



**Notice of a public meeting of  
Executive**

**To:** Councillors Aspden (Chair), Ayre, Craghill, Cuthbertson, D'Agorne, Runciman, Smalley, Waller and Widdowson

**Date:** Thursday, 19 May 2022

**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 item\* on this agenda, notice must be given to Democracy Support Group by **4:00 pm on Monday, 23 May 2022.**

\*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 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.

**2. Minutes**

(Pages 1 - 14)

To approve and sign the minutes of the last Executive meeting, held on 21 April 2022.

### 3. **Public Participation**

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

**Please note that our registration deadlines have changed to 2 working days before the meeting, in order to facilitate the management of public participation at remote meetings.** The deadline for registering at this meeting is **5:00pm on Tuesday, 17 May 2022**. To register to speak please visit [www.york.gov.uk/AttendCouncilMeetings](http://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 Remote Public Meetings**

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

During coronavirus, we've made some changes to how we're running council meetings. See our coronavirus updates ([www.york.gov.uk/COVIDDemocracy](http://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. **School Holiday Food Scrutiny Review Final Report** (Pages 17 - 66)

The Chair of the Children, Education and Communities Scrutiny & Policy Committee to present the final report of the Task Group set up to review support for children's food during school holiday times, including the recommendations to Executive arising from the review.

### 6. **Scrutiny Review into Community Hubs** (Pages 67 - 166)

The Vice-Chair of the Children, Education and Communities Scrutiny & Policy Committee to present the final report of the Task Group set up to undertake a review of Community Hubs, including the recommendations to Executive arising from the review.

## 7. 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

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Meeting

Executive

Date

21 April 2022

Present

Councillors Aspden (Chair), Ayre, Craghill, Cuthbertson, D'Agorne, Runciman, Smalley, Waller and Widdowson

In Attendance

Councillor Kilbane

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**110. Declarations of Interest**

Members were asked to declare at this point in the meeting any disclosable pecuniary interests or other registrable interests that they might have in the business on the agenda, if they had not already done so in advance on the Register of Interests.

Cllr Waller declared an interest in Agenda Item 9 (Minute 118 refers), as a member of Acomb Alive. He left the room during consideration of that item and took no part in the debate or decisions thereon.

**111. Minutes**

Resolved: That the minutes of the Executive meeting held on 17 March 2022 be approved and then signed by the Chair as a correct record.

**112. Public Participation**

It was reported that there had been 9 registrations to speak at the meeting under the Council's Public Participation Scheme.

Janet Hopton spoke on Agenda Item 5 (Minute 114 refers), supporting the proposals as Chairman of the York World Heritage Steering Group.

John Oxley also spoke on Item 5, supporting the proposals as a member of the York World Heritage Steering Group.

Flick Williams also spoke on Item 5, raising concerns about the proposals in light of the inaccessibility of some York heritage

sites and expenditure on the bid during the current cost of living crisis.

Andrew Mortimer spoke on Agenda Item 6 (Minute 115 refers), on behalf of Badger Hill residents' community group, describing the problems caused by HMOs in the area and stating that planning consent should be needed to extend smaller as well as larger HMOs.

Alan Richards also spoke on Item 6 as a resident of Badger Hill, highlighting an example of issues caused by a particular HMO in the area and problems in obtaining help from the council on this.

Cllr Warters also spoke on Item 6, stating that the recommendations in the report did not address the requirements of the Council motion and that Members should approve Option 1.

Cllr Douglas spoke on Agenda Items 8 and 9 (Minutes 117 and 118 refer). On Item 8 she expressed disappointment at the slow progress on the Executive's original commitment to improve the street environment 5 years ago. On Item 9 she expressed the hope that inward investment would bring well paid jobs to the city.

Cllr Melly spoke on Agenda Items 8 and 11 (Minutes 117 and 120 refer). On Item 8 she objected to the proposal to delegate the sign-off of the stopping-up order to officers. On Item 11 she also raised concerns at the proposal to delegate to officers rather than to the Executive Member for Transport.

Cllr Vassie spoke on Agenda Item 10 (Minute 119 refers), expressing support for Option 3 and the hope that the wishes of the community would be followed.

### **113. 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.

### **114. York as a World Heritage Site**

The Assistant Director of Customer and Communities presented a report which introduced the report of the York World Heritage

Steering Group (YWHSG) and its recommendation that York should make a bid for World Heritage status.

Executive had formally set out the ambition for the city to apply for UNESCO World Heritage status as part of approving the Culture Strategy for York, 2019-2025. The YWHSG's report, attached at Annex A, recognised that the bid must deliver greater empowerment and involvement of residents in managing, understanding and enjoying the heritage of the city.

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

- with the help of York Conservation Trust, consideration had been given to how to implement climate change measures without adversely affecting the heritage;
- though not technically a part of the bid, physical and intellectual accessibility for all was an important aspect.

The Chair thanked officers and members of the YWHSG for their work, and it was

- Resolved:
- (i) That the recommendation of the YWHSG report that York should make a bid for World Heritage status be accepted.
  - (ii) That City of York Council, together with YWHSG, commit to asking the Department for Digital, Culture, Media and Sport to consider an application from York for admittance to the UK Tentative List of World Heritage Sites.
  - (iii) That the council work with YWSG to take the bid project forward to Stage 2, including forming a broad-based public and private partnership to raise the approx. £7.5m required in 2022/23 to fund the required work.
  - (iv) That it be noted that there is currently no identified council funding stream to cover the cost of any Stage 3 bid and that, if a bid is successful and can proceed to Stage 3, the council will seek support from partners to progress this.

Reason: To seek the international recognition and prestige that World Heritage status confers.

**115. Review of the “Controlling the Concentration of Houses in Multiple Occupation” Supplementary Planning Document 2012 (revised 2014) in response to the Council Motion of December 2021**

The Corporate Director of Place presented a report which responded to a motion, approved by Full Council on 16 December 2021 (Minute 48 of that meeting refers), requesting Executive to consider a review of the above Supplementary Planning Document (SPD) relating to Houses in Multiple Occupation (HMOs).

The report set out the implications and legal considerations associated with undertaking a review of the SPD and asked Members to consider these, and any changes to policy, in the context of the council’s Local Plan, currently at examination. It also drew attention to a recent decision of the Local Government & Social Care Ombudsman (LGSCO), relating to delays in updating the HMO database, and an Information Commissioner’s Office (ICO) decision notice, relating to provision of information on student HMOs. Two options were presented, as detailed in paragraphs 36-48 and summarised below:

**Option 1** – instigate a review of Policy 8 in the Local Plan (LP) and reconsider the role of HMO provision in delivering the city’s Housing need. Not recommended, as a review of the HMO SPD and policy approach while the LP was under examination could undermine the examination and the integrity of the LP.

**Option 2** – confirm the council’s view that its Local Plan policies are robust and fit for purpose, maintain the current approach to collecting information on known HMOs, consider planning implications of the Licensing regime in June and consider additional resources to help with Planning capacity. This was the recommended option.

In response to matters raised under Public Participation, officers confirmed that:

- in the LP, the council was seeking to restrict the expansion of off-campus student accommodation;
- issues in relation to Badger Hill were not the subject of this report, and planning officers would be asked to respond.

Resolved: (i) That it be confirmed that the current HMO policies are evidence-based, robust and fit for purpose (Option 2) and that the consideration of a review of the Local Plan Policy H8 and the HMO SPD be deferred until such time as the Local Plan is adopted, at which time the appropriate resources and scope can be considered as part of the ongoing process of maintaining an evidence based Local Plan and the National Planning Policy Framework (NPPF) requirement for regular Local Plan reviews.

Reason: To ensure the Local Plan examination is not put at risk and to ensure resources are in place to facilitate a robust evidence base approach to the future review of the Local Plan and policies.

(ii) That the contents of the report regarding the recent LGSCO decision and the proposed review of the Planning team's enforcement capacity in conjunction with the future HMO licencing report be noted.

Reason: To ensure that Members are kept up to date and the commitments made to the LGSCO and the customer are complete.

(iii) That the contents of the report regarding the recent ICO decision notice and confirming the nature of the future publication of HNO data be noted.

Reason: To ensure Members are kept up to date with the Council's statutory data management obligations regarding its approach to HMO regulation.

## **116. Physical Activity Strategy**

The Acting Director of Public Health presented a report which asked Executive to adopt the final draft of the York Physical Activity and Sport Strategy for 2022-2032 (the Strategy).

The Strategy, attached at Annex 1 to the report, which focused on reducing sedentary behaviour and encouraging good habits from childhood, had been designed to align with other council strategies. Its development had included engagement with residents via consultation and input from relevant partners. The

'York Active Partnership' steering group would take responsibility for delivering the Strategy and overseeing its governance.

Members thanked officers for their work in producing the Strategy, noting its relevance to both physical and mental health, and it was

Resolved: That the Strategy be adopted.

Reason: To give effect to the Strategy, which has been developed over a long period of time and properly consulted upon during the draft stages.

#### **117. York Central Enterprise Zone Funding Agreement**

The Director of Housing, Economy & Regeneration presented a report which set out proposals to enter into a funding agreement with land-owning partners to draw down Enterprise Zone (EZ) funding to deliver the enabling infrastructure for York Central, along with other proposed funding allocations to progress the scheme.

The requirement to call upon EZ funding had been generated earlier than anticipated, because the overall cost of the infrastructure was now likely to exceed the initial estimate of £155m. Revised modelling of the EZ income, based on first commercial occupation in 2027, indicated that a borrowing level of £35m remained affordable (paragraphs 26-33, including the table at paragraph 30). Funding inward investment from early EZ receipts would increase the occupancy on which the success of the model depended.

Further proposals in the report related to associated matters including: technical assurance work for adoption of the highway; agreements to permit construction of bridges over the railway (paragraph 70); discharge of conditions of the Leeman Road Stopping Up Order (paragraphs 71-75); disposal of the Canteen building to free up the site (paragraphs 77-78); and delivery of the Jubilee Terrace to Scarborough Bridge Riverside Path improvement scheme (paragraphs 79-82).

In supporting the proposals, the Chair welcomed the progress made to date in unlocking the York Central site and highlighted the importance of the scheme to the development of the city. In

response to matters raised under Public Participation, it was agreed to amend recommendation (x) (Resolution (ix)) by inserting the words *'in consultation with the Executive Member for Transport'*.

- Resolved:
- (i) That authority be delegated to the Chief Finance Officer, in consultation with the Director of Governance or her delegated officers, to enter into an Enterprise Zone (EZ) funding agreement with Homes England to reimburse infrastructure costs to enable the delivery of York Central.
  - (ii) That the previously approved £35m capital budget funded from future EZ receipts be allocated as a contribution to the enabling infrastructure, to be used after all other grant funding has been exhausted.
  - (iii) That up to £2.7m of previously approved CYC borrowing be allocated to fund the Technical Assurance work to enable the highways infrastructure to be adopted.
  - (iv) That up to £500k of previously approved CYC borrowing be allocated to deliver the Jubilee Terrace to Scarborough Bridge Riverside Path improvement scheme.
  - (v) That up to £250k of EZ revenue receipts be allocated to fund inward investment activity in the council's economic development team, specifically to promote York Central and to attract occupiers.
  - (vi) That authority be delegated to the Director of Transport, Environment & Planning to agree technical assurance arrangements for the adoption of the highways infrastructure for York Central as set out in the report.
  - (vii) That authority be delegated to the Director of Transport, Environment & Planning (in consultation with the Director of Governance or her delegated officers) to enter into S278/38 Agreements with York Central landowners.

(viii) That authority be delegated to the Director of Transport, Environment & Planning (in consultation with the Director of Governance or her delegated officers) to enter into the Bridge Agreements with Network Rail and Homes England.

(ix) That authority be delegated to the Director of Transport, Environment & Planning, in consultation with the Executive Member for Transport, to certify the discharge of conditions to permit the Stopping Up of Leeman Road.

(x) That approval be given to dispose of the former Canteen Building on Chancery Rise to Network Rail in order to facilitate the removal of their operational uses from the York Central site, and delegate to the Director of Housing, Economy and Regeneration to agree the final value, following an independent valuation exercise.

Reason: To ensure the delivery of York Central and to provide funding for enabling infrastructure including a new access route to York Central, and to support the commercial development of the scheme to generate EZ income to fund that infrastructure.

#### **118. Future of Acomb Front Street - Enhancing Economic Growth for Secondary Shopping Areas**

The Director of Housing, Economy & Regeneration and the Regeneration Project Manager presented a report which summarised the outcomes of the project to implement short term improvements to Front Street, Acomb and identify longer term improvements that could be made to the area based on public and stakeholder engagement.

Consultants PWP Design Ltd. had been appointed to undertake a study and obtain the views of residents and the business community. Their report of March 2021, attached as Annex B, took account of the results of the consultation included at Annex A and proposed 10 longer-term ideas to improve the area. Details of short-term measures that had already been implemented were set out in paragraphs 42-47 of the cover report, and additional projects identified for immediate delivery



with the remaining capital funding were detailed in paragraphs 48-52.

Officers advised that the reference in paragraph 36 to the Executive Member for Economy & Place be altered to *'the Executive Leader, or by delegation to an appropriate Executive Member'*, given that the Executive Member for Economy & Place had declared an interest in this item.

Having noted the comments made under Public Participation, it was

Resolved: (i) That the key findings from the community engagement, and the consultants' ideas for potential physical improvements to the public realm to make long term impact in line with the study brief approved in 2018, be noted.

(ii) That the improvements and events that have been funded through the Acomb Front Street project to date be noted.

Reason: To conclude the project and confirm it has been delivered in line with the brief approved in 2018.

(iii) That the immediate improvements proposed to Front Street from the remaining project budget and existing budgets be approved.

Reason: To continue to support the economic growth and vibrancy of Acomb Front Street.

(iv) That the proposed long term ideas that will be considered should future external regeneration funding bids be successful be noted, noting also that any long term idea(s) taken forward will be subject to further feasibility and engagement and require an Equalities Impact Assessment to be undertaken.

Reason: To inform the scope of future funding bids.

## 119. The Future of Primary School Places in Naburn

The Assistant Director, Education & Skills presented a report which set out options for the future of primary school provision in Naburn, in the context of the complex challenges affecting this provision and the outcome of a recent Ofsted inspection of Naburn Primary School, a voluntary controlled Church of England school.

The school had been experiencing falling rolls for the last 5 years and had been placed in special measures following an Ofsted inspection in December 2021. The possibility of academy conversion or federation with another maintained primary school had been considered before the inspection but proved unviable. Three options were now available to the local authority, as detailed in paragraphs 10-14 of the report and summarised below:

**Option 1** – continue to support the school until an academy sponsor can be found. This was not recommended due to the financial risk and the risk of a further fall in pupil numbers.

**Option 2** – publish a statutory notice proposing closure of the school.

**Option 3** – follow a twin track approach of working to identify an academy sponsor whilst beginning a consultation on the future of primary school places in Naburn. This was the recommended option. Officers confirmed that, should a sponsor not be found, the results of the consultation would be brought back to Executive for consideration of the closure process.

Having noted the comments made on this item under Public Participation, it was

Resolved: That Option 3 be approved: to follow a twin track approach of working to identify an academy sponsor within the next 6 to 8 months, whilst at the same time consulting on the future of primary school places in the village of Naburn.

Reasons: a) To ensure that the local authority is fulfilling its statutory duty to manage the sufficiency and quality of school places in an efficient and cost effective way, given that the school has received a directive academy order as a result of being placed in special measures and is vulnerable due to falling rolls and the impact this is having on its future financial sustainability.

b) The publication of the statutory notice proposing the closure of Naburn Primary School, followed by a six-week representation period, will allow the LA to fully consider all further observations and comments received and decide whether to proceed with the proposals; at the same time work will continue to take place to support the school's improvement and to continue the search for an academy sponsor.

## **120. Actions in Response to DfT's Bus Funding Announcement**

The Corporate Director of Place and the Public Transport Planner presented a report which sought approval to facilitate the submission of the necessary documentation to the Department for Transport (DfT) to secure Bus Service Improvement Plan (BSIP) funding.

On 20 May 2021, Executive had endorsed a decision to pursue an Enhanced Partnership for buses (EP) (*Minute 138 of that meeting refers*) and the council had subsequently submitted a BSIP to the DfT by the deadline of 31 October 2021. On 4 April 2022, after several delays, the DfT had announced the indicative BSIP funding allocations, York's share being £17.36 m. To receive this sum, the council must submit a draft 'summary table' by 2 May showing how it intended to use the funding. The finalised table, with a draft EP Plan and Scheme, must be submitted by 30 June, followed by statutory consultations prior to delivery of the EP. Approval was sought to delegate the necessary actions to the Director in order to meet the DfT's deadlines.

In supporting the proposals, the Chair and the Executive Member for Transport thanked officers for their efforts in securing the indicative funding, and highlighted plans for future improvements to bus services in York. Having noted the comments made under Public Participation on this item, it was

Resolved: (i) That authority be delegated to the Director of Transport, Environment & Planning, in consultation with the Leader of the Council, Executive Member for Transport and the Director of Governance or her delegated officers, to:

- a) prepare and submit a draft Bus Service Improvement Plan summary table to Department for Transport by 2 May 2022;
- b) prepare and submit a finalised Bus Service Improvement Plan summary table to the Department for Transport by 30 June 2022;
- c) prepare and submit a draft Enhanced Partnership Plan and Scheme to Department for Transport by 30 June 2022;
- d) commence the statutory 28 day operator consultation objection period;
- e) commence the statutory 28 day stakeholder consultation.

(ii) That it be noted that a further report will be brought to Executive setting out the final arrangements that have been submitted to Department for Transport.

Reason: To ensure that £17.36m in Department for Transport Bus Service Improvement Plan funding is secured and that the council can proceed with the process of establishing a statutory bus Enhanced Partnership to deliver its stated Bus Service Improvement Plans objectives in line with the National Bus Strategy.

**121. Adoption of Enforcement Powers under part 6 of the Traffic Management Act (TMA) 2004**

The Corporate Director of Place and the Head of Highways & Transport presented a report which provided an update on the new enforcement powers for Local Authorities under Part 6 of the Traffic Management Act 2004 and asked Executive to support an application for extended powers under the TMA, with a pilot.

The extended powers would allow the council to share with the police the ability to enforce moving traffic restrictions, including banned turns, access restrictions, and yellow box junctions. Full signage requirements were set out in Annex A to the report. Before applying for the powers, the council must gain a letter of support from the Chief Constable of North Yorkshire Police and conduct a consultation exercise to obtain feedback from the public on the local authority's application of the new powers.

If the powers were granted, it was proposed to conduct a pilot scheme with selected powers in a specific area (i.e. the banned right turn out of Lendal) in order to test the practicalities before rolling out the implementation further.

- Resolved:
- (i) That authority be delegated to the Director of Environment, Transport & Planning to write to the Chief Constable seeking support for the Council to take on the responsibilities for enforcement of part 6 of the Traffic Management Act 2004.
  - (ii) That a public consultation on implementation by Traffic Management of the responsibilities for enforcement of part 6 of the Traffic Management Act 2004, as per Department for Transport guidance, be approved.
  - (iii) That authority be delegated to the Director of Environment, Transport & Planning to apply to the Department for Transport to take on the responsibilities for enforcement of part 6 of the Traffic Management Act 2004.
  - (iv) That approval be given to explore a pilot scheme, and that authority be delegated to the Executive Member for Transport to make the decision on implementation.
  - (v) That authority be delegated to the Executive Member for Transport to approve the further roll-out and enforcement of extended regulations.

Reason: To ensure that the safety of the Highway network is further strengthened.

Cllr K Aspden, Chair

[The meeting started at 5.34 pm and finished at 8.04 pm].

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**Forward Plan: Executive Meeting: 19 May 2022**

**Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 16 June 2022**

Title and Description	Author	Portfolio Holder
<p><b>Results of the consultation on additional licensing for Houses in Multiple Occupation (HMO)</b></p> <p><b>Purpose of Report</b>                      To provide an update on the city-wide, statutory consultation undertaken in 2021 on the potential designation of targeted Additional Licensing Scheme for HMOs with 3 or 4 occupants within the wards of Hull Road, Guildhall, Clifton, Fishergate, Heworth, Micklegate, Osbaldwick &amp; Derwent, and Fulford &amp; Heslington and set forward options to determine whether to designate an additional licensing scheme.                      Executive will be asked to: determine whether to designate an additional HMO licensing scheme.</p>	<p>Ruth Abbot &amp; Michael Jones</p>	<p>Executive Member for Housing &amp; Safer Neighbourhoods</p>
<p><b>Capital Programme 2021/22 Outturn</b></p> <p><b>Purpose of Report</b>                      To provide Members with the outturn position on the capital programme.                      Executive will be asked to: note the outturn and recommend to Full Council any changes, as appropriate.</p>	<p>Emma Audrain</p>	<p>Executive Member for Finance &amp; Performance</p>
<p><b>Treasury Management &amp; Prudential Indicators 2021/22 Outturn</b></p> <p><b>Purpose of Report</b>                      To provide the annual treasury management review of activities and the actual prudential and treasury indicators.                      Executive will be asked to: note the issues and approve any adjustments as required to the prudential indicators or strategy.</p>	<p>Debbie Mitchell</p>	<p>Executive Member for Finance &amp; Performance</p>

Title and Description	Author	Portfolio Holder
<b>Finance &amp; Performance 2021/22 Outturn</b> <b>Purpose of Report</b> To provide Members with the year-end position on both finance and performance. Executive will be asked to: note the report.	Debbie Mitchell & Ian Cunningham	Executive Member for Finance & Performance

**Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 28 July 2022**

None currently listed.

**Table 3: Items Slipped on the Forward Plan**

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason
<b>Results of the consultation on additional licensing for Houses in Multiple Occupation (HMO)</b> See Table 2 for details	Ruth Abbott / Michael Jones	Executive Member for Housing & Safer Neighbourhoods	19/5/22	16/6/22	Officers are still awaiting the report which analyses the data from the two consultation exercises.





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**Executive****19 May 2022**

Report of the Children, Education and Communities Policy and Scrutiny Committee

**School Holiday Food Scrutiny Review Final Report – Cover Report****Summary**

1. This cover report presents the final report from the School Holiday Food Scrutiny Review undertaken by Children, Education and Communities (CEC) Policy and Scrutiny Committee. It seeks approval to the recommendations from the Executive.

**Recommendation**

2. Having considered the School Holiday Food Scrutiny Review Final Report at Appendix 1 and its annexes, the Executive is asked to approve the recommendations as shown in paragraph 6, below.

Reason: To conclude this scrutiny review in line with CYC (City of York) scrutiny procedures and protocols.

**Background**

3. Executive made a request on 30<sup>th</sup> September 2021 for Children, Education and Communities (CEC) Policy and Scrutiny Committee to consider: **the effectiveness, impact and funding of the free school meal voucher scheme alongside other grassroots community-based provision and other schemes to address food poverty impacts.**
4. At their meeting in January 2022, the CEC Scrutiny Committee resolved to form a Task Group to research, evaluate and consider the key issues in supporting children's food provision during school holidays. The draft scoping report was considered on 28 February 2022 and the following objectives were set:

- To assess the position pre-pandemic with respect to support for children's food during school holiday times for those entitled to Free School Meals.
- To identify the support made available during the pandemic from various funding sources, CYC provision and other community-based food support.
- To establish options to support the ongoing food needs of children during school holidays as the Pandemic food support comes to an end.

### **Consultation**

5. The Scrutiny Task Group consulted with Council Officers, Executive Members, service providers and schools, details of which are contained in the report at Appendix 1.

### **Review Recommendations**

6. Arising from the Committee's extensive consultation and key findings are a number of recommendations for the Executive to consider, these were approved at the Committee meeting, 03 May 2022:
  - **Recommendation 1** Holiday food provision should be put in place for the remaining school holidays in 2022/23 in line with the recommendations below, acknowledging that the provision of vouchers at a cost £50k to £60k per school holiday week is not affordable without direct government funding.
  - **Recommendation 2** Despite its acknowledged limitations, HAF will remain an important part of the school holiday food offer, and CYC should continue to promote it and work with providers to make activities as genuinely accessible as possible, whilst also lobbying Government for greater flexibility in how the programme can be delivered.
  - **Recommendation 3** In determining how the £200,000 for Covid recovery efforts is spent, Ward teams should prioritise supporting settings and providers that, with appropriate support, could deliver a school holiday food offer targeted at those most in need and for whom other support may not be accessible.

- **Recommendation 4** The remaining £43,000 in the school holiday food budget should be made available for LACs, schools and community organisations to use to issue supermarket vouchers to families who are in need and for whom other support may be inaccessible. If demand proves to be high, Executive should look at ways in which this fund could be supplemented from other sources.
- **Recommendation 5** When details of the new Household Support Fund are available, CYC should identify how its delivery can be targeted to specifically benefit FSM (Free School Meals) families.
- **Recommendation 6** CYC should produce an advice and information pack designed to signpost families, advice partners and ward councillors to sources of information and support. This should be accessible to all but promoted specifically to FSM families.

## Officer Response

7. The Committee is thanked for its detailed report produced on a timely basis to allow planning for the rest of the 2021/22 and ahead of the 2022/23 school year to support children and families during the school holidays in accordance with any agreed Executive recommendations.
8. The numbers of children claiming free school meals over this period are expected to increase as the cost of living and especially food and fuel, continue to increase and expect to worsen over the winter 2022/23.
9. The financial implications of the recommendations as they stand are in line with existing budget allocations. Should Executive Members choose to support alternative options illustrative costs are below:
  - **Fund free school meal vouchers during every school holiday week in each year.** A prudent average estimate would be £60k per week for 13 weeks, a total of £780k per year. There is currently no government funding available for this purpose except HAF funding as outlined in the scrutiny report. The new Household Support Fund could only be used up to September 2022 with a maximum top slice of £50k to allow its existing grant conditions to be met (at the time of writing this report the recommendation to members was to top

slice £50k to allow supermarket vouchers to be issued which would align with Recommendation 4 above). This option would therefore require additional funding to be identified.

- **Fund free school meal vouchers alongside the planned HAF scheme** which operates over 6 weeks of the school holiday. This would require 7 weeks funding of vouchers at an estimated cost of £60k per week, a total annual cost of £420k. Again Household Support Fund would be insufficient to support this. This option would therefore require additional funding to be identified.

10. All recommendations as they stand can be implemented in principle however the number of eligible children in addition to those in early year settings in a ward will impact on what can be achieved through available ward based funding (Recommendation 3), which means that other forms of support will be necessary and critical to avoid further inequalities emerging.

## **Options**

11. Having considered the final report at Appendix 1 and its annexes the Executive may choose to receive the report from Scrutiny and either approve and/or amend, or reject the recommendations arising from the review as set out in paragraph 6, above.

## **Council Plan 2019-23**

12. This review is linked to the following the key outcomes of the Plan.

- Good Health and Wellbeing
- A Better Start for Children and Young People
- Well-paid jobs and an inclusive economy
- Safe Communities and culture for all

## **Implications and Risk Management**

13. The risks and implications associated with the review recommendations were noted by the Committee in arriving at its final report at Appendix 1.

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**Report Approved**  **Date** 10/05/2022

**Wards Affected:**

All

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**Annexes**

Appendix 1      Report of the School Holiday Food Review Group, plus annexes.

Appendix 2      Equalities Impact Assessment

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**Children, Education and Communities Policy  
and Scrutiny Committee****3 May 2022****Report of the School Holiday Food Review Group****Summary**

1. This report is the final report of the Scrutiny Review into actions taken during the pandemic to address holiday hunger for those children who are normally entitled to benefits-related free school meals during term-time. The report considers the school holiday food voucher programme, its coverage and effectiveness and then presents options and recommendations that can be considered in addressing the challenge of school holiday hunger going forward.

**Background**

2. Executive made a request on 30<sup>th</sup> September 2021 for Children, Education and Communities (CEC) Policy and Scrutiny Committee to consider: **the effectiveness, impact and funding of the free school meal voucher scheme alongside other grassroots community-based provision and other schemes to address food poverty impacts.**
3. CEC Policy and Scrutiny committee discussed this referral on 4th January 2022 and resolved to form a task group comprising councillors Daubeney, Fenton and Fitzpatrick, whose purpose would be to research, evaluate and consider the key issues in supporting children's food provision during school holidays. A draft scoping report written by officers was considered by this group on 28th February. The group resolved to research the topic and to cover:
  - a) the position pre-pandemic with respect to support for children's food during school holiday times for those entitled to Free School Meals

- b) the support made available during the pandemic from various funding sources, CYC provision and other community-based food support
- c) options to support the ongoing food needs of children during school holidays as the Pandemic food support comes to an end.

### **Entitlement to Free School Meals**

- 4. Pre-pandemic there was no additional funding to support families during school holidays for children eligible for benefits-related free school meals. Schools themselves do receive funding to provide free school meals during term time.
- 5. During the pandemic there was a marked increase in the number of children eligible for benefits-related free school meals with School Census data showing that between January 2020 and January 2022 there was an increase across Primary, Secondary and Special Schools in eligibility for benefits-related free school meals, only in the Pupil Referral Unit (PRU) did numbers decline slightly. Total eligibility rose from 2,721 in January 2020 to 3,624 in January 2022, an increase of 903 children and young people or 33.2%. The largest proportionate rise was in Secondary education where numbers rose from 980 pupils in January 2020 to 1,411 in January 2022, a rise of 43.9%. A table and chart demonstrating this rise may be found in Annex 1.

### **Free School Meal Voucher Scheme**

- 6. During the period of national lockdown from March 2020 to August 2020, the government introduced the national voucher scheme to fund food vouchers for children eligible for benefits-related free school meals. This provided food for those children unable to attend school and was extended to cover the summer holidays in 2020. Schools received funding directly from the Department of Education to provide food during the period of the first national lockdown and to provide food assistance during the lockdown between January 2021 and March 2021.
- 7. This direct funding to schools did not cover the school holidays and the government provided funding through the various grant schemes for food and fuel. Together with other local authorities, the council chose to extend support for free school meal vouchers during the school holidays from October 2020 onwards.
- 8. £50.5k was provided from the council emergency budget for free school meal vouchers at the rate of £15 per week per child for October 2020



half-term holidays and from that date the government's Winter Support Grant funding and Local Covid Support Grant (which superseded the Winter Support Grant) was 'top-sliced' for school holidays up to and including two weeks in summer 2021. Further council-funded decisions have ensured vouchers were provided up to Easter 2022.

