



Notice of meeting of

Executive

To:	Councillors Steve Galloway (Chair), Sue Galloway, Jamieson-Ball, Macdonald, Orrell, Reid, Runciman, Sunderland and Waller
Date:	Tuesday, 27 February 2007
Time:	2.00 pm
Venue:	Guildhall

AGENDA

Notice to Members - Calling In:

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

10:00 am on Monday 26 February, if an item is called in *before* a decision is taken, *or*

4:00 pm on Thursday 1 March, if an item is called in *after* a decision has been taken.

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

1. **Declarations of Interest**

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

2. Minutes (Pages 1 - 8)

To approve and sign the minutes of the Executive meeting held on 13 February 2007.

3. Public Participation

At this point in the meeting, members of the public who registered their wish to speak regarding an item on the agenda or an issue within the Executive's remit can do so. The deadline for registering is **5:00 pm on Monday 26 February 2006.**

4. Executive Forward Plan (Pages 9 - 10)

To receive an update on those items that are currently scheduled on the Executive Forward Plan.

5. City of York Council - Local Development Scheme (Pages 11 - 22)

This report advises Members on the production of a revised Local Development Scheme (LDS) for the City, as required under the Planning & Compulsory Purchase Act 2004, and asks the Executive to approve this document for formal submission to the Government Office for Yorkshire and the Humber, subject to the recommendations of the LDF Working Group.

Note: The draft LDS is available to view on-line along with the agenda for this meeting but has not been included in the printed papers. Copies may be obtained, if required, from Democratic Services – please see contact details at the foot of this agenda. The address of the Council's website is <http://www.york.gov.uk/> The agenda and reports for this meeting can be found in the 'council meetings' section of the website.

6. York North West Area Action Plan (Pages 23 - 40)

This report provides an update on the progress of the joint Area Action Plan (AAP), which will form part of the Local Development Framework, and seeks agreement for a programme for the preparation of the AAP.

Note: Annexes 3-5 to this report are available to view on-line along with the agenda for this meeting but have not been included in the printed papers. Copies may be obtained, if required, from

Democratic Services – please see contact details at the foot of this agenda. The address of the Council's website is <http://www.york.gov.uk/> The agenda and reports for this meeting can be found in the 'council meetings' section of the website.

7. City of York's Local Transport Plan 2006-2011 Capital Settlement (Pages 41 - 46)

This report brings to Members' attention the 2007/08 capital settlement for the City of York's second Local Transport Plan, as advised by the Department for Transport on 18 December 2006.

8. Quality Bus Controls (Pages 47 - 62)

This report presents the options available to local authorities to improve the quality of local bus services, sets out the current legislative and legal framework for partnership working with bus operators to improve the reliability of bus services and outlines the Government's recently announced proposals for strengthening Quality Partnerships.

9. Park and Ride Bus Contract Options (Pages 63 - 100)

This report examines options for the procurement of the Park and Ride bus service, and asks Members to decide which option should be progressed to enable a contract to be prepared to operate the service for the next 5 years.

10. Government's Proposals for the Post Office Network (Pages 101 - 106)

This report advises Members of the Government's proposals for the future of the Post Office Network and asks them to consider a response to the consultation process.

11. Child Protection Update Report (Pages 107 - 124)

This report provides an update on the work of the newly established Safeguarding Children's Board and, including the business plan priorities for the Board for 2007-10, and seeks approval for the adoption of a high level child protection policy for the Council.

12. Future of Connexions Service (Pages 125 - 138)

This report advises Members of the prospective transfer of Connexions Service responsibilities to the Council from April 2008, proposes a strategy for the management of these new responsibilities and seeks permission to implement a management of change strategy, funded entirely by external grants.

13. Children and Young People's Plan (Pages 139 - 180)

This report asks the Executive to recommend that the City of York Council adopt the Children and Young People's Plan 2007 – 2010, recently approved by the Board of the Children's Trust (YorOK).

14. Sub-regional Approach to Strategic Housing (Pages 181 - 188)

This report advises on recent developments designed to enhance joint working on strategic housing issues across the sub-region and asks the Executive to recommend that the City of York participate in the proposed sub-regional partnership and governance framework and that the Executive Member for Housing represent the Council on the partnership.

