



**Notice of a public meeting of
Customer and Corporate Services Scrutiny Management
Committee**

To: Councillors Crawshaw (Chair), Fenton (Vice-Chair),
S Barnes, Hunter, Hollyer, Rowley, D Taylor, Musson
and Pearson

Date: Monday, 6 July 2020

Time: 5.30pm

Venue: Remote Meeting

AGENDA

1. Declarations of Interest

At this point, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda.

2. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on Thursday 2 July 2020**. Members of the public can speak on agenda items or matters within the remit of the Committee.

To register to speak please contact Democratic Services, on the details at the foot of the agenda. You will then be advised on the procedures for dialling into the remote meeting.

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.

During the coronavirus pandemic, we've made some changes to the way we run council meetings. See our coronavirus updates (www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

3. City of York Council Recovery and Renewal Strategy (Pages 1 - 86)

This report presents, at Annex 1, the Council's Recovery and Renewal Strategy, outlining the proposed approach to support York's recovery from the Covid 19 pandemic over the coming year. Committee Members have the opportunity to look forward and comment upon the recovery work and plan endorsed by the Executive.

4. Urgent Business

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

Democracy Officer:

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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 (Polish)
własnym języku.**

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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**Customer & Corporate Services Scrutiny
Management Committee****6 July 2020**

Report of the Director of Governance

City of York Council Recovery and Renewal Strategy**Summary**

1. This report presents, at Annex 1, the Council's Recovery and Renewal Strategy, outlining the proposed approach to support York's recovery from the Covid 19 pandemic over the coming year. At its meeting on 25 June 2020, the Executive considered and broadly approved this strategic approach.

Background

2. This is the second public meeting of this Committee since the nation began lockdown in response to the worldwide pandemic. At its first meeting on the same day, the Committee was asked to reflect upon how the Council and in part the City responded to the pandemic in terms of its impact on York and its residents;
3. At this meeting and in relation to this item, the Committee has a separate opportunity to look forward and comment upon the recovery work and plan endorsed by the Executive and annexed to this report.

Consultation

4. No specific consultation was required on the preparation of this report. However, all Scrutiny Committee Chairs have been involved in the development of the agenda for this meeting, considering it invaluable for this Committee to recommence its work, as lockdown eases, with an understanding of what the landscape post Covid 19 looks like.
5. The Deputy Chief Executive, Director of Public Health and relevant Corporate Directors have been invited to attend this second meeting to

present an overview of the corporate plans for recovery, paying particular regard to public health.

Format of Meeting

6. Firstly, the Deputy Chief Executive and Director of Public Health will give an introductory overview, highlighting the key elements of York's recovery in line with the agreed Strategy. Then, the Corporate Director of Economy & Place will give a short summary presentation on the plans for economic recovery of the city, followed by a short reflection from the Council's Section 151 Officer and Director of Governance on the financial aspects and decision making process moving forward during this period.
7. The Chair will facilitate general questions being put by Members, following on from each presentation.

Options

8. There are no specific options before the Committee, as this business presents an opportunity for Members to consider and identify any future business for scrutiny arising from the recovery plans, in light of the information contained in Annex 1 and of the presentations to be made by relevant Corporate Directors.

Analysis

9. No further analysis is necessary in relation to the issue before the Committee, other than the information contained in Annex 1.

Council Plan 2019-23

10. The Covid 19 pandemic is material to all aspects of the current Council Plan, given that it has impacted upon and will continue to impact upon, as the Council and City emerge through recovery, the delivery of Council and City services.

Implications

11. The relevant implications associated with consideration of this important issue are addressed in Annex 1, which sets out the Council's response to Covid 19.
12. In terms of legal implications associated with decision making, the Government enacted emergency rules giving Councils powers to

establish remote meetings, as of 4 April 2020. This Council's provisions can be found from the front page of the City of York Council website.

Risk Management

13. Any appropriate risks associated with or arising from the Council's response to the pandemic are identified in Annex 1.

Recommendations

14. Members are asked to consider the information received, at Annex 1, and from the presentations made at the meeting, and identify any future business for scrutiny in relation to the Council's recovery plans.

Reason: To ensure that proper and effective scrutiny is in place in relation to the Council's response to Covid 19.

Contact Details

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Report Approved **Date** 24/06/2020

Specialist Implications Officer(s)

Janie Berry, Director of Governance – legal implications

For further information please contact the author of the report

Background Papers: None

Annexes

Annex 1 – Council's Response to Covid 19 considered by the Executive on 25 June 2020

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Executive**25 June 2020**

Report of the Interim Head of Paid Service
Portfolio of the Leader of the Council

City of York Council Recovery and Renewal Strategy**Summary**

1. The significant and wide-reaching impacts of coronavirus require a reconsideration of the Council's strategies and plans to drive recovery following this unprecedented situation. This paper and supporting annexes outline the proposed approach to support York's recovery over the next year.
2. To deliver these strategies and plans, areas of investment are required and the paper outlines reprioritisation of existing budgets to allow for this investment.

Recommendations

3. Executive is asked to:
 - a. approve the overall Recovery and Renewal Strategy (Annex 1), and the underpinning plans outlined in Annexes 2-4
 - b. approve the recommendation in respect of parking incentives (paragraph 10 of Annex 2b)
 - c. note the update on work to expand the attendance of pupils in schools (Annex 5)
 - d. approve the areas of priority investment and the reprioritisation of budgets, outlined in paragraphs 17-28
 - e. note the development of a 10-year City Plan (paragraph 12)
 - f. note the ongoing consultation with residents and businesses throughout the recovery period (paragraph 29).

Background

4. On 7 May, Executive received a report on the council's initial response to coronavirus. Since then, the council has continued to prioritise the support

of residents, communities and businesses to protect people's health and wellbeing. This will continue to be a primary focus for the council whilst coronavirus remains a threat.

5. Specific examples of work undertaken to date include:
 - a. The swift processing of the Government's Business Support Grants, and the Business Rates relief scheme, to ensure that money was in businesses' bank accounts as quickly as possible. Over £100M has been paid out in direct grants or in business rates relief.
 - b. Additionally, the creation of a small and micro business fund direct from the council to support those businesses who were not eligible for Government Support. This was subsequently when the Government released further funding for discretionary grants.
 - c. The prioritisation of ongoing communications to households, including through print and online media, social media, direct leaflets and *Our City*, addressed to all residential properties.
6. Work has continued within services to adapt to the changing environment and to allow service levels to return to normal as far as possible. To highlight a just a few areas which have progressed since the last report, waste services have recommenced collection of bulky waste and green waste, and household recycling centres have reopened, all with appropriate social distancing measures to protect staff and residents.
7. Significant work across the council and with education partners has been undertaken to facilitate an increase the number of pupils attending schools across York. The progress made is outlined in Annex 5.
8. Democratic Services have recommenced meetings, with Executive, Licensing and Planning committees, and Corporate and Scrutiny Management committees being scheduled as remote meetings.
9. Activities to bring services back to full operational delivery in a new operating context and adapt to changing circumstances will continue. To shape and coordinate this, the Council's proposed Recovery and Renewal Strategy (Annex 1) sets out the approach that the council will take and the priority activities required.

10. The Recovery and Renewal Strategy itself discusses the role of the plan and how it relates to other recovery work. In summary, it describes the key areas of focus for the coming year for the council in order to prioritise recovery for the city and continue to deliver the outcomes described within the Council Plan 2019-2023.
11. During this year, the Council Plan will be reviewed to take into consideration the changed context of the city. At this point, we believe the outcomes contained within with Council Plan remain appropriate and correct, but the activities needed in order to achieve them may need to change. From 2021 onwards, the Council Plan will include the ongoing recovery activity as part of the core-business of the council.
12. Alongside the 1 year Recovery and Renewal Strategy, a 10 year City Plan is being discussed with partner organisations, to define and promote a longer term set of ambitions for the city as a whole. This will be reported to Executive in future reports.
13. The Recovery and Renewal Strategy is underpinned by a variety of more detailed plans and strategies, as below. These will continue to be developed over coming weeks and months and will come to Executive for approval in due course. Those in bold are included as Annexes today. It is also likely that additional plans will be required as the context changes.

CYC Recovery and Renewal Plan (1 year) – Annex 1				
Economic		Communities		Corporate
Business Support Plan	One Year Transport and Place Plan – Annex 2	Skills and Employment Plan	Recovery from coronavirus: A community-based approach – Annex 3	Organisational Development Plan – Annex 4

14. The One Year Transport and Place Strategy reflects the immediate need to ensure the city can safely and effectively support visitors in support of the reopening of businesses. Recommendations in relation to parking incentives and charges in support of the strategy are included in Annex 2b.
15. The Recovery from coronavirus: A community-based approach report proposes a way of working to combine and coordinate the efforts of the council, partner organisations, the voluntary sector, communities and

residents to provide ongoing support, particularly to vulnerable people, building on the work to support residents through the initial stages of the pandemic.

16. The Organisational Development Plan recognises the need to support staff in adapting to a changed way of working and build upon the changes already seen over the last few months to become the organisation required to respond in the best possible way.

Financial Considerations

17. There are likely to be a range of financial implications from the recovery process and it is expected that further reports will be needed to consider a range of issues. Therefore an update will be provided to Executive on a monthly basis over the coming months.
18. Work is ongoing to review the financial impact of the pandemic and recovery, although there are still many unknowns at this stage. In the months ahead we need to review the medium term financial strategy, alongside the usual comprehensive in year budget monitoring process. Regular reports on the Council's financial position will be brought to Executive meetings throughout the year, up to and including the setting of the 2021/22 budget in February 2021.
19. At the start of the pandemic, the Council reacted quickly to ensure financial support was made available for residents and local businesses, including investment in the York Financial Assistance Scheme and the prompt payment of government grants as outlined earlier in the report. A range of measures was also introduced to help suppliers, in line with Government guidance.
20. Clearly the financial impact on local government is a national issue and the Council has actively supported various bodies, such as the Local Government Association, in lobbying Government to recognise the significant financial issues being faced by Councils across the country. The report to Executive on 7th May outlined the response to the pandemic and the significant forecast budget gap, estimated at £23m, highlights the scale of the challenge.
21. An initial review has been carried out and individual meetings have been held with all Executive Members to discuss the 2020/21 savings, growth and known financial pressures alongside any new risks, priorities and opportunities for reprioritisation.

22. These budget review meetings discussed the financial implications of the recovery planning process, and the specific actions set out in the recovery strategy. In the main, these can be covered either from within existing service budgets, without any impact on service delivery, or from specific government grants awarded for this purpose.
23. There are some areas where there is a need to allocate additional budgetary provision to enable specific actions to take place now.
24. The table below outlines the initial list of investment to support recovery, with further measures to be reported in coming months.

Service	Proposal for funding
Economic Recovery - investment of up to £100k in the development of a plan and activities as visitors start to return to the city, supporting local businesses including the tourism sector. This funding and the activities to be delivered are subject to a further report to the relevant Executive Member.	To be funded from the non-recurring reallocation of budgets outlined paragraph 27 below.
Communities Recovery - Financial inclusion – detailed outcomes will be developed, however it is proposed that £250k is allocated to continue the valuable work in this area and will include working with partners and the voluntary sector. This can be funded from within existing budgets for financial inclusion.	As previously agreed, additional funding of £1.15m was set aside to increase the funds available to support residents. To date only a small amount of this additional funding has been spent and therefore it is proposed that this can be managed from within the additional funding already agreed. Further reports will give an update on the balance of this funding.
Economic Recovery - Investment of £530k in creating places and an environment in which visitors can safely return to the city centre in the short term, making some immediate changes to footstreets, encouraging walking and cycling along with	£359k to be funded from opening high streets and emergency active travel grants with the balance of £171k to be funded from the non-recurring reallocation of budgets outlined in paragraph 27 below.

Service	Proposal for funding
communications support to ensure effective public information activity.	
Corporate Recovery - Additional Health & Safety Measures estimated at £50k, including any changes to access to buildings and deep cleaning.	To be funded from the non-recurring reallocation of budgets outlined in paragraph 27 below.
Corporate Recovery - Bring forward planned investment of £500k in ICT infrastructure and equipment to allow continued remote working and to ensure robust infrastructure is in place.	To be funded by bringing forward ICT capital development programme funding from 2021/22.
Total	1,430
Funded by:	
existing budgets	750
Government grants	359
Reprioritisation	321
Total funding	1,430

Financial impact of recovery priorities

25. A number of other priorities have been identified and these areas will be considered further at future meetings.
26. These priorities include the setting up of local Outbreak Control Plans and contact tracing which will be funded from the recently announced grant of £733k and is subject to a further report. Other areas include the development of an adult learning and skills plan linked to the economic recovery plan for the city, additional cleansing of the public realm, the use of community hubs and ensuring a robust and resilient Public Health service.
27. The initial review of budgets has identified that planned growth in a number of areas, including climate change, waste services, northern forest and local transport plan has been delayed. Therefore, whilst work will continue on these projects, the delay in starting means that not all the funding allocated in the February budget report will be needed in this financial year. This will allow the funding originally identified for these areas to be reallocated, on a one off basis in this financial year, to support

the emerging priorities in the recovery plan. However, this may also require further growth to be allocated in the 2021/22 budget process.

28. There is also a need to consider planned capital investment to ensure this is consistent with the recovery plan. This work is ongoing and again will be considered at a future meeting.

Consultation

29. Alongside the Recovery and Renewal Strategy, the council will develop and deliver a single programme of resident engagement (Our Big Conversation), taking place throughout the year, which brings together consultation and engagement with residents to inform multiple strategies, projects and schemes. This will support the coordinated input from residents into the design and delivery of activities needed to support recovery. The ambition is that all residents should have the opportunity to contribute.

Council Plan

30. As noted above, the Recovery and Renewal Strategy outlines activities for the next year to allow the continued achievement of Council Plan outcomes. The table of activities within the Strategy are mapped to the individual outcomes of the council plan to which they relate.