9. Data covering the holidays from October half-term 2020 to Christmas 2021, shows that for the holidays in question funding was sourced from the Council's Covid Emergency YFAS Fund, Government's Winter Grant, or Government's Local Covid Support Grant to fund school holiday food vouchers at a cost of around £50k per week to a total of £597k.
10. In considering the number of children and young people eligible for Free School Meals by ward, the three most affected wards in January 2020 were Hull Road, Westfield and Clifton. This remains the case two years on.
11. This data has been mapped and the Free School Meals entitlement from the School Census for January 2020 and January 2022 may be found in Annex 1. In addition, there are maps which show children living in low-income families 2019/20.
12. From September 2021 there was, and is, no requirement for schools to provide free school meals during school holidays. Where pupils eligible for benefits-related free school meals are self-isolating at home during term time, schools should work with their school catering team or food provider to provide good-quality lunch parcels. Rules are due to change again shortly however and arrangements are likely to revert to pre-pandemic status of no support being offered to families during holiday times.

### **Studies on the impact of measures designed to tackle Holiday Hunger**

13. In December 2020 the Department for Education published a report (<https://www.gov.uk/government/publications/holiday-activities-and-food-literature-review>) following a literature review it had commissioned to understand the evidence about the impact of school holidays on pupils, especially those from disadvantaged homes. The review also covered evidence on existing holiday food provision, including best practice on encouraging participation and attendance among disadvantaged groups.

Key findings included:

- Only a few UK providers of holiday activities with food had sufficient records to draw any substantive conclusions about best practice or value for money in holiday food and activity delivery. The most informative evidence came from those which had been formally evaluated. Services which provide consistent, easily accessible enrichment activities for more than just lunch or breakfast, and which involve parents and children in the preparation of food are those which work best. Three examples are Food and Fun (McConnon et al., 2017), Holiday Kitchen (O'Connor et al., 2015) and 'A Day Out, Not a Hand Out' (Defeyter et al., 2018). These three projects had thorough and robust evaluations that describe an effective service in each case.
- Evidence from the US suggests that the best ways to encourage attendance include 'word of mouth' recommendations, verbal presentations to communities and calling door to door. Involving parents and carers can encourage participation and represents value for money in terms of marketing, while promotions such as competitions and free food for parents and carers have also been found to be effective in some programmes.
- The term "holiday hunger" can be stigmatising to families experiencing hardship and should not be used when delivering provision.
- Neutral settings can aid participation. For example, facilities in parks or community centres rather than a church or school.
- Branding and marketing are important. There was evidence that some young people are put off by the term 'club'.
- Provision for children from food insecure households should include support for families as a whole especially in the light of the evidence to show that involving parents improves participation.
- The evidence on food insecurity indicates that many families with children have a year-round challenge with consistent nutrition, whether or not they are on welfare benefits or in receipt of free school meals. This means that there will be a section of children whose families are struggling financially but who do not receive benefits.
- In St Helens and Wigan some provision adopts a drop-in 'bistro' model for all age groups, giving an opportunity to enjoy food and social or cultural activities, such as talks and music, while other provision is just for children in the holidays. The motivation for the all-age bistro model was to reduce stigma for all service users whatever their age.

- Local councils rarely fund provision. For example, despite having council funding the service covering Derbyshire obtained the food from Fare Share. Forsey (2017) recommends that 'the voluntary sector should be in the driving seat wherever possible' as this allows for the greatest flexibility in responding to local need.
  - An alternative, more corporate, approach is taken by Make Lunch (<https://www.tlg.org.uk/your-church/make-lunch>) which is a large UK wide enterprise, which offers a social franchise model at a cost of £240 to each provider who are often church or community groups. This pays for branding and marketing (which are key to promoting participation) and menus (which assure quality across all providers). There is an additional cost of £500 for food safety training and certification. The provision is then run by volunteers in community premises, usually in churches.
14. Other research suggests mixed results in relation to the impact of holiday clubs in tackling holiday hunger. In a pilot study on the impact of holiday clubs on household food insecurity (<https://onlinelibrary.wiley.com/doi/pdfdirect/10.1111/hsc.12507>) 38 parents were surveyed who had children attending seven different holiday clubs. 24% of the children were defined as "food insecure with hunger". The study concluded that compared to the food secure households, the food insecure households benefited most from these programmes and that they can play an important role in alleviating household holiday food insecurity. They were found to be an efficient method of providing children with food during the holidays.
  15. Another study ([https://gov.wales/sites/default/files/statistics-and-research/2020-02/holiday-hunger-playworks-pilot-2019-evaluation\\_0.pdf](https://gov.wales/sites/default/files/statistics-and-research/2020-02/holiday-hunger-playworks-pilot-2019-evaluation_0.pdf)) considered a pilot scheme introduced by the Welsh Government to alleviate holiday hunger. £100,000 was invested into holiday club programmes across the country and whilst researchers found that the programmes had provided many benefits, they concluded that their efficacy at alleviating holiday hunger was not particularly strong, with only 10% of settings believing they had helped the children be less hungry.
  16. The Task Group is currently engaged with a number of schools in York to obtain their views and feedback on the effectiveness and impact of the holiday food voucher scheme.

## **York Foodbank**

17. York Foodbank have kindly provided foodbank voucher usage figures for this report and while they have data going back ten years, considering those dates which align with the entitlement to free school meals in paragraph 5 above, the number of vouchers fulfilled at York Foodbank in January 2020 was 141. The number rose to 186 in January 2021 and to 214 in January 2022 showing a clear rise in use of the foodbank of some 73 vouchers over the two-year period or 51.8%, suggesting a significant increase in need which aligns with the greater entitlement to free school meals over the same period.
18. Helpfully, the Task Group felt, York Foodbank put forward the following hypothesis, *“What might be most helpful to identify is that in previous years, August in particular would be a peak month for us, driven by the issuing of extra vouchers in the summer holidays (we offer an additional three vouchers which we invite schools to issue to families at their discretion to help in the summer – we also did this for each of the main Covid-19 Lockdowns too)...*
19. *“By contrast, August 2020, and again in 2021, saw a decline in overall foodbank voucher fulfilments, which we interpreted at the time to be a direct result of the School Meal Voucher provisions which were in place. Either fewer families redeemed vouchers, or schools issued fewer of them or a combination of the two in the summer holidays of 2020 and 2021.”*
20. The Task Group would suggest that this opinion from a key provider of food support in the city for those in need strongly suggests the popularity of the school voucher scheme, albeit anecdotal, in moving food support from the foodbank to the voucher scheme for that period, underlining its impact for the families that benefited.

## **Other initiatives addressing food need in the city**

21. At a local level, many communities will have their own informal and formal organisations who provide or distribute food to residents in times of need. These can flex in line with the nature of an event such as flood or the pandemic and may provide one-off support or something more regular. This may range from informal foodbank provision through to ‘pay as you feel’ cafés to volunteers assisting with very local food distribution activities.
22. Set out below are some examples of the informal food support available in communities, either through schools or voluntary and community

organisations. This is not an exhaustive list – for example, we have not had time to engage with parish councils and other organisations that may be providing support in communities – but provides an overview of the types of support available. We have not had time to check the accuracy of all of the information set out below, i.e. whether the details of the provision have changed recently.

### Examples of school-based provision

<b>School</b>	<b>Ward</b>	<b>Nature of provision</b>
Westfield Primary	Westfield	The school's Community Hub is a resource for families to access. It provides food and uniform to anybody who would appreciate it, open at the end of the day on a Tuesday and a Thursday. This provision is made possible with the support of local food charities, supermarkets and local businesses.
Our Lady Queen of Martyrs	Holgate	A food bank in school which is stocked by parishioners, staff and parents for the benefit of anyone who needs help.
Burton Green Primary	Clifton	<p>The school provides a lot of food for families. Most of this is on a weekly basis, but prior to a holiday they increase the amount that is available for parents. The school receive food from the following organisations:</p> <ul style="list-style-type: none"> <li>- Luke's Larder. Food available weekly, but in addition holiday packs have been available</li> <li>- Rethink Food - Food available weekly</li> <li>- Rapid Relief - large deliveries of food, which is distributed over a number of weeks, with the amounts increased prior to a holiday</li> <li>- Salvation Army - food parcels prior to the Christmas Holidays and also request food parcels at other times of the year</li> <li>- National School Breakfast Programme - Bagels for all children every morning</li> </ul>

**Examples of community-based provision**

<b>Venue</b>	<b>Ward</b>	<b>Nature of provision</b>
Foxwood Community Centre	Westfield	'Pay as you feel' light lunch every Friday at the Community Hub. During school holidays 'grab a bag' lunches are available for children
Sanderson Community House, Chapelfields	Westfield	Every Thursday 10-12 at the Community Hub.
Red Tower	Guildhall	'Pay as you feel' light lunch and food shop every Monday from 11.30am to 2pm
Door 84 in The Groves	Guildhall	Every Friday (11-1pm) 'pay as you feel café' and fresh and non-perishable items. Support, guidance and signposting opportunities throughout the two-hour session
Tang Hall Community Centre	Heworth / Hull Road	YourCafe every Wednesday for a 'waste food' supermarket and café serving light refreshments and cake. The event is 'pay as you feel' and runs from 11am-12:30pm  Breakfast Club every Friday 10-11am for freshly-made porridge or granola with fruit toppings and shopping from the waste food supermarket. All 'pay as you feel'
Bell Farm Social Hall & Bell Farm Community Association Foodbank	Heworth	Monday to Saturday 12-4
Haxby Food Share Project	Haxby & Wigginton	Every Wednesday (11-1.30) and Friday (12.30-2), food gifted by the community, local shops, businesses and other food collection services is made available at Haxby Memorial Hall
I am Reusable foodbank	Holgate	Informal foodbank in the Leeman Road area. 10am – 5pm every day except Wednesday and Friday.

<b>Venue</b>	<b>Ward</b>	<b>Nature of provision</b>
Danebury Drive foodbank	Acomb	Informal foodbank in the Danebury Drive area of Acomb
Lidgett Community Café and Drop-in at Lidgett Grove Methodist Church	Acomb	Wednesdays 9.30-11.30am. Information and advice drop-in services are provided by a range of organisations at the Lidgett Community Café every Wednesday morning
Planet Food York at Southlands Community Centre	Micklegate	'Pay-as-you-feel' community café and food store, every Thursday 10.30am - 2.00pm.
Scarcroft Collective Sharehouse at Clements Hall	Micklegate	Tuesdays and Fridays 9.15-11am, Wednesdays 5-6pm
Luke's Larder at St Luke's Church	Clifton	Wednesdays 12.30-1.30
York Travellers Trust	Clifton	Thursdays 10.30-12.30

23. It is noted that a new post is to be created within CYC - Food Poverty Officer. It is assumed that the post holder will provide a co-ordination function across the current range of statutory and informal support available to maximise its effectiveness.
24. In recent years some wards have chosen to invest ward funding in school holiday activities run by York City Football Club Foundation (<https://www.yorkcityfootballclub.co.uk/club/foundation>) and York City Knights Foundation (<https://yorkcityknights.com/foundation/>) and the provision of a snack pack has been a part of some of these sessions. Other holiday hunger activities run by both clubs have merged within the Holiday Activities & Food (HAF) programme to an extent.
25. The Live Well York website (<https://www.livewellyork.co.uk/>) contains a large volume of information on support available in communities.

### **Take-up of other income-related support**

26. In addition to the school voucher scheme, other grants were available to York families in need over the course of the pandemic. Here we consider York Financial Assistance Scheme (YFAS), the Household Support Fund, Isolation Payments, Covid Individual Grant, Covid Top-up Grant and Covid Support Grant.
27. Tables showing the number of grants and financial packages of grants may be found in Annex 1, but here it is worth highlighting the largest financial scheme, the York Financial Assistance Scheme (YFAS), which made 536 payments to York families worth £253.6k. It should be noted that individuals may receive multiple payments across available grants.
28. Looking at the York Financial Assistance Scheme (YFAS) 2021/22, the Household Support Fund 2021/22, Isolation payments 2020/21 and 2021/22, Covid Individual Grant 2021/22, Covid Top-up Grant 2021/22 and the Winter Support Grant 2020/21, the wards which saw the greatest uptake were Westfield, Clifton, Heworth, Hull Road, Guildhall and Acomb.
29. The total support over the city (noting that individuals can have multiple payments made, shown in parentheses), was as follows:
- |                                  |                   |
|----------------------------------|-------------------|
| York Financial Assistance Scheme | £253.6k (536)     |
| Household Support Fund           | £821.5k (3,264)   |
| Isolation Payments               | £1,560.5k (3,121) |
| Covid Individual Grant           | £158.6k (548)     |
| Covid Top-up Grant               | £225.9k (1,747)   |
| Winter Support Grant             | £527.8k (2,009)   |
30. A map showing YFAS uptake across the city may be found in Annex 1.

### **Ending of Covid Welfare Support schemes**

31. Although support was withdrawn gradually by the government, by the end of March 2022, there was a significant reduction in existing nationally-provided Covid welfare support for the financially vulnerable with the ending of:



- Household Support Grant which has:
  - Supported families with extra funding for food and fuel costs
  - Funded school holiday free school meal vouchers.
- Test & Trace payments - £500 for those with low or unstable incomes to cover Covid isolation periods.

This followed on from the ending of the following in September 2021 of:

- Furlough support for those unable to work.
- £20 per week Universal Credit supplement.

32. This loss of financial support for the financially vulnerable has exacerbated existing issues around debt, food and fuel poverty, and the number of residents on Universal Credit (in work and out of work) remains around twice as high as prior to the pandemic with January 2022 figures standing at 11,349.
33. Data collected in 2019 by the Department of Work and Pensions found that, even before the pandemic, 4% of families experienced disrupted eating patterns or were forced to reduce their food consumption due to a lack of resources (this is known as 'very low food security'). Among those on Universal Credit, this proportion rose to 26%.
34. Locally, the council's 2022/23 budget included £100,000 for measures to tackle holiday hunger, of which £57,000 has been spent to support families in receipt of free school meals at Easter through the provision of food vouchers. The budget also included £200,000 to support Covid recovery efforts in local communities.

### **The wider picture**

35. Paragraphs 36 to 71 below include material from the Scoping Report and provide further context around the financial and other challenges that are affecting families in York.
36. Members will be aware that since the lifting of national lockdown restrictions, there have been several distinct economic pressures affecting UK households and firms that have not been felt to this degree for decades. This national section, and following local section, assess some of the pressures currently falling upon households and felt most keenly by those on the lowest incomes-including of course those who are, or have become, entitled to free school meals.

37. Such cost increases as the marked rise in the cost of crude oil, feed through to the cost of personal and public transport as well as the logistics of transporting food and goods. Gas has risen markedly as well which increases household heating bills clearly, but it also has huge effects in industry where there is no protection from the government energy price-cap. The price of gas affects industry adversely therefore and leads to increases in the cost of raw materials such as steel and glass to name but two. Finally, the war in Ukraine is likely to have marked effects on the price of grain on world markets since both Russia and Ukraine are leading world grain suppliers and war clearly adversely affects the production of foodstuffs to a considerable degree.
38. Many of these price shocks feed through to the general level of prices for everyday items with Inflation, which has been low for decades, now beginning to rise to problematic levels, reaching 7% in March 2022. Such increases fall hardest upon those on modest incomes, causing hard choices to be made around basics such as heating and food.
39. There has been considerable coverage in the media recently of the work of the *Resolution Foundation*, an independent think-tank focussed on improving living standards for those on low to middle incomes.
40. In their report published on 1<sup>st</sup> April, the *Resolution Foundation* focussed on the cost-of-living intensifying as energy prices jumped by more than half overnight, pushing 5 million English households into fuel stress, even when accounting for recent support measures announced by the Chancellor.
41. The report suggests there is more pressure to come in October when fuel prices are expected to rise further against a backdrop of the highest inflation rate in 40 years and continued falls in real incomes. They suggest all indicators point to the price cap rising again in October with an increase to £2,500 possible for the average home, pulling another 2.5 million households into fuel stress – defined as where households spend more than 10% of incomes after housing costs on fuel.
42. The *Resolution Foundation* note that levels of fuel stress will continue to be more acute in poorer households, those in the North and Midlands, and those in wasteful, energy-inefficient homes.
43. The food writer and campaigner Jack Monroe, meeting the House of Commons Work and Pensions Select Committee on 16<sup>th</sup> March and reported in *The Guardian*, has called for social security benefits to be

uprated in line with inflation as the crisis has become 'untenable' for those in poverty.

44. They suggest children and disabled people experiencing food insecurity risk being trapped in a 'never-ending loop of difficulty' including chronic health conditions, mental illness and depression, Monroe told the Commons Work and Pensions select committee.
45. Individuals on the lowest incomes had been hit hardest by increases in the cost of everyday foodstuffs and the reduced availability of value product lines, with Monroe suggesting a £20 shopping trip now bought only around two-thirds the amount of food it would have done a few years ago.
46. Starkly, Monroe said, "And that's not people deciding not to go to the theatre or not have legs of lamb or bottles of champagne; that is people deciding 'We won't eat on Tuesday or Thursday this week' or 'we'll turn the heating off' or 'we'll skip meals'," they said.
47. Monroe added that people on low incomes were cutting down on food to cope with the soaring costs of rent and energy. "In my experience of 10 years on the coalface of anti-poverty work, I can tell you that people are just eating less or skipping meals or having less nutritious food, bulking out on that 45p white rice and 29p pasta in lieu of being able to have fresh fruit and vegetables and nutritionally-balanced meals. It's not that food has got cheaper because it certainly hasn't. It's that everything else has got more expensive so there is less in the household budget for food."
48. In their report of May 2021, titled, *State of Hunger*, **the Trussell Trust** note the rapid growth in the number of charitable food banks, with food banks in the Trussell Trust's network distributing 61,000 emergency food parcels in 2010/11 rising to 2.5 million in 2020/21.
49. The Trust's research reveals that 10% of households in England and Wales experienced food insecurity in the last 12 months in 2018 and in 2020, 5.8% of UK households in July of that year reported food insecurity in the previous week.
50. Food insecurity is most likely to be experienced, the Trussell Trust believes, by younger people, single parents, social renters, people from ethnic minorities and those in poor health.
51. In 2019-20, the Trussell Trust network supported 370,000 unique households (a 28% increase since 2018-19), 520,000 adults (a 30%

increase since 2018-19) and 320,000 children (a 49% increase since 2018-19).

52. In examining the reasons for the need for support from food banks, the research highlights a fundamental lack of income, leading to being unable to afford the essentials with the immediate driver being social security, often due to the design of the system. Often social security issues are also compounded by other 'background' factors - difficult life experiences, ill-health and a lack of local support.
53. **The Centre for Social Justice** briefing on *Free School Meals and Holiday Hunger*, summarises the free school meals system by setting out the eligibility criteria with pupils generally eligible for free school meals (FSM) if their parents are eligible for Income Support, Income-based Jobseeker's Allowance, support under Part VI of the Immigration Act, the guaranteed element of State Pension Credit, Child Tax Credit, Working Tax Credit or Universal Credit.
54. Under Universal Credit eligibility, parents are eligible for FSM if their household income after tax but before benefits does not exceed £7,400 pa. Since 2014 pupils in Reception, Year 1 and Year 2 have all been eligible for FSM under separate funding arrangements. The total cost for free school meals in January 2020 was £629.6m for the academic year.
55. During the lockdown period between March-July 2020, parents whose children would normally be eligible for free school meals were unable to receive them since the children were not attending school. This left the parents worse off as they had to cover the cost of a further 5 meals per week that would normally be provided in school.
56. To redress this, the government introduced a national food voucher scheme for pupils eligible for free school meals, under a contracted-out service run by Edenred. This provided eligible families with access to a rolling £15 per week food voucher redeemable at certain supermarkets. This was extended throughout the summer of 2020 via the Covid Summer Food Fund with schools able to support eligible pupils with a £90 voucher valid for the 6-week holiday period. According to the DfE, £380m worth of vouchers were redeemed under the lockdown and summer schemes in total.
57. The DfE responded to further campaigning to extend the food provision for the October half-term, 2020 Christmas holiday up to Easter 2021.
58. However, responding to calls to extend the voucher scheme, the DfE said: "*It is not for schools to regularly provide food for pupils during the*

*school holidays. We believe that the best way to support families outside of term time is through Universal Credit...”*

59. The Centre for Social Justice say in the long-term, a national solution to the problem of child food poverty is needed and should be provided via the existing Universal Credit system. Food poverty must be addressed via completion of the Universal Credit system through the development of universal support and the Key Worker model as a way of tackling its complex social causes.

### **The local picture in York: Deprivation**

60. In terms of Deprivation in the city, the **Index of Deprivation Affecting Children Index** ranks all the York wards from 1-21, with the most deprived wards displaying the smallest numbers. The wards identified as being most deprived under this index are Westfield, Clifton and Heworth.
61. In terms of **Income**, the same three wards are most affected by poor levels of income. The relative ranking for other indicators of deprivation is exactly the same for **Education, Skills and Training**. In terms of overall deprivation, the Index for Multiple Deprivation, Westfield, Clifton and Guildhall wards are the most deprived.
62. In terms of Free School Meals (FSM), the School Census in 2020 showed entitlement of 2,668 growing to 3,569 in January 2022. In January 2022 there were 13,354 pupils in Primary Schools, with 11,494 in Secondary Schools.
63. Considering distribution across the city’s wards for Free School Meal entitlement in 2020, the wards with the highest numbers are Westfield, Clifton and Hull Road. This was unchanged in 2022, although the numbers had increased.
64. This consistency in the data provided the statistical basis for the Task Group’s decision to approach Westfield Primary, Tang Hall Primary, Clifton Green Primary, York High and Archbishop Holgate’s for a sample survey of the impact of the FSM Voucher Scheme.
65. A map showing the coverage of households in Fuel Poverty, Low income – Low energy efficiency (LILEE) for 2019/20 may be found in Annex 1.

### **The local picture in York: Health**

66. In considering **Day to Day Activities** of the York population, data examined here comes from the 2011 Census through Public Health England, and the picture in York is a positive one with York presenting a better picture than the national one in all categories.
67. In **General health** too, nearly 50% of residents reported their general health as 'Very Good' in 2011, several percentage points higher than the national average. For those who felt their general health was 'Good' this matched the national average at 34% while in the categories 'Fair', 'Bad' or 'Very Bad' the York data is lower than the national, presenting a more positive result overall.
68. For **Life Expectancy**, both male and female life expectancy at 79.8 years and 83.4 years respectively are close to, if not marginally higher, than the national average.
69. For **Premature Mortality**, for causes considered preventable, York is 7 percentage points below all deaths, for all cancers in 2017/18 5 percentage points below all deaths and for all causes under 75 years, 6.6 percentage points below all deaths. For circulatory and coronary heart disease, for 2017/18 York's premature mortality is some 10 percentage points better than the national data.
70. For **New cases of cancer**, for 2017/18, York reports lower than all national figures for All cancers, Breast, Lung and Prostate cancers but not colorectal cancers where the standardised incidence ratio is higher by some 5 percentage points in the city.
71. Overall, York presents a positive profile in terms of public health.

### **Council Motion on Residents' Right to Food**

72. At Full Council on 21<sup>st</sup> October 2021, and within the context of a pandemic in which access to food had been identified as a challenge for many York residents, families and communities, Full Council approved a motion supporting York Residents' Right to Food. This included actions around setting up a food network, understanding the level of informal food bank use in the city and using the Community Hub strategy to establish further opportunities to provide further sources of nutritional food provision and activity where it is needed.
73. Linked to this Full Council motion, on 14<sup>th</sup> February 2022, approval was given by the Executive Member for Finance and Performance to fund a

further Community Involvement Officer (Food) within the Communities Team to work alongside the HAF officer to assist in delivering the key actions set out in the Council motion. The work planned as part of the Full Council motion will also help in mapping all known resources across the city and align this to need.

### **Holiday Activities and Food (HAF) Programme**

74. In November 2020, the government announced the extension of the Holiday Activities and Food Programme (HAF) across the whole of England for 2021. This programme offers to children who are eligible free healthy meals activities over the Easter, Summer and Christmas Holidays, recognising that there are families who struggle financially over the school holidays, particularly those eligible for benefit-based free school meals.
75. The HAF programme aims to make free 'holiday club' places available to children eligible for free school meals for the equivalent of at least four hours a day, four days a week, six weeks a year (4 weeks in the summer and a week's worth of provision in each of the Easter and Christmas holidays).
76. The government's intention is, that by participating in the HAF programme, children who attend these activities should:
  - Eat more healthily over the school holidays
  - Be more active during the school holidays
  - Take part in engaging and enriching activities which support the development of resilience, character and wellbeing alongside their wider educational attainment
  - Be safe and not be socially isolated
  - Have a greater knowledge of health and nutrition
  - Be more engaged with school and other local services
77. In line with government delivery guidance, a local steering group is in place to support the coordination of the local programme, with the University of York as a regional evaluator.
78. The DfE have confirmed that HAF funding will continue in all Local Authorities for the next three years with funding of over £200m each year. This covers the period of the current spending review 2022-23 and

2024-25. York's allocation for 2021/22 was up to £383k to project manage and deliver the programme, based on 3,349 children and young people being eligible for Free School Meals in all of York's schools from the January 2021 Census.

### **HAF Summer and Christmas Delivery 2021**

79. In summer 2021, fifteen activity providers were commissioned to deliver the programme, all activities being face-to-face and included:
- The Conservation Volunteers (TCV) based at St. Nicks Nature Reserve, together with St. Nicks themselves, teamed up with the Choose2 café in Hull Road Park to deliver environmental activities for children and families incorporating food provision from the café
  - Speedkix multi-sports delivered sessions in various schools across the city, using their existing relationships with schools to target eligible children who could access the provision alongside fee-paying attendees.
80. A total of 677 (20%) eligible children and young people attended activities. Evidence of impact for these children has been gathered and includes:
- Improved awareness of healthy eating
  - Building confidence and resilience through increased contact with peers and appropriate role models
  - A positive experience of being engaged in activity on school sites in the holiday period
  - Greater knowledge of environmental issues through local schemes (TCV/St. Nicks)
  - Engaging with peers with shared experience during some targeted provision
  - Inclusion of Children with Special Educational Needs and Disabilities (SEND) and young people in universal activities
81. Overall, the summer delivery was successful although there were some key learning points:
- Managing the behaviour of some children was more challenging for providers than expected even though they are experienced in these



areas, and this does mirror the experience of schools since the start of the Covid-19 Pandemic.

- Limited activities for children aged 14+ who are on free school meals. There are few youth providers in the city who are well-engaged with older young people, and this limited the amount of provision which could be offered.
- The need to improve the booking system arrangements to smooth this process for parents.
- Preparing the programme well ahead of the holiday period and developing the publicity/marketing of the programme.
- Developing the offer of hot meals and engaging with community hubs and providers to deliver this.

82. The HAF programme for Christmas 2021 provided 675 children and young people with 4 full days of activity at 4 hours per day during the first week of the Christmas holidays, together with food provision in various forms for each day.

83. A full report on the HAF programme thus far was presented to Children, Education and Communities Policy and Scrutiny Committee on 4<sup>th</sup> January 2022. At that meeting the extension of government provision for the HAF programme for a further three years was confirmed which will also provide staffing costs to fund a HAF officer within the Council's Communities Team.

### **Building the HAF offer and communications**

84. Learning both from other early implementers of the HAF programme and from CYC experience in 2021, it takes time to build a strong offer for eligible children and young people. However, the confirmation of the continuation of national funding will support the council in increasing capacity to develop a richer programme to engage all year groups, especially older children and young people. Other developmental steps include:

- Building community capacity around food including food allergen training
- Engaging more schools to consider delivering activities especially SEND schools

- Develop good practice with the help of schools to improve behaviours
85. The CYC Comms Team worked on the Summer and Christmas 2021 promotion to encourage families to contact their local school directly to confirm eligibility to avoid any stigmatisation. Referral processes are now more robust via the schools to ensure children are identified and encouraged to participate.
86. CEC Policy and Scrutiny Committee received a report on the HAF Programme on 4<sup>th</sup> January 2022 from officers and the minutes noted the following:
- Where possible, the holiday activity should include a hot meal. The minutes of the meeting note, “Providing a hot meal had proved difficult, especially for smaller activity providers. Food provision had been mainly in the form of packed lunches and hampers for families”.
  - Covid had made delivery of the programme difficult, particularly at Christmas with the Omicron variant. Families had tended to be more insular over the Christmas period.
  - During the Summer approximately 20% of eligible families benefitted from the scheme, with 25% benefitting at Christmas. This contrasts with approximately 10% in other local areas.
87. Officers responded to a variety of questions from Members on a range of topics that included the differences in take up between the summer and Christmas provision, the level of take-up compared to the funding available, and the feedback received from families. They noted the following:
- The budget for HAF hot meals was £2.63 per head, this had been set on the basis that school canteens were to have been providing the meals. Community kitchens and smaller providers had not been able to match that budget requirement and could not be expected to do so. The food provision must align with school food standards
  - It had been difficult to find outreach projects for older children
  - Food vouchers had not been provided during HAF weeks.

## Community Hubs

88. In 2019 the council administration set out an intention to create community hubs to serve all communities in York. This was somewhat overtaken by the events of the pandemic, which prompted some 'Hubs' to be established to provide support to communities, which included emergency food provision, shopping and prescription collection, support to access financial support and advice and access to practical measures such as lateral flow tests and booking vaccination appointments.
89. In June 2021 it was agreed by CEC to form a Scrutiny sub-group to look at how Community Hubs could best support communities in York. The findings of that scrutiny review will be relevant to actions to tackle holiday hunger as, going forward, there is likely to be a continued need for the provision of community-based support.

## Conclusions and Recommendations

90. The rising cost of living and broader pressures on household finances are unlikely to alleviate in the near future, meaning that the need for support is likely to remain and in all probability increase. Free school meals during term times provides eligible families with some respite, which obviously presents a challenge during the holiday periods when additional food costs are incurred.
91. The voucher scheme has provided a relatively straightforward way of providing support to FSM-eligible families, but at a cost of c£50,000 per week that is no longer funded by Government. The council's budget for 2022/23 included £100,000 for school holiday food support, but this will not enable the voucher scheme to continue in its current form throughout the year. There is clear evidence however that the need for food support during the school holidays will remain and the recent upward trend in the number of FSM-eligible children suggests that demand will grow.

**Recommendation 1** - The Task Group therefore believes that it would not be appropriate for there to be no holiday food provision put in place for the remaining school holidays in 2022/23.