15. Notice of Motion to the Executive concerning North Yorkshire and York Primary Care Trust (Pages 189 - 194)

This report provides advice to the Executive regarding a motion that has been submitted for their consideration and referral on to Full Council, in accordance with Standing Order 11.

16. 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 Democracy Officer responsible for servicing this meeting:

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

Contact details are set out above.

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City of York Council

Committee Minutes

MEETING	Executive
DATE	13 February 2007
PRESENT	COUNCILLORS Steve Galloway (Chair), Sue Galloway, Jamieson-Ball, Macdonald, Orrell, Reid, Runciman, Sunderland and Waller

PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS**152. Declarations of Interest**

The Chair invited Members to declare at this point any personal or prejudicial interests they might have in the business on the agenda. No interests were declared.

153. Exclusion of Press and Public

RESOLVED: That the press and public be excluded from the meeting during consideration of Annex B to agenda item 9 (Amber House and Workshop, Galmanhoe Lane – Freehold Disposal) and Annexes 1-5 to agenda item 10 (Urgent Business – Administrative Accommodation Project), on the grounds that they contain information relating to the financial or business affairs of particular persons, which is classed as exempt under Paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972, as amended by the Local Government (Access to Information) (Variation) Order 2006.

154. Minutes

RESOLVED: That the minutes of the Executive meeting held on 30 January 2007 be approved and signed by the Chair as a correct record.

155. Public Participation

It was reported that Roger McMeeking had registered to speak at the meeting under the Council's Public Participation Scheme, in relation to agenda item 6 (Response to the Recommendations of the Confidentiality and Transparency Scrutiny Panel). Mr McMeeking indicated that he was speaking as a member of the Scrutiny Panel, but not as the Panel's representative. He spoke in support of the Panel's Recommendation 5c), namely that the Executive Member for Resources should not be a member of any planning committee. He explained that the purpose of this recommendation was to ensure compliance with the Planning Code of Good Practice and restore public confidence in the integrity of the planning process, particularly in respect of applications relating to the Council's own

developments, in which the Executive Member for Resources will have had prior involvement.

156. Executive Forward Plan

Members received and noted an updated list of items included on the Executive Forward Plan at the time the agenda for this meeting was published.

157. Response to the Recommendations of the Confidentiality and Transparency Scrutiny Panel

Members considered a report which presented an evaluation of the resource and policy implications of the recommendations contained in the final report of the Confidentiality and Transparency Scrutiny Panel.

Details of these implications had been requested by the Executive when they considered the Panel's report at their meeting on 17 February 2006. The subsequent delay in undertaking the requested appraisal had been due to the large number of recommendations contained in the report, staffing issues within the Scrutiny team, and the fact that a number of the proposals had been under consideration as part of the review of the Council's Constitution. Results of the appraisal, comprising Officers' comments on each of the recommendations, were set out in Annex 1 to the report.

In response to the comments made under Public Participation on the Panel's Recommendation 5c), Officers' advice was that the Planning Code applied equally to all Members and that potential breaches needed to be dealt with on a case by case basis. Members commented that the vast majority of Planning applications did not relate to Council developments in any event and that current practices had worked well in ensuring that Members did not prejudice their Planning decisions. They agreed that it would not be appropriate to prohibit any individual Member from deciding planning applications in general. Members also thanked the Scrutiny Panel for their work and noted that the Officer comments set out in the report were broadly in support of the recommendations in most cases.

RESOLVED: (i) That the Officer comments in respect of the following recommendations of the Scrutiny Panel be endorsed:

- Recommendation 2
- Recommendations 3a)-3h)
- Recommendations 4a), 4c) and 4d)
- Recommendations 5b), 5d) and 5f)
- Recommendation 6b)
- Recommendations 7b)-7i)
- Recommendations 8a)-8c), 8e) and-8f)
- Recommendations 9a) and 9b)
- Recommendation 10a)
- Recommendation 11

(ii) That the Executive's comments in respect of the following recommendations be recorded, as indicated below:

- Recommendation 5a) - the Executive recognises the importance of the LDF. However, the City may – for example as a result of economic change – on occasions be faced with the need to act promptly to secure jobs in the City. Factors like these will continue to be taken into account in allocating resources and priorities.
- Recommendation 8d) - the Executive believes that there are already sufficient opportunities for elected Members to raise issues without recourse to an expensive whistle-blowing process.

