments, must only be for a capital purpose and so not exceed the CFR.	Gross Debt Invest Net Debt	£344.1m £10.8m £333.3m	£448.0m £15.0m £433.0m	£474.7m £15.0m £459.7m	£489.5 £15.0m £474.5m	£502.9m £15.0m £487.9m	£519.6m £15.0m £504.6m
6 a	Authorised limit for external debt The authorised limit is a level set above the operational boundary in acceptance that the operational boundary may well be breached because of cash flows. It represents an absolute maximum level of debt that could be sustained for only a short period of time. The council sets an operational boundary for its total external debt, gross of investments, separately identifying borrowing from other long-term liabilities.	Borrowing / Other long term liabilities	£525.0m £30.0m £555.0m (£555.0m set at 2022/23 Strategy)	£590.9m £30.0m £620.9m (£620.9m set at 2023/24 Strategy)	£606.9m £30.0m £636.9m (Based on current CFR projection)	£611.1m £30.0m £641.1m (Based on current CFR projection)	£613.2m £30.0m £643.2m (Based on current CFR projection)	£618.0m £30.0m £648.0m (Based on current CFR projection)

	Prudential Indicator		2022/23	2023/24	2024/25	2025/26	2026/27	2026/27
6 b	<p>Operational boundary for external debt</p> <p>The operational boundary is a measure of the most likely, prudent, level of debt. It takes account of risk management and analysis to arrive at the maximum level of debt projected as part of this prudent assessment. It is a means by which the authority manages its external debt to ensure that it remains within the self-imposed authority limit. It is a direct link between the Council's plans for capital expenditure; our estimates of the capital financing requirement; and estimated operational cash flow for the year.</p>	Borrowing / Short Term Liquidity Requirement	£481.9m	£579.7m	£596.9m	£601.1m	£603.2m	£608.0m
			£43.1m	£11.2m	£10.0m	£10.0m	£10.0m	£10.0m
			<u>£525.0m</u>	<u>£590.9m</u>	<u>£606.9m</u>	<u>£611.1m</u>	<u>£613.2m</u>	<u>£618.0m</u>
			(£525.0m set at 2022/23 Strategy)	(£590.9m set at 2023/24 Strategy)	(Based on current CFR projection)	(Based on current CFR projection)	(Based on current CFR projection)	(Based on current CFR projection)