92. The question then is what form this provision should take, and how it can benefit those most in need. We know that £43,000 remains of the £100,000 for school holiday food support, and in addition £200,000 has been earmarked to support Covid recovery efforts in local communities. CYC is funded by Government to deliver the HAF programme during the long summer and Christmas holidays. The requirement for children to

attend organised activities in order to receive food will work well for some families but not for others, for example where getting to and from the location of the activity proves practically impossible. Research also suggests that a 'holiday club' approach for the provision of support will not benefit all families.

**Recommendation 2** Despite its acknowledged limitations, HAF will remain an important part of the school holiday food offer, and CYC should continue to promote it and work with providers to make activities as genuinely accessible as possible.

93. So aside from HAF, we believe that the focus should be on making sure that FSM families are aware of and are supported to access the financial, food and other practical support that is available. This will not be cost-free and will require investment and effort on CYC's part. We know that in terms of staff resource there will be a Food Poverty officer and a HAF officer, but these postholders alone cannot be expected to deliver support to all families. It will require a CYC-wide effort and the use of all of the levers at our disposal, including the established networks with schools and the voluntary and community sectors.
94. We believe that the intention to establish 'Community Hubs' (in some cases building on what already exists in the form of largely volunteer-run activities) provides an opportunity to take steps to provide holiday food support for those in need and including those for whom the HAF-style offer isn't a practical option.

**Recommendation 3** In determining how the £200,000 for Covid recovery efforts should be spent, priority should be given to supporting settings and providers that, with appropriate support, could deliver a school holiday food offer targeted at the areas of the city with the greatest identified concentration of need. This should include consultation with ward councillors and ward teams.

95. We believe however that there will continue to be a need for food vouchers in some form for families for whom HAF, community or other provision is not accessible. Local Area Co-ordinators, school pastoral care teams and community and voluntary sector organisations are often best-placed to be able to identify the families that may find it difficult to access support.

**Recommendation 4** The remaining £43,000 in the school holiday food budget should be made available for LACs, schools and community

organisations to use to issue supermarket vouchers to families who are in need and for whom other support may be inaccessible. If demand proves to be high, Executive should look at ways in which this fund could be supplemented from other sources.

96. We understand that the Government is to make available additional financial help through the 'Household Support Fund', which CYC will administer. The details are unclear at this stage, but depending on the scheme rules, it may present an opportunity to target support to FSM families. The York Financial Assistance Scheme also remains in place and can be a means through which financial support can be provided.

**Recommendation 5** When details of the new Household Support Fund are available, CYC should identify how its delivery can be targeted to specifically benefit FSM families.

97. This report includes information about a range of support services and informal food banks provided by voluntary and community organisations. There is also a wide range of information and advice available, for example on household budgeting. But this information can be difficult to find. The ability of families to be able to easily access information that they need is critical, and this is something that needs to be addressed before the summer holidays.

**Recommendation 6** CYC to produce an advice and information pack designed to signpost families to sources of information and support. This should be accessible to all but promoted specifically to FSM families.

## **Consultation**

98. The following CYC Officers, Executive Members and external organisations have been consulted during the review process:
- Pauline Stuchfield, Director of Customer and Communities, CYC
  - Ian Cunningham, Head of Business Intelligence, CYC
  - David Walker, Head of Customer, Resident and Exchequer Services, CYC
  - Maxine Squire, Assistant Director, Education and Skills, CYC
  - Communities Team Manager, CYC
  - Project Assistant – Community Hubs, CYC
  - Community Leisure Officer Children and Young People, Communities and Equalities, CYC
  - Cllr Carol Runciman, Executive Member for Health and Adult Social Care, CYC

- Cllr Denise Craghill, Executive Member for Housing, CYC
- Adam Raffell, Foodbank Manager, York Foodbank
- Tang Hall Primary School
- Westfield Primary School
- Clifton Green Primary School
- York High School
- Archbishop Holgate's School

### **Options**

98. Members can choose to make the recommendations outlined in this report or edit and adapt those recommendations before making them or choose not to make any recommendations at all. These recommendations should be made to the Executive following CEC Policy & Scrutiny Committee Agreement

### **Analysis**

99. Any analysis is contained in the body of the report or annexes.

### **Council Plan**

100. This report will make a particular contribution to the following Council Plan themes:
- Good Health and Wellbeing
  - A Better Start for Children and Young People
  - Well-paid jobs and an inclusive economy
  - Safe Communities and culture for all

### **Implications**

101. **Financial** The figures referred to in this report are those already approved within the Council's budget for 2022/23. Any work associated with the recommendations of this report will be contained within relevant service budgets.

**Human Resources (HR)** None

**Equalities** An EIA (Equalities Impact Assessment) will be developed for the Executive Report.

**Legal** None

**Crime and Disorder** None

**Information Technology (IT)** None

**Property** None

**Other** None

**Risk Management**

102. If CEC policy and scrutiny committee decide to take none of recommendations forward to Executive or Executive do not accept the recommendation of Scrutiny then the best practice and possible solutions learned from the Scrutiny will not contribute to the need identified in the city for food solutions to be provided for children and families during school holidays.

**Contact Details**

**Authors:**

Cllr S Daubeney  
Cllr S Fenton  
Cllr F Fitzpatrick

**Chief Officer Responsible for the report:**

Not applicable – Member Scrutiny Review

**Report Approved**

n/a

**Date** 03 May 2022

**Wards Affected:**

All

**For further information please contact Democratic Services.**

## Background Papers:

The Guardian, Cost of living crisis could be fatal for some UK children, Jack Monroe tells MPs':

<https://www.theguardian.com/business/2022/mar/09/cost-of-living-crisis-fatal-some-uk-children-jack-monroe-food-writer-tells-mps>

The Resolution Foundation, 'Stressed out' :

<https://www.resolutionfoundation.org/publications/stressed-out/>

The Trussell Trust, 'State of Hunger':

[https://www.trusselltrust.org/wp-content/uploads/sites/2/2021/06/State-of-Hunger\\_Exec-Summary.pdf](https://www.trusselltrust.org/wp-content/uploads/sites/2/2021/06/State-of-Hunger_Exec-Summary.pdf)

The Centre for Social Justice, 'Free School Meals and Holiday Hunger'

[https://www.centreforsocialjustice.org.uk/wp-content/uploads/2020/11/CSJ-Holiday\\_Hunger\\_Support\\_v4.pdf](https://www.centreforsocialjustice.org.uk/wp-content/uploads/2020/11/CSJ-Holiday_Hunger_Support_v4.pdf)

## Annexes

Annex 1 - Data Pack

## Abbreviations

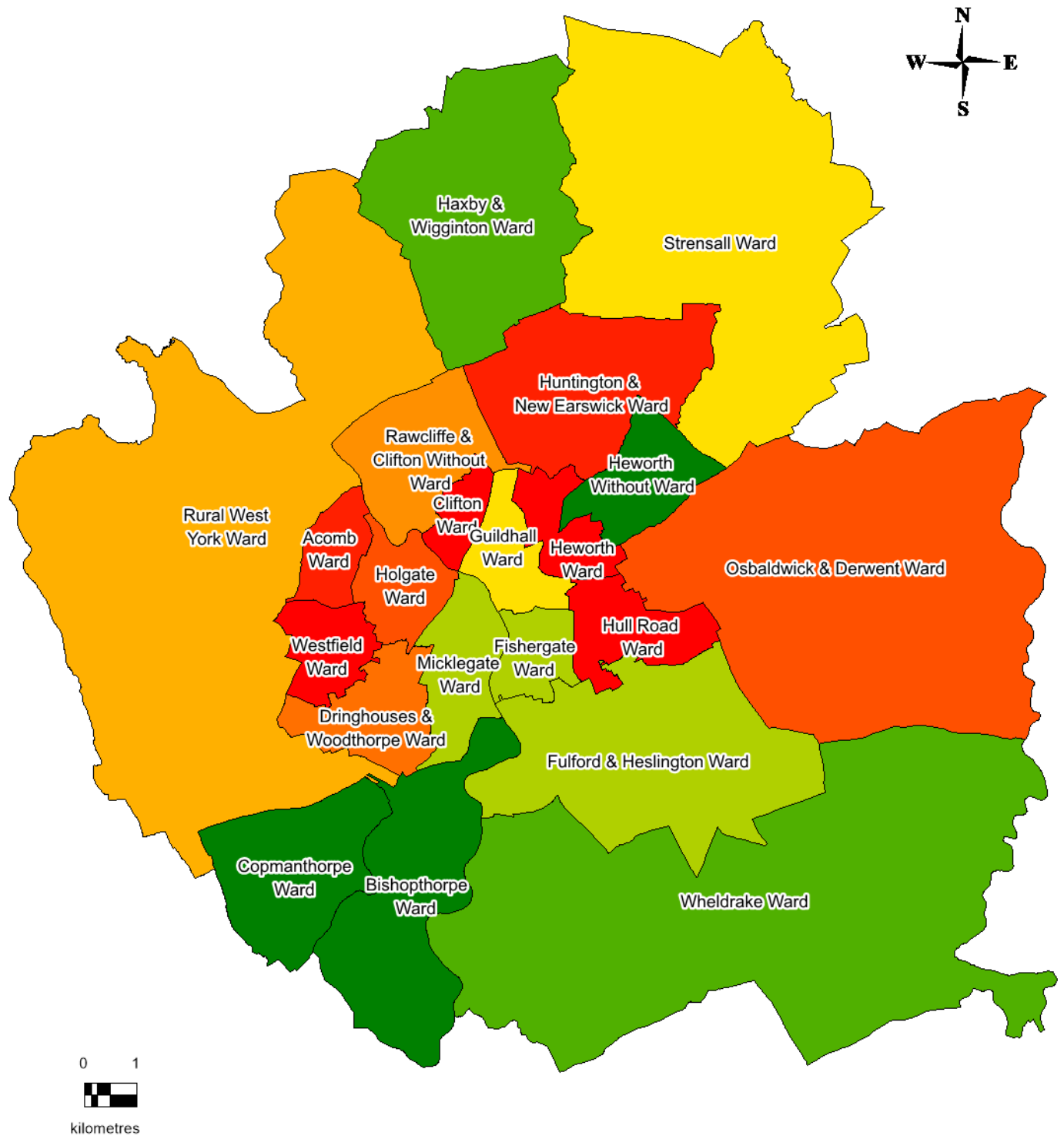
CEC	Children, Education and Communities
CYC	City of York Council
PRU	Pupil Referral Unit
YFA	York Financial Assistance Scheme
LAC	Local Area Co-ordinator
FSM	Free School Meals
HAF	Holiday Activities



## Holiday Hunger Task Group

Ward	Demographics and Free School Meals						
	Households (Experian 2021)	Free School Meals School Census January 2020	Free School Meals School Census January 2022	Overall Pupil Numbers at Primary School - School Census January 2022	Overall Pupil Numbers at Secondary School - School Census January 2022	Children (aged 0- 15) living in low income families 2019/20	Fuel poverty - low income low energy efficiency (LILEE) 2019/20
Acomb	3978	178	208	739	609	242	561
Bishopthorpe	1995	9	20	302	289	49	171
Clifton	4554	284	338	561	474	358	663
Copmanthorpe	1864	10	12	326	78	53	57
Dringhouses & Woodthorpe	5438	125	176	839	592	198	526
Fishergate	4247	54	77	353	353	100	637
Fulford & Heslington	1778	22	71	339	293	57	229
Guildhall	8708	123	175	422	257	225	1149
Haxby & Wigginton	5582	63	84	770	770	155	498
Heworth	6197	332	428	933	760	439	1025
Heworth Without	1932	8	16	294	202	41	202
Holgate	6235	186	252	810	551	286	868
Hull Road	4057	231	299	532	469	279	836
Huntington & New Earswick	5920	193	264	893	798	294	712
Micklegate	7253	95	117	680	497	164	996
Osbalwick & Derwent	3747	104	130	521	543	116	341
Rawcliffe & Clifton Without	5764	108	155	869	664	244	310
Rural West York	3552	61	74	537	422	137	640
Strensall	3614	50	74	658	612	138	371
Westfield	6685	414	582	1322	890	627	1025
Wheldrake	1904	18	17	309	341	69	175
York Total	95004	2668	3569	13354 (345 out of area)	11494 (1030 Out of area)	4271	11992

# Free School Meals - School Census January 2020



Percentage of households (number of pupils claiming FSM / number of households)

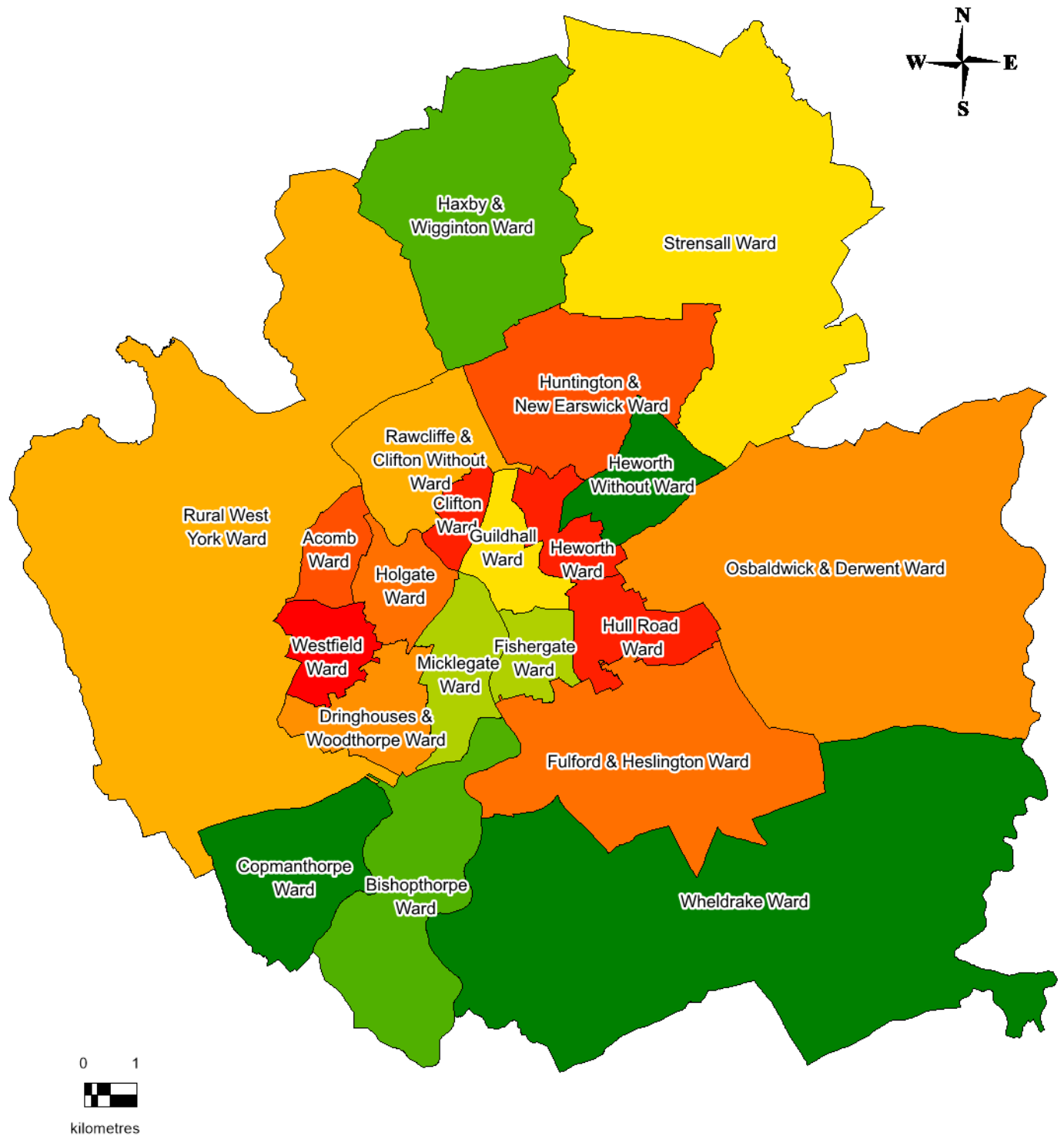
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| ■ 3.3 to 5.4 (2) | ■ 1.7 to 1.9 (1) | ■ 0.4 to 0.9 (3) |
| ■ 2.8 to 3.3 (2) | ■ 1.4 to 1.7 (2) |                  |
| ■ 2.3 to 2.8 (1) | ■ 1.2 to 1.4 (3) |                  |

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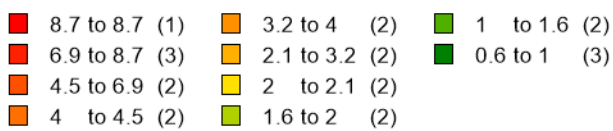
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# Free School Meals - School Census January 2022



Percentage of households (number of pupils claiming FSM / number of households)



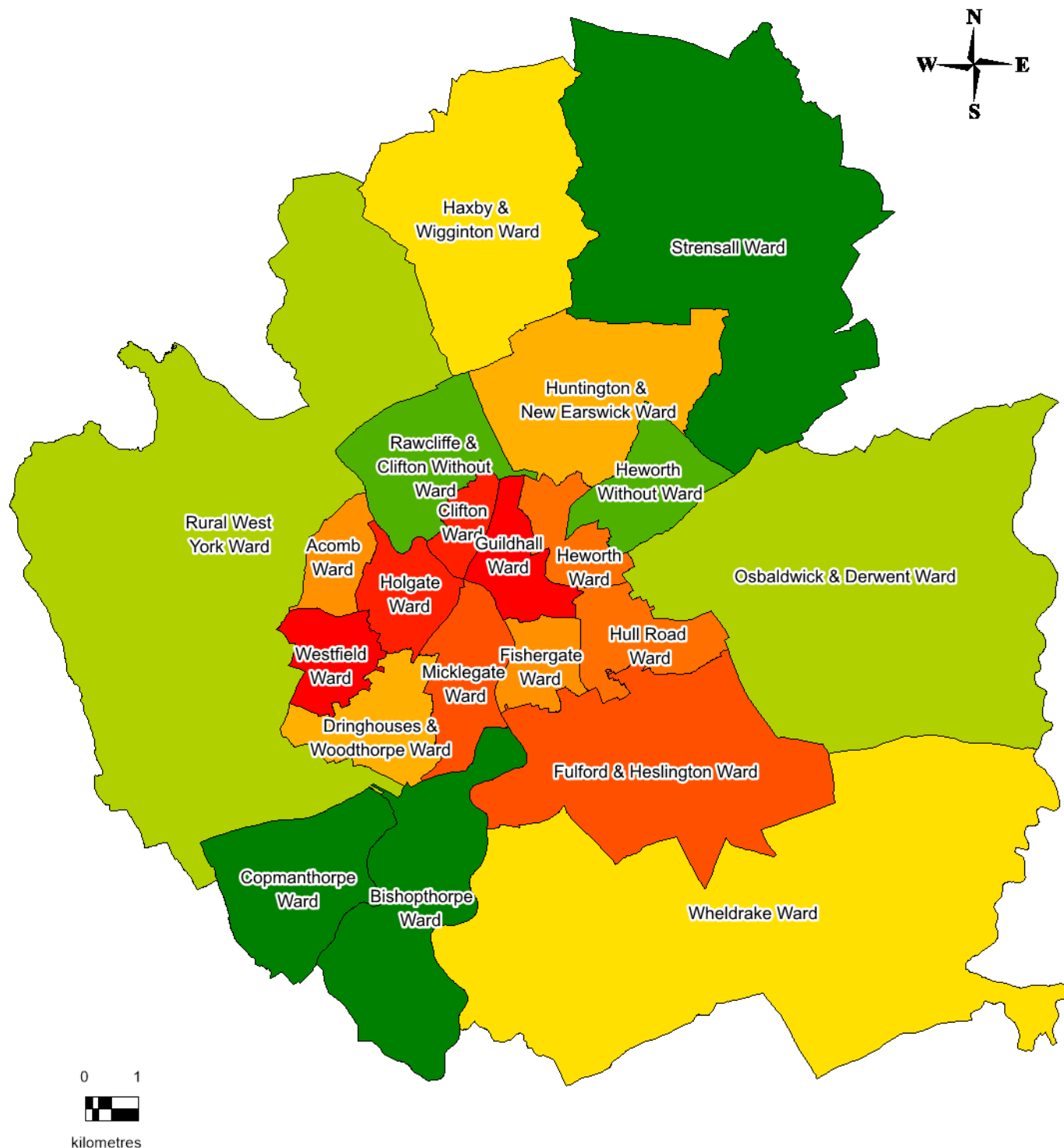
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Ward	Numbers of Grants (note: individuals can have multiple payments)						Financial package of grants					
	York Financial Assistance Scheme (YFAS) 2021/22	Household Support Fund 2021/22	Isolation Payments 2020/21 and 2021/22	Covid Individual Grant 2021/22	Covid Top Up Grant 2021/22	Winter Support Grant 2020/21	York Financial Assistance Scheme (YFAS) 2021/22	Household Support Fund 2021/22	Isolation Payments 2020/21 and 2021/22	Covid Individual Grant 2021/22	Covid Top Up Grant 2021/22	Winter Support Grant 2020/21
Acomb	23	161	211	28	97	118	£7,539	£43,025	£105,500	£9,313	£13,025	£30,386
Bishopthorpe	0	20	24	0	8	2	£0	£4,325	£12,000	£0	£1,000	£480
Clifton	50	256	217	53	141	152	£22,557	£65,775	£108,500	£15,411	£18,850	£42,298
Copmanthorpe	0	22	28	3	11	11	£0	£5,575	£14,000	£615	£1,350	£2,457
Dringhouses & Woodthorpe	18	164	137	14	89	70	£7,665	£42,225	£68,500	£3,241	£11,475	£18,122
Fishergate	17	107	97	15	50	44	£6,820	£25,475	£48,500	£3,480	£6,125	£11,014
Fulford & Heslington	12	62	44	8	34	27	£6,160	£16,750	£22,000	£2,052	£4,550	£6,830
Guildhall	100	249	294	21	98	149	£63,519	£58,075	£147,000	£4,936	£11,650	£34,837
Haxby & Wigginton	4	83	118	20	44	38	£3,432	£20,895	£59,000	£6,701	£5,700	£10,217
Heworth	42	340	295	90	186	284	£19,477	£87,630	£147,500	£27,077	£24,675	£76,939
Heworth Without	2	15	29	0	11	7	£250	£3,975	£14,500	£0	£1,400	£1,978
Holgate	49	243	265	27	142	170	£23,046	£61,030	£132,500	£7,471	£17,825	£43,996
Hull Road	25	184	200	43	120	128	£10,534	£51,550	£100,000	£13,555	£17,200	£33,112
Huntington & New Earswick	26	239	177	39	101	125	£8,381	£56,625	£88,500	£11,430	£12,925	£33,195
Micklegate	51	194	181	21	87	93	£23,819	£44,005	£90,500	£5,448	£10,175	£22,828
Osbalwick & Derwent	3	105	87	12	66	33	£2,181	£28,750	£43,500	£2,966	£8,425	£8,736
Rawcliffe & Clifton Without	11	147	181	15	85	104	£1,360	£35,500	£90,500	£4,826	£11,025	£28,938
Rural West York	7	76	69	13	48	34	£1,659	£19,700	£34,500	£4,165	£6,100	£8,915
Strensall	2	63	70	21	40	35	£245	£17,350	£35,000	£7,197	£5,425	£9,219
Westfield	90	513	374	100	283	378	£42,362	£128,650	£187,000	£27,146	£36,400	£101,629
Wheldrake	4	21	23	5	6	7	£2,636	£4,625	£11,500	£1,600	£650	£1,704
York Total	536	3264	3121	548	1747	2009	253640.83	821510	1560500	158628.44	225950	527829

# York Financial Assistance Scheme (YFAS) 2021/22



Average per household (£) (Total YFAS payments / number of households)

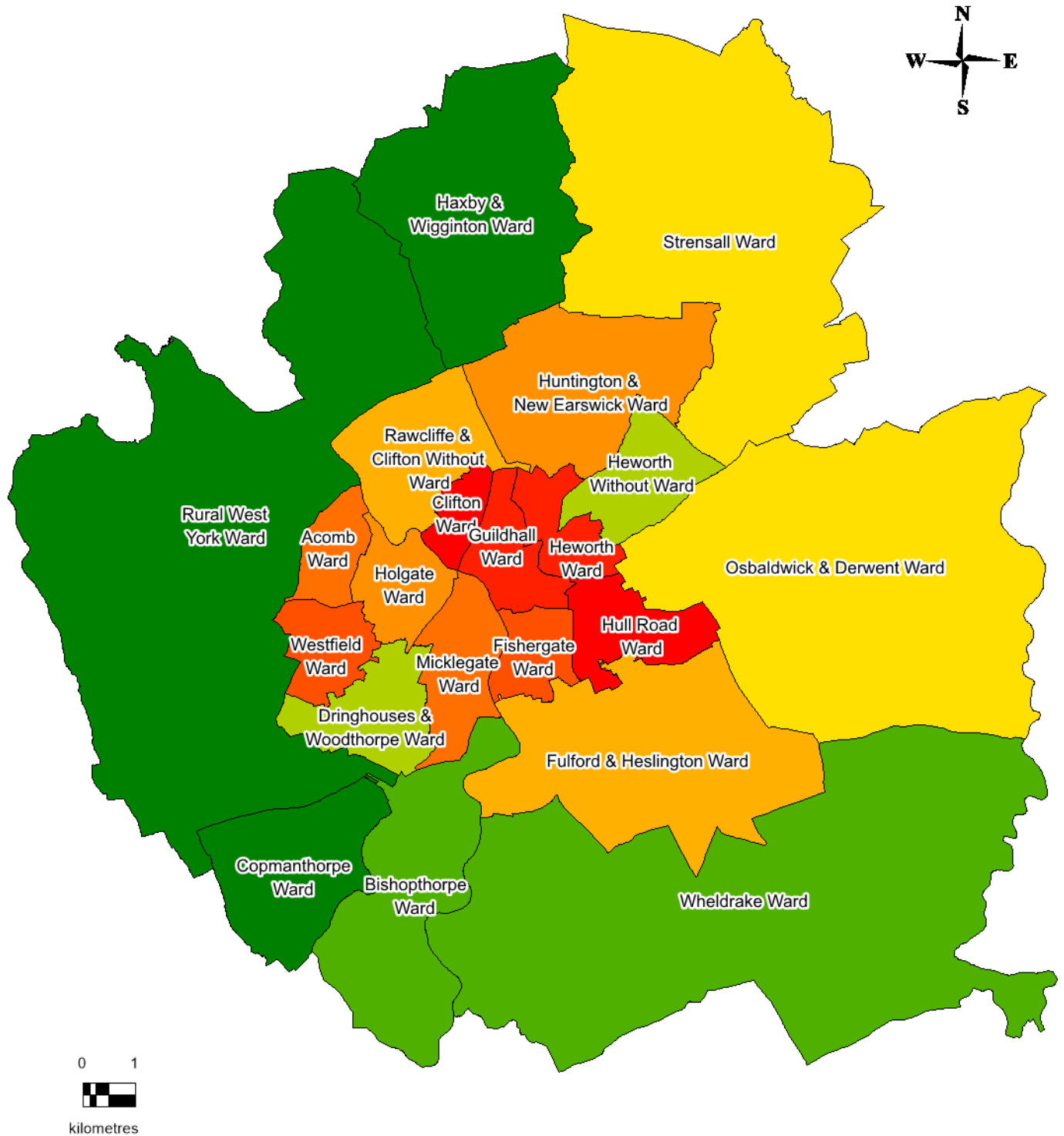
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| ■ 3.7 to 6.34 (2)  | ■ 1.41 to 1.61 (2) | ■ 0 to 0.13 (3)    |
| ■ 3.28 to 3.7 (2)  | ■ 0.61 to 1.41 (2) |                    |
| ■ 2.6 to 3.28 (2)  | ■ 0.47 to 0.61 (2) |                    |

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# Fuel poverty - low income low energy efficiency (LILEE) 2019/20



Percentage of households (number of households LILEE / number of households)

- 18.5 to 20.4 (2)    ■ 12.3 to 14.5 (2)    ■ 9.3 to 10.2 (2)
- 17.2 to 18.5 (2)    ■ 11.3 to 12.3 (2)    ■ 7.9 to 9.3 (3)
- 16 to 17.2 (2)    ■ 10.6 to 11.3 (2)
- 14.5 to 16 (2)    ■ 10.2 to 10.6 (2)

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**City of York Council**  
**Equalities Impact Assessment**

**Who is submitting the proposal?**

<b>Directorate:</b>	Customer & Communities/Children's (Education &Skills)		
<b>Service Area:</b>	Customer & Communities/ Children's (Education &Skills)		
<b>Name of the proposal :</b>	School Holiday Food Scrutiny Review Final Recommendations		
<b>Lead officer:</b>	Pauline Stuchfield/Maxine Squire (in support rather than leading as Scrutiny members authored the report & recommendations)		
<b>Date assessment completed:</b>	9/5/2022		
<b>Names of those who contributed to the assessment :</b>			
<b>Name</b>	<b>Job title</b>	<b>Organisation</b>	<b>Area of expertise</b>
<b>Pauline Stuchfield</b>	<b>Director of Customer &amp; Communities</b>	<b>CYC</b>	<b>Customers, Communities. Financial Inclusion</b>
<b>Maxine Squire</b>	<b>Assistant Director (Education &amp; Skills)</b>	<b>CYC</b>	<b>Education &amp; Skills</b>

## Step 1 – Aims and intended outcomes

1.1	<p><b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p>The recommendations made by scrutiny are as follows:</p> <ul style="list-style-type: none"> <li>● <b>Recommendation 1</b> Holiday food provision should be put in place for the remaining school holidays in 2022/23 in line with the recommendations below, acknowledging that the provision of vouchers at a cost £50k to £60k per school holiday week is not affordable without direct government funding.</li> <li>● <b>Recommendation 2</b> Despite its acknowledged limitations, the Holiday Activities and Food project (HAF) will remain an important part of the school holiday food offer, and CYC should continue to promote it and work with providers to make activities as genuinely accessible as possible, whilst also lobbying Government for greater flexibility in how the programme can be delivered.</li> <li>● <b>Recommendation 3</b> In determining how the £200,000 for Covid recovery efforts is spent, Ward teams should prioritise supporting settings and providers that, with appropriate support, could deliver a school holiday food offer targeted at those most in need and for whom other support may not be accessible.</li> <li>● <b>Recommendation 4</b> The remaining £43,000 in the school holiday food budget should be made available for LACs, schools and community organisations to use to issue supermarket vouchers to families who are in need and for whom other support may be inaccessible. If demand proves to be high, Executive should look at ways in which this fund could be supplemented from other sources.</li> <li>● <b>Recommendation 5</b> When details of the new Household Support Fund are available, CYC should identify how its delivery can be targeted to specifically benefit FSM (Free School Meals) families.</li> <li>● <b>Recommendation 6</b> CYC should produce an advice and information pack designed to signpost families, advice partners and ward councillors to sources of information and support. This should be accessible to all but promoted specifically to FSM families.</li> </ul>



<b>1.2</b>	<b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)
	<p>This is discretionary activity in that the government do not provide funding for free school meals during the school holidays however they do provide funding for the Holiday Activity &amp; Food scheme which is an integral part of the solutions recommended in this report. In addition they fund the Household Support Fund which gives short term assistance for food and fuel for families.</p> <p>All recommendations support our local equalities protected characteristic around people experiencing financial difficulty.</p>

<b>1.3</b>	<b>Who are the stakeholders and what are their interests?</b>
	<p>The key stake holders are:</p> <ul style="list-style-type: none"> <li>• The Council in providing welfare support, grant funded support or community based for its residents to alleviate food poverty</li> <li>• The children and residents of the city who will benefit from any support provided – this could include people who represent all communities with protected characteristics</li> <li>• Schools in respect of free school meal support for their eligible pupils</li> <li>• Children with special educational needs and/or disabilities through the HAF programme</li> <li>• Third sector agencies who provide similar support and or advice who will contribute to coproducing food solutions in the city.</li> </ul>

1.4	<b>What results/outcomes do we want to achieve and for whom?</b> 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 council is not in a position to alleviate poverty as it has neither the financial resource nor the power to reshape national policy which is to not provide free school meals other than through the HAF programme during school holidays.</p> <p>This paper looks to set out a plan at least for the 21/22 and 22/23 that seeks mitigate some of the impacts of school holiday food poverty and financial pressures whilst building in some community resilience.</p>

## Step 2 – Gathering the information and feedback

2.1	<b>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?</b> 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.	
<b>Source of data/supporting evidence</b>	<b>Reason for using</b>	
All evidence is contained in the scrutiny report	As per the report	

### Step 3 – Gaps in data and knowledge

3.1	<b>What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.</b>		
<b>Gaps in data or knowledge</b>		<b>Action to deal with this</b>	
These proposals seek to put in place activities and resources to address in gaps in provisions around school holiday food insufficiency and associated solutions		No further action. If the proposals are not supported then there is a risk that there is a detrimental effect on some our residents who are suffering from the impacts of poverty and hunger.	