Implications

- **Financial** – included in the body of the report
- **Human Resources** – The impacts on staff of individual changes to services will be assessed at a service level. The Organisational Development Plan at Annex 4 proposes a set of activities to support the development of staff as we adjust to new ways of working.
- **One Planet Council / Equalities** – A principle of recovery is to ensure climate change is considered in decisions taken. The economic recovery plans recognise and respond to the unequal impact of coronavirus and the risk of increasing levels of inequality as a result.
- **Legal** – included in the body of the report
- **Crime and Disorder** – No specific impacts identified.
- **Information Technology** – included in the content of Annex 1

Risk Management

31. There remain significant areas of risk in responding to this crisis across all areas of recovery. The highest priority continues to be the health and wellbeing of residents and all planning and decisions will be taken with this in mind.

Contact Details

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Report Approved Date 16/06/20

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Reports

Update on Coronavirus Response – 7 May 2020

<https://democracy.york.gov.uk/documents/s139955/Coronavirus%20Executive%20Report.pdf>

Annexes

Annex 1 – CYC Recovery and Renewal Strategy

Annex 2a – One Year Transport and Place Plan

Annex 2b – Parking Incentives

Annex 3 – Recovery from coronavirus: A community-based approach

Annex 4 – Recovery and Renewal Organisational Development Plan

Annex 5 – Schools Update



Coronavirus (COVID-19) Response

City of York Council Recovery and Renewal Strategy

25 June 2020

Version 1.0



Introduction

1. The coronavirus pandemic has created a set of circumstances unlike anything seen in this country in recent times. The impact across all aspects of life has been significant, changing the way services can be delivered, testing health systems and putting the global economy on hold. As we begin thinking about the future, we do so with respect and sympathy for the victims, their families and friends, of a disease that does not discriminate.
2. Amongst the challenges, however, there have been many examples of York doing what it does best - our people rising to the challenge, pulling together and supporting each other. As we talk about recovery to a strong future for York, we do not ignore that the direct and deadly impact of coronavirus continues and our primary focus remains protecting the health of our residents as far as is possible. It is, however, only fitting as a legacy that we capture what has been positive in response and work together to shape a future York that even better supports the wellbeing of all our residents.
3. The recovery phase is different to that normally seen in response to an emergency, such as a flood. The timescales are not clear, with potential for changing restrictions on life reflecting fluctuating future peaks and outbreaks, the potential for services to be restarted then stopped again over a prolonged period, with particular communities (e.g. those being shielded) having different restrictions to others.
4. This creates an extremely complex and challenging set of circumstances that require flexible and agile responses. The recovery is the process of rebuilding, restoring and rehabilitating following this pandemic, to get back to “normal” functioning across our communities and city. However, in doing so, we must recognise that what was “normal” before may not be possible or desirable in the future and our city may be forever changed by what we have faced. There are many opportunities to use the learning of the response phase to improve the ways services are delivered and build upon the new arrangements put in place. Therefore, a sense of renewal within communities and services, representing opportunities to return to

something better and make the most of future opportunities to create a positive future is critical.

5. As we respond with this positive approach, our council plan and ongoing priorities will influence our actions for recovery. By maintaining a focus on achieving the best possible outcomes for people, the city will capitalise on this opportunity to build back better.
6. This will only be achieved through the collective working of York's communities, businesses, organisations, and public services. The Government's recovery strategy and the process by which restrictions are implemented or eased will shape the both the approaches and timescales of the actions we can take locally. This is likely to change over time and we must recognise that there are trade-offs in all these decisions in the protection of public health now, the future health and wellbeing of people, the economic impacts and the effects on our environment.
7. Most importantly, at the heart of all decisions, must be the health and wellbeing of our residents.

Role of this strategy

8. This strategy provides an overarching guide to the approach we will take to shape recovery and renewal in York over the next year. It is intended to help us address the immediate challenges, capitalise on opportunities around working differently and to put in place the activities which are needed to support the city returning to its revised state. It is written from the perspective of the council but with reference to outcomes at a city level and the need for the whole city to work together to achieve them. This will be a changing environment for the foreseeable future and there remain many interdependencies which cannot be accurately predicted at present. This strategy will be continually reviewed and may require revision at any point if the context changes significantly.
9. Clearly, the impacts of coronavirus will be felt for far longer than a year. Over the coming months, the Council Plan 2019 – 2023 will be reviewed to consider the changed context and different activities that are required to

ensure the city still achieves the outcomes described within it. From 2021, the changed context relating to coronavirus for York will be considered a part of our normal operating environment.

10. At a city level, a longer-term 10 year recovery plan will be developed with city partners to confirm the broader ambitions and direction for York, and identify the necessary priorities to achieve them. Emerging themes include:

- 10.1. building on York's strengths as an internationally renowned place including work with cultural, heritage and digital/creative industries
- 10.2. building upon the strengths in the Bio- and Agri-tech sectors
- 10.3. creating a city-wide network of research and development to harness the capabilities of our educational and research institutions
- 10.4. alignment of employment opportunities with skills
- 10.5. transport and place projects to drive economic recovery.

11. York's undeniable attributes, articulated last year through the York Narrative project, form the foundation for this work. York's assets including our community capacity, York Central, our heritage and cultural offer provide the unique elements to drive recovery. Indeed, York has successfully adapted its economy in recent decades following the departure of heavy engineering and reduction in chocolate manufacture. Working together collaboratively, it can be achieved again.

12. The Local Resilience Forum (LRF) will also be developing recovery plans that relate to certain aspects. The Head of Paid Service is jointly chairing the LRF's Recovery Coordination Group, ensuring York's context is fully considered at a sub-regional level. Similarly, the York and North Yorkshire LEP will be producing plans particularly around Business Support and Economic Recovery. Consideration will be given to the read-across of these plans in decisions the Council takes.

13. The diagram below shows how these plans are being developed and how they relate to each other.

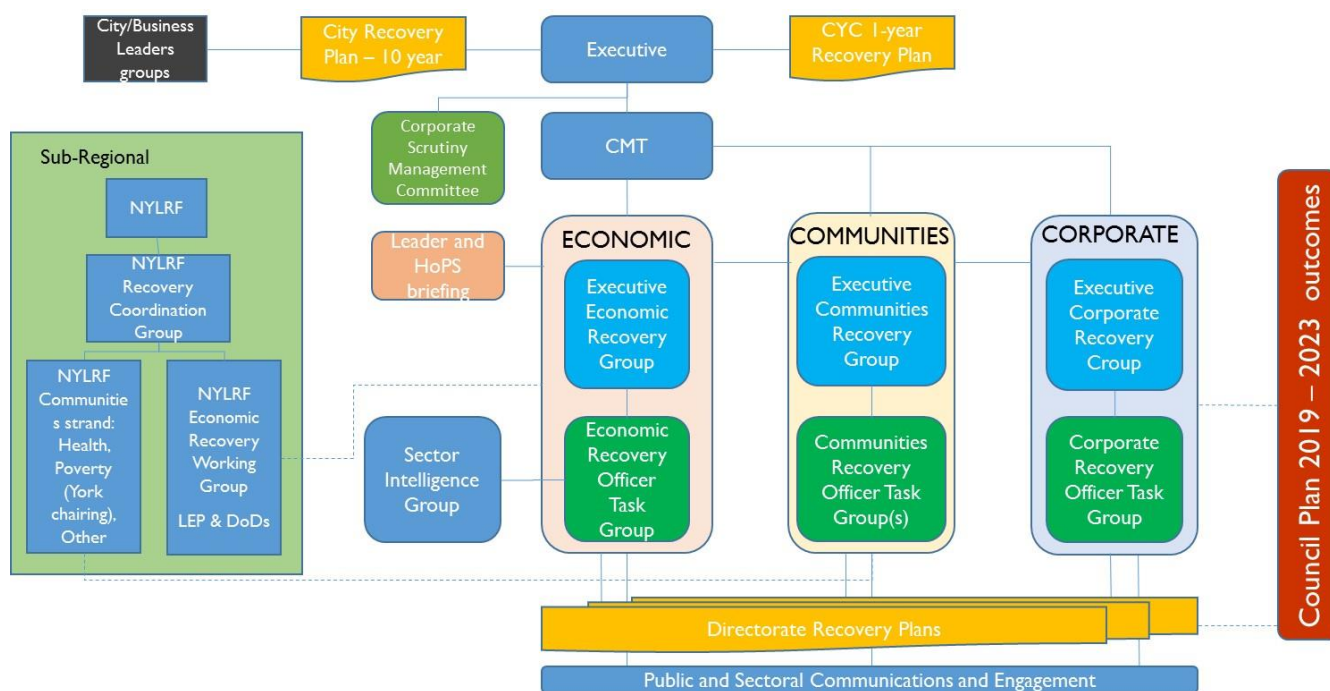


Fig. 1 – Diagram of the relationships between different planning groups and the plans being developed for recovery in York

14. In addition to the arrangements above, the council will also be establishing Local Outbreak Control Plans, which are required of all local authorities with Public Health functions. These will require the following:

- 14.1. The establishment of a Covid-19 Health Protection Board – this is to be led by the Director of Public Health with responsibility for developing local outbreak control plans and engaging with other partners such as the NHS, Public Health England, Local Resilience Forums.
- 14.2. The development of a Local Outbreak Control Plan based around the themes set out in national guidance.
- 14.3. The establishment of an Outbreak Control Advisory Board – this is to be chaired by the Leader of the Council to advise on the Local Outbreak Control Plan, ensure effective local implementation of the national Covid-19 test, trace and track programme and ensure wider public engagement. The board will ensure there is communication and engagement of residents to respond to the control plan.

Engagement

15. The impact of coronavirus has altered every aspect of our city and we have only a short window to join up the efforts of all of York's residents,

communities, businesses and institutions to achieve maximum impact in recovery.

16. Alongside this, there is an ongoing need for quality engagement to deliver the council plan priorities, meet the city's major challenges such as the climate emergency, the future of our high streets, future transport plans and a new economic strategy to name but a few. Given the complexity of issues which must be addressed through public conversations in 2020, it is critical that the council's engagement is consistent, accessible and reflects a joined-up approach to policy.

17. To support this, our revised engagement strategy for recovery will seek to:

- 17.1. Develop and deliver a single programme of resident engagement (Our Big Conversation), taking place throughout the year, that informs multiple strategies, projects and schemes
- 17.2. Frame Our Big Conversation as crucial to recovery – build advocacy by continuing to tell the whole story – with all parts leading to the whole
- 17.3. Increase and improve levels of resident engagement
- 17.4. Reduce duplication
- 17.5. Build confidence in recovery by providing a continuous opportunity to contribute
- 17.6. Support better decision-making
- 17.7. Encourage more active citizens and resilient communities

Phasing

18. This strategy focuses on the period after the first peak of infection in York. The relaxation of lockdown rules will take a long time and require a range of active mitigations to ensure the infection Reproduction (R) rate remains below 1. These are likely to include:

- Continued social distancing
- Avoiding crowded places
- A sector by sector approach to returning to work
- Phased reopening of schools
- Active discouragement of the use of public transport and the promotion of walking and cycling

- Downloading of a track and trace app to identify contact tracing and self-isolation following exposure to infection
- Increased levels of personal hygiene and surface cleaning
- Potential requirements to wear face coverings
- Continuing to work from home wherever possible
- Shielded people and those in high risk groups to remain in self-isolation
- Full or partial future lockdowns should the virus Reproduction exceed a rate of 1

19. These mitigations, and others, may be in place until an effective vaccine is developed, tested, and in mass production, or combinations of anti-viral drugs that are proven to effectively treat the virus are discovered and made available. The current best estimates are that any vaccine is unlikely to be available before the end of this year and possibly well into 2021.

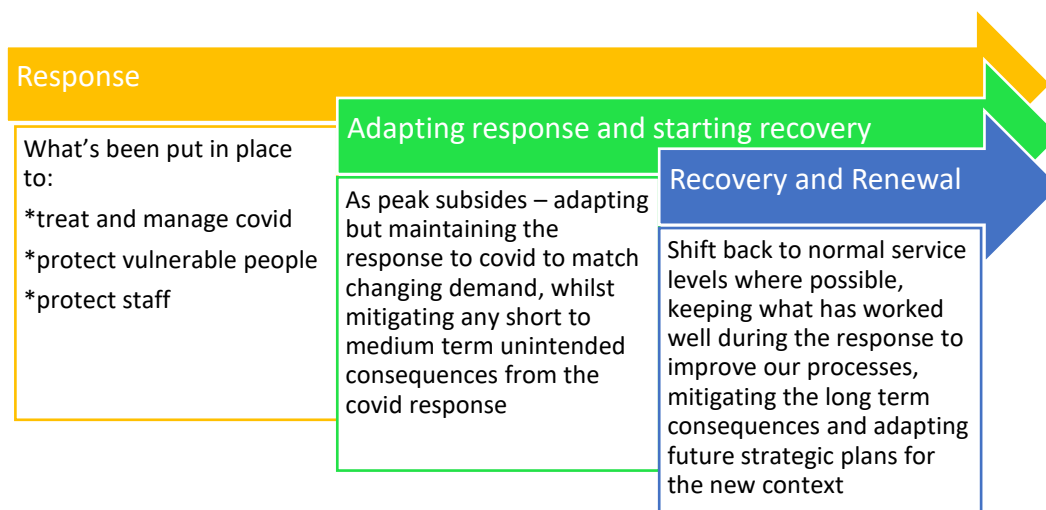


Fig. 2 – Indicative phases of response and recovery

20. The Government has set out the first steps of the easing of lockdown, providing indicative timescales for policy changes that allow people to return to more of their pre-coronavirus daily lives. However, the specific policies, restrictions and guidance for each step are constantly evolving and the requirements of places to support these changed arrangements are uncertain beyond the next few weeks. They also assume a linear reduction in the infection rate, which is by no means guaranteed.