(iii) That Recommendation 4b) be supported in so far as it can be achieved within existing budget allocations.

REASON: In view of Officer advice on the resource implications.

(iv) That Recommendation 5(e) be deferred, to enable the Executive to see a separate report produced on this option and in particular to understand the resource implications of such a move.

REASON: So that an informed decision can be taken.

(v) That no view be taken on the following recommendations, but that they be referred to the Scrutiny Management Committee for consideration:

- Recommendation 1
- Recommendation 10b)
- Recommendation 12

REASON: In accordance with the agreed procedures for assessing topics for review.

(vi) That the following recommendations *not* be agreed:

- Recommendation 5c)
- Recommendation 5g)
- Recommendation 6a)
- Recommendation 6c) (however, the Executive recognises that the current practice, where on occasions objectors have been given the opportunity to present their views in a less structured way than occurs at a formal planning committee, should remain an option for the Committee Chair to consider)
- Recommendation 7a)

REASONS: 5c) – in accordance with Officer advice and the Executive's view that the allocation of individuals to committee places should continue to be the responsibility of the party groups and that individual members of all committees should

continue to declare any interests they may have on any item being discussed and, if necessary, leave the meeting when the item is considered.

5g) – in accordance with the advice of the Head of Finance that the ring fencing of income in this matter should not be supported.

6a) - in the absence of any evidence to substantiate shortcomings in the existing Planning Code of Good Practice)

6c) – in accordance with Officer advice.

7a) – in the absence of sufficient resources to support this proposal.

158. 2nd Annual Progress Report: Implementation of Recommendations from the Executive following the Final Report of the Flood Scrutiny Panel report 2004

Members considered a report which detailed progress on the implementation of recommendations agreed in September 2004 regarding flood prevention work.

This was the second annual progress report on the actions agreed by the Executive in response to the final report of the Flood Scrutiny Panel from August 2004. Details of progress on each recommendation were set out in Annex A. The report had previously been to the Scrutiny Management Committee (SMC), who had noted that the Executive's original request for an annual update to the relevant Executive Member was still outstanding. In view of the new constitutional arrangements, Members were asked to consider whether they wished to continue receiving annual updates in the future or whether these should instead be the responsibility of the Executive Member for Neighbourhood Services, who now had delegated authority to consider reports relating to river flooding.

In response to the update, the Executive Member for Neighbourhood Services made a number of comments on the Scrutiny Panel's recommendations. In particular, he noted that:

- Regarding Recommendation 3, the Council had supported the Environment Agency Flood Awareness campaign in October 2006, with a website link enabling people to sign up for the free Floodline service.
- Regarding Recommendation 8, a watching brief on the maintenance of critical water courses would be required following the enmainment of these by the Environment Agency.
- Regarding Recommendation 9, the Executive Member would follow this up as the Council's representative on the CAB Trustee Board.
- Regarding Recommendation 21, a review of the Scrutiny report would be appropriate if another event occurred requiring Silver Command to be convened.

RESOLVED: (i) That the current update report considered by the SMC be noted.

(ii) That an annual update be requested in the first instance, during the late summer / early autumn period, to the Neighbourhood Services EMAP, with any significant cross-cutting issues to be referred to the Executive for attention as necessary.

REASON: To ensure that the multi-departmental impact of flooding issues is monitored annually and addressed as appropriate.

159. Amber House & Workshop, Galmanhoe Lane - Freehold Disposal

Members considered a report which sought approval to dispose of the Council's freehold interest in Amber House and workshop, Galmanhoe Lane.

The property had been leased to York Archaeological Trust for use as a conservation laboratory and workshop. It was currently in a poor state of repair. The sale was included in the 2007/08-2010/11 Capital Receipts Programme, as approved by the Executive on 16 January.

Three options were available, namely:

Option 1 – dispose of the property on the open market

Option 2 – let the property on the open market.

Option 3 – utilise the property for Council use

Option 1 was recommended, as it would produce a receipt to support the Council's capital programme. Option 2 was not recommended due to lack of demand and the cost of bringing the building to a suitable standard. Option 3 was not recommended as no alternative Council use had been identified.

The press and public were excluded from the meeting for part of this item (Minute 153 refers), during which time Members questioned Officers on the reserve sale figure in Annex B to the report.

RESOLVED: (i) That Option 1 be approved and that Amber House and the associated workshop be approved for freehold sale by informal tender.