### Step 4 – Analysing the impacts or effects.

4.1	<b>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.</b>		
<b>Equality Groups and Human Rights.</b>	<b>Key Findings/Impacts</b>	<b>Positive (+) Negative (-) Neutral (0)</b>	<b>Medium (M) Low (L)</b>
<b>Age</b>	<b>The recommendations in this report essentially mitigate impacts on school age children and their families, but the wraparound solutions in worst affected communities will be relevant to all ages</b>	<b>Positive (+)</b>	<b>High (H) impacts if the decisions were not supported</b>

<b>Disability</b>	<b>The recommendations in this report around wrap a around solutions will mitigate impacts for this group who may have complex needs in relation to food</b>	<b>Positive (+)</b>	<b>As above</b>
<b>Gender</b>	<b>n/a</b>		
<b>Gender Reassignment</b>	<b>n/a</b>		
<b>Marriage and civil partnership</b>	<b>n/a</b>		
<b>Pregnancy and maternity</b>	<b>n/a</b>		
<b>Race</b>	<b>The recommendations in this report will mitigate outcomes for this group who may have complex needs in relation to welfare benefits and food The pandemic is known to have greater impacts on BAME communities.</b>	<b>Positive (+)</b>	<b>High</b>
<b>Religion and belief</b>	<b>n/a</b>		
<b>Sexual orientation</b>	<b>n/a</b>		
<b>Other Socio-economic groups including :</b>	<b>Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?</b>		
<b>Carer</b>	<b>Yes if living in poverty and little access to support</b>	<b>Positive (+)</b>	<b>High</b>
<b>Low income groups</b>	<b>Yes</b>	<b>Positive (+)</b>	<b>High</b>

<b>Veterans, Armed Forces Community</b>	<b>Yes if living in poverty</b>	<b>Positive (+)</b>	<b>High</b>
<b>Other</b>			
<b>Impact on human rights:</b>			
List any human rights impacted.	<b>None</b>		

**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><b>High impact</b> (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><b>Medium impact</b> (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><b>Low impact</b> (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	<b>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?</b>
The recommendations will seek to mitigate impacts of the ending of funding of FSM vouchers during the school holidays so providing both welfare advice and food solutions for some of our most vulnerable children and their families. Community development activities and co-production activities will ensure residents and partners are involved in generating solutions.	

## Step 6 – Recommendations and conclusions of the assessment

6.1	<b>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:</b>
- <b>No major change to the proposal</b> – 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.	The proposals contained in this report will seek to mitigate the loss of FSM voucher with advice and support, and involvement of communities in the solutions defined in the report.



**Step 7 – Summary of agreed actions resulting from the assessment**

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

## Step 8 - Monitor, review and improve

<b>8. 1</b>	<b>How will the impact of your proposal be monitored and improved upon going forward?</b> 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?
	All related activity will be reported through the council's Financial Inclusion Steering Group and mid-year and outturn financial inclusion report to the Executive Portfolio Holders. Regular briefings will also be held with the Executive portfolio holders for food poverty.



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**Executive****19 May 2022**

Report of the Children, Education and Communities Policy and Scrutiny Committee

**Community Hubs Scrutiny Review Final Report – Cover Report****Summary**

1. This cover report presents the final report from the Community Hubs Scrutiny Review undertaken by Children, Education and Communities (CEC) Policy and Scrutiny Committee. It seeks approval to the recommendations from the Executive.

**Recommendation**

2. Having considered the Community Hubs Scrutiny Review Final Report at Appendix 1 and its annexes, the Executive is asked to approve the recommendations as shown in paragraph 6, below.

Reason: To conclude this scrutiny review in line with CYC scrutiny procedures and protocols.

**Background**

3. There had been an unsuccessful bid for European Union funding as part of the 2016 Local Development Strategy Document and in 2017, the Executive Member for Economic Development and Community Engagement was asked to approve a Project Plan for Local Area Based Financial Inclusion. Following the May 2019 local elections, the new administration highlighted a desire to establish more Community Hubs throughout York. From March 2020, during the pandemic, communities came together to support each other, to help provide food for the most vulnerable and to help tackle symptoms of poverty.
4. In June 2021 it was agreed by CEC to form a Scrutiny sub-group to look at how Community Hubs could best support communities in York. The following objectives were set:

- To investigate what a Community Hub can provide for its community.
- To establish how effective a Community Hub is at identifying need.
- To identify what is required to make the Community Hub model sustainable in York.

## **Consultation**

5. The Scrutiny Task Group consulted with several council officers with relevant experience, as well as a number of community hub providers around the country. Annex 4 of the attached report contains details of the Community Hub interviews.

## **Review Recommendations**

6. Following the Committee's extensive consultation and key findings, the following recommendation was approved at the Committee meeting, 03 May 2022:

That the Executive take note of the report contained within Appendix 1, particularly paragraph 10, points a-g, when setting policy and strategy on Community Hubs. Paragraph 10 is replicated below:

Successful community hubs require the following:

- a. The ability to support on a range of issues and not just one. Residents who make use of community hubs for a particular issue often have multiple complex needs.
- b. A clear desire to help people but also tackle the source of problems, not just the symptoms.
- c. An opportunity to bring communities together whilst providing safe spaces for residents with sensitive issues.
- d. A volunteer base to help with capacity and provision.
- e. Almost all the community hubs spoken to had at least some paid staff. This seemed to be a key element to a lot of provision.
- f. A clear means of income generation; whether that be through council grant, national lottery funding or in some cases it was

found that a building lent to a community hub on a long-term lease gave that organisation the ability to rent out space to generate income. It was clear that without a suitable funding model these community hubs would fail.

- g. A clear method of community consultation to generate community buy-in and identify community need.

## Officer Response

7. The roll-out of community hubs will be able to deliver on the recommendations of the scrutiny report in the following ways:

a. **The ability to support on a range of issues:** It will be essential that community hubs continue to be developed and supported on the basis that they respond to the broadest range of community need. Evidence of need/community challenge can include (but is not limited to):

- Food Poverty
- Child Poverty
- Support for families/early help
- Health and Wellbeing
- Enterprise and Access to work
- Skills development
- Equality of access to services

It will be essential for hubs to connect community resources in new and productive ways: relationships, time, skills, gifts and people and to encourage growth in social connections and relationships.

A common theme in the community hubs developed to date has been a basic food offer on a free or pay-as-you-feel basis. The benefits of this are three-fold, forming part of the welcome offer, helping household finances go further and creating a social setting where people can relax, feel supported by peers and the wider community.

b. **Tackling the source of problems, not just the symptoms:** Again, it will be essential for this principle to be at the core of the future development of hubs. Hubs must take a holistic approach, supporting the development of friendships, community networks and peer support resulting in greater resilience for individuals and the opportunity to build better lives. It needs to be recognised that hubs are

not primarily about delivery of services but rather supporting residents to lead change on the ground and to create more resilient communities. Nonetheless, by recognising the power of 'people and place' and building new relationships with communities and citizens there will be an opportunity to reshape public services to better meet community need.

- c. **Bringing communities together whilst providing safe spaces for residents with sensitive issues:** This is an important issue that means making best use of venues and, in some cases, may mean adapting premises. This is something that the council may be able to assist with in various ways.
- d. **A volunteer base to help with capacity and provision:** The continued development of volunteering will be vital. The council's investment in CVS's volunteer bureau is an important step forward in the recruitment of volunteers. It is recognised that there is further potential to work with CVS in the future on the development of hubs including in the management, support and development of volunteering.
- e. **Paid staff:** Although some hubs choose to adopt a purely voluntary model it is recognised that paid staff have a major contribution to make across many hubs. The Good Place Network has now been launched and this gives an opportunity for existing community venues to share best practice around staffing issues.

Clearly, the employment of staff depends on the development of a sound business plan. There will be the opportunity for ward members to support community hubs in their wards to develop feasibility plans or undertake pilot projects involving staffing through the use of ward budgets, especially the £200k Covid Recovery Fund that has been allocated across wards in this financial year. The council has also made available funding for the roll out of community hubs and this will be utilised through the Good Place Network. Again, this can be used to support feasibility studies / pilot projects.

- f. **Income generation:** Again, income generation is a key element of creating sustainable business plans. As with the issue of paid staff, wards will be able to support community hubs in developing their business plans both through ward funding but also by using the skills available within their ward teams.

**g. Generating community buy-in and identifying community need:**

The key to this will be using ward teams, especially Community Officers, to bring people together to look at local need and gaps in provision, to help take forward community ideas and initiatives, looking at what funding is available, and to invite comment and feedback.

It will be important this year to develop a clear communications plan around hubs including where and how people can get support in their local areas and showcasing some of the developments that have taken place. We will continue to develop mapping of what is available, including through Live Well York.

### **Options**

8. Having considered the final report at Appendix 1 and its annexes the Executive may choose to receive the report from Scrutiny and either approve and/or amend, or reject the recommendations arising from the review as set out in paragraph 6, above.

### **Council Plan 2019-23**

9. This review is linked to the following the key outcomes of the Plan.
  - Good Health and Wellbeing
  - A Better Start for Children and Young People
  - Well-paid jobs and an inclusive economy
  - Safe Communities and culture for all

### **Implications and Risk Management**

10. The risks and implications associated with the review recommendations were noted by the Committee in arriving at its final report at Appendix 1.

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**Report Approved**  **Date** 10/05/2022

**Wards Affected:**

All

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

**Annexes**

- Appendix 1      Report of the Community Hubs Review Group plus annexes.
- Appendix 2      Equalities Impact Assessment



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**Children, Education and Communities  
Scrutiny and Policy Committee****3 May 2022****Report of the Community Hubs Review Group**

Recommendations of the Scrutiny Sub-Committee tasked with investigating Community Hubs, their use, function and implementation by the Children, Education and Communities (CEC) Scrutiny and Policy Committee to facilitate the implementation of a Community Hub Strategy for the City of York.

**Summary**

1. This report outlines the process that the Scrutiny Sub-Committee took in their investigation, it also shares the findings of the Sub-Committee and provides recommendations for embedding a Community Hub Strategy in York.

**Background**

2. In 2016 a Local Development Strategy Document (4 Community Growth York, see annex 1) was submitted as part of a bid for European Union funding that was unfortunately not successful.
3. In 2017, the Executive Member for Economic Development and Community Engagement was asked to approve a Project Plan for Local Area Based Financial Inclusion (annex 2).
4. The Liberal Democrat and Green groups formed a new administration after the May 2019 local elections and as part of that, highlighted a desire to establish more Community Hubs throughout York.
5. In March 2020 the Covid19 pandemic began; this involved the restriction of movement, particularly for vulnerable people. As a result communities came together to support one another and help provide food for the most vulnerable. As well as this, poverty continued to cause difficulties in communities throughout York and as the lockdown reduced people's earning potential, communities stepped up to help each other tackle the symptoms of poverty.

6. In June 2021 it was agreed by CEC to form a Scrutiny sub-group to look at how Community Hubs could best support communities in York by posing the following questions.
- What can a community hub provide for its community?
  - How effective is a community hub at identifying need?
  - What is required to make a community hub sustainable in York?

### **Recommendations**

7. Members are asked to consider

Option 1: To recommend that the Executive take note of this report (particularly paragraph 10, points a-g) when setting policy and strategy on Community Hubs.

Reason: So that the Executive can make good and informed decisions regarding community provision in York.

Option 2: To edit, add to or choose to retain some but not all of the points a-g at paragraph 10 before recommending that the Executive take note of this report when setting policy and strategy on Community Hubs.

Reason: So that the Executive can make good and informed decisions regarding community provision in York.

Option 3: Not recommend anything to Executive.

### **Findings**

8. With the support of the Research and Evaluation Assistant (Community Hubs) the group carried out a desktop exercise looking at best practice when setting up a community hub (annex 3).
9. The group then carried out a series of interviews with community hub providers from around the country, facilitated by the Research Officer (annex 4).
10. The group identified that successful community hubs require the following:

- a. The ability to support on a range of issues and not just one. Residents who make use of community hubs for a particular issue often have multiple complex needs.
- b. A clear desire to help people but also tackle the source of problems, not just the symptoms.
- c. An opportunity to bring communities together whilst providing safe spaces for residents with sensitive issues.
- d. A volunteer base to help with capacity and provision.
- e. Almost all the community hubs spoken to had at least some paid staff. This seemed to be a key element to a lot of provision.
- f. A clear means of income generation; whether that be through council grant, national lottery funding or in some cases it was found that a building lent to a community hub on a long-term lease gave that organisation the ability to rent out space to generate income. It was clear that without a suitable funding model these community hubs would fail.
- g. A clear method of community consultation to generate community buy-in and identify community need.

### **Consultation**

10. The Scrutiny sub-group consulted with several officers in the council with relevant experience as well as several community hub providers around the country (see annex 4 for the write up of the Community Hub interviews)

### **Options**

11. Members can choose to make the recommendations outlined in this report or edit and adapt those recommendations before making them or choose not to make any recommendations at all. These recommendations should be made to the Executive to support the implementation of a Community Hub strategy.

### **Council Plan**

12. This report will make a particular contribution to the following Council Plan themes:

- Good Health and Wellbeing
- A Better Start for Children and Young People
- Well-paid jobs and an inclusive economy
- Safe Communities and culture for all

### **Implications**

13. **Financial** – As there is no base budget available to support any additional financial implications of this report, it is expected that the hubs should be self-financing on an ongoing basis. Wards have been given £200k in 2022/23 to support Covid 19 recovery efforts in local communities across the city from the Covid recovery fund. Given the proven and important role of hubs in Covid recovery it would be entirely legitimate for Ward Members to use that fund to help seed-corn / stimulate / develop the business plan of their local hub in order to kick-start where appropriate and to help with future financial sustainability.

**Human Resources (HR)** As per the financial implication

**Equalities** An EIA (Equalities Impact Assessment) will be developed for the Executive Report

**Legal** None

**Crime and Disorder** None

**Information Technology (IT)** None

**Property** None

**Other** None

### **Risk Management**

14. If CEC policy and scrutiny committee decide to take no recommendations forward to Executive, or Executive do not accept the recommendation of Scrutiny, then the best practice learned from the Scrutiny may not benefit the further development of Community Hubs in York.

## Contact Details

### Authors:

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Cllr F Fitzpatrick  
Cllr R Webb

### Chief Officer Responsible for the report:

Not applicable - Member Scrutiny Review,

Report  
Approved

n/a

Date

03 May 2022

### Specialist Implications Officer(s)

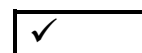
Financial

Richard Hartle

Head of Finance: Children, Education & Schools

### Wards Affected:

All



**For further information please contact the Democratic Services.**

### Background Papers:

None

### Annexes

- Annex 1 4 Community Growth York, Local Development Strategy
- Annex 2 Report of the Assistant Director – Communities and Equalities, Project Plan for Local Area-Based Financial Inclusion
- Annex 3 Community Hub Information Pack
- Annex 4 Community Hubs Interview Summary

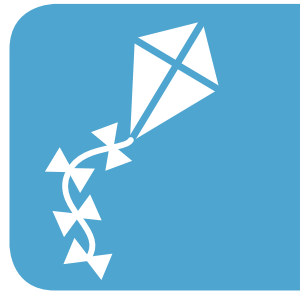
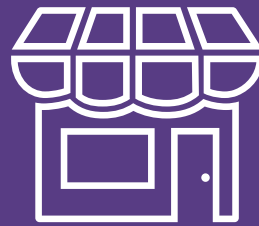
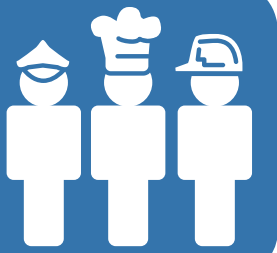
### Abbreviations

CEC Children, Education and Communities Policy and Scrutiny Committee  
EIA Equalities Impact Assessment

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# 4 Community Growth York

## Local Development Strategy



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## Appendices





# 1. Introduction

This submission is the proposed Local Development Strategy (LDS) on behalf of the City of York Council (CYC) with a project name 4CommunityGrowthYork (4CGY).

It sets out how the Local Action Group (LAG) has responded to the call under the European Commission Funding Programme 2015 – 2020 for European Structural Investment Fund (ESIF) supporting business growth in the Leeds City Region (LCR). Using Community Led Local Development (CLLD) principles, and aims to deliver a programme of activities under the European Regional Development Fund (ERDF) and European Social Fund (ESF) operational strands with the objectives of addressing;

- Social exclusion, poverty and discrimination (ERDF Priority Axis 8 Investment priority for CLLD)
- Inclusive labour markets (ESF Priority Axis 1 Investment priority CLLD)

Following on from the initial application the LAG has used the guidance and technical support available to ensure this submission is fully compliant and reflective of the defined area needs, the outcomes of the consultations, specialist expertise and procedural expectations of the Accountable Body.

In committing itself to the LDS, the LAG is fully engaged in developing the economic potential of the mapped areas using a bottom-up approach, using its skill set to support people and organisations not reached through previous development programmes, delivering a multi-funded and tailored approach.

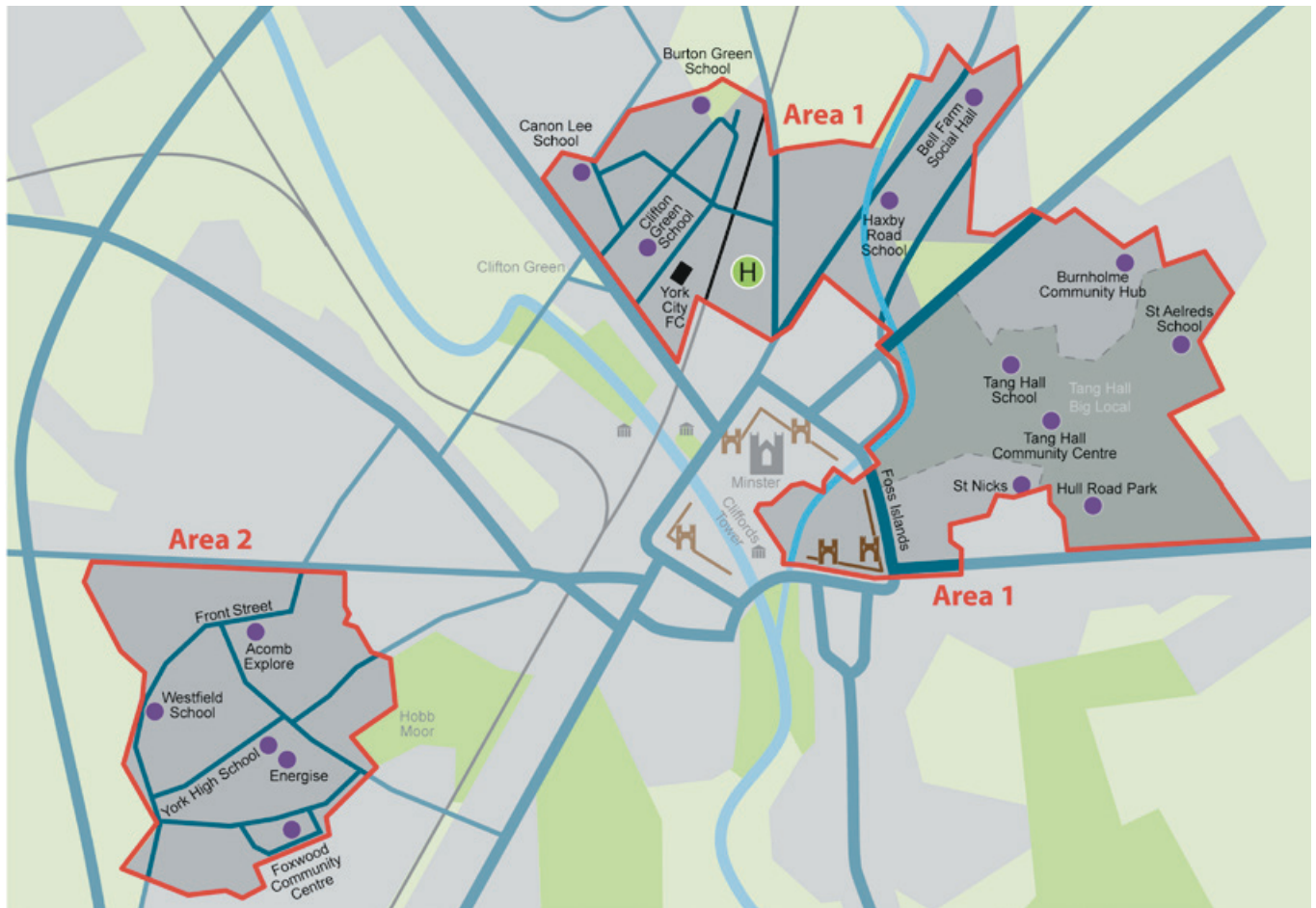
4CGY is a grant giving programme providing opportunities to enable residents and businesses to work together, supported by specialists to:

- Develop hyper local economy responding to local needs
- Reduce barriers preventing access to employment
- Design and deliver relevant skills training
- Work with excluded groups to improve social integration

## 2. Defined area

Evidence for this section has been analysed at a Lower Super Output Area (LSOA) level, using York Unitary Authority data sets and national research.

With a population of 55,844, 4CGY contains nine LSOAs. Tang Hall Big Local (THBL) has one complete LSOA and the majority part of another within its boundaries.



### Map Areas

Area 1 - In the east and north of the city - adjacent to the historic core with 6 LSOAs

Area 2 - Close to the city boundaries, with a cluster of 3 LSOAs

The project area was based on the least affluent areas of the city<sup>1</sup>. These were extended to adjoining areas facing similar issues and to ensure the project areas have facilities and business base for development.

City of York is a compact unitary authority and is working with the geographically representative LAG to learn and develop good sharing practice and expertise, in order to maximise the impact and sustainability of the programme.

<sup>1</sup> IMD Scores 2010

The revised overall map includes adjacent areas to provide facilities and opportunities or potential for delivery that makes sense for local identity and to maintain a sense of cohesion within the programme. The adjustment has been based on knowledge of the demographics of the LSOAs and a deep understanding of how the local community is likely to respond and interact with the suggested programmes.

Within York, these small areas have been historically isolated, fragmented and suffer from negative perceptions and poor outcomes compared to the rest of the city. Too small for previous regeneration funding and without longer term commitment to the people, the area has unaddressed, entrenched and largely hidden inequality living next door to affluence.

Other areas are included in line with the Income Deprivation Affecting Children Index (IDACI) with a view to ensuring that the areas of benefit have realistic community access and to improve response rates through well-known delivery centres, such as Children's Centres and community hubs. Expansion of these areas will also offer a degree of added value by supporting groups who fulfil the eligibility criteria and are established but would not normally access EU funding. These groups can offer tangible ERDF and ESF outputs using the CLLD approach whilst addressing historical injustices.

4CGY includes Haxby Road Children's Centre, which sits in LSOA E01013386 serving the community of Belfarm. It is a priority area for targeted delivery by a range of services, including health professionals and family learning providers, and offers volunteering opportunities for personal and skills development.



To ensure a high degree of co-terminosity, the boundaries of Area 1 have been adjusted between Bellfarm and Clifton to improve geographic coherence, economic functionality and to maximise the opportunities to build on emerging good practice in reaching and engaging with people. The refined boundaries extend the Bellfarm area containing LSOA E0101336 so that it joins with the Clifton area containing the LSOAs E01013347 and E01013349. The opportunities afforded by extension will significantly improve the facilities on offer and provide critical mass, creating an area more similar in characteristics to Area 2, bringing balance/equity to the project and more easily lending itself to the principles of CLLD.

Area 1 encompasses LSOA E01013399 and THBL, (a key match funding partner) in order to make the most of the active learning from a project already using CLLD principles that has already secured interest from business and academic partners. Directly adjoining this is the area known as Navigation and Walmgate containing LSOA E01013367.

Area 2 covers the whole Westfield Ward in York rather than simply concentrating on the LSOA's E01013443, E01013447 and E01013448. It has been expanded to include diverse communities and a significant local shopping area which generates a lot of local interest, is ripe for improvement and development and offers significant potential for business/enterprise opportunities.

Both areas are unique but with characteristics in common, such as community facilities, shopping areas, health facilities, green spaces and similar community challenges and opportunities. Existing community representatives in York are familiar and comfortable in working and thinking strategically across area as members of ward committees or through work on a ward area basis. Each ward contains several self defining communities of geography and of interest which would support the merging of representatives with existing knowledge and experience.

Some parts of the community are reluctant to use their closest facilities due to historical perceptions that are difficult to dislodge – alternative and neutral facilities are important to ensure positive responses. There is a challenge to adapt and make these facilities attractive enough to potential, but initially reluctant participants

Attached: Overall stylised map showing relevant buildings/area  
Overall map showing areas



## 3. Analysis of development needs

### Area profile

A city in the north of England, York is a prosperous tourist city, attracting over 7million visitors a year. It attracts a high degree of inward investment and has developed beyond its old manufacturing base into high growth science and technology sectors as well as a national base for financial and business services. It supports more than 117,000 jobs from over 8,135 business units. While York is considered an economic success, this masks highly marginalised pockets of multiple deprivation and social isolation.

Housing stock and housing affordability has become an issue for concern, with York being the least affordable place to live in the region. Whilst the birth rate for the city has fallen by 5% since 2010<sup>2</sup> from 2001 York has seen higher than average growth figures<sup>3</sup> for

- Population – 10%
- Percentage of women – 0.6%
- BME – from 4.9% to 9.8%
- 0-4yrs, 20-24yr old and over 85's

The population growth has been driven mainly by the expansion of the higher education market and high tech sectors such as biological and agri-sciences often linked to university spin outs. York has seen a large increase in student numbers, with many choosing to stay in the city after graduation. With this growth and expansion, the pressure on housing is an issue for residents concerned about community cohesion.

Whilst the top line figures show a successful economy the underlying trends - as shown in the next section - show a longer term decline in productivity and wages resulting in increasing levels of inequality and deprivation for those not enjoying the benefits of economic success.

### Economy

The figure below shows the GVA (Gross Value Added)<sup>4</sup> for York when compared to other UK cities. York has been deviating away from the national picture and similar economies for longer than the recent economic downturn. York's GVA has been in decline since 1997.

Growth in the labour market has broadly resulted in a two speed economy, with the well paid employment of high tech, bio- sciences and university spin outs and the tourism, and hospitality sector, where the average salary is not only lower but with more fragile working conditions.

<sup>2</sup> Source – ONS      <sup>3</sup> Source – ONS

<sup>4</sup> GVA measures the contribution to the economy of each individual producer, industry or sector in the UK and is used in the estimation of Gross Domestic Product (GDP).

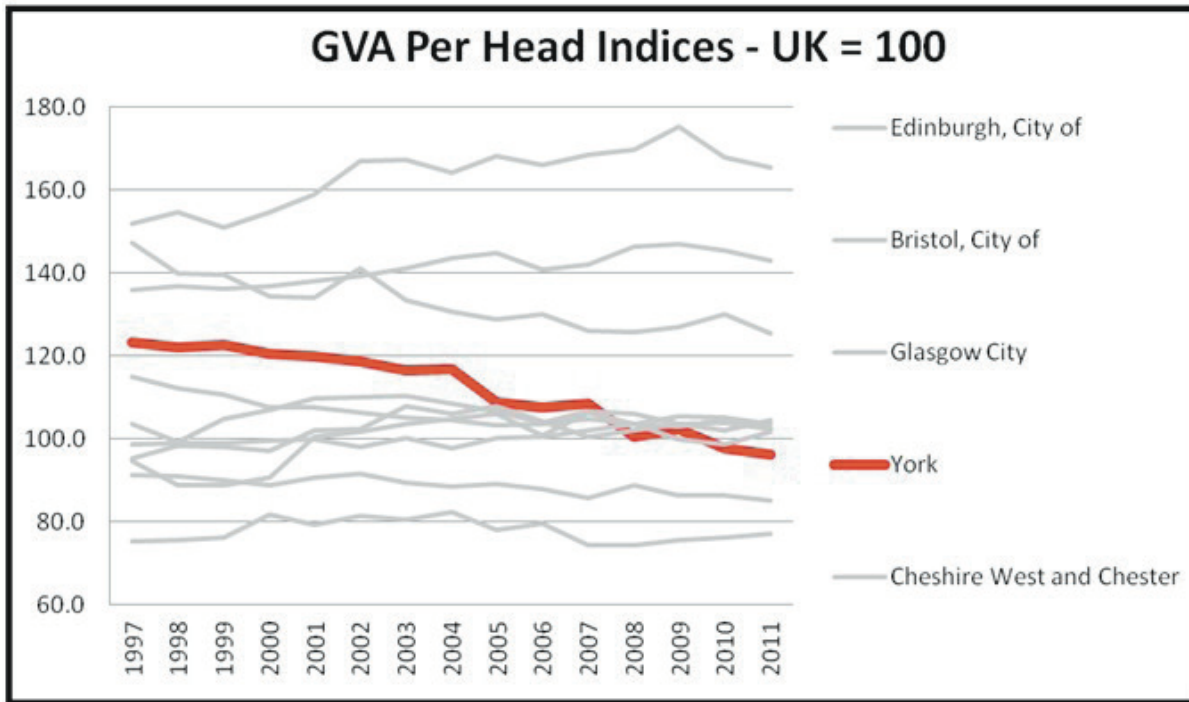


Figure 1 (ONS)

Average earnings in York are higher than the regional and national averages; however, a growing wage gap between the average and the lowest earners is apparent leading to inequality and in work poverty (Figure 2).