21. Although there is not yet clarity from Government around local responsibilities and powers, the development of local outbreak control plans gives rise to the possibility of future local lockdowns in response to outbreaks on a small geographical scale. It is possible that local areas may be

in different phases with different levels of controls and restrictions over the coming months, depending on the localised risk levels.

22. Looking further ahead, the Government has published a scale of 5 alert levels which describe the levels of risk at any point in time and indicate the likely level of restrictions in place.

COVID Alert Levels		
Level	Description	Action
5	As level 4 and there is a material risk of healthcare services being overwhelmed	Social distancing measures increase from today's level
4	A COVID-19 epidemic is in general circulation; transmission is high or rising exponentially	Current social distancing measures and restrictions
3	A COVID-19 epidemic is in general circulation	Gradual relaxing of restrictions and social distancing measures
2	COVID-19 is present in the UK, but the number of cases and transmission is low	No or minimal social distancing measures; enhanced testing, tracing, monitoring and screening
1	COVID-19 is not known to be present in the UK	Routine international monitoring

Fig. 3 – The Government's COVID Alert Levels

23. This provides a useful scale in terms of the level of risk. However, it does not provide significant guidance in terms of the necessary activities in response to each alert level. These are likely to be developed nationally over a period of time and may change. It is likely that local development of policy and approaches will be necessary to respond to the changing national picture.

24. This will need to be extremely flexible to allow the necessary local response to both changing national policy and changing local conditions.

New context

25. The impacts of coronavirus are broad and relate to all aspects of life in our city. Against our Council Plan, each outcome area is predicted to be impacted:

25.1. **Well-paid jobs and an inclusive economy** - the lockdown requirements mean that many businesses are not operating as normal,

revenue is reducing and people may be losing their jobs. The long-term outlook for many sectors is uncertain and many businesses may not survive (despite measures already taken nationally and locally). The impacts will be felt for a prolonged period. Across the city, initial estimates suggest an £847m drop in GVA (13.7%), a 17,500 reduction in jobs (15.4%) with total unemployment of 17.8%.

25.2. **A greener and cleaner city** – reduced transport use has seen levels of most pollutants and emissions reduce. However, without intervention, the recovery could see increased use of private vehicles to reverse this trend and increase carbon emissions. The increased cleaning of city spaces and infrastructure is required to ensure safety of people and reduce the spread of infection.

25.3. **Getting around sustainably** – use of public transport has dramatically reduced and is likely to remain low. Putting in place greater support for sustainable options such as walking and cycling is necessary to mitigate the likely growth in private car journeys.

25.4. **Good health and wellbeing** – reducing the likelihood of infection is of primary importance and will remain so. The impacts on people's health and wellbeing, particularly mental, during lockdown is likely to be significant, due to challenges of getting supplies required including food and medicine, the mental health consequences of being isolated, the stresses of financial and employment uncertainty, concern about the disease and the grief of losing loved ones. It is likely that the demand for services in support of people will increase. The Adult Social Care market has always been challenged in York and although has made it through the crisis so far, remains under pressure.

25.5. **Safe communities and culture for all** – communities have pulled together with levels of social action and volunteering significantly increased. Harnessing that capacity as a foundation for more resilient and self-supporting communities is a real opportunity, building upon the successful network of hubs to support food and supplies distribution. The lock down has meant many cultural activities have ceased, or future cultural experience may be limited by a challenging economic outlook.

25.6. **Creating homes and world-class infrastructure** – the delivery of new homes has been impacted by restrictions but must be prioritised in recovery to support the housing needs of the city. Delivery of significant infrastructure projects across the city has also

been impacted but these are more important than ever to support the city's economic recovery.

25.7. **A better start for children and young people** – services to support children and young people have adapted to work safely and effectively in more flexible ways. The learning from this will support the ongoing development of children's services. Referrals into services have reduced under lockdown but will peak as restrictions are lifted, creating pressure in the system. Utilising community capacity to support early help is necessary to achieve better outcomes for young people and prevent statutory services becoming overwhelmed. Whilst schools and early years settings have stayed open to support vulnerable people and the children of keyworkers, unprecedented changes are required to school arrangements to allow the safe return of pupils to classrooms. There is significant opportunity to look at new and innovative ways of delivering a curriculum to support learning whilst social distancing is necessary. This will require all families to be digitally included.

25.8. **An open and effective council** – All services have adapted and changed to the circumstances of the pandemic. The learning of what has worked creates opportunity to retain new practices which are more effective or efficient. Staff have risen to the challenge but their health and wellbeing and the need for support to shift to new ways of working is paramount.

The financial context for the Council

26. Prior to the global Coronavirus pandemic, the Council was in good financial health, with reserves above the recommended minimum level and had recently set a robust, fully funded budget for 2020/21.

27. There were pressures being experienced in both Adults and Children's services that required additional budget growth, alongside the delivery of mitigating savings. Work is ongoing to complete the year-end accounts and whilst the outturn position has not yet been finalised, it is anticipated that overall the 2019/20 outturn will be within the approved budget.

28. Whilst the potential financial implications for the council will need to be updated on a regular basis, it is, however, clear that the Government support received to date will not cover the additional costs and loss of

income across council services. Therefore if additional Government support is not forthcoming, action will be required in order to maintain a balanced budget.

29. In total, the specific activities in response to coronavirus, the additional demand on some services and the loss of income from others could cost as much as £35m in the current financial year from initial estimates. To date, we have received £10.5m of General Support Grant. Using the high-level estimates and assumptions outlined in this paper, at this stage it is considered that the additional costs and loss of income could therefore result in a budget gap of some £24m.

30. The Council does have reserves, and these are being reviewed to identify where they can be released to support the current pressures. However, even with this review and the general reserve of £7.4m, it is likely that there will still be a funding gap that would result in the need to identify further savings to be delivered.

31. For the reasons above, key actions over the coming months will include a complete review of budget plans and development towards next year's budget. Alongside this, an interim reset of capital and revenue budgets may be required to support the financial stability of the council in-year. Due to the continued uncertainty, this review is not about considering a programme of budget and service cuts but is about ensuring that the Council can respond quickly to emerging new priorities within the existing approved budget.

32. The Council continues to lobby Government directly and through the Local Government Association to ensure that the money required in response to coronavirus is provided to the council and the medium-term stability of critical council services is not impacted by the immediate actions taken to protect lives.

Building on York's strengths – our overall strategy for the first year of recovery

33. The recovery activities will be managed under the three strands of Economic, Communities and Corporate recovery. Under these groupings, Communities includes public health support, adults' and children's services, education, as well as community engagement.
34. There is no doubt from the context above that this situation represents the greatest challenge we have faced as a city in decades. The breadth of impact and level of disruption to every aspect of life is unprecedented. It also represents a significant opportunity to revisit how our city works together, and how people live and work in ways which support the health and wellbeing of all residents in the short, medium and long-term.
35. In considering our approach to recovery, we inevitably focus on what we must do differently. However, our strength as a city comes from what we already do well. Our overall approach as a city should be to prioritise those things we already do well, seek to share the benefits of these strengths across all residents and grow those aspects which have the potential to further enhance the quality of life for everyone.
36. Last year, the development of the York Narrative articulated those aspects of York that are undeniable – the very essence of our place. A city making history, prioritising human experience and pioneering with purpose are perhaps now more relevant and important than ever. As a compact city, our ability to form strong relationships, create networks quickly, to innovate and put in place creative solutions was very evident in the initial stages of response to the pandemic, and provides confidence that as a city we can recover from the challenges to create a stronger city.
37. There are also aspects of our city where not everyone has shared in the positive experiences available to many. Inequalities in income, opportunity and health outcomes are significant in some parts of the city and for some communities. The impacts of coronavirus is likely to be felt most by those already in challenging situations so the reconsideration of how our city can be more equal and inclusive is a necessary and intrinsic part of recovery. The council will continue to work with a variety of other organisations to ensure that those communities likely to experience inequality, including

black, Asian and minority ethnic residents have access to targeted support.

COMMUNITIES

38. The response to date has prioritised the health of York's residents and the recovery phase will similarly put public health at the heart of all decisions taken. Minimising infection and supporting those most at risk remains the highest priority.
39. To do so, our statutory services will prioritise supporting the most vulnerable who need our support to remain safe and well. Statutory public health provision, and social care for children and adults remains the most fundamental responsibility of the council. As corporate parent, we will ensure that those young people in our care are protected and supported, providing what they need to restart their lives after lockdown.
40. The likely economic impact of the pandemic is likely to result in more people in need of help and support. However, people should not see their levels of need increase before support is available. That would risk suffering and worse outcomes for individual and create demand on statutory services that may not be possible to meet. Through the response phase of the pandemic, we saw the commitment and drive of communities to remain resilient and to support one another. We will work to harness that capacity, building upon the successful community hubs established to support those in need of assistance, ensuring provision in each area of the city. Increasing the range of support available and supporting ward funding to be used to enhance the provision in ways appropriate to local need will underpin the development of more resilient and self-supporting communities. We will growing community and citizen-led support such as Local Area Coordination around these hubs to ensure that the strengths of individuals and their own aspirations drive the network of support around them. This will link into Ward Committees, whose work is integral to the local responses in the communities that they represent.
41. Schools will form an important part of these supportive networks in the community, providing a vital role in the early help of children who are

vulnerable. They are often best placed to understand the context of their pupils lives and to provide support tailored to individual needs. At the same time, the need to provide schooling under varying levels of social distancing will require significant change to the way the curriculum is delivered. We will work with schools to identify more flexible options including remote learning and the use of technology in the classroom.

42. Given the significant pressures faced by the community, voluntary and charitable sectors in York, as a result of increased demand and reduced income, with limited support from Government, it will be critical to ensure available resources are channelled to these sectors to support this way of working.

43. For those in financial hardship, we will work to ensure there is available support to reduce its impact and availability of necessities. Support will include reviewing personal situations to help with personal debt or finance issues and consider options to help people return to a level of financial stability.

ECONOMIC

44. Public health guidance will drive the decisions taken in respect of the economy. It must also be recognised that a strong economic recovery is necessary for the ongoing health and wellbeing of all residents, reflecting the wider determinants of health.

45. Much of the initial economic response has focussed on business support, with finance as the key support mechanism. The aim has been to keep staff in jobs through the cash flow crisis that social distancing and the closedown of many businesses has brought about. Government has provided a range of grant schemes, together with loan funding through banks. The scale and speed of the distribution of grants and rates relief across the city (around £100m for local companies) was a significant challenge, but York was amongst the fastest authorities in the country to get money to businesses. Alongside partners, the Council has also kept businesses informed about what is available to help them.

46. The Council also developed its own grant scheme for small and micro-enterprises, providing up to £1000 to local businesses that were not eligible for national support, together with a free FSB membership offer. The latter is providing 500 or so businesses with access to a whole range of helplines and assistance on issues such as staffing, contracts, debt recovery, business planning and mental health and wellbeing. This scheme has been extended using subsequent funding from Government to support even more businesses.
47. Looking ahead, the council will be working closely with business community through 12 sector roundtables to understand the changing needs of businesses and to develop provision and lobby for resources. In York, business support is provided through a wide range of organisations, including Make it York, the Universities, private sector consultants and the professional services industry. The priorities will be making sure that all businesses are aware of what support is available for them and filling gaps in provision as needs emerge, with the main objective being to support local employers to grow their revenues and staff teams, while helping businesses which are forced to scale down or close to minimise the impacts on customers, employees and the local supply chain. Support will focus on the themes of finance, people, business space and regulation.
48. The city's economy, particularly in the city centre, is very dependent on tourism which creates and sustains significant numbers of jobs in the hospitality, food and beverage, retail, leisure and cultural sectors. Creating places and an environment in which visitors can safely return to the city centre will be crucial in laying the foundations for the short and long term economic recovery, which is the focus of the One Year Transport and Place Strategy.
49. All the economic forecasts are predicting a significant number of job losses across the global economy. Our current jobs and employment offer will need to adapt quickly to a very different set of circumstances. The Council will continue to work closely with the YNY LEP Employability Board to ensure that the skills needs of the city are reflected in LEP programmes and workstreams, while delivering support around Apprenticeships and social inclusion through ESIF funding. The work of our schools in preparing

children to be part of the future workforce through careers advice and guidance is very important as young people make the transition from learning to earning, and this will need to adapt to supporting new patterns of work in our changed world.

50. The scale of potential job losses requires a simple front door for supporting individuals and businesses through these many changes. This will mean close working between a broad range of local, regional and national organisations, supported by clear marketing and simple point of access. This will be coordinated across existing education partners, private sector training providers, employers and the business community.

CORPORATE

51. All council services have been impacted by coronavirus and an initial priority will continue to be the reinstatement of services that have had to close or reduce in scale at a point that it is safe to do so. This may be returning to the same ways of working as previously, but in most cases is likely to include some revisions to incorporate social distancing and build upon the lessons learned during the response to date. This will constitute a significant programme of business change.

52. The council's staff are the biggest asset in making this change happen, so we will deliver an organisational development plan that supports our staff in delivering the services across the city through new or amended operating models, to embrace the more agile and flexible working arrangements and enhanced technology and support the staff to increase their skills and continual professional development

53. As a local authority, the engagement of residents in democratic processes is paramount. Returning to previous processes of decision making, in particular public meetings, will not be possible in the short term, so facilitating remote meetings in a practical and legally compliant way is a high priority.

54. The financial context of the council will require a review of budgets to ensure available resource is targeted at those areas most in need to support

the recovery of the city. This is balanced with the need to protect the financial stability of the authority over the medium and long term. We will review and reprioritise spend appropriately to allow investment in the changes that need to be made to achieve the aims of recovery.

55. The activities which are planned to support these approaches are outlined in Annex I.

Principles of recovery – assessing and balancing impact

56. In order to plan a recovery phase, it is important that the context is fully understood, the intended outcomes are identified, actions are clear and that the impacts are understood. To support this, we have identified a set of clear principles to guide our prioritisation. Recovery and renewal activities will:

56.1. Prioritise the health and wellbeing of our residents, against the immediate threat of coronavirus and the consequences of changes to the way we live. Public Health guidance will be paramount in all the decisions we make.

56.2. Support the economic recovery of the City, helping to create a strong, sustainable and inclusive economy for the future. Learning lessons from the challenges of coronavirus, promote a system that utilises the strengths of our city and region to the benefit of all York's residents and businesses.

56.3. Protect and prioritise the City's environment and reinforce our work to mitigate and adapt to climate change.

56.4. Pursue improvements in service delivery where they have been identified as part of the Response phase, creating a more efficient and resilient system.

56.5. Reinforce and restore public confidence in the resilience of public agencies and resilience to future challenges and emergencies.

57. These principles interrelate in many ways and it is likely that there may be conflict between them at times. In that case, the public health of residents

will take precedence, with a balance sought across the other outcomes and any negative impacts mitigated as far as possible.

Learning from others

58. Whilst the specific challenges that York faces may be different to other places, there will be a huge amount of similarity in different aspects. We will be watching closely the activities of other cities in the UK and across the world, particularly those ahead of us in the curve of infection, to understand what has worked well and what has not.

59. Where we have existing relationships with cities, we will use those to share intelligence. We have already begun discussions with our twin cities of Dijon and Muenster to understand more about what they are doing. They have usefully provided information ranging from the actions taken in recovery through to details of manufacturing protective equipment. We have been in contact with our sister-city of Nanjing to understand how they are recovering and have received an extremely generous donation of 20,000 face masks from the city's Mayor. Wherever possible within the resources we have, we will seek to reciprocate in activities that are of mutual benefit to the recovery of our partner cities and York.

A forward look

60. Whilst a huge amount of effort internationally is now focussed on predicting the future direction of travel and the impacts across the world, this is not a precise science. There are too many variables to provide an accurate predication of impacts or future actions. However, a range of different possible pathways is beginning to emerge. At this point, the most important factors to determine the future direction are the infection rate and Government policy on lockdown and easing of restrictions.

61. To underpin this strategy, we will be producing a working scenario that will be constantly updated as new information becomes available. This will suggest what we see as the most likely pathway from restrictions at a national level and consider the health, economic and environmental impacts

and considerations for York. This will help to put the individual decisions we must make into context.

Annex I – Summary of key activities

Recovery area:	COMMUNITIES	
Strategic Objective	Activity	Related Council Plan Outcomes
Embedding community- and citizen-led support	Ensure ward level actions are taken and support Ward Committees to effectively use ward funding in support of communities' recovery.	Safe communities and culture for all
	Redevelop Adults' and Children's services to fully interact and embed community support and volunteering, making use of the community capacity in evidence through the response phase. Underpin the network of community hubs established through the response phase with a more permanent support model, using volunteer and council staff resource to continue to support vulnerable residents, particularly those who are shielding.	Good health and Wellbeing A better start for children and young people
	Roll-out community and citizen-led support across the city, building on existing Local Area Coordination networks and Local Area Teams, to create an all-age network of support within communities.	
	Embed support for improved mental health and wellbeing within these networks, working in tandem with NHS services.	
Supporting people and communities facing financial hardship	Review and enhance welfare support and financial inclusion framework to mitigate the significant impacts of increased levels of financial hardship, working alongside local and regional partners.	Safe communities and culture for all

Supporting the Care market in need of support	Support the care market in the medium term, identifying models which utilise community capacity alongside domiciliary care providers. The commissioning approach will develop to support place/neighbourhood-based support that is flexible to meet changing needs, and to support strength based approaches, maximising people's ability to care for themselves and stay connected to their communities.	Good health and Wellbeing
Safeguard our most vulnerable residents	Recognising that coronavirus has created increased safeguarding risks for some residents, prioritise our statutory responsibilities to safeguard them alongside partner organisations and communities.	Safe communities and culture for all Good health and Wellbeing
	Continue the improvement journey within Children's Social Care to ensure services are as effective as possible and the best outcomes are being achieved for York's young people.	A better start for children and young people
Reduce the demand on statutory services	In response to likely demand increases for social care services, enhance early intervention and early help models that support people before crisis points are reached and reduce the demand for the finite resources of our social care teams.	Good health and Wellbeing A better start for children and young people
	Continue to develop provision for respite and short breaks, including the Beehive Centre, to ensure residents with additional needs are supported in what is likely to be a more challenging time.	
Support Education Providers	Support the safe opening of schools as they begin to increase pupil numbers and develop more effective models of home/online learning to support the extended phased opening of schools.	A better start for children and young people

	<p>Work with education, culture and leisure providers to develop a new model of secondary education that takes a holistic view of learning and personal/skills development and develops a number of options for delivery.</p>	
	<p>Continue the focus on ensuring we meet our statutory duty on the on sufficiency of school placements and early years settings, and that the schools estate is suitable learning environment.</p>	
Support children across the city	<p>Ensure that all recovery actions support children, and prioritise our role as Corporate Parents to ensure children in care are fully supported in a changing environment.</p>	A better start for children and young people
Build on our programme of Community facilities	<p>Continue to deliver the library capital programme including improvements at Haxby, Acomb & Clifton libraries, linking libraries with the wider network of community facilities to support the resilience of communities.</p>	Safe communities and culture for all
Place public health at heart of decisions	<p>Support our ongoing health protection functions in monitoring coronavirus locally and ensuring appropriate infection prevention and control measures continue for as long as is required.</p>	Good health and Wellbeing
	<p>Provide data and intelligence and an evidence base through the Joint Strategic Needs Assessment process to support recovery / service redesign.</p>	
	<p>Work with the NHS organisations to recommence public health screening and immunisation programmes.</p>	
Deliver the Community Stadium	<p>Progress the completion of the Community Stadium to support sport and leisure events at such a time that it is safe to do so.</p>	Creating homes and world-class infrastructure

Progress Housing Delivery Programme	Continue the Housing Delivery Programme (subject to revised business case) to deliver over 600 new homes, with a mix of tenures, designed to meet key housing need with a focus on promoting sustainable communities	Creating homes and world-class infrastructure
Recovery area:	ECONOMIC	
Strategic Objective	Activity	Related Council Plan Outcome
Support Economic Recovery	Develop a citywide economic recovery plan with partners that builds on York's strengths to create the conditions for strong economic recovery with inclusive and clean growth.	Well-paid jobs and an inclusive economy
	Provide coordination and support to ensure businesses in the city centre and secondary centres can adapt as far as possible to the changing economic conditions.	
Ensure Safe Operation of the City	Deliver a One Year Transport and Place Strategy which puts in place necessary measures to support safe and effective operation and street management, whilst creating the environment in which the city's retail and hospitality sectors can reopen as it is safe to do so.	Well-paid jobs and an inclusive economy Getting around sustainably

<p>Deliver effective transport systems</p>	<p>Deliver a One Year Transport and Place Strategy with bold interventions to accelerate the city's move towards active and sustainable transport, with short-term pragmatism to accept that the economic recovery relies on people who will only visit the city centre if they can travel with confidence and in a way which they feel safe. The Plan will:</p> <ul style="list-style-type: none"> • Prioritise active transport as the primary form of travel to work • Promote a complimentary park > walk > visit strategy using council car parks outside the people focused city centre • Maintain confidence in public transport • Create a people focused city centre • Support the city's secondary centres 	<p>Getting around sustainably</p>
	<p>In line with the emerging plan, continue to investment in walking and cycling routes and progression of Haxby Station</p>	
<p>Clean Air Zone</p>	<p>Continue the development of York's Clean Air Zone, in tandem with the 1-year Transport and Place Strategy to minimise any emissions and air quality issues related to recovery whilst supporting the longer term pathway to net zero carbon.</p>	<p>Getting around sustainably</p>
<p>Secure a Devolution deal to support recovery</p>	<p>With North Yorkshire Councils, drive forward the devolution process for York and North Yorkshire, in order to consult with residents and businesses to help shape the asks and powers to support the economic and community recovery process</p>	<p>Well-paid jobs and an inclusive economy</p>

Utilise and enhance the skills within the city	Develop an adult learning and skills plan linked to the economic recovery plan for the City, working with education providers and businesses. This will support both young people who have had a disrupted experience of their formal education and people displaced from the workforce as part of the impact of coronavirus to re-train for new job opportunities that will arise during recovery and support young people to re-engage with education and training to develop the correct skills for the new economy.	Well-paid jobs and an inclusive economy
Progress Major Developments	Continue major developments such as York Central, Guildhall, Castle Gateway (subject to review) and other investments to maximise their role in supporting an inclusive economic recovery for the city.	Creating homes and world-class infrastructure
Recovery area:	CORPORATE	
Strategic Objective	Activity	Related Council Plan Outcome
Opportunity to innovate service delivery	Continue to support more agile and flexible working arrangements, underpinned by technology, to build upon changes already implemented across the council to deliver improved efficiency and effectiveness in services.	An open and effective council
	Revise and embed an organisational development plan that supports our staff in delivering the services across the city through new and or amended operating models, to embrace the more agile and flexible working arrangements, enhanced technology and support the staff in enhancing their skills and continual professional development.	
Ensure Customer Services reflect	Fast-track development of online solutions to channel shift services to 24/7 digital services and resident communication and engagement. Invest	An open and effective council

changing environment	further in the web team to enable accessibility standards to be met plus a responsive website and form design service to provide solutions to everyday online needs as digital services become embedded and the norm.	
Invest in technology to exploit opportunities	Underpin infrastructure to support new organisational design, flexible workforces and ways of working. Focus digital city work on assisting economic recovery for business and digital inclusion for residents.	An open and effective council
Ensure effective financial planning	Undertake ongoing financial review of revenue and capital spending plans, ensuring financial control, reprioritisation and effective deployment of resources	An open and effective council
	Undertake review of major projects where risks may have changed	
Reengage public with Democratic Processes	Restore and enhance the accessibility of decision-making processes, through remote meetings. Embrace technology to promote a broad range of public meetings to support local democracy and decision making.	An open and effective council
	Launch a refreshed constitutional calendar of meetings which will cover the spectrum of Executive, Scrutiny and regulatory meetings. Revised standing orders to the constitution have been published and will remain under review to further enhance our decision making framework.	
Reshape strategies to reflect new context	Review and develop a revised Council Plan for 2021 onwards which reflects the changed context within the city and the different priority actions required to achieve the 8 council plan outcomes.	An open and effective council

Local Plan	Progress the development of York's Local Plan through to adoption, supporting the future direction of development in the city.	Creating homes and world-class infrastructure
Support Climate Change in Recovery	Re-commence the climate change and carbon reduction programme to support the sustainable recovery of the city, embedding supportive principles in each strand of York's recovery.	A greener and cleaner city
	Continue the development of schemes to mitigate the impacts of climate change, including progressing flood defences with Environment Agency.	
	Develop a strategy for the planting of trees across the city and in flood catchment areas to support the sequestration of carbon and the mitigation and adaptation to climate change events.	
	Consider the feasibility of a virtual Climate Commission or engagement approach for York, linking experts and stakeholders across the city to shape the roadmap to net carbon zero, at such a point in recovery that organisations have capacity to engage.	
	Continue to support the retrofit of council houses for energy efficiency measures.	

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COVID_19 Economic Recovery

Transport and Place Strategy



June 2020



Executive Summary

In response to the impacts of COVID_19 City of York Council are developing an Economic Recovery Plan. As part of this plan a one year Transport and Place Strategy has been produced to underpin the city's economic recovery, respond to reduced capacity and confidence in the public transport network, and secure the active transport benefits that have been realised during the initial lockdown. This strategy compliments and is in addition to implementation of the government's Safer Public Places guidance, which was issued in May 2020, and follows five key strands:

- Create ***a people focused city centre***
- ***Prioritise active transport***
- Promote ***a complimentary park > walk > visit strategy*** using council car parks outside the people focused city centre
- ***Maintain confidence in public transport***
- ***Support the city's secondary centres***

Most of the interventions set out in the strategy will remain in place for the full year – or until such point as a vaccine or treatment for COVID_19 is in place - whereas others will only be applied as and when required by the current government COVID_19 alert level or guidance. This provides a simple and clear framework for stepping up or down the strategic response. Should the government announce a change in alert level or guidance then the appropriate measures can be immediately actioned and communicated to the public.

It is important to note that all elements of the strategy are designed to be flexible and pragmatic. Should guidance change; anticipated trends not emerge; measures prove ineffective; or funding not be available, then the strategy will be refined. Public and stakeholder feedback will be sought throughout as part of a supporting communication and engagement plan.

Key principles

The city's Economic Recovery - Transport and Place Strategy is designed to underpin and support the economic recovery, whilst locking in as many of the active transport benefits that have been realised during COVID_19 as possible.

The Economic Recovery Plan for the city is aligned with the Council Recovery Plan, and the following key principles:

- healthiness
- wellbeing
- sustainability
- innovation
- inclusivity
- safety

The city's economy, particularly in the city centre, is very dependent on tourism which creates and sustains significant numbers of jobs in the hospitality, food and beverage, retail, leisure and cultural sectors. Initial estimates suggest that there could be 15,000 job losses in York as a result of COVID_19, largely across these sectors. Creating places and an environment in which visitors can safely return to the city centre in the short term will be crucial in laying the foundations for the long term economic recovery.