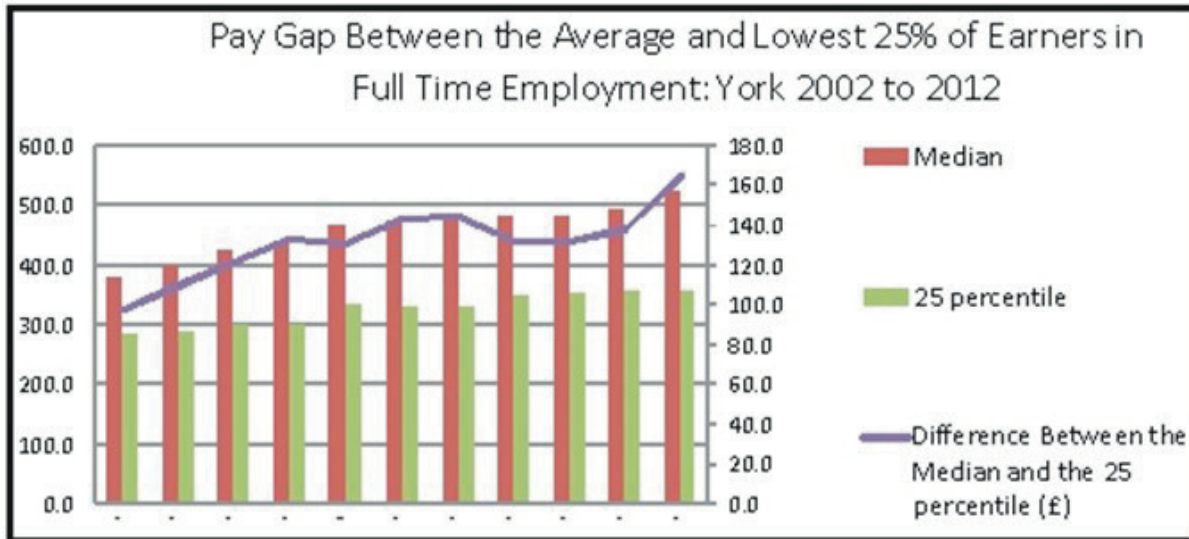


Figure 2 Pay Gap between the Average and Lowest 25% of Earners in Full Time Employment(ONS)

	Earnings by Workplace 2013		
	York (£)	Yorkshire and The Humber(£)	Great Britain(£)
	Gross weekly pay		
Full-time workers	527	479.1	517.8
Male full-time workers	558.5	517.5	558.3
Female full-time workers	420.7	416.3	459.6
	Hourly pay		
Full-time workers	13.11	12	13.17
Male full-time workers	14.19	12.5	13.8
Female full-time workers	11.25	11.15	12.27

Figure 3: Earnings by Workplace 2013 (NOMIS - ONS)

As seen in Figure 3, weekly wages for male workers are higher compared to the whole of Yorkshire and comparable to earnings of male workers nationally.

Weekly wages for both male and female workers are higher compared to equivalent in the Yorkshire and Humber region.

The difference in earnings between men and women in York equates to men earning £2.94 more per hour than women. Based on average full time hours (37 hours per week) this leads to an £3,578 annual pay gap. So while working the same hours, women are more likely to be affected by significant in work poverty. Part-time employment levels are higher than both regional and national averages and this lowers the average weekly earning figures for people employed in York.

York residents' disposable household income is deviating further from the national trend, and further still than many comparator economies. This means that disposable income available to a resident in York is decreasing. Disposable household income in York has consistently reduced since 2002.

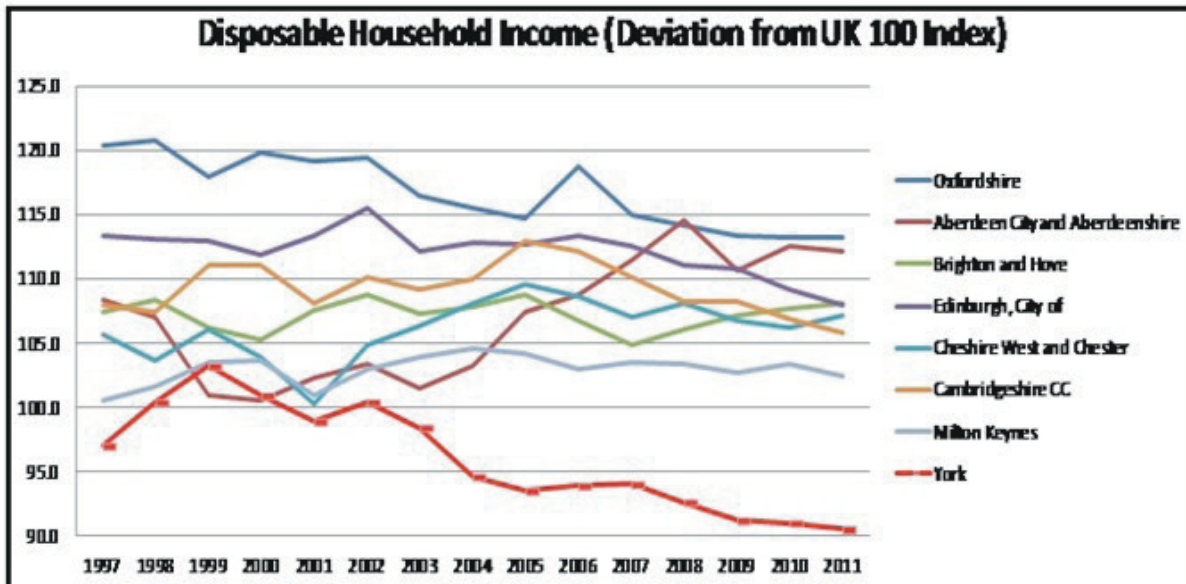


Figure 4: Disposable Household Income (Deviation from UK 100 Index) (ONS)





## Multiple deprivation

The mapped areas for 4CGY are in two areas,

- Area 1 - In the east and north of the city - adjacent to the historic core with six LSOAs
- Area 2 - Close to the city boundaries, with a cluster of three LSOAs

Social and economic conditions are similar across the areas showing why they are classed within the indices of multiple deprivation. The list below is taken from an analysis of York data by LSOA. It highlights significant deviations from the York average in areas that affect residents' ability to develop personal, social and educational skills. Those skills that prevent active participation in the workforce are in bold:

- **Long term illness and disability**
- **Troubled families and workless families'**
- **Domestic violence**
- **Anti-social behaviour**
- **Health, mental health and physical fitness – very high % of GP's visits**
- **Higher % of children in low income families**
- **Fewer qualifications**
- Number of lone working age parents
- Numbers of benefit claimants (working age 16-64): JSA, incapacity, housing, carer, disability
- Claimants for in-work benefits
- Pressure on rented housing from an increasing student population in area 1
- Lower life expectancy of up to three and five years for female and male respectively

Whilst overall, York has shown greater resilience to economic factors that have contributed to greater unemployment in other areas of the country, there are some areas of York with worse outcomes.

The most deprived areas of York in 4CGY have the highest number of:

- benefit claimants
- long-term benefit claimants
- youth benefit claimants
- benefit claimants aged over 50

Ward level out of work benefits claimants indicate the disparity between the local authority average and those who live in the most deprived wards in York.

For example, the proportion of claimants in Westfield ward is approximately twice that of the overall York figure. The first four wards from the left and Hull Road in Figure 5 are in 4CGY's project area.

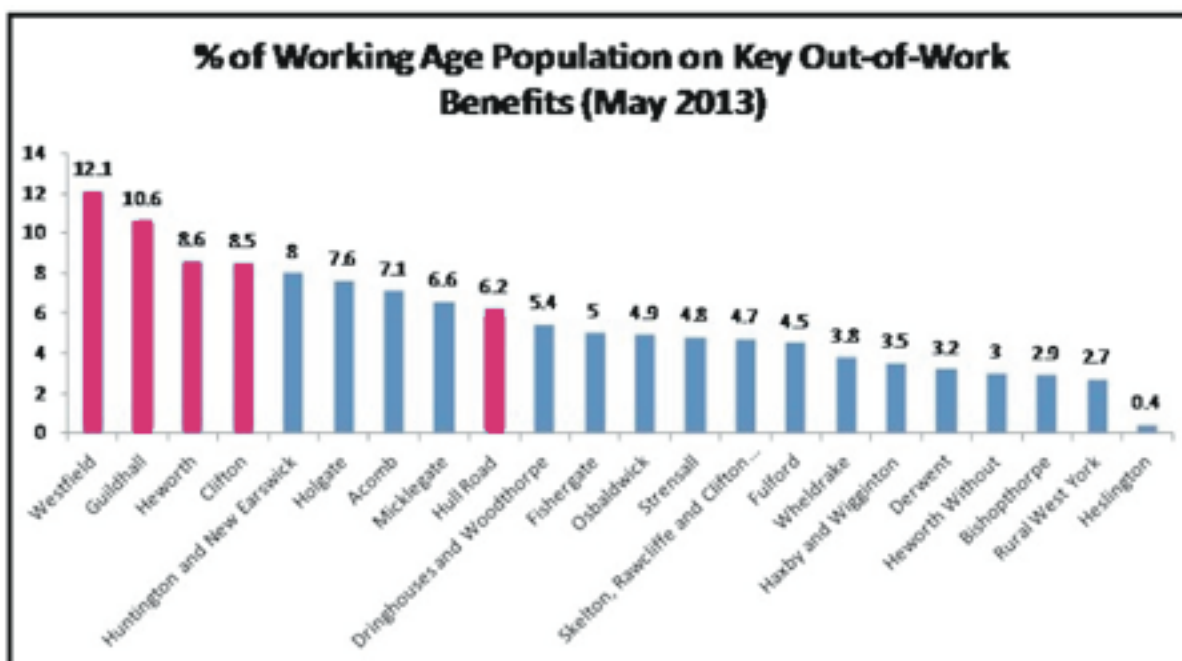


Figure 5: % of Working Age Population on Key Out-of-Work Benefits (May 2013) (ONS)

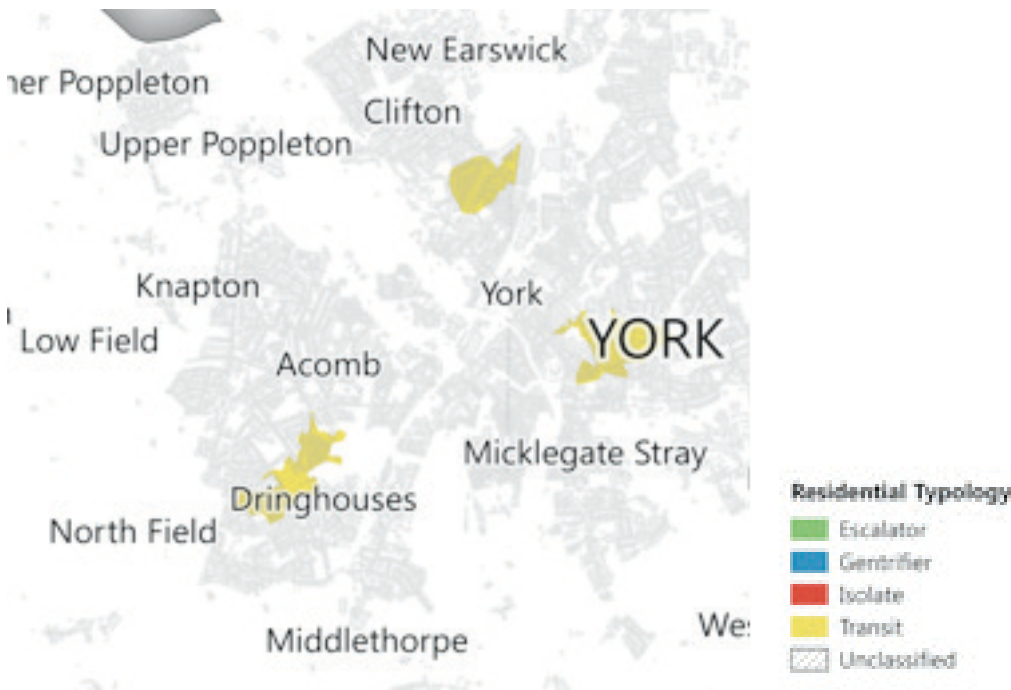
A recent report<sup>5</sup> from the Joseph Rowntree Foundation (JRF) has highlighted some of our project area as 'disconnected core' areas, in which there are more residential workers compared to the jobs available. Furthermore residents work within a close proximity (less than 5km away), but there is limited variety of workplaces. This demonstrates the need to both up skill workers and support local businesses to grow sustainably thereby creating local jobs.

<sup>5</sup> Alasdair Rae, Ruth Hamilton, Rich Crisp and Ryan Powell, 'Overcoming deprivation and disconnection in UK Cities' (Joseph Rowntree Foundation 2016)



Figure 6: Travel-to-Work Typology (JRF)

Furthermore much of the area is classified as 'transit', where people move into the area from less deprived areas, and then move out into less deprived areas. This suggests a high student population or young households getting onto the housing ladder for the first time. This transient population creates instability in a community as any work aiming to raise aspirations is ineffective due to the constant changes within the population.



## Business outlook

Business support is delivered through targeted market sector support, encouraging inward investment and individual business support. From early stage funding to specialist support throughout the business cycle, help is focused on the high growth sectors and developing tourism in the centre of city. Retail outside the centre has focused on large scale developments such as Clifton Moor and Monks Cross, which whilst attracting national brands have increasingly squeezed out hyper local businesses affecting 4CGY leaving it with little or no business coherence. Resident led complaints have focused on the prevalence of unoccupied shops and streets with charity and betting shops. Potential business development in the deprived areas has been hampered through poor access and a lack of business confidence in developing successful local trade.

The local economic development agency, Make It York provides a service available for all across the city. 4CGY will aim to develop and support its participants to develop the skills and confidence to enable access to this. This could be both as both a physical or virtual presence.

There is also little knowledge of home based businesses at a local level and whether higher visibility will improve local custom. As part of the developing THBL's local plan, student led research<sup>6</sup> was tasked with consulting with local businesses to determine levels of need and potential support – the results highlighted instances of drastic losses of income (up to 40%) due to surging student numbers not buying locally.

Fewer local shops means less diversity than other successful and award winning local high streets<sup>7</sup>, in turn making it difficult to attract retail outlets that would contribute to the creation of local focal points for resident and business interaction. Successful local businesses can: increase the resilience of the local economy by encouraging money to stay local rather than sending it out of the area to multinationals, enable people to support local families and respond to local needs rather than becoming an employee.

Business start-up numbers are much lower in 4CGY compared to the York average. Independents and much loved local shops have been lost in the last few years with many replaced with charity and betting shops. While Area 2 has Acomb Front Street as a retail focus, Area 1 does not have a geographical focus for either businesses or shops causing further damage to fragile but much needed local services. For many going into the centre of the city is an expensive bus ride away and more impersonal. Local consultations found that residents were passionate about wanting to live in a nice area with decent facilities and were distraught when the obvious signs of recession began to visibly affect the area. This is reflected in this quote from an Acomb resident who has lived in the area for over 20 years:

**'I absolutely love the new Acomb market idea; we used to spend a whole day in Acomb. Now I last about 20mins ..., just charity shops, hair dressers and bookies.'**

<sup>6</sup> Enactus, 2014, University of York

<sup>7</sup> Bishy Rd winner GB High St of the Year 2015(DCLG)

Local residents in Acomb, through our consultation, have described a retail decline in recent years leading to a feeling of being left out. A recent opening of a Credit Union on the High St in Acomb seeking to improve excess consumer debt is beginning to address deep issues around financial exclusion and the high costs of borrowing for the needs of a digital nation. Research in Acomb by a local community group<sup>8</sup> has shown the determination of the community to restore trade and pride in the area.



## Employment

Main market sectors employment figures in York

4CGY has nine LSOAs within five wards – the chart below is indicative of the differences in employment numbers across the LSOAs, highlighting Westfield as the most deprived area within 4CGY's project area and compared to the overall York total. (Normalised per 1,000 population, 2010)

	York	Westfield (3 LSOAs)	4CommunityGrowth
Sector	Employment by Sector		
Retail/Wholesale	79	8-9	8-18
Manufacturing	32	2-4	2-4
Education	59	2-4	2-11
Health	64	6-8	6-11
Accommodation/food services	38	3-4	4-18
Science/Professional	30	1-3	3-5
	Employment by type		
Male	249	22-24	22-53
Female	237	21-26	21-45
Full- time M/F	328	98	98-408

Figure 8: Employment by Sector/Type (York Open Data)

<sup>8</sup> Acomb Community Survey 2013

MakeltYork the business support agency for York, have provided research to highlight the projected market sector growth in York up to 2022

	Current employment (BRES, 2013)	Expansion demand (YNYER projection, UKCES, 2013)	Retirements (UKCES, 2013)	Net requirement (UKCES, 2013)	Median UK wage (ASHE, 2014)
<b>Health and Social Care</b>	<b>15400</b>	<b>1132</b>	<b>5209</b>	<b>6341</b>	<b>£11.83</b>
<b>Retail &amp; Wholesale</b>	<b>16500</b>	<b>388</b>	<b>5047</b>	<b>5435</b>	<b>£8.50</b>
Food and Accommodation	9600	588	3135	3722	£6.63
Education	12000	-245	3918	3673	£13.61
Transport and Storage	8800	800	2667	3467	£11.71
Professional Services	7300	768	2305	3074	£15.33
Support Services	5700	204	1832	2036	£8.75
Construction	3500	530	1061	1591	£12.58
Finance and Insurance	4300	307	1536	1536	£16.92
Information and communication	2600	306	918	1376	£16.78
Public Admin and Defence	5500	-190	1707	1328	£14.53
Arts and Entertainment	2700	193	964	964	£8.81
Manufacturing	4000	-293	1171	878	£12.58
Other Services	2000	133	667	800	£10.08
Real Estate	1900	0	760	760	£12.02
Water and Sewerage	400	0	200	200	£12.69
Agriculture	100	0	38	38	£8.81

Figure 9: Projected Market Sector Growth (MakeltYork)



Health/Social care and retail are the largest sectors in terms of volume of new employees required, and a starting point for all those out of work needing a first step on the ladder. Looking at the requirements in proportion to the current size of sector, the greatest needs are in:

- Health & social care
- Construction
- IT, digital and media
- Professional services
- Retail

This LDS will aim to provide work experience and an active jobs market for those completing targeted action programmes to tackle overall skills shortages in York and in 4CGY areas, contributing to both ERDF and ESF priorities in the LCR.

With York having two universities and a highly qualified population, employers are taking on over qualified staff leaving fewer opportunities for those with little or no qualifications. Students are also taking on jobs that need no qualifications, leading to their underemployment and to a further squeezing of the job market for lower skilled local residents. There is a need to work with local employers to identify and promote appropriate short-term, part-time, meaningful employment for the students at population so that their skills can complement rather than compete with the local work force. This in turn would help to develop career opportunities for students and a skilled workforce for local employers.

## Family centred caring responsibilities

Having access to quality childcare is key to enabling parents to return to work. Whilst there is a 15 hour childcare provision for every 3/4year old and some two year olds, depending on circumstances, there are concerns about gaps in the cover as the offering is for 38 weeks in the year. York is currently an early implementer of the free 30 hour childcare offering from 1st September 2016. However there are concerns about the impact of the condition that a parent must be working over 16 hours per week to qualify for the free 30 hours of childcare.

Residents have confirmed good quality childcare is essential to enable participation in personal development and training activities. Childcare needs to be close to programme centres to encourage attendance.

Many adults also have caring responsibilities limiting their ability to train and find work. Looking at 2013 figures for York<sup>9</sup> nearly 40% of working age job claimants were classed as carers, highlighting the need for flexibility in approach to developing skills, supporting programmes and finding relevant employment opportunities.

<sup>9</sup> NOMIS

## Digital

Digital literacy is strongly related to digital and social exclusion. For example, access to the job market is increasingly dependent on technological access, appropriate expertise, and online social relationships. Whilst digital exclusion is slowly decreasing and currently at about 12% of the adult population – the excluded are proportionally more likely to be in deprived areas and in more than one of the following groups:

- Over 65 year olds
- Receiving benefits
- Those with learning difficulties
- Socially disadvantaged or vulnerable

These groups are more likely to be heavy users of government services and therefore would benefit hugely from digital access, competence and expertise. Low literacy is also likely to be a major factor in lack of access to ICT and supporting this issue needs to be built into any engagement programmes.

## Qualifications

August 2016 figures from the Department for Education show that the percentage of students eligible for free school meals at state school who then went on to higher education has fallen for the first time since current records began. Only 22% of 19-year-olds who had been able to claim free lunches when they were 15 were in higher education in the 2013-2014 academic year. This was down from 23% the previous year. Jo Johnson, the Minister of State for Universities and Science, commented: 'With a gap still persisting depending on a student's background, there is still more work to do to build a society that works for everyone. Everyone in our country should be allowed to rise as far as their talents will take them.'

In 4CGY the number of residents without qualifications (below level 1)<sup>10</sup> is nearly double the York average. Within the 16—24 age groups in two of the wards those with no qualifications are nearly four or five times the York average.

**One of the higher performing cities for the number of working age population holding a university qualification (40.8% of York's working age population holding a university level qualification in 2011)**

Centre for Cities, Cities Outlook 2013

<sup>10</sup> Regulated Qualification Framework (RQF) for qualifications regulated by Ofqual (general and vocational qualifications in England and vocational qualifications in Northern Ireland), the Credit and Qualifications Framework for Wales (CQFW) for qualifications in Wales, and the Framework for Higher Education Qualifications (FHEQ).<sup>[13][14]</sup>



## Environment

York CO<sub>2</sub> emissions and per capita emissions: the challenge is to meet the 40% reduction in CO<sub>2</sub> emissions by 2020. So far we have achieved 19% reduction in total city-wide CO<sub>2</sub> emissions (24% per capita). There is still more to do in order to achieve the overall targets.

Year	Carbon (KtCO <sub>2</sub> )	Population	Per Capita Emissions (t)
2005	1,318.5	188.2	7.0
2006	1,311.1	189.0	6.9
2007	1,202.0	189.8	6.3
2008	1,178.8	190.8	6.2
2009	1,083.0	192.4	5.6
2010	1,150.5	195.1	5.9
2011	1,040.0	197.8	5.3
2012	1,086.8	200.0	5.4
2013	1,068.6	202.4	5.3

Figure 10: Carbon Volumes York (York Open Data)

Under the Low Income High Costs (LIHC) definition 9% of the private sector is in fuel poverty and, as seen when comparing 2011 figures with 2014, is an increasing issue across 4CGY.

LSOA Code	2011			2014		
	Estimated number of households	Estimated number of Fuel Poor Households	Proportion of households fuel poor (%)	Estimated number of households	Estimated number of Fuel Poor Households	Proportion of households fuel poor (%)
E01013347	664	64	10%	677	104	15.4
E01013349	502	47	9%	531	76	14.3
E01013386	739	52	7%	768	88	11.5
E01033067	N/A	N/A	N/A	741	59	8
E01033070	N/A	N/A	N/A	710	68	9.6
E01013399	655	59	9%	689	114	16.5
E01013443	732	48	7%	718	74	10.3
E01013447	648	62	10%	626	81	12.9
E01013448	673	29	4%	613	42	6.9

Figure 11: Increase in Fuel Poverty York (DECC Sub-regional Fuel Poverty Eng (LIHC) 2011-14)

A household is said to be 'fuel poor' if it needs to spend more than 10% of its income on fuel to maintain an adequate standard of warmth.

## Volunteering

Andrew Haldane, Chief Economist, Bank of England, has said:

**'It is estimated that 170 million hours a year are volunteered by people less than once a month... According to calculations recently released by the ONS (Office for National Statistics), informal volunteers provide anywhere between 1.7 and 2.1 billion hours of extra help each year. So, all in, volunteering in the UK might amount to as much as 4.4 billion hours per year. That is 1.7 hours per week for every UK adult aged over 16. It is not far off 10% of the total hours worked by all UK paid employees. That is quite an army.'**

The Institute for Volunteering Research (IVR) agrees and in their 'What is the economic value of volunteering?' paper they say:

**'Putting a financial value on volunteering – an activity defined by the fact that it is unpaid – remains somewhat controversial. However, it can be a helpful way to get a sense of the scale of its value. Figures tend to be calculated by attributing an hourly wage, and multiplying this by the total number of hours contributed by volunteers over a year, nationally. Here are some recent estimates:**

- **The Office for National Statistics recently estimated the annual value of regular formal volunteering to be £23.9 billion**
- **Earlier work by Volunteering England put the annual output figure for all formal and informal volunteers at £45.1 billion**
- **The DWP (Department for Work and Pensions) and the Cabinet Office recently estimated that the wellbeing value to frequent formal volunteers themselves is around £70 billion per year.'**

Volunteering can and does lead to

- Jobs. Time Bank says; 'volunteering gives your CV a boost – a survey of some of the UK's leading businesses and 73% said they'd employ someone who's volunteered over someone who hasn't.'
- Gaining confidence, meet new people, and acquire specific job-related skills and experiences through volunteering. This helps expand CV's and provides references - all key factors in getting jobs.
- An improvement in health. Evidence suggests that; 'volunteering has a positive effect on social psychological factors, such as one's sense of purpose. In turn, positive social psychological factors are correlated with lower risks of poor physical health. Volunteering may enhance a person's social networks to buffer stress and reduce risk of disease.' This was taken from the Corporation for National and Community Service Report in 2007 entitled 'The Health Benefits of Volunteering'.

Two case studies from York showing the path to work via volunteering

**As a new local graduate specialising in IT/Business Management, I wanted a job to develop my skills. After months of not gaining work, I volunteered with Citizens Advice York. This was the best thing I ever did. It boosted my confidence, helped me overcome disability barriers and built my skills. After a year of volunteering I am now in a paid position. The opportunity they gave me was incredible, I felt appreciated and valued as my work was noticed whilst volunteering.**

**After volunteering for 3 years, I obtained a paid role as a Research and Campaigns Coordinator. My volunteering gave me a unique insight into the running of the service. It was hands-on, practical, and essential to the running of the advice service. I gained communication skills and the ability to deal with anyone who comes through the door with any problem!...my volunteering gave me skill set needed to obtain this role..**

City of York, through York CVS (Centre for Voluntary Service) gets over 3,000 enquiries on average each year from people who are looking to volunteer, and works with up to 300 organisations who are looking for volunteers. This demonstrates the ongoing need for this for individuals, communities and organisations and the importance of volunteering to the city. One of the aims of this programme will be to increase volunteering in the project areas. Previously this type of activity has been at lower levels than the average across the city.



# 4. SWOT

The SWOT is collated from a number of sessions including LAG SWOT, Ebor Cafe – coffee morning for parents, Communities and Equalities Team – CYC and comments on the survey

## Community Involvement in the SWOT

Survey results and other consultation which has been conducted with the community have formed part of the SWOT. In addition to this, specific SWOT analysis sessions were run to include members of the public and publicised both within CYC and externally.

SWOT analysis resulted in priority themes:

- Community confidence and well-being
- Skills development
- Local business and employment opportunities

**‘There is a good sense of community but there is noticeable unemployment...’**  
4CGY Consultation

<b>Community Strengths</b>	<b>Community Weaknesses</b>
<b>Community confidence and well-being</b>	<b>Community confidence and well-being</b>
Willingness to recognise need for change Established health networks Easy access to quality green space Basic childcare networks Ability to pull together in crisis/pragmatic Mixed neighbourhoods Established community groups willing to help Strong sense of pride in place Good transport network including cycling	Historical under achievement Fear of being involved/Lack of aspiration Community mistrust/suspicion Lack of confidence/Social isolation Marginalisation High incidence of health, mental health, disability issues Higher levels of anti-social behaviour Poor community engagement Fragile infrastructure – lack of money/support for maintenance Community facilities – underfunded and underused Lack of a integrated network of support Low affordability of housing
<b>Skills development</b>	<b>Skills development</b>
Volunteering Some established events and activity	Lack of capacity building No training in community decision making Attainment gap aged 19 – higher than national average

<p><b>Local business and employment opportunities</b></p> <p>Community buildings in each local area High profile support from Council/Cllrs Support from local schools/children's centres</p>	<p><b>Local business and employment opportunities</b></p> <p>Embedded worklessness Suspicion of interventions Lack of local support for interventions Social impact of offenders/offending Few local employment opportunities Lack of visible local economic development Low wage economy</p>
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<p><b>Opportunities for the community</b> <b>Community confidence and well-being</b></p>	<p><b>Threats to the community</b> <b>Community confidence and well-being</b></p>
<p>Small steps to build confidence Offer flexible and attractive programmes Ensure accessibility Public Health – working with the community initiatives Bespoke personal support for vulnerable times/groups Develop sustainable lifestyles to improve disposal income for residents Networks – to provide capacity building Work with trusted local group for referrals Build on locally successful initiatives Build on volunteer /peer to peer support networks</p> <p><b>Skills development</b></p> <p>Digital support via innovation e.g. apps Volunteering above national average Student start ups Student community involvement including volunteering</p>	<p>Lack of trust in interventions Lack of continuing commitment Continuing poor ill health outcomes Lack of health support for action programmes Silo thinking threatening integration Critical mass – not enough commitment to create viable programmes Lack of engagement in community life Community conflict Lack of integration</p> <p><b>Skills development</b></p> <p>Lack of communication Failure for high risk ideas Lack of uptake</p>



**Local business and employment opportunities**

Facilities improvement shown to aid successful outcome

Digital infrastructure dev/digital literacy

Respond quickly to local ideas/initiatives to deliver bespoke services and co-design future courses

Community decision making increases commitment and loyalty

Use of evidence/research to encourage positive interventions

Support networks for marginalised groups willing to work in cohesive and integrated processes.