Post-lockdown measures

The ongoing response to COVID_19 will over time involve a combination of active mitigations to ensure the infection reproduction rate remains below 1. These include:

- Continued social distancing
- Avoiding crowded places
- A sector by sector approach to returning to work
- Phased reopening of schools
- Active discouragement of the use of public transport when the risk is high, and the promotion of walking and cycling
- Downloading of a track and trace app to identify contact tracing and self-isolation following exposure to infection
- Increased levels of personal hygiene and surface cleaning
- Requirements to wear face coverings on public transport and in enclosed spaces
- Continuing to work from home wherever possible
- Shielded people and those in high risk groups to remain in self-isolation
- Full or partial future lockdowns should the virus reproduction exceed a rate of 1

A combination of the above is likely to remain in place until such time as a vaccine is (hopefully) discovered, tested, and in mass production; or combinations of anti-viral drugs that are proven to effectively treat the virus are discovered. The current best estimates are that a vaccination will hopefully be available sometime in 2021. In short, for at least the next 12 months there are likely to be varying degrees of the above measures in place, causing significant disruption to society and the economy.

Behavioural change and the public response

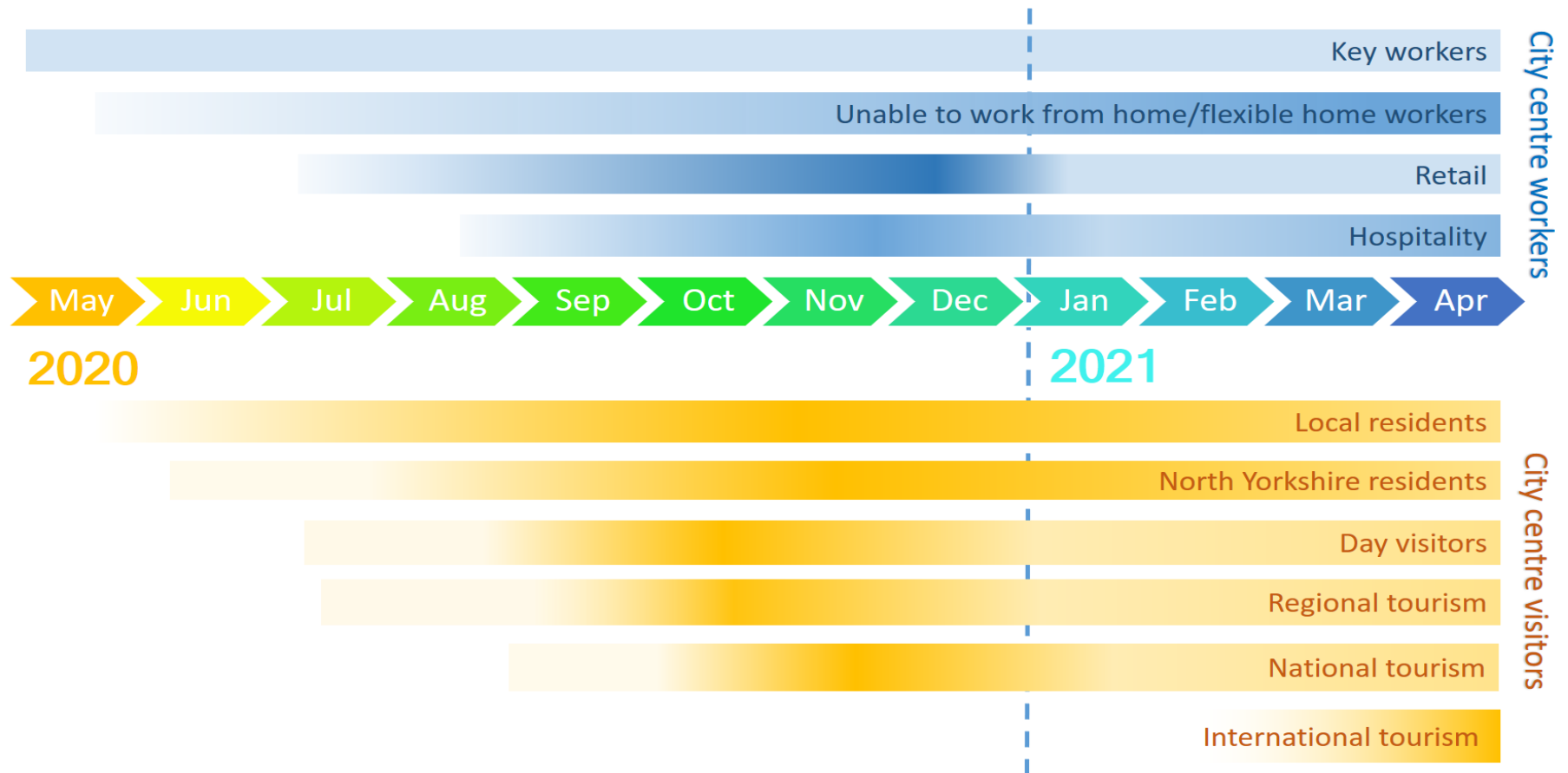
Predicting anything that will happen as a consequence of COVID_19 is challenging. In the long term this may result in a fundamentally different 'new normal', where complete behavioural change occurs and people simply adapt to a new way of working, living, and interacting, causing permanent changes to the structure of our society and economy. Alternatively we may quickly revert back to the underpinning principles of human behaviour and the way life was pre-COVID_19, with more nuanced societal and economic changes and a speeding up and ratchetting forward of existing trends.

In the short term, as the current lockdown is initially lifted it may feel daunting to people at first. First instincts may be to visit friends and family; travelling by car to quiet, rural areas where it is easy to social distance; and avoiding crowded places. The assumption is that people will look to spend time and money locally until confidence grows and some forms of national domestic tourism returns. International travel is expected to be severely restricted and affected for the foreseeable future.

The following page sets out very high level theoretical assumptions on when different groups who use and visit the city centre would likely return over the coming year if COVID_19 restrictions were lifted in incremental stages and there was a continual and gradual fall in infection reproduction rates.

The darker shaded areas represent anticipated spikes in visitors or employment, particularly relating to seasonal changes such as employment.

Estimated timeline of people returning to the city centre by group assuming a gradual release of government restrictions



However, as noted earlier in this document the measures to tackle COVID_19 in advance of a vaccine are highly unlikely to follow a fixed trajectory, with a flexible application of future measures to respond to spikes in infection.

Government alert levels

In response to the infection risks posed by COVID_19 the government’s latest strategy is to follow an alert level based model to flex restrictions to respond to potential spikes in infection rates. These are set out below:

COVID Alert Levels		
Level	Description	Action
5	As level 4 and there is a material risk of healthcare services being overwhelmed	Social distancing measures increase from today’s level
4	A COVID-19 epidemic is in general circulation; transmission is high or rising exponentially	Current social distancing measures and restrictions
3	A COVID-19 epidemic is in general circulation	Gradual relaxing of restrictions and social distancing measures
2	COVID-19 is present in the UK, but the number of cases and transmission is low	No or minimal social distancing measures; enhanced testing, tracing, monitoring and screening
1	COVID-19 is not known to be present in the UK	Routine international monitoring

During the initial emergency lockdown the alert level was 5, with a reduction to level 4 in mid-May and tentative suggestions of a further relaxation to level 3 in July, dependent on infection reproduction rates. This provides a much more useful framework through which to assess the impact on those using and visiting the city centre and secondary centres, and allows a strategic transport and place approach to be tailored to each of the different alert levels that can be quickly implemented as and when the government changes the level. It should however be noted that there remains nuances within each alert level which may require a flexible local application of strategic responses.

COVID_19 impact on transport

The period of lockdown resulted in significant improvements in air quality, largely as a consequence of the reduction in travel resulting in far lower levels of vehicle usage. The initial guidance to exercise outside the home once a day, and reduced numbers of vehicles on the roads, also resulted in an increase in active forms of travel such as walking and cycling. This trend is entirely in line with the council's existing long term transport strategy to promote active travel, and there is an opportunity to harness the cultural shift to these modes of transport.

However, social distancing to reduce the spread of infection will in the short to medium term have a major impact on public transport. The guidance of maintaining a 2 metres distance from other people is expected to reduce the capacity of the public transport network by as much as 90%. There is also likely to be a reluctance to use public transport as the close proximity to others means it will be perceived to be the highest risk form of transport in terms of infection.

This initial reluctance is anticipated to dissipate over time, and in a post-vaccine world public transport will remain the strategic priority. There may be less demand in the long term should large scale homeworking become the norm, particularly on inter-city travel, although this would be reflected across all forms of transport. Much of the travel to York will depend on our ability to secure a sustainable long term economic recovery for the city centre.

To underpin this recovery the emergency economic response pre-vaccine will be vital and is the immediate focus of the council's COVID_19 Economic Recovery Plan. This plan will require significant short term transport measures that are set out in the following Economic Recovery - Transport and Place Strategy, which will also lay the foundations for a future sustainable transport system.

COVID_19 Economic Recovery - Transport and Place Strategy

Driving York's economic recovery and creating a sustainable transport legacy

The COVID_19 Economic Recovery - Transport and Place Strategy will deliver bold interventions to accelerate the city's move towards active and sustainable transport, yet also has the short term pragmatism to accept that the economic recovery relies on people, who will only visit the city centre if they can travel with confidence and in a way which they feel safe. This strategy compliments and is in addition to implementing the government's Safer Public Places guidance, which was issued in May 2020. Some elements of the strategy will require interventions throughout the 12 month period whilst others will be implemented or stood down depending on the alert level at the time.

To achieve the aims set out above the strategy will focus on five key strands:

- Create ***a people focused city centre***
- ***Prioritise active transport***
- Promote ***a complimentary park > walk > visit strategy*** using council car parks outside the people focused city centre
- ***Maintain confidence in public transport***
- ***Support the city's secondary centres***

This strategy is a time limited, one year response to the impact of COVID_19. It does not replace the requirement for a new Local Transport Plan (LTP). The measures set out in this strategy will instead begin to serve as a test case for the LTP, and allow analysis of the impacts, and public feedback on the interventions, to help develop the long term strategies.

COVID_19 Economic Recovery - Transport and Place Strategy

COVID_19 Economic Recovery Plan

COVID_19 One Year Transport and Place Strategy

People focused city centre	Prioritise active transport	Park > Walk > Visit	Maintain confidence in public transport	Support the city's secondary centres
<ul style="list-style-type: none"> • A safe city centre environment to social distance with confidence • Attract visitors back to the city centre to drive economic recovery • Create flexible public spaces for commercial use by local businesses • Harness improved air quality and increased use of active transport • Continue long term sustainable transport strategies 	<ul style="list-style-type: none"> • Ensure current increases in active travel continue • Provide improved sustainable transport options as alternatives to reduced public transport capacity • Ensure that travel by car does not become the short term solution for commuters and a long term dependency • Ensure those that are able to work from home continue to do so • Develop school drop off strategies 	<ul style="list-style-type: none"> • Ensure the city centre is attractive to residents in the immediate future • Ensure the city centre is a destination of choice for visitors post-lockdown • Accept visitors may need to be incentivised to return • Accept visitors will see and use cars as the primary form of transport • Promote car parking opportunities <i>outside the people focused city centre</i> 	<ul style="list-style-type: none"> • Ensure that the bus and rail network continues to operate for those that need it • Bus stops and the railway station are safe environments • Capacity is increased at key times of day and times of the year • As the risk or perceived risk of infection reduces people return to using public transport instead of cars 	<ul style="list-style-type: none"> • Safe environments in which people can social distance with confidence • Increased footstreet areas for people focused secondary shopping centres • Create flexible public spaces for commercial use by local businesses • Increased cycle parking to encourage active travel

A people focused city centre

The COVID_19 emergency and resulting government restrictions and guidance for social distance in public places has already required the council to implement measures to create additional space within the city centre for pedestrians and business, and the repurposing of roads to allow people to safely walk and cycle.

A people focused city centre will redefine and expand the pedestrianised footstreets in line with Department for Transport guidance (Safer Public Places) to accommodate social distancing; create new cycle routes through the city centre to harness the modal shift to active transport; and explore options to increase the capacity for cyclists and pedestrians in crossing the river. An additional benefit will be the improvements in air quality from the consequent reduction in city centre traffic.

This strand of the strategy also has a key role in the economic recovery of the city centre as it will help to drive footfall when government guidance allows. Residents and visitors will only return to the city if they have confidence that they can safely social distance and that it is an attractive outdoor environment to spend time, given that other footfall drivers such as pubs and restaurants will not be open during higher alert levels. It will also make large public spaces and footstreets available to repurpose for local businesses to adapt their operating models to social distancing.

Actions – People focused city centre

- Implement the government's Safer Public Places guidance in conjunction with other stakeholders and partners
- Create a priority city centre cycle route that avoids the inner-ring road and narrow pedestrian areas
- Create multiple large scale cycle parking points within the city centre through new or repurposed office/station cycle parking
- Extension of the footstreets and creation of increased public spaces that can be used by local businesses to adapt their operating models
- Create flexible areas of public space for leisure, culture and local businesses, including the potential use of Castle Car Park if viable options are identified
- All displaced blue badge parking to be replaced and concentrated in accessible points and linked to shop mobility and shuttle services
- Accelerate feasibility work to explore city delivery hub models for all businesses
- Apply indicative keep left and one way walking routes in space constrained streets and around the Bar Walls

Prioritise active transport

During the initial COVID_19 lockdown there was a significant rise in people walking and cycling as part of their permitted daily exercise. The reduction in vehicular traffic also meant that the roads were less busy and safer, again encouraging people to travel by bicycle.

In an attempt to harness the growing trend to active transport during lockdown; to add capacity to the sustainable transport network whilst bus and train travel is restricted; and to ensure that commuter car dependency does not emerge; the strategy proposes to invest and make bold interventions to create new networks of park and cycle hubs, priority cycle routes, cycle hire and cycle parking to prioritise active travel as the preferred form of commuter transport.

During the lockdown key workers were provided with free car parking in council car parks. This has now ended for all, except those designated as critical workers by the government (NHS and care workers). For other key workers free city car parking will only be reintroduced when the government alert level is raised to 5.

This is to avoid encouraging new car dependency in those key workers that previously did not drive to work. In the long term it would also take car parking capacity away from the visitors to the city centre that generate the demand to protect and create employment. Without footfall there will be far fewer jobs for people to commute to.

Actions - Prioritising active transport

- Invest in all Park and Ride to also become Park and Cycle hubs
- Consider options to create two Park and Cycle super-sites with expanded cycle offers, with potential solutions including:
 - Cycle hangers for privately owned bikes
 - Cycle hire schemes if viable
 - Clear cycle priority routes to new city centre cycle parks that involve limited on road cycling
- Phase out subsidised city centre parking for key workers (except for critical workers) when government alert levels are below 5 **and** we are not in an emergency response phase, and offer alternative active transport incentives
- Develop school drop-off strategies that responds to the decreased bus capacity

A complimentary park > walk > visit strategy

Whilst ensuring the commitment and continuation of long term sustainable transport strategies, the Transport and Place Strategy needs to reflect the major economic challenges facing the city. The structure of York's economy means that a failure to encourage residents and visitors back to the city centre once it is safe will cause huge short and potentially long term damage. Although the long term transport strategy remains completely committed to sustainable transport there is an acceptance that in the short term – and for those where active travel is not an option - cars will be the preferred method of travel due to the loss of capacity and confidence in public transport.

As the purpose of the Transport and Place Strategy is to underpin the economic recovery a complimentary **park > walk > visit** strategy will be adopted, with the promotion and incentivisation of car parking for residents and visitors in council car parks outside the people focused centre. This pragmatic response reflects that people will seek to drive to places; that they will have options as to where they visit; and that we need to be an attractive destination that people can visit with confidence and ease. This approach will drive footfall, build city centre business confidence, mitigate some of the worst immediate economic impacts, and lay a solid foundation for the economic recovery.

However, the incentives would only be applied to targeted car parks, and specifically exclude Castle, Esplanade and Piccadilly car parks so as to align with the **people focused city centre** strand of the strategy. Castle Car Park may be closed under this strategy to create additional public space for businesses and events, and Esplanade and Piccadilly Car Park would not be incentivised so as not to encourage additional cars within the city centre. The initiative would also be time limited, being phased out as and when it is appropriate to return to full priced car parking and the promotion of public transport.

Actions - A complimentary park > walk > visit strategy

- The use of car parking incentives in council car parks outside the people focused city centre - when the use of public transport is being discouraged - to attract residents and visitors to the city centre
- Escalate the implementation of pay on exit and roll out across all council car parks
- Promotional campaign to encourage people to shop local and use open air food markets and retailers in the city centre
- Promotional safely visit York campaign when government guidance allows
- An exit strategy to ensure we return to public transport once confidence and capacity has returned

Maintain confidence in public transport

Social distancing will have a significant impact on public transport. The need to maintain safe distances will vastly reduce capacity on buses and trains, both of which play key roles in York's transport hierarchy. The communal nature of public transport and requirements to wear face coverings from the 15 June, will also mean it is likely to remain the least attractive mode of transport behind walking, cycling, and cars as people try to minimise their social contact.

However, during this period public transport will still be the only viable form of transport for many people, and it is also vital that a modal shift away from bus and rail and a new wave of car dependency does not take root during the COVID_19 response phase. Consequently it is important that significant thought and effort is given to the safety of bus and rail users and maintaining confidence in public transport.

Through strategic interventions we will ensure that the bus and rail network continues to operate for those that need it, that bus stops and the railway station are safe environments, that capacity is increased at key times of day and times of the year, and as the risk or perceived risk of infection reduces people return to using public transport with confidence instead of cars.

Actions – Maintain confidence in public transport

- Support any rail campaigns relating to social distancing
- Lead an information campaign about how to social distance when using and waiting for buses
- Through the York Quality Bus Partnership encourage bus operators to make changes to ticketing, schedules and vehicles to help deliver social distancing
- Explore options to protect and enhance bus priority routes so that buses can be kept out of any additional congestion caused by increased car use
- Continuing with previous projects to develop the public transport network (e.g. York Station frontage, Castle Gateway, York All Electric Bus Town)

Support the city's secondary centres

Although the city centre is the key driver of the economy, York's secondary centres also play important roles in the city's social and economic vibrancy. Large secondary high streets and centres such as Acomb and Haxby and out of town shopping centres at Vanguard, Monks Cross, Clifton Moor and the Designer Outlet will all need to apply the government guidance on Safer Public Places. Where the public spaces are the responsibility of third parties we will work with them to ensure that they understand and implement the appropriate measures. In secondary centres we will take the direct lead.

Secondary centres are well placed to benefit from the relaxing of restrictions as people are expected to look to shop local where they can easily travel safely by foot or bicycle. To facilitate this there will need to be increased cycle parking provision within easy access of shops and services, in addition to the measures to maintain confidence in public transport. It is not envisaged that subsidised or free car parking will be required as these areas are generally well served by low cost or free parking areas.

There are also opportunities to work with our local communities to create extended footstreet areas and public spaces where local businesses can adapt their operating models in response to social distancing and help them to become resilient and be part of the economic recovery.

Actions – Support the city’s secondary centres

- Implement the government’s Safer Public Places guidance in secondary centres in conjunction with other stakeholders and partners
- Explore options for extended footstreet areas and creating people focused environments
- Create increased public spaces that can be used by local businesses to adapt their operating models
- Increase secondary centres’ cycle parking
- Refine the current interventions at Bishopthorpe Road based on public feedback
- Ensure third parties implement the Safer Public Places guidance at out of town shopping centres

Implementation of the strategy

Many of the actions and interventions set out in this strategy will run for the duration of the one year period and potentially beyond – although all measures will need to be flexible and pragmatic and remain under review based on government guidance, local responses, and ongoing assessments of the outcomes of the interventions.

The implementation of the strategy will have two key strands – those elements which are intended to be in place throughout the COVID_19 response, and those that will be introduced or ended depending on the government alert level at any given time. This will provide a very clear and easy to use framework. Should the government announce a change in alert level then the appropriate measures can be implemented and communicated to the public. Any changes to restrictions within each alert level will be assessed and responded to in consultation with elected Members.

A number of the measures in the strategy required urgent implementation to ensure the city was ready for the reopening of non-essential retail on the 15 June. The following section sets out the measures that were in place for that date, and which different measures will be introduced or removed based on the government alert levels.

Priority measures that were implemented for the reopening of non-essential retail on the 15 June 2020

- A first phase extension of the city centre footstreets, with staffed barriers to assist the public (see Annex I)
- Identification of a second phase of city centre footstreet extensions (see Annex I)
- Implementation of a Circulation Management Plan for pedestrians
- Increased disabled parking provided at Monk Bar car park, with individual taxis providing personalised shuttle services in to the heart of the centre for those that need it
- Identification of constrained streets where queuing will be challenging, with a wraparound support service for businesses
- Guidance and support packs issued to businesses on how to reopen safely
- Public toilets reopened, with additional temporary toilets procured
- Launch of the Let's Be York campaign to provide information and support for all residents, visitors and businesses
- Bespoke city wide signage created, implemented and shared with all stakeholders and businesses to ensure a consistent, friendly and high quality standard

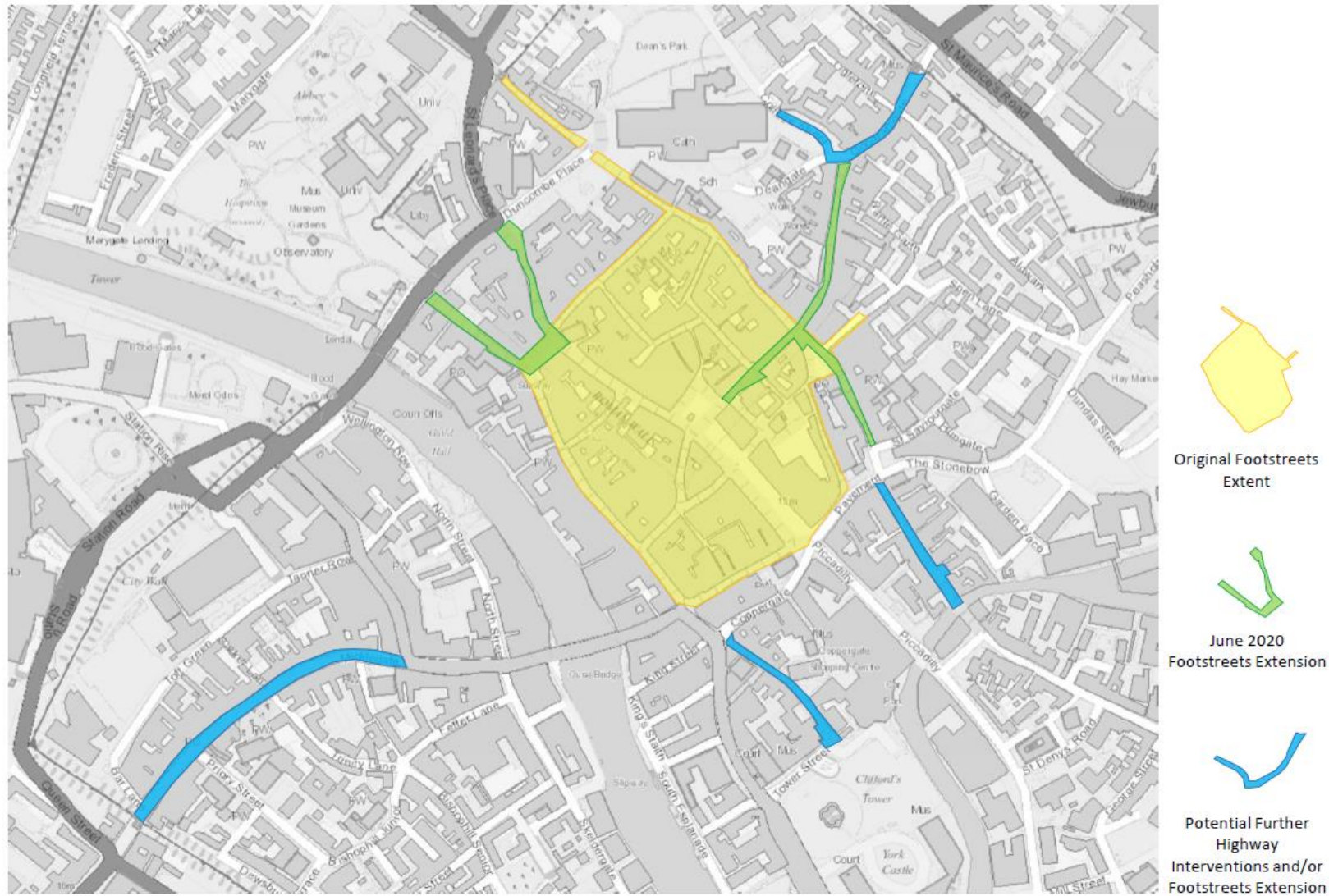
Implementation of the strategy based on government alert levels

The following table sets out when each element of the strategy will be in place under the government alert levels.

Action	Alert level				
	1	2	3	4	5
People focused city centre					
Implement the government's Safer Public Places guidance			✓	✓	✓
Create priority city centre cycle route	✓	✓	✓	✓	✓
Large scale city centre cycle parking points	✓	✓	✓	✓	✓
Extension of footstreets for use by local businesses		✓	✓	✓	✓
Create flexible areas of public space on Castle Car Park		✓	✓	✓	✓
Displaced blue badge parking concentrated in accessible point(s)		✓	✓	✓	✓
Accelerate feasibility work for city delivery hub models	✓	✓	✓	✓	✓
Keep left and one way walking routes in space constrained streets		✓	✓	✓	
One way walking route around the Bar Walls		✓	✓		
Prioritising active transport					
Invest in all P&R to also become Park & Cycle hubs	✓	✓	✓	✓	✓
Create two Park & Cycle super-sites		✓	✓	✓	
Free city centre parking for key workers					✓
Develop school drop-off strategies		✓	✓	✓	

Action	Alert level				
	1	2	3	4	5
A complimentary park > walk > visit strategy					
Incentivise visitor parking in car parks outside inner-ring road			✓		
Escalate implementation of Pay-On-Exit	✓	✓	✓	✓	✓
Promotional campaign to shop local in city centre markets			✓	✓	✓
Promotional campaign to safely visit York	✓	✓	✓		
Develop exit strategy to return to public transport	✓	✓			
Maintain confidence in public transport					
Support rail campaigns relating to social distancing			✓	✓	
Support bus operators deliver social distancing measures			✓	✓	
Lead campaign on social distancing on buses			✓	✓	
Protect and enhance priority bus routes		✓	✓	✓	✓
Continue with capital projects to enhance public transport	✓	✓	✓	✓	✓
Support the city's secondary centres					
Implement the government's Safer Public Places guidance			✓	✓	✓
Explore extending footstreets and people focused environments			✓	✓	✓
Create public spaces for use by local businesses		✓	✓	✓	✓
Increase secondary centres' cycle parking		✓	✓	✓	✓
Ensure out-of-town shopping applies Safer Public Places guidance			✓	✓	

Annex I – footstreets extended on 15 June and proposed future footstreet and highway interventions





Annex 2b - COVID-19 Parking Incentives Annex for Transport and Place Strategy

Purpose

1. The purpose of parking incentives is to support the economic recovery of York, by building confidence both for traders to open and for customer to visit, at a time when travel via public transport is only for essential travel and when confidence levels have been negatively impacted.