Work with other funding partners – city wide, regionally and nationally where relevant and appropriate

Develop networks with willing employers

Jobs – York Central, Festival City, Southern Gateway, Community Stadium

OnePlanetYork for env.sustainability, Mediale(Guild of Media Arts)

Partnership development e.g. JRF

Develop sustainable business lifestyles to improve disposal income using existing expertise and new funding

**Local business and employment opportunities**

External economic/political decisions

Programmes are high risk

Lack of delivery partners due to poor perceptions of EU programmes/bureaucracy

Sustainability in longer term

Change in employment demand

Adverse perceptions of area leading to reluctance to participate

Continuing cuts to national and local budgets

Lack of longer term commitment from employers

**'Would be good to have personal support to do courses'**  
4CGY Consultation



## 5. Strategy and objectives

4Community Growth is a multi funded approach aimed at building capacity in deprived areas of York identified using the Index of Multiple Deprivation. Historically the mapped areas have had difficulty trying to overcome social and generational disadvantage, with inconsistent levels of relevant support in education, skills training, health, wellbeing (life skills), mental health and emotional resilience.

Strong local social bonds can also exacerbate negative outlooks enhanced by a multiplier effect in concentrated pockets. Attitudes become entrenched leading to social isolation and severely restricting awareness of potential employment possibilities. Our EU funded approach aims to support individuals as they create their own pathway to a healthier outlook and subsequent positive interaction with labour markets.

**'I believe that all local people have strengths and assets which have huge potential to contribute to a better neighbourhood - start with people, not with problems.'**

4CGY Consultation

The focus of York's multi funded approach aims to develop innovative and realistic programmes. It will work on identified spatial disparities missing from previous local, regional, national and EU top down programmes where shorter term outputs lacked the scope to address deeper underlying issues governing areas of multiple deprivation.

Projects will use a bottom up CLLD approach seeking to address the deeper issues identified including barriers to; personal development that prevent growth of potential, capability of joining in and maintaining an ability to directly access employment markets.

It will focus on areas other regeneration programmes have been proven not to work or have limited capacity to ensure success and CLLD has been identified as a potentially positive approach.

The York programme will;

### **Contribute to reducing the 17% productivity gap between the UK and other G7 countries (ERDF and ESF)**

- By developing skills and moving the targeted number of people into sustainable employment, encouraging and delivering innovation through working with public/private sector partners building on current economic success by expanding activity into broader areas of opportunity and seeking to reduce the earnings gap.
- By developing community based tailored plans encouraging individuals and groups to define success and match progress to higher levels of earnings by providing opportunities and training for developing businesses.
- By consulting with residents and local economic development partnership to identify local needs, providing extra access and support for early stage funding for new enterprises

### **Improve disposable household income (ERDF)**

- By improving local infrastructure barring access to higher earning opportunities, ensuring employment opportunities are sustainable over the longer period and providing support at vulnerable times (emotional resilience)
- By developing a community targeted OnePlanetYork(OPY) lifestyle programme which will encourage individuals and groups to save money and improve their disposal income through adopting a sustainable 'one planet' lifestyle. This would include community champions and integrated services of a variety of city (Stockholm Environment Institute) and council partners to provide tailored advice to groups / individuals on switching energy suppliers, saving energy in the home, creating warmer, healthy homes, sustainable transport and how to reduce food bills and grow your own. This could also bring together other public services such Public Health, CAB, OPY partnership to create a co-branded lifestyle campaign which will improve disposable income, whilst improving health, wellbeing, the local economy and local natural environment. The scheme would create skills that could be used to help residents save money in their home (and could also be accompanied by other learning schemes linking into the city's Green Jobs TaskForce / others). It would be based on an award winning Green Neighbourhood Challenge.

### **Address discrimination and marginalised communities in York (ESF)**

- By developing community led consultation aiming to identify local issues where discrimination and marginalisation has severely affected life chances and resulted in ingrained social injustice and develop a committed and socially balanced response. The response may include working with integrated community health groups, addressing specific transport concerns, improving access to debt and money management creating appropriate opportunities for learning and mapping a pathway to sustainable employment opportunities and providing support at vulnerable times (emotional resilience).

### **Reduce carbon footprint through developing relevant amenities with carbon reducing technology e.g. retro fits, renewable energy, passive house standards (One Planet York) (ERDF)**

Reduce the carbon footprint of York by using a multi-agency approach through:

- **Community assets**

This work will utilise the Council's Salix funding, York Community Energy and EU ELENA funding ( subject to securing funding (LCR are currently bidding for this work)) to explore opportunities for various energy efficiency/renewable energy schemes on community assets in the 4CGY area and to create low carbon, warm, healthy and cheap to run community assets.

- **Local Businesses / SMEs**

This work will utilise ERDF PA3 funding to provide SMEs with advice and funding to become resource smart, One Planet organisations( subject to securing funding (LCR are currently bidding for this work)). This will build capacity and skills to deliver a low carbon economy and support local businesses to save money through using fewer resources, aiding growth and competitiveness. This will be delivered through the City's Green Jobs Taskforce.



- **Communities / individuals**

As above see- Improve disposable household income objectives and reduce York's Carbon Footprint.

### **Reduce in work poverty through up-skilling and better paid employment (ERDF and ESF)**

- By using a multi-agency approach to increase referral to and uptake of learning/training opportunities to improve adult educational achievements and developing confidence to access higher level employment.

### **Reduce educational attainment gap (ERDF and ESF)**

- By working with adult learning and mental health organisations to develop CLLD programmes leading to significant improvement in abilities /confidence, enabling further training on locally identified job skills.

## **Intervention logic**

### **Outcome themes from consultation**

Extensive consultations across the areas highlighted a number of recurring issues as reflective of current needs that residents and businesses felt were important to take into consideration when designing intervention strategies.

**'Small steps'**  
4CGY Consultation

**Small steps** – where there are aspects of multiple deprivations there can be little capacity to enable people to overcome the barriers to work in one fell swoop. Previous work from CYC<sup>11</sup> in partnership and using a multiple agency approach has recognised the need to breakdown work into doable and achievable targets that build confidence and trust. This aspect takes time, has detailed help and needs a supportive and nurturing environment that encourages positive steps – toward greater resilience and reducing dependency. A small step may start with recognising the need to change and asking for help/support. Whilst support from official sources will measure outputs, a key indicator of success and longer term viability is to obtain encouragement from family, friends and local community.

**Hyper local** – the focus of both ESF and ERDF CLLD programmes have been to get to parts of the community not reached by previous funding programmes. Where funding is focused on a 'central access point' it has excluded those who are unable to travel through cost/ accessibility, maybe intimidated by a impersonal form filling approach or limited by time/caring responsibilities. This limits the uptake of programmes even though the eligibility criteria have been fulfilled. As well as being close to amenities it was also considered important that, in order to be successful and part of an attractive offer, the facilities were considered neutral and comfortable with easy accessibility and local to users. Gathering and harnessing the support of local community groups can capture key local knowledge and be prepared for contributing to the delivery of relevant action programmes.

**'Childcare is worse after closing down of existing provisions at the school.'**  
4CGY Consultation

<sup>11</sup> Supporting You, 2015

**Caring responsibilities including child care** – many of the discussions with parents have reflected on the difficulty of matching child care with work and home commitments. Universal provision is limited to 3-4year old and some 2 year olds, leaving large gaps making it expensive and time consuming. This limits opportunities for access to skills development leading to work opportunities. Parents need accessible and affordable child care in order to pursue the opportunities developed through the action programmes.

Delivering Differently in Neighbourhoods – case study from Haxby Rd<sup>12</sup>)

1. A significant number of parents involved in the project led to volunteering and involvement in adult education via foundation courses and level 2 training courses.
2. Partnership/relationship building used to; integrate teamwork, share relevant data and facilitate intensive community development ensuring positive impact leading to measurable success in an area with traditionally low engagement and expectations.
3. Working with local partners to encourage investment in an important community building had employers and parents working together to co-design a space to improve local facilities with visible results enhanced by community participation with residents committed to developing social and community capital.

Once the proposed activities begin there will be opportunities to support parents who may want to become Teaching Assistance/Child minders through providing accredited training. There is also an opportunity to then provide local employment for residents who, having gained their accreditation and as stakeholders in the local community, could be potential peer to peer candidates, adding to community capital and developing a deeper community resilience.

Local initiatives are working towards helping men into childcare as part of an access programme through – caring, Teaching Assistant, nursing etc – There is a willingness locally to use innovative solutions to encourage commitment to programme e.g. apps for training, pathway on app, working with parents to help devise an app around speech and training.

Research has provided evidence to support the idea that early years intervention has a long term impact on emotional resilience and ability to participate in and have a long term commitment to the adult workplace. These programmes therefore are part of a longer term strategy to provide a happier, healthier and more skilled workforce, which will naturally reduce pressure and costs on the NHS and relevant government budgets. Evidence has also shown that improved parenting skills and parental involvement in supporting children's learning and development not only develops social communication within the family, but these life skills are then directly beneficial and transferable to the job market.

<sup>12</sup>Haxby Rd Children's Centre, implementing the neighbourhood family focus model 2015(DCLG)

## Programme design

The consultations provided clear guidance to success for local action programme;

One access point to register – avoids the need to constantly repeat the same information.

A coherent set of integrated programmes with a pathway approach that ensures participants can clearly see where they can step on and off the pathway dependant on their circumstances. This also incorporates a degree of course design by residents defined by hyper local development need and supporting sustainable development in the area

When able, provide courses that have more than one benefit e.g. training in plumbing or carpentry provides qualifications for work but also practical skills to use at home and save money.

Active support throughout the programme to assist vulnerability, encourage longer term commitment and provide specialist advice when necessary e.g. working as a group or how to apply for funding.

Design and deliver courses that enable participants to gain qualifications, to enhance life skills and develop neighbourhood networks.

## Innovation

Innovation is the cross cutting theme with regard to the objectives and developed as a bespoke response to York's situation, whether responding to local need in a new way, such as the Men in Childcare initiative, or using digital solutions that promote awareness, skills development and use. Analysis of programmes already undertaken has shown an opportunity to build on successful programmes such as Headstart and Support for You delivered by City of York in the LCR.

Community consultation and local academic expertise in digital engagement has prompted the early development of a creative digital engagement programme as a means to open access, through a strategy of discovery, to those in disadvantaged group. Known as the Dream Factory, these activities will encourage community engagement, the development of peer-support networks, and sustainable literacy programmes through 'gamification'. In addition, the underlying technologies will measure progress and inform interactive programme development. It will feed directly into the SMART objectives of the programmes, by offering both an exciting social experience, that attracts those not normally engaged, and an opportunity to be part of a co-design project that gathers data incidentally in an upward spiral of development.

## Objectives

### 1. Community confidence and wellbeing

Why?

- improved personal outlook
- feeling supported, designing personal pathways of support,
- breaking through attainment barriers,
- committed to area, no short term fix, sustainable long term development

#### Matching LEP objectives

ESF – Identification and tackling specific barriers to employment and skills, social integration, locally relevant economic development activity

ERDF – Developing skilled and flexible workforce, infrastructure for growth, reduce carbon footprint.

### 2. Skills development

Why?

- Attainment gap, development of potential, qualifications for employment
- Lack of capacity building, lack of communication, failure of high risk ideas
- Lack of uptake, digital support through innovation,
- Volunteering
- Student start ups and community involvement
- Lack of integration.

#### Matching LEP objectives

ESF – Locally relevant economic activity, identification and tackling specific barriers to employment and skills.

ERDF – Supporting business growth, develop a skilled and flexible workforce.

### 3. Local Business and Employment Opportunities

Why?

- Community development approach to infrastructure capacity building
- Power to change area for good
- Finance, business and business networking

**‘They need to be encouraged into work when they are young - to put them in good stead for the future.’**

4CGY Consultation

#### Matching LEP objectives

ESF – Social integration initiatives, locally relevant economic activity, identification and tackling specific barriers to employment and skills.

ERDF – Infrastructure for growth, supporting business growth, developing skilled and flexible workforce, resource smart city region.

### Consistency, complementarity and synergy

Taking into account other funded programmes in the York area, it will be an ongoing process to avoid duplication and overlapping, but also to ensure a cohesive and integrated approach to enhanced service delivery for the participants allowing for ongoing programme updates and providing a matrix to move to other relevant programmes, if eligible, and after graduating from 4CGY.

Building Better Opportunities LCR will have projects on early intervention families and marginalised migrants in York. In the York, North Yorkshire and East Riding LEP BBO the focus is on those who are out of work, furthest from the labour market and at most risk of social exclusion. It will be delivered by Your Consortium as part of the ESF funding priority. 4CGY is aware of this initiative and has been in discussion with Your Consortium to ensure programmes are complementary and avoid duplication.

Ad:Venture is a £13.76m programme offering wrap-around business support for start-ups and early stage firms with growth potential particularly in key priority sectors. It will provide information, advice, guidance and capability-building and best practice in enterprise development appropriate to the age, stage, readiness and ambition of participants. Participants will also be helped to source finance to support their business growth plans. This is a city wide initiative with regular liaison planned to avoid duplicate referrals and confusing marketing across the geographical areas.

York CVS, York CAB and the Two Ridings Community Foundation are all represented on the Local Action Group and as well as benefiting from their local knowledge and expertise this will ensure a coordinated approach to projects and will minimise the risk of duplication.

Back to Work (DWP Opt in YNYER LEP) 4CGY are aware of this programme which is designed to support unemployed and inactive people into work, with success is based on sustainable job outcomes. Successful providers will be notified in June with delivery commencing September 2016 - March 2018. With no start date as yet 4CGY will ensure connectivity to avoid duplication once the programme begins.

Step-up Into Construction – this supports unemployed, inactive and 16-18 year old NEETs with a 6 week construction programme to secure a CSCS card, work experience and interview with employers in the sector. CYC (14-19 & Skills) is a strategic partner of the consortia led by Leeds College of Building, with York College as the local delivery partner, working closely with JCP and developers across the city. Delivery March 2016 – July 2017.

NEET 16-24 (SFA opt-in) via LCR – York Learning and York College have applied to be part of the supply chain for prime providers.

Enterprising Young People, 15-24 (SFA Opt-in) – across both LEPs – CYC (14-19 & Skills) is working with other LAs to strategically shape and influence Prime Providers and delivery consortia to ensure that resulting activity fills gaps and compliments existing Careers Guidance, enterprise and employability activity.

Apprenticeship Hub developments (SFA Opt-In) via LCR – CYC (14-19 & Skills) is working with other LAs on submitting a bid (Kirklees Council as lead) to continue to drive the take-up of apprenticeships with young people and SMEs, providing an independent recruitment service to SMEs

Support for Redundancy – this is a flexible call off contract, that will facilitate a range of support to individuals within businesses at threat of redundancy.

Skills Support for the Workforce (SFA opt-ins) in both LEP areas – with a focus on higher level skills for those already working to help drive productivity. Higher York partners are well placed to be part of the supply chain for prime providers.

Adult Skills Funding - agreed annually from central Government to support apprenticeships, develop literacy and numeracy and provide other qualifications up to and including Level 2 qualifications.

There will be similar targets as the CLLD programme but without a specific geographical focus and not tasked with leaving a longer term legacy within the communities.

These projects are across the city and in single funded more dispersed projects. We would work with the agencies involved to ensure no duplication and encourage referral and signposting, ensure clarity of approach, integrated outcomes as well as sharing best practice and community building tactics.

### **Building resilient partnerships**

As part of the application process a number of potential partnerships have arisen with the potential to enhance and develop the CLLD approach in 4CGY. THBL is a key stakeholder. Initial interest includes;

- 1. Local Area Co-ordination** – a scheme with co-ordinators working across York, including the 4CGY project area. Part of an internationally recognised approach to create networks of support around people to increase independence and reduce dependence on statutory services.
- 2. Make It York** – an arms length business development organisation tasked with increasing high value employment across York.
- 3. Unltd** – a sister organisation to Local Trust (manages THBL). It aims to increase and support social enterprises. It provides grants to individuals to help them become social entrepreneurs in a stepped programme building confidence and resilience through training and support.
- 4. Local health sector** – from Public Health, Clinical Commissioning Groups, local surgeries and community health groups.
- 5. Housing Services** – both local authority and housing associations have provided specialist knowledge and support to improve community engagement and provide insight into potential approaches to reduce social isolation.



6. **OnePlanetYork** – York is part of a network of cities committed to encourage and implement behavioural change as part of a commitment to build environmental resilience and address the impact of climate change.
7. **Area based approach from Children’s Centres** – building on successful pilot project to develop parenting skills using a community based approach and enabling the transference of skills into work opportunities.
8. **York Skills Strategy/Learning City York partnership** – a strategy which recognises the value of skills development and lifelong learning in raising aspirations, improving peoples’ job satisfaction, employment security and earning potential, as well as promoting the health and well-being of individuals.



## 6. How the community was involved

The local community have been consulted as part of the development of this LDS. The LAG was also keen to ensure that the consultation was based on the Asset Based Community Development (ABCD) model. This underpinned all of our consultation including the design of our Survey, the questions we asked at consultation events and to a lesser extent at our engaging lunchtimes: SWOT Analysis sessions.

5 ways:

- Survey
- Event-based consultations
- Consultations
- Stakeholder Development
- Desktop research

### Survey

The survey was the most efficient way of collecting the views of local people in a format which allowed responses to be grouped but be specific at the same time. A 10 question survey was created with both mandatory and optional questions to identify what local people thought about their community. One of the questions asked respondents to agree or disagree ('Don't know' option was included) with positive statements about their community. The survey was open from 27 June 2016 to 9 August 2016 and gained 201 responses. We had a representative set of age groups and a mix of residents, employees, voluntary and community groups and business owners and managers.

* 4. My Community has...	Agree	Disagree	Don't know
good skill levels	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
lots of local businesses	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
successful local businesses	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
a good range of jobs available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
lots of business premises available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
plenty of help available for people who want to find work	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
plenty of help for people who want to start a business	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
a nice environment to work or run a business	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
sufficient levels of good quality childcare	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
local support for people with physical health problems or disabilities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
local support for people with mental health problems	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
confidence and/or is aspirational	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
good local skills and qualifications linked to local employment opportunities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
local information, advice and guidance on support and opportunities which are readily available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
local training and development opportunities linked to local employment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
good local business networks	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
good local business support and advice	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
a local entrepreneurial culture	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
lots of investment available for businesses	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
good support for small businesses	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**'The reason I want to be part of this project is because I am very passionate about learning and development and the power it has to change people's lives.'**

4CGY Consultation



We also took paper-based copies of the survey with us to events to boost the response. The survey was also publicised on:

- Press release
- 4CGY Facebook page
- THBL Facebook page and Twitter account and shared with other Tang Hall community pages.
- CYC Facebook page and twitter account
- 4CGY website
- CYC Consultation webpage
- Posters displayed at events
- Internal & Customer Service screen in CYC Offices

## Events-based consultation

Consultations in the form of one to one and group interviews were conducted at local events. These generally had a much better attendance rate than consultation-only events. And as these events were part of the community, they drew in respondents that may not have encountered the Programme or consultation. This was also an opportunity to capture views that may not have been expressed within the confines of a survey.

- Haxby Road Primary School Sports Day
- Tang Hall Primary School Sports Day
- Ebor Coffee Morning
- Family Fun – Hull Road Park
- Family Learning Celebration Event
- Tang Hall Volunteers Event
- York Residents Federation
- Hull Road Ward Team Meeting
- Guildhall Ward Team Meeting
- 2 x Clifton Ward Team Meeting
- Communities and Equalities Team Meeting
- THBL Partnership meetings

## Consultation events

Specific consultation in certain areas were undertaken to ensure fair representation across the project area. General consultation events were also held at CYC Offices to allow everyone to have the opportunity to contribute to the LDS.

- Acomb Explore Cafe
- Acomb Front Street
- 2 x Engaging Lunchtimes: SWOT Analysis
- 4 x Engagement Events
- 2 x LAG Inductions
- 3 x Partners' Event

## Stakeholder Development

Throughout the period of strategy development one to one meetings were held and continue to be held with potential stakeholders in order to capture local issues, local expertise and encourage engagement with the project.

- Chair, Tang Hall Big Local
- Head of Communities and Equalities, CYC
- Representative, Strategic Business Intelligence Hub CYC
- Head of York Learning, CYC
- Representative, Changing Lives
- Representative, United Response
- CEO, York CVS
- CEO, Two Ridings Community Foundation
- Ward Councillors, CYC
- Head of Early Years, CYC
- Representative, Clifton Green Primary School
- Head of Burton Green Primary School
- Family Focus Employment Advise, CYC
- Managing Director, Make It York
- Representative, Working Men's Club & Institute Union
- Representative, Prince's Trust
- Representative UnLtd
- Sustainability Officer, CYC
- Representative, Imagine Projects
- Representative, University of York

## Desktop research

In addition to the first-hand consultation, we also identified research previously conducted for other projects which could be used to inform the LDS.

- Acomb Community Survey
- Rewiring Event Feedback
- CYC Early Years Reports
- THBL Plan

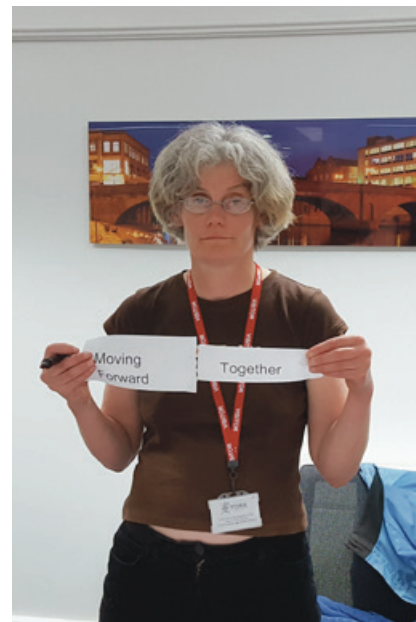
All of the consultation was collated and grouped to form the SMART Objectives. These were then agreed by the LAG as representatives of the local community.

4CGY will strive through the management, decision making and delivery of the strategy to ensure fair representation of the communities in the project area. The LAG is continually seeking to become more representative of the area and as the project moves forward it will seek to recruit more representative members of the community. LAG members have also suggested the development of composite personas to aid the decision making process.

<sup>13</sup>Birkner, Christine, 'The Power of Personas' Marketing News, Feb 2013, 47(2)

Composite personas are a marketing tool which combines characteristics of various people to create an overall persona which enables the group to understand its users better. ‘You have to really understand your target persona like it’s your best friend’<sup>13</sup>. The LAG wants to ensure that they understand the hopes, dreams, aspirations and difficulties faced by 4CGY’s communities. They will refer to the personas when assessing, monitoring and evaluating projects and making strategic decisions.

The LAG and programme staff will proactively seek to ensure representative engagement with the community at all levels.



## 7. Action plan

Following the consultations, SWOT analysis, and intensive LAG development 4CGY has put together a theme based approach action plan reflecting ERDF, ESF, and LCR required outcomes through a programme which is tailored to York following CLLD principles.

Pathways to work will also seek to reflect opportunities within the York market – as mentioned earlier about the two speed economy of highly paid specialist sector and the low wage sector. Training for available employment and identification of apprenticeship and training needed for higher skilled work.

### Community confidence & wellbeing

Improved personal outlook – feeling supported, designing personal pathways of support, breaking through attainment barriers, no short term fix, sustainable long term development, providing accessible, attractive and convenient programmes as a platform for success.

#### Key SWOT

Small steps required, fear of getting involved, community confidence, lack of aspiration, community conflict disharmony, hard to reach groups (housebound), initial hand holding, addressing mental health, health issues, social isolation, suspicion of intervention, embedded worklessness, high transport costs, historically low engagement, perception of apathy, fragile community framework, lack of hyper local infrastructure support

#### Matching LEP Objectives

ESF – Identification and tackling specific barriers to employment and skills, social integration.

ERDF – Developing skilled and flexible workforce, reduce carbon footprint.

#### Action Programmes

- One to one support at vulnerable times during course progression encouraging a 'it is ok' culture
- Bespoke training to improve social skills e.g. improving self-esteem, confidence, communication skills
- Well-being activities to promote a healthy outlook and happier workforce
- Working with healthcare agencies to work with the community to support to healthier pathways – such as well being courses, mindfulness, confidence building, exercise classes
- Using the small steps approach to encourage and develop volunteering as a basis for social skills and community development leading to transferable job skills
- Work with other funded programme to provide an integrated one stop access point to pathways to clearly show small steps and future possibilities as options are explored using digital stories
- Build on other successful local initiatives to build personal pathways to transformation
- Work experience with local community groups



- Developing a community targeted OnePlanetYork lifestyle programme, encouraging individuals and groups to save money and improve their disposal income through adopting a sustainable 'one planet' lifestyle. This would include: switching energy suppliers, saving energy in the home, creating warmer, healthy homes, sustainable transport and how to reduce food bills and grow your own. This could also bring together other public services such Public Health, CAB, OPY partnership to improve disposable income, whilst improving health, wellbeing, the local economy and local natural environment. The scheme would create skills that could be used to help residents save money in their home (and could also be accompanied by other learning schemes linking into the city's Green Jobs TaskForce / others).
- Debt and money management courses
- Bring York employers together with hyper local businesses to share knowledge and start hyper local networks
- Offer childcare, caring, Teaching Assistant qualifications to enable local community stakeholders to work and develop their skills in their own community
- Peer to peer support – share your story – encourage recommendations to attend with loyalty scheme
- Celebrating achievement with the community as part of developing community projects co-designed by residents
- Identifying bespoke training and support schemes for marginalised and discriminated communities.
- Support community hubs to develop welcoming and accessible venues for programme delivery
- Develop volunteering capacity building programme to enable support of volunteers from disadvantaged backgrounds.

**'When I embarked on the opportunity for some free learning seven years ago it led me into my current career and changed me and my life forever.'**

4CGY Consultation



## Skills development

### Key SWOT

Poor educational attainment figures, lack of qualifications, demand for skilled workforce, build on previous successful initiatives, support needed for vulnerable groups

### Matching LEP Objectives

ESF - locally relevant economic activity  
- Identification and tackling specific barriers to employment and skills

ERDF - develop a skilled and flexible workforce

### Action Programmes

- Offer and co-design basic/intermediate/advanced English/Maths/Digital literacy for those not engaged in other funded programmes
- Capacity building to enable participants to design/manage own courses
- Provide entry points for scheme graduates to access wider York networks such as Venturefest and Guild of Media Arts.
- Provide training and support for those with learning and mental health difficulties using CLLD principles and working with employers to provide skills training, empowering the local community to take up locally identified job opportunities.
- Capacity building for volunteers to help develop social skills, make local connections and provide training for skills relevant to job market.

## Local business and employment opportunities

Community development approach to infrastructure capacity building, power to change area for good, finance, business support and networking

### Key SWOT

Lack of local employment opportunities, few businesses, social isolation, lack of confidence/training to enable change, fear of getting involved, lack of central access point in each area for information and to meet, lack of support for marginalised communities to enable fuller involvement in community decision making, lack of hyper local access to support network needed to grow and develop sustainable business, isolation of marginalised groups, identification of referral networks

### Matching LEP Objectives

ESF – Social integration initiatives, locally relevant economic activity, - identification and tackling specific barriers to employment

ERDF – infrastructure for growth, resource smart city region, reduce carbon footprint, supporting business growth, developing skilled and flexible workforce.

### Action Programmes

- Work with employers and community to co-design skills training and subsequent work experience
- Infrastructure training for community development – building community capital and resilience for longer term sustainability such as community leadership development, community development courses to encourage effective working as a group
- Infrastructure training for developing local business opportunities e.g. developing social enterprises or co-op
- Reduce carbon footprint by using the OnePlanetYork approach to encourage innovation, integrate environment impact assessments into project evaluation and measure best practice. Encourage sustainable transport as part of pathway to address connections across LSOAs and alleviate the high cost of transport across the city.
- Explore opportunities for energy efficiency/renewable energy on community assets, helping them to become low carbon warm, healthy and cheap to run.
- Work with local community groups to capture relevant local knowledge and contribute to action programme delivery
- Matching skills to employer needs and local opportunities with reference to the skills shortages
- Financial aid and support including small business equipment grants
- Extra access and support during early stage funding
- Make It York will deliver a series of local pop-up 'clinics' to facilitate the creation of new businesses and to help the development of existing businesses. A number of advisors will provide ongoing support.
- In addition, Make It York can help make connections to city job opportunities, particularly in the retail and tourism sectors.
- Use York projects for collaboration; using the Shambles Market to encourage micro business development, ensuring that relevant local communities are fully engaged with the Mediale, the proposed 2018 International Media Arts festival and York Hive, the community project crowd-funding website, to inspire local engagement and community development
- Build capacity and skills to deliver a low carbon economy and supporting local business to save money using fewer resources aiding growth and competitiveness using the City's Green Job Taskforce to save money
- Use multi agency approach and OPY principles to build capacity and skills to support local businesses to save money through reduced use of resources, aiding growth and competitiveness.