Considerations

2. Given the purpose of the incentive is to support economic recovery, implementing this early on in the recovery process is key to its success. Its purpose is to kick start the economy not as a long term solution to economic recovery.
3. Any parking incentives provide an opportunity to encourage the use of the parking app safe contactless payment and help facilitate social distancing.
4. As per the principles under the Economic Recovery – Transport and Place Strategy and park > walk > visit principles, parking incentives could be focused on car parks outside the immediate city centre and exclude Castle, Marygate, Esplanade, and Piccadilly car parks were it would be full price at all times except for blue badge holders who park for free in all council car parks. It is also proposed to exclude locations such as Bishopthorpe Road so that these car park remain for the local businesses and not as somewhere to park and walk into the city centre.
5. Any incentive could be restricted to off peak times when the city is quiet and spread the demand which would help manage and prevent overcrowding in the city centre. However, the corollary to this is that if any incentive is too limited in terms of time it could also create specific overcrowding problems.
6. The incentive needs to be attractive to residents visiting shops, restaurants and cafes in the city centre as well as visitors from further afield. The incentives need to encourage those who may be working at

home to come into the city centre. It should not be an incentive for commuters to use car parks. For this reason it is proposed that if you park before 10am you do not receive and any parking incentive discount.

7. The timing of any discount needs to be timed to have maximum effect. As hospitality trades are likely to open on the 4th of July it is suggested that members consider launching parking incentives from this date.
8. It is proposed that these measures need to support economic recovery for July and August.
9. If social distancing becomes impossible due to the numbers of people in the city centre then the Interim Head of Paid Services can withdraw any parking incentives in conjunction with the leader and deputy leader.

Recommendations

10. Executive is asked to approve that:
 - a) For the month of July, starting on the 4th to implement a two free hours of parking in all CYC car parks for all users of the Ringo Parking App if you park after 10am. This offer will exclude Piccadilly, Marygate, Castle Car Park, Esplanade, Bishopthorpe Road Car Parks, Moor Lane, East Parade and Rowntree Park.
 - b) For the month of August to implement one free hour of parking in all CYC car parks for all users of the Ringo Parking App if you park after 10am. This offer will exclude Piccadilly, Marygate, Castle Car Park, Esplanade, Bishopthorpe Road Car Parks, Moor Lane, East Parade and Rowntree Park.
 - c) To delegate future amendments to the Covid 19 parking incentives to the Interim Head of Paid Service

Financial Implications

11. Two free hours of parking would impact upon income by 21%. An hour of free parking would impact upon income by 12%, but it may also encourage people to use car parks and stay longer.
12. As the car parks are effectively empty the council has lost c £1m in income over the first two months of the year. It is almost certain that

occupancy levels will not return back to normal for a considerable period. The council therefore will recognise losses in income compared to when the budget was set. The cost of the promotion therefore needs to be seen in the context that the cost of the promotion is in addition to the loss incurred as occupancy is lower than budget.

13. If occupancy is at 33% of the level of July 2019 the modelling suggests that the promotion will cost c£31k for July and £18k for August. The higher the occupancy of the car park the higher the cost of the promotion.
14. Should occupancy levels be at 50% the corresponding cost of the promotion would be £49k and £29k.

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Annex 3

25 June 2020

Recovery from coronavirus: A community-based approach**Summary**

1. This paper seeks to contribute to the city's Coronavirus Recovery Plan, building on what we have learned during Covid-19, to offer pointers for future service delivery at community and ward level.

Background

2. The Council's approach is to place ward and neighbourhood level working at the heart of building resilient communities, recognising that local people are best placed to understand and find solutions to the particular needs of their communities. The administration has previously devolved additional funding to wards alongside giving wards more control of spending. This aim of this approach is to:
 - Engage local residents so that their views shape the council's priorities.
 - Increasingly devolve resources for decision-making at ward level with residents leading in making better local use of resources.
 - Support the local community and voluntary sector investing in its capacity as a source of expertise and as service provider.
 - Enable ward members to lead ward teams in delivery of well-informed local priorities.
 - Get residents increasingly involved in local initiatives and volunteering.
 - Increase local pride.

Creating resilient communities

3. The council's approach to supporting resilient communities means:
 - Working with partners to build community capacity, supporting the growth of social networks and social action, bringing all sectors together in projects that deliver on local priorities.

- Taking a “strengths based” approach, starting from the positive resources and skills found in individuals and communities rather than from problems.
 - Ensuring that people have appropriate advice and information to keep them resilient, independent, happy and healthy.
 - Supporting people and communities to find the help they need to maintain their resilience and independence and participate fully in community life.
 - Working with partners to intervene early with those at risk of losing their independence or with escalating levels of need.
 - Ensuring that, where people have longer-term support needs, they also benefit fully from the resources and skills found in their communities and we help them to develop networks and relationships. Where it is necessary to supplement these with services, these are aimed at supporting independence and delivered in a personalised way.
4. As a council, we can increasingly demonstrate a successful track record in this way of working. For example:-:
- Local Area Co-ordinators – supporting people as valued citizens in their communities, helping them to pursue their own vision for a ‘good life’ and to stay strong, safe, connected and in control.
 - Health Trainers – working with individuals to help them to identify their health goals, and provide them with the advice and guidance to achieve these and live their healthiest life.
 - Healthy Child service – working with families to provide information and advice to connect people with their communities and ensure children reach their full potential.
 - Community Health Champions –volunteer champions leading health promotion activities.
 - Ageing Well – York’s ‘Age Friendly’ initiative supporting older people as active citizens and addressing loneliness.
 - *People Helping People* – growing ‘impact volunteering’ to meet local challenges including health inequalities, loneliness and children and young people reaching their potential.
 - Community Hubs - responding to community need.
 - Cultural Wellbeing – cultural organisations helping people to stay well, recover faster, and experience a better quality of life.

- Adult Social Care ‘strength based social work practice’ - reflecting choice, control, citizenship and connectedness.
 - Housing Management Officers - connecting residents to volunteers, neighbours, and community organisations to support wellbeing and reduce isolation.
 - One adoption North and Humber - using Peer Mentors to build community support for adopters and their families and to co-deliver training and information giving.
 - Community Involvement Officers working with ward councillors to deliver a wide range of ward schemes.
5. Although there is a great deal of good work going on, as demonstrated above, it does not always join up. Teams are not always based on the same geography and do not always share intelligence and priorities. Opportunities are thereby lost. Critically, this work does not always join up effectively with ward-based work. Members are often not made aware of work going on in their wards and therefore can struggle to connect with it. For this reason, action from the teams mentioned above can often fail to inform ward priorities or to benefit from the potential of ward funding.
6. Future approaches are therefore needed that:
- Bring services together more effectively at a community level
 - Join up effectively with ward working
 - Ensure that working at community level is appropriately resourced to be able to deliver members’ priorities in a timely manner

Recent learning

7. Whilst Covid-19 has undoubtedly been (and will continue to be) an unprecedented challenge for our communities and for our service delivery, recovery provides us with an opportunity to build on some real success stories. The examples that follow show the power of working together effectively, flexibly and at speed, at community level, to develop new solutions in collaboration with communities. They offer pointers for future ways of organising ourselves:
- The community hubs approach which, in addition to supporting those medically shielding, has mobilised a wide range of local community organisations, created new local initiatives and deployed new volunteering opportunities to respond to (often

long-standing) needs associated with vulnerability, isolation, anxiety, food poverty, etc.

The lock-down period has seen an outstanding response from community partners such as Move the Masses and GoodGym in activities such as shopping for vulnerable people, collecting prescriptions and making wellbeing calls. The Council's own hub volunteers, by the end of May, had delivered 25,237 hours of volunteering and dealt with 1,495 calls for food support and approaching 2,500 requests for a diverse range of tasks, such as prescription delivery, to ensure that all York residents were enabled to stay at home during lock-down, whatever their personal needs and circumstances.

- The growth of informal neighbourliness evidenced by the many Covid-19 social media groups.
- The 4k+ people who have registered an interest in volunteering.
- Local Area Coordination, with its focus on people and relationships, linking up individuals as well as organisations, sharing information quickly in a rapidly changing landscape – including making use of technology to connect safely with people, or support people in person whilst respecting social distance.
- Rapid enhancement of our interface work with NHS – joining up social care with primary care and community services and joining up data to support vulnerable and shielding people.
- Working in partnership to enable volunteers to be deployed as part of the multi-disciplinary, integrated health team to support people recovering from COVID-19 and people who are shielding, triaging those at greatest risk of deterioration and providing advice and support.
- Creating a pathway to get people home from hospital in hours rather than days and keep people safe and well in their communities through a flexible network of health and care staff, community colleagues and volunteers.
- Enabling volunteers to support family carers and also to wrap around formal care services to provide social connection, reassurance, practical support and companionship, so that carer services can be targeted to where they would be needed most in the event of a surge in COVID-19 infections.

- Working with people with long-term needs, using technology to help keep them safe, independent and connected.
- Maximising the already strong relationship with schools and academies through the collaborative leadership shown by the members of the York Schools and Academies Board, to take a cohesive approach to planning for the re-opening of schools.
- Working intensively and flexibly through the Edge of Care Team with families in crisis, using virtual methods which have facilitated “entry” into people’s homes and lives at evenings, early mornings and weekends in a way not previously possible.
- A strengthening of relationships between children’s social care teams and partners. The “immediacy” of contact has led to decisions being made in a more timely and less bureaucratic way, a better mutual understanding of roles, and an increased ability to articulate and manage risk and to develop solutions.
- Whilst there was concern that lock-down would lead to an excessive increase in care numbers of vulnerable children, the opposite has happened, with communities, families and friends supporting those most vulnerable to prevent reception into local authority care. There has been a willingness to build on what has worked well, in particular, to pilot new ways of working, wrapping communities around children with targeted support being offered as required.

Vision

8. It is suggested that the council’s vision for the community strand of recovery from coronavirus might be to:

***Build strong and resilient communities for all,
working with residents and with our partners and
mobilising the energy and talents of our community
organisations, schools and voluntary sector.***
9. Working with partner organisations and communities to help residents of all ages to support themselves, providing services to those who need our help the most, and helping people access the right support for them, will enable us to manage any potential surge in referrals to children’s and adult social care teams as lockdown eases.
10. To deliver this new approach will require other parts of the system to be involved to a greater degree in supporting children, families and

adults at the edge of social care, working as part of a wider-reaching early help network, and for those people who are already supported by services, to ensure they are as connected as possible to their communities and informal networks.

Pointer to a way forward

11. The above analysis suggests four areas of potential development:
 - Roll out of community hubs and local area coordination
 - Instituting a more joined-up approach to planning and service delivery at community level
 - Build on the legacy of interest in volunteering and community action, including neighbourliness at the very local level
 - To further improve the efficiency of the ward revenue and capital funding system (participatory budgeting), which is more responsive to local need.

Community hubs

12. Back in November, the Executive Member for Culture, Leisure and Communities agreed an approach to supporting community venues to develop their respective offers as community hubs, to include:
 - a. Providing good information and signposting
 - b. Managing safe and welcoming community venues, e.g.:
 - i. A focus on safe working practices
 - ii. Training packages to develop volunteers skills and knowledge e.g. food hygiene
 - iii. Support in marketing and promotion e.g. website / social media campaigns
 - iv. Building maintenance and contracts
 - v. Governance of the volunteer management committee
 - vi. Understanding funding and money management
 - vii. Customer insight
13. It was agreed that a “Good Place Network” be developed for York, which all community venues will be invited to join, with opportunities for peer support and sharing best practice as well as a York Community Hubs accreditation scheme. A development programme was also agreed focussing on the potential for hubs to address:
 - Food Poverty

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

14. The recovery phase will require us to:

- Maintain a network of virtual hubs (the current temporary hubs that coordinate a response to needs arising from Covid-19 but are not open to the public) throughout this year, in order to support those shielding (the list of whom continues to grow)
- Have a mechanism to continue supporting vulnerable people that are required to self-isolate due to having COVID-19 symptoms or that have been identified as a contact of a case through the Track and Trace programme.
- Support and guide existing community venues / hubs to review their business plans and to reopen
- Roll out the hubs model, as envisaged in paragraphs 13 and 14 above, more widely

15. In the next phase we will work in conjunction with ward teams in each ward to link existing community groups with those new ones that have been formed in support of the COVID response, with the aim of establishing a network of trusted community groups that will provide support to ward residents in the current phase of lock-down. After lockdown, we will build to ensure there is at least one community hub for each ward offering a physical meeting place for local people to come together, and filling in the gaps between existing community venues. In the meanwhile, we will focus on identifying those who may benefit from engaging in the hub long-term and start to interact by virtual means. This may be via social media or by a team of local people offering wellbeing calls. We will be able to use the shielding list as a starting point.

16. Pursuing this approach will require local relationships to be built and a joint vision to be developed of what any particular hub will look like. Ward members are well placed to lead this development working through their ward teams and committees, supported by Community Involvement Officers. This will help to facilitate co-production with a wide range of local stakeholders.

17. This reflects our experience with Local Area Co-ordination, whereby each local community shapes the development of the role in their area, including carrying out the community mapping and the recruitment and selection of the Local Area Co-ordinator.

A Joined up area approach

18. There is potential here to bring services together more effectively at community level. This would include those teams, such as Local Area Teams and Local Area Coordinators (LATs and LACs) who currently work on an area basis, as well as services, such as public realm, that have not previously worked in an area-based way, in order to co-ordinate their responses to community need.

19. The aim would be to support *all* members of our communities, including children and young people. The Children & Young People's Plan 2020-24, which is currently being developed, focuses on 3 priorities:

- Starting well
- Growing and staying well (with a focus on mental health)
- Staying safe

These priorities could apply equally across all communities and could be used to help re-shape local services.

20. This will drive the council's early help strategy, intervening where necessary to give children the best possible start in life and to prevent the need for more intrusive, and costly, later interventions. To ensure that children, young people and families themselves will be able supported to narrow gaps in a whole range of outcomes between those that do well and those that are disadvantaged.
21. With respect to adults, building on existing developments in Talking Points, and the emerging integration of services with primary and community health services, we will focus our resources and relationships on local community assets. Our social care teams will evolve, with roles shifting to a facilitative, community connector way of working, supporting people to find their own solutions to the challenges they face, with services working alongside personal and community assets and targeted towards meeting people's more complex longer term needs.
22. Our provider sector, particularly care homes and home care services have come to the fore as key partners in our whole system response to the crisis. Maximising the opportunity which this brings, including linking up to the enhanced health in care homes, and the

identification of named clinical leads for each home, we will continue to work at a place level with all partners, across Primary, community and social care.