# 8. Management and monitoring

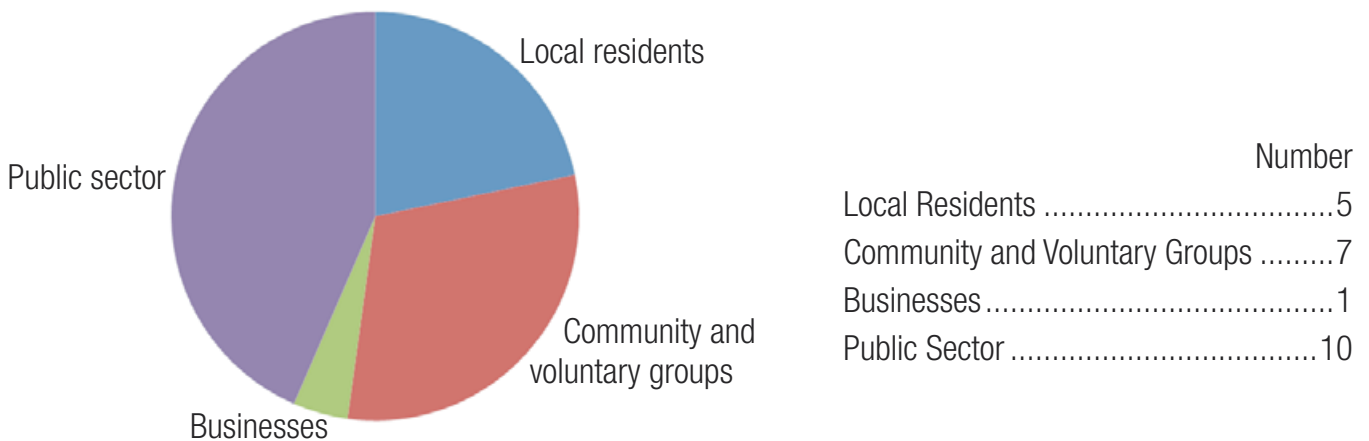
The LAG is an unincorporated association made up of local residents, community and voluntary groups, businesses and public sector bodies within the project area and other individuals and groups who have expertise in project delivery and the project area. Members have been chosen to ensure a fair representation of voices across the mapped area that covers the economic, environmental and social interests of the area.

Job descriptions, expressions of interest form and personal profiles were used to draw in specialist support to potentially help with the delivery of the LDS. The selection process was based on inclusive principles and open to support individuals where needed to ensure effective engagement with the community.

### Membership of LAG

- Anna Bialkowska (Tang Hall Big Local)
- Caroline Stockdale (Local Resident)
- Cllr Andrew Waller (CYC)
- Cllr Denise Craghill (CYC)
- Cllr Janet Looker (CYC)
- Darren Reed (University of York)
- Emily Abbott (Local Resident)
- Frank Healy (Working Men’s Club & Institute Union)
- Jan Garrill (Two Ridings Community Foundation)
- John Hattam (Clifton Green Primary School)
- Karen Doyle (Haxby Road Primary Academy)
- Keith Myers (Friends of Acomb Green)
- Kerry Briggs (Local Resident)
- Lee Davey (York Learning (CYC))
- Martin Crosby (University of York)
- Mora Scaife (CYC)
- Paula Richardson (CYC)
- Penny Bainbridge (Local Resident)
- Sarah Armstrong (York CVS)
- Simon Perry (Local Resident)
- Sue Foster (UnLtd)
- Susan Wood (York CAB)
- Tom Waring (St Nicks Environment Centre)

### LAG Membership





The LAG will hold an IGM and constitute the Terms of Reference once the funding is approved. The LAG will then formally elect a chair, vice-chair and nominate the members of the DMB and SG.

4CGY has not been approached by any organisation wishing to be a partner. The Programme does not intend to seek a partner as CYC's infrastructure is more than adequate for the LAG's needs. Furthermore, it would allow for more efficient management if it was conducted by one organisation and this would reduce management costs.

LAG member's main role will be to determine the strategic vision and direction of the whole programme. Members will ensure that the programme enables community engagement and that it is in line with the CLLD approach. Annual reviews of the Local Development Strategy must be completed and presented at the AGM for the WPN. The LAG members will also take part in and foster the discussion of major issues that affect the developmental needs of the project area. They also have a role to promote and raise awareness of the issues facing the local community. The LAG Member's job description contains a more comprehensive overview of the role of LAG Members.

The LAG will have a DMB which will make the final decision regarding any project applications. Programme staff will conduct an initial assessment of any applications to ensure that all applications are eligible. They will also support any applications which need further development. The DMB will be updated on which applications have been rejected, being supported and those which are ready for consideration. They will be presented with an appraisal from programme staff who will recommend action for the DMB. This will be based in the form of a scoring sheet which will be available to the DMB when decision making. The DMB will then score the project proposal according to the specification of the ESIF aims, LDS, Annual Review and the project call. A decision will then be taken by majority vote. The chairperson of the DMB shall have a second/casting vote in the absence of a majority.

A register of all personal, financial and organisational interest will be kept by the programme staff. Members who have an interest in an item will declare said interest at the meeting, not take part in the discussion and will not be entitled to a vote. The programme staff will ensure that reminders of the responsibility to declare interests will be placed on all the meeting agendas.

A copy of the LAG's Terms of Reference can be found as an appendix.

CYC was chosen as the Accountable Body by the LAG in order to ensure full compliance with EU regulations, for its staff expertise, financial probity and procedures. CYC has the necessary systems and procedures, for example procurement and finance procedures, to support the programme. It also has staff with the necessary expertise to help deliver and support the programme. CYC staff that support the local community have networks which have proved to be key to community involvement in the programme and staff can help to ensure continued community involvement.

## Project Development and Selection

4CGY will take proactive steps to encourage applications for projects. Project calls will be publicised widely through networks within York and LAG members. The process will start with an initial application which allows any organisation to apply so that ineligible applications can be terminated at an early stage. Programme staff will support the development of eligible applications which fall within the LDS action plan and annual review. The application process and estimated timescales will be made publically available together with project calls. The application process will also outline the decision making process. The DMB will have formal meetings and minutes will record how and what decisions were made.

### Application procedure

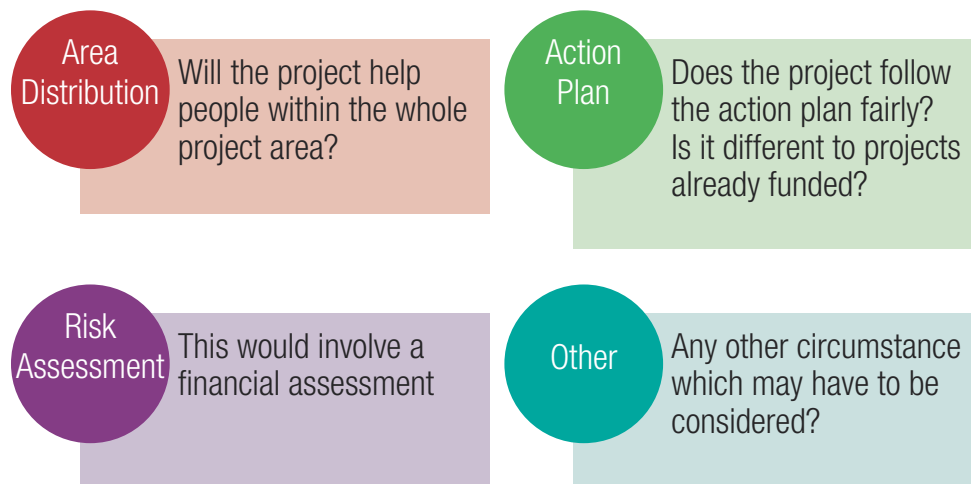


Programme staff will ensure that the initial application satisfies the managing authority selection criteria:

1. the activity and associated expenditure is eligible for ERDF or ESF support as set out in:
  - a. the relevant ERDF or ESF Regulations and National Eligibility Rules
  - b. The relevant Operational Programme
    - i. ESF activity must be in line with Investment Priority 1.5 of Priority Axis 1 of the ESF Operational Programme
    - ii. ERDF activity must be in line with Investment Priority 9d of Priority Axis 8 of the ERDF Operational Programme
2. the activity would support the delivery of the objectives of the Local Development Strategy
3. the activity represents value for money in the context of the Local Development Strategy
4. the project proposer has the capacity to deliver the proposal
5. the project proposer has appropriate management and control systems in place to manage the grant funding in a compliant way
6. the project is compliant with:
  - a. ERDF and ESF regulations and national rules
  - b. State aid and public procurement regulations. N.B the accountable body must ensure that procurements undertaken by the grant recipients are compliant with the Managing Authorities' procurement requirements
  - c. ERDF or ESF publicity requirements
7. the activity makes a positive contribution to the ERDF or ESF cross cutting themes of
  - a. Gender Equality and Non-discrimination and
  - b. Sustainable Development

Some of this information may not be available at the initial application stage and so will be assessed at the full application stage before formal approval.

The LAG will assess the application with additional criteria before deciding on whether to support it. These are some of criteria that might be used:

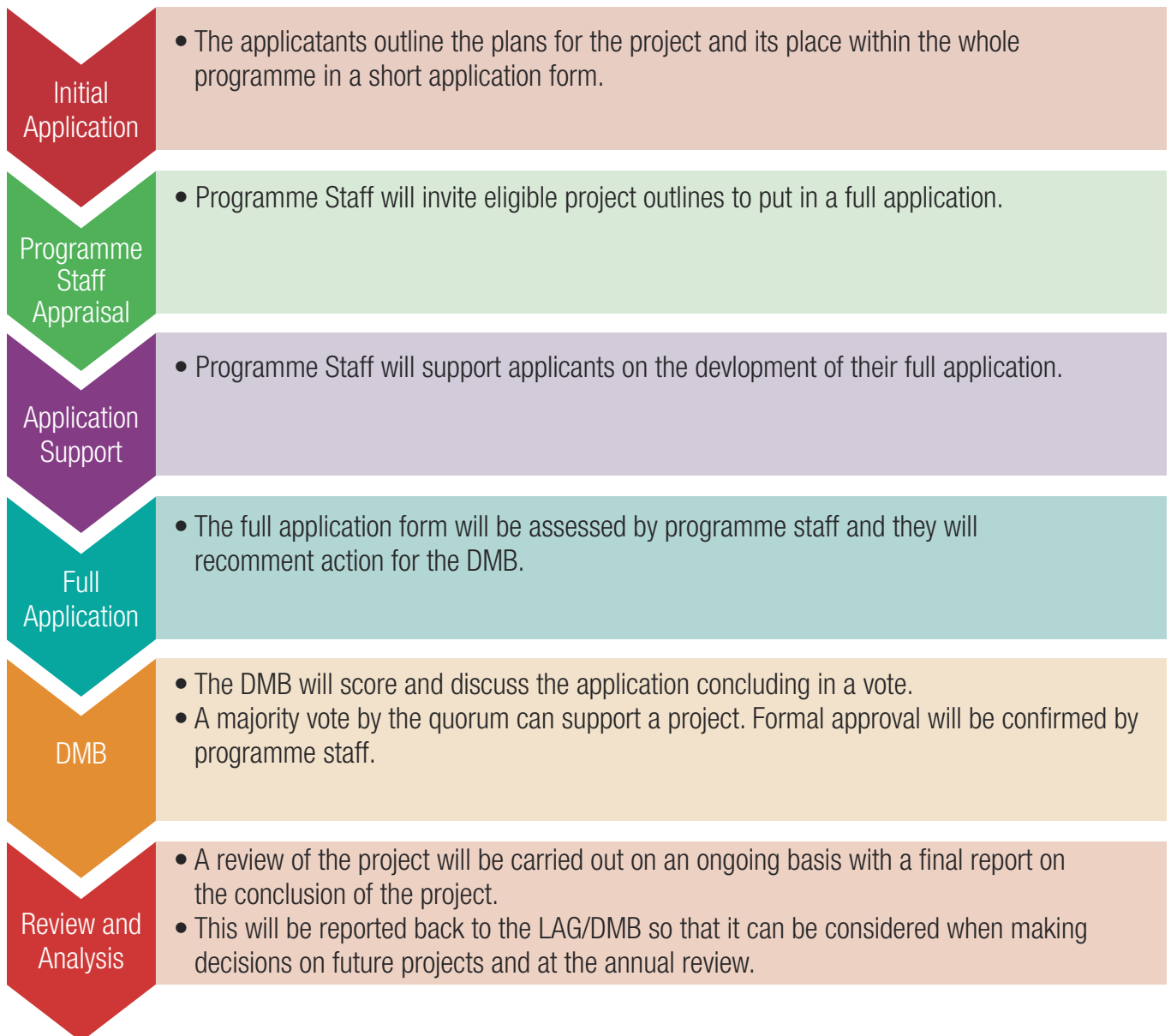


Any decisions will be made by a simple majority vote of those present and eligible to vote. In the event of a tied vote the Chair shall have a second or casting vote. For a decision to be made, the DMB must have its quorum of 5 members of which at least 50% of the votes must come from non-public sector partners. In addition, public sector interest groups or any single interest group cannot have more than 49% of the voting rights.

Once the DMB supports an application, a final assessment will be undertaken by programme staff for formal project approval.

Programme staff will ensure that there is an appropriate level of separation in their functions in order to maintain financial probity and mitigate the risk of fraud as described in ESF-GN-1-21 – Additional Guidance for Accountable Bodies.

## Full Application Procedure



## Monitoring and Evaluation Process

Projects will be expected to provide a quarterly profile of expenditure and outputs as part of their application which will form part of their funding agreement. Variations of more than 10% from this profile will not be permitted without prior agreement from the Accountable Body. Significant changes from agreed profiles will be considered by the DMB before a contract variation is agreed to ensure that delivery is still in line with the Local Development Strategy.

All projects will complete a headline monitoring form every month via an online form which will be assessed by programme staff. It will be reported to the LAG at every meeting. All approved projects will be required to provide financial and performance returns on at least a quarterly basis. Projects which are assessed by programme staff as high risk at an initial project induction visit, or whose quarterly returns are not to the required standard may be asked to provide all information on a monthly basis in order that they can be offered additional support to develop their reporting capability.

Programme staff will update LAG members at every meeting about project progress. The LAG's Scrutiny Group will be tasked with performance review of approved projects. The chair of this group will also regularly brief the LAG.

Before the AGM, the LAG will complete self-evaluation forms to review their performance. They will also undertake an evaluation of the LDS against the annual plan. This will be used by programme staff to produce an annual review report which will be sent to the WPN and be available at the AGM.

In addition to the ongoing monitoring of required ESF and ERDF performance measures, the LAG is also keen to assess the social value of the programme. Using social return on investment techniques, proxy measures will be used to assess the added social return of project activities. In addition, in order to demonstrate and measure the added value of delivering the programme using CLLD methodology, the activities of the LAG will also be assessed. The following additional outcomes will be measured and used to demonstrate an additional social return as a result of the use of a bottom up governance approach:

- Improved participation of local people in community projects
- Improved quality of local projects addressing local needs
- Improved local capacity with individuals
- Better relationships locally
- Improved local governance

External consultants will be utilised to provide some external verification of internal self-assessment and gather qualitative data from programme beneficiaries through focus groups and interviews to validate the evaluation findings.

The evaluation budget will not exceed £15k over the 5 year programme. Annual costs will be no greater than £2k p.a. with final evaluation up to £7k.

## Communications and Publicity

The LAG is keen to ensure that 4CGY communicates regularly and effectively with the local community to ensure continued engagement with the programme. 4CGY produce periodic newsletters which enable the LAG, WPN and mailing list to be kept up to date about the programme's progress together with activities that they can support. LAG members have found this beneficial and want this form of updates to continue. The LAG also suggested the use of social media to support the project and keep stakeholders updated.



**4CommunityGrowthYork**

**Welcome**  
Welcome to the first 4CommunityGrowthYork newsletter. Over the past few weeks as I have been out and about talking to people about the project there have been a number of recurring questions:

**Frequently asked questions**

**Q What is Community Led Local Development**  
A Community Led Local Development (CLLD) is a European funding programme all about bringing together local communities to understand the challenges and experiences that can make it difficult for people to find employment, or start and run a business of their own

**Q What is 4CommunityGrowthYork**  
A This is the name for our project in York which covers areas in Tang Hall, Bell Farm, Navigation and Walmgate, Clifton and Westfield and an area around Haxby Road Primary Academy and Children's Centre

**Q What is the timescale for the project?**  
A The project is in 2 stages. We are currently in stage 1 which is all about working with residents to create a Local Development Strategy and stage 2 bid. See opposite for a table showing the timescale for Stage 1. If our CLLD Local Development Strategy is approved and Stage 2 application successful then the delivery of the main project will be for 5 years from April 2016.

**Q What is a Local Action Group?**  
A A key element of this funding programme as the title suggests is the bringing together of a Local Action Group made up of a majority of community and business representatives. This group will be

**Local Action Group Meetings**  
Thank you to everyone who has expressed an interest in being a member of the Local Action Group. In order to keep momentum up I have arranged a couple of themed meetings over the next couple of weeks and you are warmly invited to come along:

**Governance & Format**  
Monday 16<sup>th</sup> May 6 – 8pm  
West Offices  
This meeting will look at the structure of the Local Action Group, how decisions will be made and how meetings will be run including dates, times and frequency. If you are unable to attend this meeting please let me know your availabilities and these will be taken into consideration.

**Local Development Strategy**  
Thursday 26<sup>th</sup> May 6 – 8pm  
West Offices  
This meeting will have a look at the recently published guidance in order to understand what is required when

The LAG has also set up a Communications subgroup that holds responsibility for raising awareness of the LAG and the programme. They have been tasked with formulating the formal communication strategy. They will ensure that the strategy:

- publicises the LAG and the programme
- encourages applications to deliver programme's action plan
- celebrates the successes and impact of specific projects
- communication is accessible, clear and easy to understand
- complies with EU publicity regulations.



In the absence of a formal communication strategy 4CGY has followed the CYC Communication Strategy and put in place separate communication plans for certain aspects of the programme. For example, a communications plan was drawn up to ensure that the local community were aware of the project and consultation process (attached).

4CGY Programme staff and the LAG will also attend local events to consult local people on annual reviews and to spread awareness of the programme. They will also ensure local people are aware of potential project calls and encourage applications.

## Training and Development

LAG Members are asked to complete a Personal Profile (attached to the terms of reference) when they join. This assesses for skills which will help them fully engage with the LAG and the programme. Programme staff will analyse these profiles and put in place training to address identified skills gaps through training sessions or by providing resources. Internal staff expertise and LAG member organisations will also be utilised to benefit LAG members.

All LAG members will have training in:

- roles and responsibilities
- CLLD principles and LCR Strategy
- Managing conflicts of interest
- Code of conduct

Further training would be available for sub-groups e.g.

- Project Appraisal
- State Aid
- Financial & Budgetary
- Communications and Publicity
- Media Training

New LAG members will attend an induction and they will be allocated a mentor to help them settle into the role.

Programme staff will circulate internal and external courses that may be of interest and LAG members will also be able to request specific training if they wish.

LAG members will also be encouraged to attend conferences and seminars that occur regionally, nationally and internationally to network and share best practice with other LAGs and organisations.

## Sustainability

CYC in its Council Plan (2015-2019) aims to put economic, social and environmental sustainability 'at the heart of everything we do' and work towards 'One Planet Living'. The Executive, on 17th March 2016 approved the implementation of a new city programme called OnePlanetYork. The programme includes 10 clear One Planet principles for the city to work towards and an emerging partnership of organisations pledging their support to create a sustainable, resilient and collaborative city. The programme also includes the council becoming an OnePlanetCouncil and it has developed new policies, action plans and tools to embed sustainable 'One Planet' principles into everything it does.

The LAG is committed to working with the CYC and the OnePlanetYork partnership to ensure sustainability underpins everything it does (including economic, social and environmental sustainability issues).

To ensure this happens the LAG will use the OnePlanetYork principles throughout this bid and in our proposed action plan to help create One Planet communities across the 4CGY. We will also use the council's Integrated Impact Assessment tool (attached) on all major projects and strategies to ensure sustainable 'one planet' principles are considered and where possible, any negative impacts mitigated/ new opportunities identified.

## Equal opportunities statement

The LAG in its commitment to fairness and equality has adopted an Equality Policy within its Terms of Reference. With regard to addressing gender inequality the LAG will use as its framework the CYC statutory policies according to current legislation together with the specific directions embedded in the ESF gender policy good practice document 2012 aiming to improve the participation of women by using the checklist in order to ensure the LAG understands the barriers to gender inequality and addresses those issues and uses best practice as illustrated below when designing and delivering consultations and delivering ESF programmes in York.



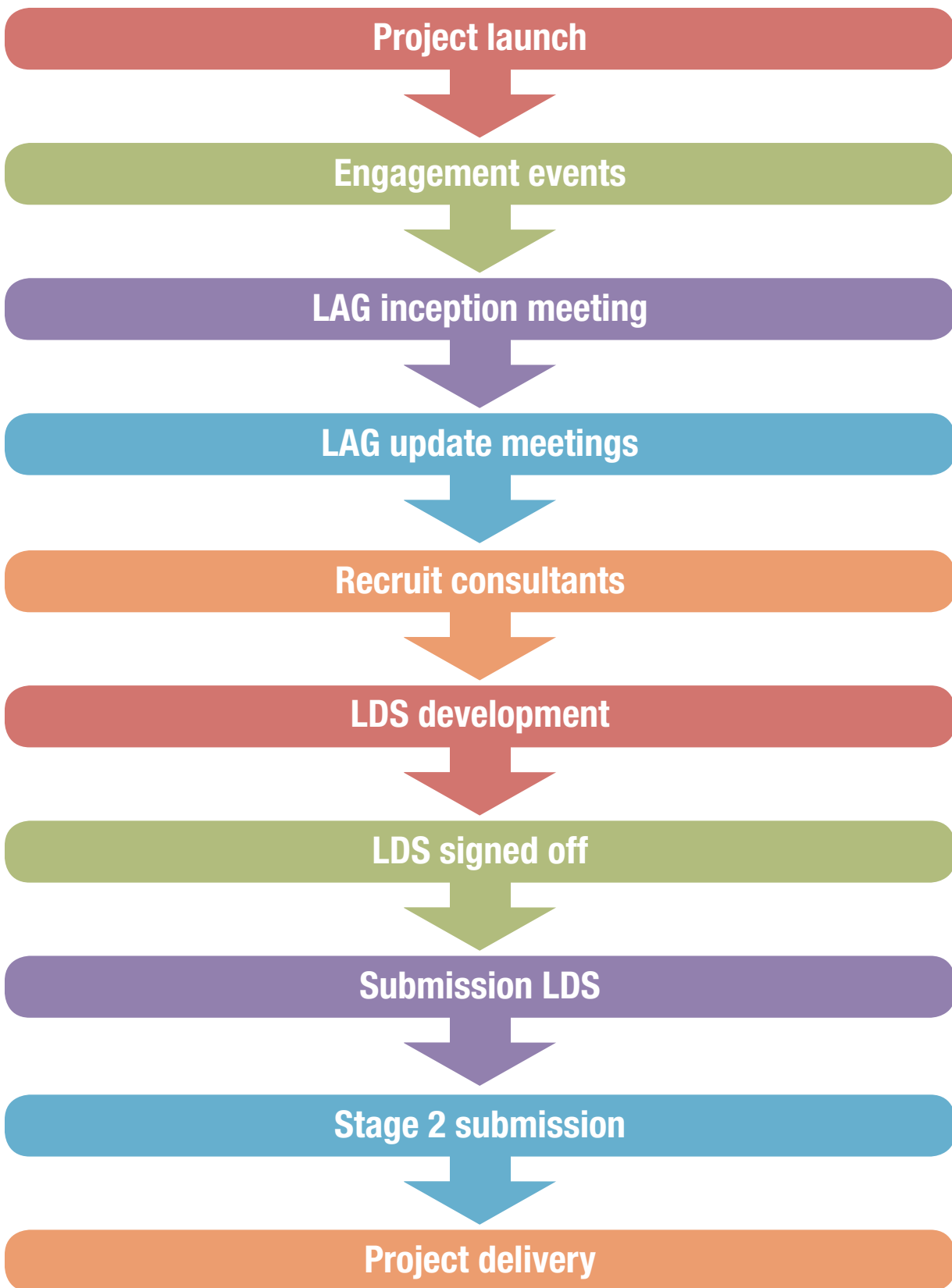


## 9. Financial strategy

The 4CGY LAG in consultation with CYC as Accountable Body have agreed a financial strategy which maximises the support available for supportive pathways for individuals furthest from the labour market and at the same time recognising the importance of local business and enterprise in sustaining positive change in the project area. This approach has been informed by research and validated by the results of community consultation.

Financial Strategy attached.

# 10. Timeline of activity



# 11. Approvals

The development of the 4CGY Local Development Strategy has been a collaborative and necessarily iterative process. The LAG has met regularly during the development process and driven and approved content at every stage culminating in approval of the final draft at a pre submission meeting on Wednesday 24th August. CYC has from the first expression of interest in the LCR CLLD programme offered to act as the Accountable Body. The LAG formerly requested that CYC become the Accountable Body for the project and this was approved at the Decision Session of the portfolio holder for Economic Development and Community Engagement (Deputy Leader) on Tuesday 16th August.



## 12. Glossary

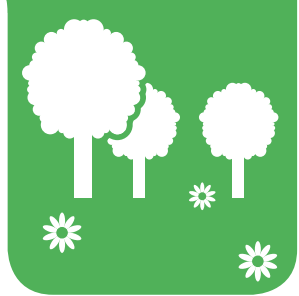
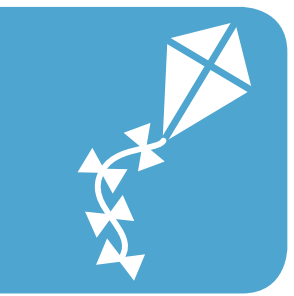
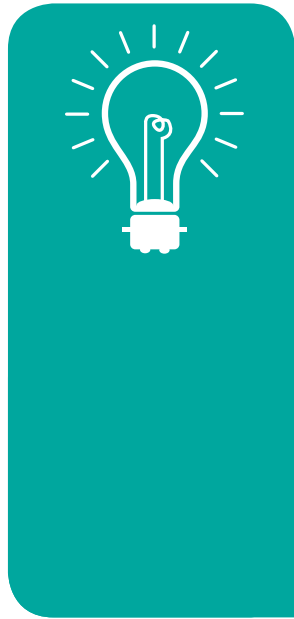
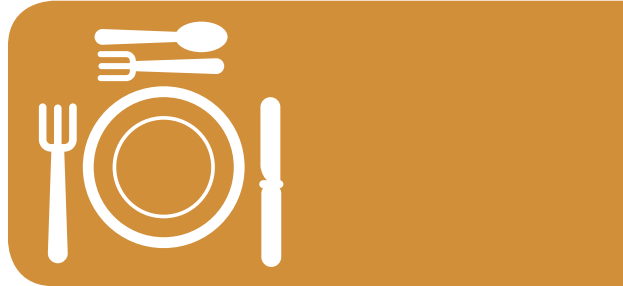
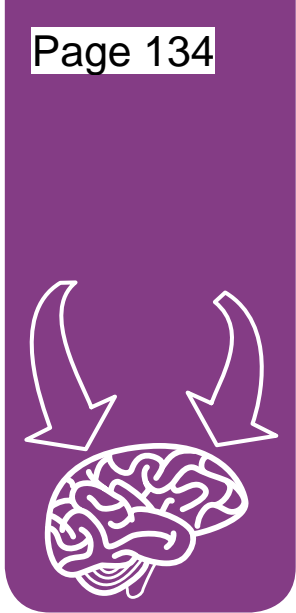
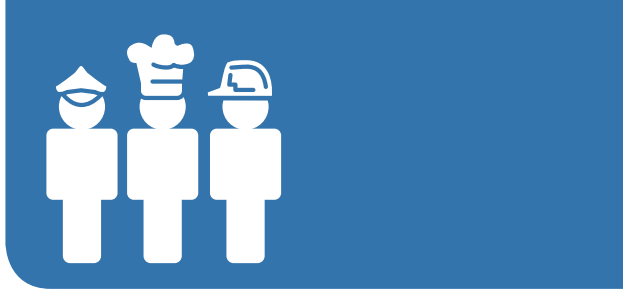
4CGY	4CommunityGrowthYork
AB	Accountable Body (City of York Council)
ABCD	Asset Based Community Development Model
AGM	Annual General Meeting
Annual Plan	Updated yearly plan to implement the delivery of the Development Plan.
Area	The area shown in the map above
CAB	Citizens Advice Bureau
CLLD	Community Led Local Development
Community	Generally, the make-up of a group which is defined by interest or geography
CVS	Centre for Voluntary Services
CYC	City of York Council
DCLG	Department of Communities and Local Government
DMB	Decision Making Body
DWP	Department of Work and Pensions
ERDF	European Regional Development Fund
ESF	European Social Fund
ESIF	European Structural Investment Funds
GVA	Gross Value Added
IDAC	Income Deprivation Affecting Children Index
IGM	Inaugural General Meeting
LAG	Local Action Group
LCR	Leeds City Region
LDS	Local Development Strategy
LSOA	Lower Super Output Area

MA	Managing Authority - Department of Communities and Local Government (ERDF) & Department of Work and Pensions (ESF)
NOMIS	National Office of Manpower Information Systems (ONS)
ONS	Office of National Statistics
OPY	One Planet York
Partnership	The Local Action Group
Programme	CLLD 4CommunityGrowthYork
SG	Scrutiny Group
THBL	Tang Hall Big Local
VCS	Specifically, the voluntary and community sector.
WPN	Wider Partnership Network

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## Appendix referenced by chapter

2. Defined Area
  - Overall map & statistics
  - Stylised map
6. How the community was involved?
  - LAG endorsement – meeting minutes
7. Action Plan Summary
  - Summary
  - ESIF outputs
  - Financial Summary
8. Management and monitoring
  - LAG terms of reference
  - Accountable Body approval
  - LAG meeting minutes
  - Decision Making Session meeting minutes
  - Communications plan
  - CYC Environment Impact Assessment Form
  - 10 OnePlanetYork Principles
  - 4CGY York Equality Policy



If you would like this information in an accessible format (for example in large print, in Braille, on CD or by email) please call **(01904) 551550**

**This information can be provided in your own language.**

Informacje te mogą być przekazywane w języku ojczystym.  
Polish

Bu bilgi kendi dilinizde almanız mümkündür.  
Turkish

此信息可以在您自己的语言。  
Chinese (Simplified)

此資訊可以提供您自己的語言。  
Chinese (Traditional)

 **01904 551550**





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**Decision Session – Executive Member for  
Economic Development and Community  
Engagement**

**2017**

Report of the Assistant Director - Communities  
and Equalities

**Project Plan for Local Area-Based Financial Inclusion.**

**Summary**

1. Following on from April Executive paper outlining the principles and methodology for the delivery of a multi-agency financial inclusion project this report offers an update on the project delivery plan, progress to date and methods for evaluating the impact of the project .
2. The Executive Member is asked to note and approve the project plan outlined at **Annex A** and described in sections 7 – 13 of this report

Reason: In order to progress the Area Based Financial Inclusion Project contributing to the council plan priority to support a prosperous city for all - where local businesses can thrive and residents have good quality jobs, housing and opportunities.

**Background**

3. This project aims to increase financial resilience within communities with the guiding principles that project activities offer small steps, are delivered at a hyper local level and multiagency.

**Success Indicators**

4. What does success look like in the 4CommunityGrowthYork project area?

- Fewer people using unlicensed/unregulated money lenders and high cost loans
- Fewer people in rent areas
- Fewer people in fuel poverty
- Increase in people saving regularly
- Increase in personal development take up
- Increase in local volunteering and volunteering opportunities
- Increase in sense of belonging/community
- Increase in participants confidence
- Increase in local enterprise

### **Measures**

5. The success indicators above will be measured through a combination of feedback from partner organisations, feedback from participants and in line with the principle of 'small steps' tracking of personal journeys and case studies. Local data and intelligence will be used to determine distance travelled against the success indicators via a social value tool. The project will be evaluated independently through academic research.

### **Workplan - Reaching communities through delivery**

6. The project area is an identified priority area for a number of internal services and external agencies and engagement with these agencies has been key to developing the project delivery plan (See Annex A). The proposed work plan activities fall into the following distinct areas.

### **Jobs and Skills**

7. There is no doubt that there is still significant work to do to achieve joined up working in local communities and to ensure that local people are not only aware of current provision but are given the skills and motivation to begin to develop skills to support their own communities. The key tasks include:
  - Gathering and understanding the key offer in each local community
  - Connecting professionals to ensure that networks are effective and best use if made of the resources invested.



- Identifying key individuals within the local community who can influence and support community development
- Seeking out volunteers to support particular projects and offer opportunities to gain valuable experience
- Developing new provision to support local communities
- Identifying and developing new projects for local people to develop skills
- Referring individuals to appropriate programmes to support their development.

### **Business and Enterprise**

8. Thriving local businesses and business start ups are a key indicator of the enterprise 'health' of an area. The key tasks include:
  - Supporting local awareness and support events such as Small Business Saturday and Jobs and Skills fairs.
  - Offering information and signposting to those with aspirations around starting their own business.
  - Developing business contacts.
  - Including an enterprise and business section in the project newsletter.
  - Working in partnership with key providers such as Make It York and York Learning.

### **Financial Resilience**

9. Supporting local people to develop or enhance financial resilience is a cornerstone of the project. Key tasks include:
  - Encouraging networks and shared awareness of services and opportunities for local people amongst service providers e.g. electronically and through themed networking events
  - Sharing of practical examples of good practice and support within communities
  - Supporting and promoting initiatives which encourage effective budgeting practices and income maximisation e.g. Citizens Advice York budgeting cafe initiative, South Yorkshire Credit Unions local offer.
  - Demonstrating good practice through the administration of the project.

## **Community Capacity Building**

10. Building trust, relationships and capacity within communities is crucial to the reach, relevance and sustainability of the project. This requires a significant investment of time and resource yet this is the element of the project which has the greatest potential to deliver on an invest to save basis. Key tasks include:
  - Networking, establishing contacts and developing relationships.
  - Developing and delivering an effective communication plan recognising the importance of key figures within the community.
  - Adding value and support for emerging community initiatives to encourage sustainability and impact beyond the immediate remit and lifetime of the project.
  - Incorporating community capacity building into all elements of the project including the 4CommunityGrowthYork including the grants programme.
  - Support local volunteering, encouraging good practice in identifying roles, recruiting, developing and retaining volunteers.

## **Capacity & Next Steps**

11. The implementation of Area Based Working and Local Area Coordination together with an established ward committee process and strong voluntary and community sector is supporting a clearer understanding of the 'offer' at a local level and encouraging capacity within communities to respond to local challenges. However there is no doubt that there is still significant work to do to achieve joined up working in local communities and to ensure that local people are not only aware of current provision but are given the skills and motivation to begin to develop skills to support their own communities. In order to engage and make a difference to those who might benefit most from the project it is proposed that:
  - Additional community engagement capacity is commissioned to support community action in targeted areas of the city. In order to make a significant impact in local communities this approach is

essential. This would be commissioned for 1 year in the first instance order to evaluate the effectiveness of this approach. See Annex B: Community Outreach Outcomes Specification

- Delivery of at least 4 themed networking events to encourage innovation, co-operation and maximising awareness and the impact of available resources on an area basis.
- Local businesses are supported to explore the potential for at least 2 Small Business Saturday or similar events and at least 4 local business and enterprise networking events are delivered.
- Time be invested to support communities to identify and develop their own solutions including support for funding applications, promotion and connecting to support and expertise.
- The project lead to work with key partners such as York CVS to identify and apply for potential sources of additional funding to support this area based approach. Community groups and organisations to be encouraged and supported to develop community initiatives which support the aims and principles of this project to encourage sustainability.

### **Project Update**

12. A local Jobs Fair has been scheduled for 15th November 2017 to be held in Acomb with potential for up to 2 similar events in other parts of the project area being explored these will be staggered to compliment the city wide offer.
13. Chapelfields Community Association has been supported to develop a Community Hub within Sanderson Court Community House which is working with a range of services to support local residents. Citizens Advice York (CAY) are running budgeting and information sessions every week at the Hub and CYC Local Area Coordinator, Estate Manager, York Learning Community Outreach attend regularly to engage with residents. An extended session has offered a local space for the Local Area Team to meet with local young people. The Hub has also attracted outreach workers from other agencies such as Age UK.
14. Chapelfields Community Association has been supported to make funding applications to further develop the offer through the

Chapelfields Community Hub. Including a recent successful application to the Life Less Lonely Fund.

15. In partnership with Tang Hall Big Local a series of 5 'pay as you feel' family picnic events were held in August again run alongside and used to introduce the CAY Budgeting and Information sessions. Approx 200 people attended the picnic sessions and the CAY sessions were busy from the first session.
16. Tang Hall Big Local has successfully applied for a 3 year partnership with Local Trust and UnLtd to support social enterprise within the Tang Hall Big Local Area.
17. An Engaging Lunchtime session was run on the subject of Universal Credit in response to community representatives raising concerns and requesting information.
18. The Grants pot is scheduled to be launched following feedback from recipients of the Improving Finances Improving Lives Grant programme to ensure an informed and joined up approach.

### **Options**

- A) to note and approve the recommendations at paragraph 2
- B) to reject all or part of the recommendations at paragraph

### **Analysis**

#### **19. Option A**

##### **Advantages:**

Approval of option a) would facilitate project delivery in line with key principles and employment of a Community Outreach Support Worker would add the necessary capacity to engage and build relationships at a very local level. This capacity would also support the overall area based working initiative and support the bedding in of the Local Area Teams and Local Area Coordinators. In addition the role would look to boost local volunteering.

##### **Disadvantages:**

There are no identified disadvantages to the proposal.

20. **Option B**

**Advantages:**

There are no identified advantages to the proposal.

**Disadvantages:**

Rejection at this stage would delay the impact of the project restrict the reach into communities.

**Implications:**

Financial:

Human Resources (HR):

Equalities: It is recognised that a wide variety of engagement and community methods will be needed in order that the opportunities offered through the project reach the target communities.

Legal:

Crime and Disorder: There are no crime and disorder implications.

Information Technology (ICT): There are no information technology implications

Property: There are no property implications

**Risk Management:**

21. In compliance with the Council's risk management strategy the main risks that have been identified associated with this report are those which could lead to the inability to meet the project objectives and deliver the designed activity as detailed in the project plan leading to damage to the Councils reputation and failure to meet stakeholder's expectations. The level of risk is assessed as "Low". This is acceptable but means that regular monitoring is required of project delivery.

**Background Papers:**

4CommunityGrowthYork Local Development Strategy  
York Skills Plan 2017 – 2020  
Early Help Strategy  
Together We Can Solve Poverty JRF

**Annexes:**

Annex A: Local Area Based Financial Inclusion Workplan

Annex B: Community Outreach Outcomes Specification

**Contact Details:**

<b>Author:</b>	<b>Chief Officer Responsible for the report:</b>		
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	<b>Report Approved</b>	<i>tick</i>	<b>Date</b> <i>Insert Date</i>
<b>Specialist Implications Officer(s)</b> List information for all Implication ie Financial Name Ian Floyd Title Tel No.			
Implication ie Legal Name Andy Docherty Title Tel No.			
<b>Wards Affected: Westfield, Heworth, Hull Road, Clifton and Guildhall</b>			
<b>For further information please contact the author of the report</b>			

AUGUST - 2021

# COMMUNITY HUBS



INFORMATION PACK

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# WHAT IS A COMMUNITY HUB?

There is no 'one-size-fits-all' definition for what makes a community hub, but put most holistically, they are a focal point for local activities, services and are accessible to the local community. Community hubs are multi-purpose spaces that reflect the needs of the locality. From acting as a social space to tackle isolation, hosting food banks, to providing vital services for the community, hubs offer spaces where everyone is welcome and bring the community together. They put the community, services and businesses in one place, to facilitate the connection between those in need with those who can help.

## WHAT IS THE YORK APPROACH?

Hubs in York are all about connecting people together to foster community spirit and fulfil the needs of the community. Since their set up as the 4Community Growth Area-Based Financial inclusion Project (4CGY) trial, community hubs have been growing and thriving in York. They bring a number of different services, the local authority and members of the community together under one roof to serve the needs of the community. The hubs offer a range of services in key locations based on the specific needs the community have. They offer spaces for volunteers and residents to make social contact, aiming to tackle widespread isolation.



While each hub differs in its approach to serving its community, as they are tailored to the community's needs, a report by the City of York council in 2021 detailed key principles which are used in the roll out of all hubs.

### PLACE

Community hubs should be set up in areas that are both safe and accessible to the community. They should be in buildings which are already at the heart of the community or have the potential to become one.

### PEOPLE

The hubs should be developed in partnership with the residents of the area, volunteers, services and other stakeholders to ensure what is offered meets the needs of the community. They should encourage members of the community to get involved and be active citizens. The hubs should allow social connections to form and encourage the connecting of resources in new and productive ways.

### PURPOSE

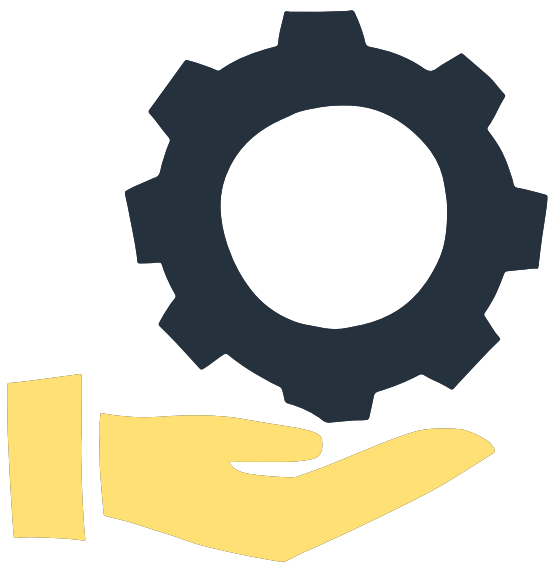
The hubs should be established in response to particular local needs. For example, connecting people to financial inclusion support. The clear initial purpose will galvanise activity and motivate people to volunteer and engage.



# YORK COMMUNITY HUBS: AT A GLANCE

## HUB LOCATIONS

Before the COVID-19 pandemic there were a number of hubs operating around York. They worked to satiate the communities' needs, by offering a range of services. Originally being set up under the CYCs guidance and adhering to the shared community hub values; these hubs have grown to tailor their provision to best serve their communities within York.



## SERVICES

The hubs offer a wide range of services which are tailored to meet the exact needs of the community. A small selection of the multitude of services which can be included in hubs are:

- **Benefits advice**
- **Adult learning**
- **Art and Crafts Classes**
- **Health Checks**
- **Citizens Advice**

## WHY ARE HUBS SO CRUCIAL?

The hubs are created around the needs of the community, whether that is giving advice or providing food aid - they are there to serve the community. They aim to connect people in need to those who will be able to help them, whether they be services, volunteers or even just the friendly face of another member of the community. Bringing members of the community together both tackles loneliness and helps individuals access the help they need.



# COVID-19 Response EMERGENCY HUBS

As part of the COVID-19 response, emergency COVID-19 hubs were created to help support the community. Bringing different services under one roof allowed for coordination of the support to fit the specific needs of the residents of York.

The hubs have been there to provide essential aid to those isolating including food parcels and prescription collection. An army of volunteers have checked in on shielding residents and endeavoured to reduce the loneliness the pandemic has caused. Hotlines to the hubs have been opened to offer information or just a friendly chat to anyone that needs it. Overall, the community hub model has been mobilised during the COVID-19 pandemic to be a lifeline to the residents of York, adapting the original model to better suit the needs of the community during this time.

## FUNDING

The funding for community hubs can come from a myriad of sources, varying greatly on a hub-by-hub basis. This is due to the great diversity in the services offered, costs and service users, among many other factors which impact the requirement for funding and how much can be secured. Many of the hubs in York require little funding, and donations by members of the community cover the running costs. Hiring out of the venue, grants and offering paid services can make up other funding sources to sustain the hubs.

## Stories from EMERGENCY HUBS

The hubs have been able to **ease people's loneliness** being a friendly face or ear at the end of the phone at a time which has been isolating for everyone. One community hub user (aged 88) remarked "I've felt reassured that **there was someone who cared about me** and was checking I was ok" and another said "all the volunteers have been kind and friendly and have **given me company in what was a very lonely time**"

Hubs **helped connect people to services** who could aid them by offering a welcoming environment to house these services under one roof. A York resident commented "These services were **very helpful providing us with referrals** to benefits advisors, food packages, signposting and financial advice."

Hubs were able to **offer essential provisions** including food to those who were in need during pandemic. Being a focal point for the community meant the hubs provided an accessible environment for residents to comfortably receive this aid. A hub manager explained "The food project has been **critical at this time** and I really hadn't realised just how badly some people had been affected financially with the lockdown and job cuts."





# WHERE TO FIND MORE INFORMATION?

## CYC REPORTS

The CYC has produced a number of reports regarding the York model for community hubs:

### Community Hubs Post COVID-19

<https://democracy.york.gov.uk/documents/s142666/Community%20Hubs%20-%20Post%20Covid%20report%20PHCMT%2020200825%20ds%20comments.pdf>

### Connecting People and Places - A Community Hub Approach

<https://democracy.york.gov.uk/documents/s136045/Report.pdf>

### Community Hubs Roll Out and the Pandemic - Types of hubs and resourcing

<https://democracy.york.gov.uk/documents/s136045/Report.pdf>



## USEFUL LINKS

An introductory presentation on Community Hubs by Locality

<https://www.salfordcvs.co.uk/sites/salfordcvs.co.uk/files/Community-Hubs-FINAL.pdf>

What works: Successful community hubs by Power To Change

<https://www.powertochange.org.uk/wp-content/uploads/2018/03/Report-14-Success-Factors-Community-Hubs-DIGITAL.pdf>

For more information a number of useful resources have been collated to create a community hub library. For more information on where to find this contact [shapingneighbourhoods@york.gov.uk](mailto:shapingneighbourhoods@york.gov.uk)

**For any questions please contact the Shaping Neighbourhoods team at [shapingneighbourhoods@york.gov.uk](mailto:shapingneighbourhoods@york.gov.uk)**

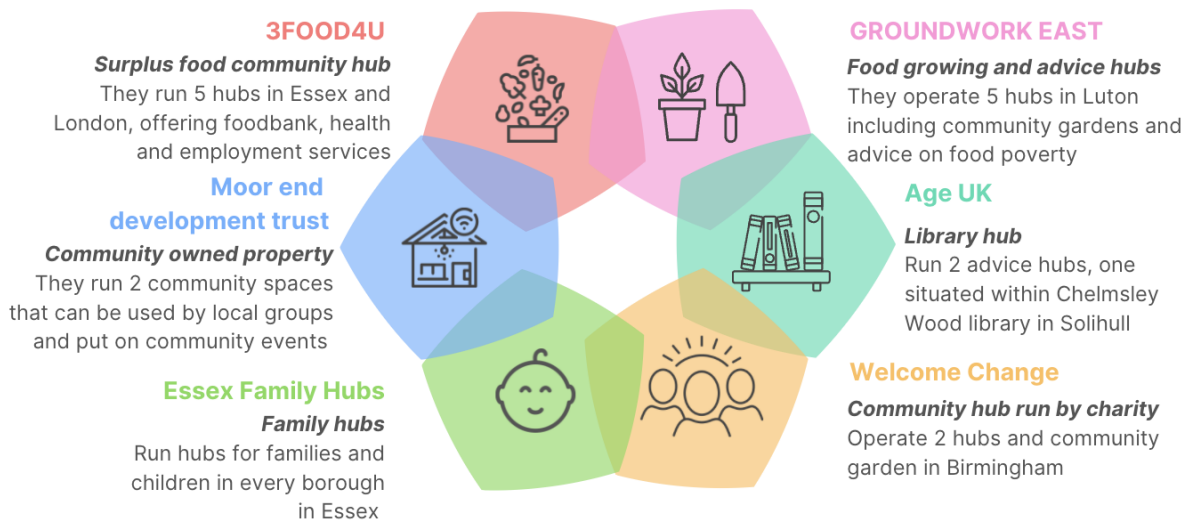
*This report was produced by the Isabelle Kearin (Research and Evaluation Intern) on behalf of the Community Hubs Working Group*

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**Community hub interviews**

This is a brief overview of the discussions we had with each hub on Wednesday 23<sup>rd</sup> of February. There were 6 interviews conducted with different hub models, an introduction to them can be seen in figure 1 (for a more in-depth introduction see the briefing sheet).

**Hub Overview**



**Service provision**

A myriad of services are offered by the hubs we interviewed, as seen by the figure below.



The service provision varied greatly, even within different hub organisations, due to the differing needs of the communities they served. The diagram below highlights some examples of the services that were provided by the different hubs. More specifically, Welcome Change and the Age UK hubs focused on being multifaceted advice hubs, centralising advice services under one roof. Their staff and volunteers were able to give advice on issues. These hubs commented that they often found community members turning up for help with one issue, but by talking to members of staff it became apparent that they needed more help. They were then able to refer individuals for the help they needed, with Age UK having over 800 referral pathways.

3FOOD4U, GroundWork East (GE) and Change UK, all offered food services to their community. This ranged from small food bank services to food growing community gardens which served food banks. As aforementioned, one of the benefits which was noted about the provision of food within the hub, was the benefit of getting community members in the door that needed wider help. All providers mentioned that while the provision of food was not meant to be a long-term solution, it allowed members of the community to access additional help and get wider advice and interventions which could improve their situation.

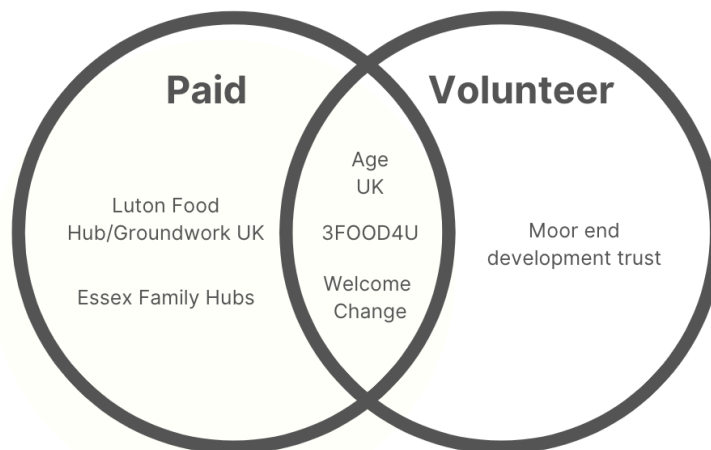
A notion that was echoed throughout the hubs, was the provision to improve the community. While they offered services they deemed were plugging a hole, a short-term solution, their main aims were to prevent these problems happening in the first place. The Essex Family hubs, in illustration, while offering immediate support such as clothing, also provide parenting classes to parents at risk. Moreover, the GE food hubs used community planting sessions of vegetables to educate local people on how to cook healthy meals to help tackle the obesity crisis in Luton.

The service provision for many of the hubs was also about bringing people together. Having service provision under one roof, meant that different members of the community were brought together. However, it must be noted that while Lucy from Age UK noted the benefits, she had found that privacy was required when dealing with sensitive topics to avoid embarrassment. She mentioned there was a fine line between encouraging community mixing and scaring people in need away for fear of their issues being made public.

### **Management and staff**

Each of the hubs had a different way of structuring the way their hubs were run, mainly dictated by the nature of the hub. As can be seen in the diagram below, a majority of the hubs employed at least one member of staff. Moor End Development Trust (MEDT), who currently do not employ anyone directly to run the hub, commented that when they expand next year into a bigger building, and thus a bigger offering, they will need to employ a full-time member of staff. The Luton food hub said having a member of staff running the hub had been 'essential' to their

success, as it allowed someone to focus specifically on ways to further the hub. This sentiment was mirrored by Age UK, who commented that while volunteers were useful to do administration tasks and work on befriending clients, they could not run purely on volunteers due to time restraints and the unreliability of volunteers whom do not have monetary motivation to turn up. Their representative commented that by paying staff they were able to focus solely on the client's full time, whereas their volunteers tended only to be able to give short amounts of time.



### ***Example of community guided provision***

Nick from the MEDT spoke about a local retired police officer noting the lack of services for male well being offered at the hub and how many of the men he knew in the community were suffering. He suggested a men's mental health club, where men could come and meet and talk through any issues they had, or simply be in the company of other men. This club quickly became very popular among the community, helping many men seek help for their mental health, something which was often seen as taboo.

### **Finance**

None of the hubs charged members of the community for their services. However, each one had its own unique funding model. As seen in figure, there were five main funding sources for the hubs. Grants represented a large part of the funding for most of the hubs, with grants ranging from less than £10,000 to £3 million. Most of these grants were given for a specific time frame of provision, for example for GE this was 5 years of national lottery funding. It was noted that this reliance on grant funding made the sustainability of these projects hard in the long term, as the funding was not secure. The council funded the Age UK hub as a way of streamlining several different services under one roof. This came through a complex bidding system, where Age UK were chosen as the sole provider of a large range of advice.



In terms of service provision, only the MEDT offered paid services alongside their free provision. They rent out spaces in their buildings to businesses and groups that need the space. This then funds community activities within the hubs, such as music groups and sewing clubs. This meant their hubs were entirely self-funding. This was only an option however as the trust owned, or had a long-term council lease on the properties, so were able to rent them out. GE occasionally asked people to bring along donations of food items in return for their community garden sessions, but this was never compulsory, and the food was donated to local food banks. All of the other hubs offered their services completely free of charge and welcomed all members of the community. This meant they were entirely reliant on their funding sources, with no revenue being generated.



### Accessing need and future planning

While the hubs varied greatly in their initial and specific method of assessing need, a central tenet to each of their approaches was grassroots assessment. Each of the hubs highlighted the importance of speaking to their service users and members of the community – asking what they wanted to see from the community hub. This ‘community guided’ approach permeated through each of the models, with many of



the hubs initially identifying there was need for their organisations through communicating with local people. A collection of the hubs, the ones with council or larger funding budgets (Essex Family hubs and Age UK) supplemented these methods with official public consultations and usage figures to assess need. For example, Lucy from Age UK spoke about having a database which tracked every person's contact with the hubs, so points of need in service provision could be monitored. Additionally, Groundwork East and Age UK noted using national and local data to assess the need in their area. Groundwork East explained they used local figures on food poverty to see in which areas hubs would be best located.

### **Community engagement**

Attracting new community members, for the large part, was done through word-of-mouth for each of the hubs. They also utilised social media to advertise their provision, in particular during COVID-19. Victoria, from Welcome Change explained that often in close knit communities, neighbours are best placed to know who needs provision and spread the word. They also found schools a useful place to spread the word about their services, as the schools had knowledge of who was at risk of being in need.

### **Measuring output**

Due to the differences in service provision, each hub differed on the output measure used and none, bar Age UK and Essex Family hubs, mentioned official channels of output measurement. However each hub asked service users for feedback on a regular basis and adjusted as a result. They also looked at the statistics of their service use to find out what was being done. Age UK spoke about having monthly reviews of the services they offer and holding regular public consultations. They also monitored advice service contacts as a measurement of output, having a database of over 30,000 service users' experiences. Essex family hubs mapped the pathway of their service users throughout their provision by the hub to see their effectiveness. Moreover, a feedback sheet placed near the exit was seen as an efficient way to receive community feedback. As well as improvements to current services, the sheets could ask for new services the community wanted in order to generate new ideas.

### **Magic ingredient**

We asked some of the hubs what they thought the magic ingredient to their success was:

**Age UK - Staff** - How much they cared about their community and were willing to do whatever they could to help

**Groundwork East - Having paid staff** - This allowed them to give a lot more time and effort to promoting the hubs

**MEDT - *Taking it slow*** - They found that by taking the process of all adjustment and acquisition decisions slowly, they were able to make sure the services and buildings provided suited the specific community need.

**3FOOD4U – *Volunteers and staff*** - Much like Age UK, their success rested on the care shown by volunteers and staff, making everyone feel welcome and not embarrassed to enter the hubs.

**City of York Council**  
**Equalities Impact Assessment**

**Who is submitting the proposal?**

<b>Directorate:</b>	Customer & Communities		
<b>Service Area:</b>	Customer & Communities		
<b>Name of the proposal:</b>	Community Hubs Scrutiny Review Final Recommendations		
<b>Lead officer:</b>	Charlie Croft (in support rather than leading as Scrutiny members authored the report & recommendations)		
<b>Date assessment completed:</b>	9/5/2022		
<b>Names of those who contributed to the assessment :</b>			
<b>Name</b>	<b>Job title</b>	<b>Organisation</b>	<b>Area of expertise</b>
Charlie Croft	Assistant Director (Customer & Communities)	CYC	Communities
Mora Scaife	Communities Team Manager	CYC	Community Hubs

**Step 1 – Aims and intended outcomes**

<p><b>1.1</b></p>	<p><b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p>The recommendations made by scrutiny are as follows:</p> <ul style="list-style-type: none"> <li>a. The ability to support on a range of issues and not just one. Residents who make use of community hubs for a particular issue often have multiple complex needs.</li> <li>b. A clear desire to help people but also tackle the source of problems, not just the symptoms.</li> <li>c. An opportunity to bring communities together whilst providing safe spaces for residents with sensitive issues.</li> <li>d. A volunteer base to help with capacity and provision.</li> <li>e. Almost all the community hubs spoken to had at least some paid staff. This seemed to be a key element to a lot of provision.</li> <li>f. A clear means of income generation; whether that be through council grant, national lottery funding or in some cases it was found that a building lent to a community hub on a long-term lease gave that organisation the ability to rent out space to generate income. It was clear that without a suitable funding model these community hubs would fail.</li> <li>g. A clear method of community consultation to generate community buy-in and identify community need.</li> </ul>

<b>1.2</b>	<b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)
	This is discretionary activity in that the government do not provide funding for hubs. All recommendations support our local equalities protected characteristic in a range of ways.

<b>1.3</b>	<b>Who are the stakeholders and what are their interests?</b>
	The key stake holders are local communities and citizens. Their interests are self-defined in that the ethos of hubs is to support community led initiatives.

<b>1.4</b>	<b>What results/outcomes do we want to achieve and for whom?</b> 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.
	Hubs aim to connect community resources in new and productive ways: relationships, time, skills, gifts and people and to encourage growth in social connections and relationships. In this way they seek to develop community resilience.

## Step 2 – Gathering the information and feedback

2.1	<b>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?</b> 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.	
<b>Source of data/supporting evidence</b>	<b>Reason for using</b>	
	The development of hubs will take account of the widest range of information, data, and relationships available to ward teams including ward data sheets, resident engagement, and engagement with the agencies and community groups working in the ward.	

## Step 3 – Gaps in data and knowledge

3.1	<b>What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.</b>	
<b>Gaps in data or knowledge</b>	<b>Action to deal with this</b>	
The expressed priorities of groups and residents living in each ward and the initiatives that they wish to move forward.	Ward teams will work in a co-production approach to develop citizens' ideas and initiatives.	

## 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)	Medium (M) Low (L)
Age	The recommendations in this report have the potential to generate positive impacts across all protected characteristics.	Positive (+)	High (H)
Disability	As above	Positive (+)	High (H)
Gender	As above	Positive (+)	High (H)
Gender Reassignment	As above	Positive (+)	High (H)
Marriage and civil partnership	As above	Positive (+)	High (H)
Pregnancy and maternity	As above	Positive (+)	High (H)
Race	As above	Positive (+)	High (H)
Religion and belief	As above	Positive (+)	High (H)
Sexual orientation	As above	Positive (+)	High (H)

<b>Other Socio-economic groups including :</b>	<b>Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?</b>		
<b>Carer</b>	As above	<b>Positive (+)</b>	<b>High</b>
<b>Low income groups</b>	As above	<b>Positive (+)</b>	<b>High</b>
<b>Veterans, Armed Forces Community</b>	As above	<b>Positive (+)</b>	<b>High</b>
<b>Other</b>			
<b>Impact on human rights:</b>			
List any human rights impacted.	As above		

### 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><b>High impact</b> (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><b>Medium impact</b> (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><b>Low impact</b> (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	<b>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?</b>
<p>There are no negative implications.</p> <p>Too maximise opportunities it will important to consider where particular protected characteristics are under-represented with hubs work and to consider specialist hubs as appropriate to meet particular needs. Examples of this are the Armed Forces Community Hubs and the Migrant (Our City) hub.</p>	

## Step 6 – Recommendations and conclusions of the assessment

6.1	<p><b>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:</b></p>	
<p>- <b>No major change to the proposal</b> – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.</p>		
<p>- <b>Adjust the proposal</b> – 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.</p>		
<p>- <b>Continue with the proposal</b> (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</p>		
<p>- <b>Stop and remove the proposal</b> – 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.</p>		
<p><b>Important:</b> If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.</p>		
<p><b>Option selected</b></p>	<p><b>Conclusions/justification</b></p>	
<p>No major change to the proposal.</p>	<p>The proposals contained in this report will drive forward the development of hubs using a coproduction approach that serves all protected characteristics. The recommendation around a robust methodology will ensure that all protected characteristics are properly</p>	

	identified, taken into consideration and appropriately engaged in hubs and that tailored provision is created where appropriate.
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**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
Development of community engagement approaches	Development of approaches	Mora Scaife	During 2022/23

**Step 8 - Monitor, review and improve**

<b>8. 1</b>	<b>How will the impact of your proposal be monitored and improved upon going forward?</b> 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?
	All related activity will be reported through the Community Hubs Working Group to the Creating Resilient Communities Strategy Group

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