23. It is envisaged that the staff who would be involved in this approach, as a minimum, are:

- Community Involvement Officers
- The proposed new Public Realm area managers
- Housing Management Officers
- Local Area Coordinators
- Representatives of Enforcement Teams, Local Area Teams
- Representatives of Adult Social Care Community Teams
- Representatives from Public Health Services
- School Effectiveness Service and representatives from York Schools and Academies Board
- Children's Social Care
- Others as requested from time to time

24. Detailed proposals will need to be brought back to members on how this approach would be organised. Some key principles that are envisaged at this stage are:

- Developing and strengthening systems of regular communication between ward members with relevant staff on an area basis to:
 - Make sure that schemes and priorities are being progressed and are on target
 - Share intelligence
 - Co-ordinate activity
 - Facilitate collaboration by members across ward boundaries, for example in the use of their budgets
 - Link to key partners such as the voluntary and community sectors, NHS and care providers, and North Yorkshire Police Community Connectors
- Work will be undertaken to understand what has worked previously in the area and what its strengths and assets are. From this, a living map of the ward could be produced with and for citizens. There would be an opportunity to link various current maps to do this: Age Friendly York work, ward profiles, community-owned asset maps, Northern Quarter community mental health model, local area coordination, family information

service, CVS's analysis of the voluntary sector. The aim would be to produce a visual representation of communities and what is available to citizens. It would also assist our approach to planning community assets.

Volunteering legacy

25. Over 4k people have registered an interest in volunteering with the council. Around 350 of these have been used in the hubs. Despite extensive work with the voluntary sector to identify other volunteering opportunities, it has been difficult to place many of the 4k so far. This is because many voluntary and community organisations have not been in a position to expand their activities at speed or to manage additional volunteers.
26. It is clear that those who came forward to offer their help saw a role for themselves as individuals to make their city safer, friendlier and healthier. Their compassion and empathy is a fantastic resource for our communities, particularly in an environment where isolation and social distance will remain a feature our lives for months and perhaps years to come for some people. It will therefore be important to undertake a longer-term project to stay in touch with those who have come forward and, where individuals remain interested, to retain, train and ultimately deploy them as volunteers. To do this, it is proposed to work with York CVS to establish a volunteer centre to manage practical aspects of this task. Detailed proposals on this will be brought back to members.
27. Some initial work in this area is the development of education volunteers (with all appropriate safeguarding checks) to support the remote learning of children who are currently not able to access full time education in a school setting.

Funding

28. Additional staff resources may be required to implement the roll out of community hubs, as well as operational budgets for hubs associated with buildings and resources to commission activity in hubs, such as financial inclusion work. There may be potential to support some of this work by utilising Government grants to support Outbreak Management.
29. There is also potential to expand local area co-ordination as a city wide resource, requiring additional funding to be identified.
30. Detailed proposals will be brought back to members in due course.

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Wards Affected:	All	✓	

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Introduction

In November 2019, we published our Council Plan 2019-2023, *Making History and Building Communities* www.york.gov.uk/CouncilPlan. The Council Plan sets out a framework for the outcomes we believe the city needs so all residents enjoy the best quality of life

Since then we have seen the impact of the Coronavirus pandemic, bringing with it a crisis that is unlike we've ever seen. The impact on our services, our residents and the economy has been significant. However, amongst these challenges, there have been many examples of doing what we do best - pulling together and supporting each other and our residents. It is a fitting legacy that we capture what has been positive during response and continue working together to shape a future for York that better supports all our residents.

We know the biggest asset the council has are you, the workforce, who made such a positive difference to the quality of residents' lives throughout the response.

In response to the crisis, the council has developed an overarching Recovery and Renewal Strategy, which sets out how the council will respond, covering our responses to our Communities, the Economy and organisational issues such as how we will support our workforce or manage our finances.

This organisational development plan sets out how we will build on what we have learned to support our staff deliver services across the city through new or amended operating models, embrace more agile and flexible working arrangements and increase skills through continual professional development. In addition, it supports both the Council Plan 2019-2023 and the Recovery and Renewal Plan 2020.

To deliver the ambitions of the recovery plan, we will build on our positive culture of strong visible leadership and motivated staff, whilst continuing to concentrate on improving staff health and emotional wellbeing, listening to your ideas about how together we can improve and make that difference.

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

Monitoring progress and updating the plan

Progress will be reported through the plan's quarterly reporting framework and through ongoing engagement with staff. Key actions will be communicated to staff through our engagement processes.

The detailed plan will be reviewed regularly by the Corporate Management Team and the Executive. In addition, we will continue with staff surveys to understand how staff feel about working within the organisation. There will be an annual review to identify progress and update any changes required.

The Council's leadership

Throughout the plan there is reference to the Executive and Corporate Management Team. These are described below, together with information about the role of councillors.

Executive

This is the group of elected councillors including the Leader and Deputy Leader, who are responsible for representing and promoting the council and translating the wishes of the local community into action. The Executive formally meets once a month and takes the majority of major decisions for the Council. There are currently nine councillors on the Executive, more details can be found here www.york.gov.uk/executive

Corporate Management Team

This is the group of senior officers (chief officers) who form the officer management team for the Council. This consists of the Head of Paid Service (chief executive), plus Directors. CMT meets regularly with the Executive to develop reports and policies for formal approval by the Executive, and full Council. More details are here www.york.gov.uk/CouncilDirectorates

Councillors and Full Council

The whole council is elected every four years, where residents vote to elect their local councillor. Those candidates who are elected become councillors and form the Council. There are 47 councillors representing 21 wards across the City of York. Meetings of full Council (all councillors) are held every two months, and will consider a range of issues, and approve the annual Council budget. More information can be found at democracy.york.gov.uk

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Organisational Development Plan

Organisational Development Plan – summary of key themes

Strong leadership

Strong leadership runs through all levels of management to empower staff in the delivery of the council's priorities. Key priorities include:-

- Define the council's expectations of leadership and related accountability and responsibilities
- Increase leadership visibility / accessibility through remote technology
- Embed council's recovery priorities
- Describe the role of Executive, ward members, and officers
- Describe a model of shared leadership and the decision making process

Examples of actions under this theme include :-

- Develop and roll out the Foundation Leaders programme from January 2021
- To Better connect to share the council's recovery priorities through the intranet
- Set up remote monthly meetings with Executive members/Corporate Management team and staff across the authority

Engaged staff

Actively engaged staff are empowered to identify meaningful different ways to help shape and deliver the priorities.

- Build upon the new staff engagement mechanisms used since the start of the Covid pandemic
- Embed a climate of listening
- Effectively communicate to increase engagement
- Facilitate opportunities to build relationships between councillors and officers

Examples of actions under this theme include:-

- Launch a staff suggestion scheme "your voice, your council, your idea"
- Publish an annual programme of engagement opportunities across the council where leaders attend virtual team meetings across the council
- Hold a virtual event for all managers

Embed a performance culture

Build high performing teams motivated to respond to emerging opportunities and challenges whilst working in an agile and flexible environment.

- Build high performing teams
- Equip managers with the information they need
- Actively report on performance and progress

Examples of actions under this theme include:-

- Review the performance development review (PDR) process to ensure it is fit for purpose
- Roll out training in performance management to ensure managers have the skills to support underperforming staff
- Support managers to draw on performance data to identify gaps and development needs.

Adjust to new ways of working

Continue to build on the new ways of working experienced throughout the pandemic.

- Review ways of working and identify if the changes are suitable going forward
- Ensure the new ways of working are supported through management

Improve skills and knowledge

Continue to build capability, skills and development to increase staff's commitment to deliver the council's recovery priorities.

- Identification of new skills to support the recovery priorities of the council
- Ensure the best start before and during induction
- Continuously develop staff and members
- Embed a culture of continual learning and development through a blended approach to delivery to reduce face to face provision
- Provide joint training opportunities for Executive, councillors and officers

Examples of actions under this theme include:-

- Improve the accessibility and visibility of learning and development environment
- Use the apprenticeship levy to develop current staff across all areas
- Introduce mentors for all new staff and recently internally promoted staff

Encourage staff retention and recognition

Attract, retain and recognise our staff now and for the future

- Celebrate and recognise good performance
- Recruit high calibre staff
- Identify, retain and nurture talent

Examples of actions under this theme include:-

- Hold regular staff recognition events, monthly team and individual awards and share the winners stories internally
- Consider retention strategies including succession planning, apprenticeships and graduate recruitment

Improve staff health and wellbeing

Concentrate on staff health and wellbeing to enable them to proactively and positively contribute to delivery of the council's priorities.

- Improve emotional well being
- Ensure the basics are in place
- Be an inclusive council
- Improve mental health and increase physical activity
- Support staff to own their own health and wellbeing

Examples of actions under this theme include:-

- Demonstrate the council's continued commitment to the Time to Change Pledge
- Train managers to improve staff wellbeing by reducing absence
- Assess if team equipment is fit for purpose, agile and home working arrangements e.g. Technical, digital, fleet, desk space, tools, personal protective equipment





Annex 5 - Update on the planning for the wider re-opening of schools

Summary

1. Following the Prime Minister's statement on 10th May about phased changes to the national lockdown arrangements, schools in York have started to extend opening to additional cohorts of children where the capacity of their buildings and staffing allow them to safely do so. It is important to note that schools have remained open throughout the period of national lockdown for the children of key workers and vulnerable children (those known to social care and those with education, health and care plans). Since the 23rd March York Schools and Academies Board (YSAB) has been meeting three times a week to ensure that schools across the city, regardless of status, have worked collaboratively to meet the challenges posed by this period of national emergency. This report provides an update on the work of YSAB and outlines the position with regards to the wider opening of schools from 1st June 2020.

Background

2. Following the government's decision to close schools to all but the children of key workers and vulnerable children the local authority has been working closely with the city's headteachers to provide them with support to implement the Department for Education's guidance. In planning for extended opening of schools in York schools and the local authority have worked closely with the public health team and followed the advice and guidance of the city's Director of Public Health. The work between the local authority and schools has built on and strengthened the already strong relationship and has resulted in a high level of collaborative working between the local authority and schools which has been highly valued by headteachers. The York Schools and Academies Board (YSAB), which represents the city's multi-academy trusts, the teaching schools, research school and the local authority, has been meeting three times a week since 23rd March. This has proved to be a very valuable in ensuring that headteachers and local authority have been able to share their planning and agree collaborative approaches to meeting the challenges of the current situation. The local authority has, in addition, been meeting daily with the

headteachers of the local authority maintained schools in its role as the responsible body for those schools. Between late March and the present time the local authority and YSAB have also had weekly meetings with the representatives of the city's professional associations and unions. These meetings have included ASCL, NEU, NASWUT, UNISON and GMB.

3. On 11th May the Secretary of State for Education provided details on the plans to begin the planning for the extended opening of schools from 1st June, if the five tests outlined in the government's recovery plan; 'Our Plan to Rebuild' were met. These plans were that primary schools should plan to open to children from specific year groups (nursery, reception, Year 1 and Year 6) if possible to do so based on the individual circumstances of schools. Secondary schools were asked to extend their opening to Year 10 and Year 12, to supplement the online learning for these year groups. In the case of Year 10 and Year 12 it is not the expectation that this would mean that they will return to school full time before September. In planning for extended opening of schools in York schools and the local authority have worked closely with the public health team and followed the advice and guidance of the city's Director of Public Health. On 9th June 2020 the Prime Minister announced that plans for all primary school pupils to have time in school before the end of the summer term had been abandoned. This means that approximately 80% of children will not return to school before September.
4. Headteachers in the city are keen to see a full return to school and remain very concerned about the gaps in learning and the impact on pupils' social, emotional and mental wellbeing from the extended period out of school. However, in responding to the government's plans for the extended opening of schools they have had concerns about how to achieve this safely for children and staff. In practice this means that schools are unable to extend their opening for all primary children in the specific year groups that can now return to school. They are continuing to prioritise school places for key workers and vulnerable children. This means that not all children from reception, Year 1 and Year 6 are able to access a school place as the limits on class size, capacity of buildings and numbers of teaching and non-teaching staff makes this impossible. Headteachers are continuing to work together to share planning and adopt consistent principles to ensure that they are acting collaboratively and that the communication from schools is as far as

possible consistent for parents, staff and pupils. The York Schools and Academies Board is currently working on the challenges of preparing for September and this includes a focus on improving the support for home learning which is a priority given the extended period of time that children are spending outside of formal education.

5. Schools in York have adopted the following key principles which define the agreed position on the wider opening of schools:
 - The safety of children and school staff is paramount;
 - Each school/trust will make evidence informed decisions on how they will open for additional year groups based on thorough risk assessment. This will determine the wider opening date and provision in each school;
 - The priority is to ensure that all vulnerable children have a school place and are attending school;
 - Extending the numbers of children in school will be done in a carefully managed way, based on the capacity of each school, both in terms of staffing and space;
 - Ensuring the support for home learning is prioritised;
 - Schools in York were working towards wider opening from 1st June if individual circumstances allow.
6. Headteachers have worked with their staff and parents to assess capacity and likely demand and have based their wider opening plans on the results of their risk assessments. The local authority is continuing to work closely with them to ensure that they are able to operate safely and in line with public health guidance. As a local authority we are meeting daily with the headteachers of maintained schools to ensure that robust risk assessments are in place to under our duties as the responsible body. Under the local management of schools maintained schools headteachers and governing bodies are responsible for health and safety and decisions about the closure of schools lie with them and not with the Council.

Consultation

7. YSAB continues to meet weekly with the teaching and non-teaching unions and professional associations and has shared copies of the documentation it has developed with them. Copies of these documents are appended to this report.

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