REASON: To obtain a capital receipt, which will support the capital programme.

(ii) That an outline planning application be submitted for residential development of the site.

REASON To maximise the value of the property.

(iii) That the sale only be completed if the best offer is at or above the reserve figures stated for employment use or residential development.

REASON: To ensure that best consideration is received for the property.

(iv) That approval be given to vire £6,525 in lost rent from the provision in the general fund budget to the commercial property rental budget, pro rata, from the date of sale.

REASON: In order to compensate the commercial property portfolio budgets from the provision held corporately for this purpose.

160. Urgent Business - Administrative Accommodation Project

Members considered a report of the Corporate Landlord which sought approval for the appointment of design and construction partners for the Administrative Accommodation Project.

The Chair had agreed to accept this item as Urgent Business under the Local Government Act 1974, on the basis that a decision on letting the contracts was required by 20 February, in order to meet EU regulations. The decision could have been taken by the Executive Member for Corporate Services and Advisory Panel (EMAP), but the next scheduled EMAP meeting was not until 20 March, so the matter had been brought to the Executive. Because a key decision was required, urgency procedures had been followed and a Notice issued under Regulation 15 of the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2000.

Following a comprehensive procurement process, conducted on the basis of Most Economically Advantageous Tender (MEAT), preferred bidders had been selected for each of five categories (or 'Lots') within the integrated partnering team that would design and construct the new office building. Three of these had not submitted the lowest price bid for the respective Lot, so under Financial Regulations their appointment would require Member approval. Two had submitted lowest price bids; of these, one had already been appointed and the other would be appointed in due course. Members had the option either to approve the proposed appointments with regard to Lots 2, 3 and 4 or to refer the matter back to the Corporate Landlord for further assessment.

The press and public were excluded from the meeting for part of this item (Minute 153 refers), during which time Members questioned Officers on the financial details of the tenders, as set out in Annexes 1-5 of the report. It was confirmed that, although the preferred bidders for Lots 2, 3 and 4 were not the lowest bidders, their fees in each case were within the range that could be afforded by the project. Officers were confident that they would be the right appointments in terms of quality of service. Correct procedures had been followed throughout the tendering process.

RESOLVED: (i) That the appointment of Shepherd Construction as Constructor for the Administrative Accommodation project (Lot 1) be acknowledged.

(ii) That the appointment of RMJM Ltd. as the Architect, Structural Engineer, Space Planner and Planning Supervisor for the Administrative Accommodation project (Lot 2) be approved.

(iii) That the appointment of Gifford as the Mechanical and Electrical Engineer for the Administrative Accommodation project (Lot 3) be approved.

(iv) That the appointment of WT Partnership as the Quantity Surveyor for the Administrative Accommodation project (Lot 4) be approved.

(v) That the appointment of Turner and Townsend as Project Manager for the Administrative Accommodation project (Lot 5) be acknowledged.

REASON: In order to achieve the best quality of service for the project within the available budget and to avoid unnecessary delay.

(vi) That the above appointments be subject to the Chief Executive arranging for another department of the Council to carry out an independent review of the reasoning behind the decisions of the Corporate Landlord in those cases where he has not recommended acceptance of the lowest tender.

REASON: So that Members can be absolutely certain that, whilst the appointments are all within budget for the project, the additional expenditure occasioned by not accepting the lowest tenders is justified on the grounds of mitigating risk and adding value and quality to the scheme.

PART B - MATTERS REFERRED TO COUNCIL

161. Leeds City Region Leaders' Board

Members considered a report which presented proposals for the establishment of a Joint Committee, to be known as the Leeds City Region Leaders' Board (the Board).

The Leeds City Region included the five West Yorkshire Districts, plus Craven, Harrogate, Selby and York in North Yorkshire and Barnsley in South Yorkshire. The Political Leaders of the 11 Partner Councils had made a collective commitment to work together for the benefit of the Region and deliver sustainable economic growth and improved competitiveness. This matter had been considered by Urgency Committee on 17 July 2006.

On 11 September 2006, the City Region Leaders had agreed to develop a formal structure. To this end, an Agreement had been drawn up to establish the Board as a joint committee. The Agreement, details of which had been agreed by City Region Leaders, was attached as Annex 1. Each Partner Authority would appoint its Leader as its representative on the Board. It was proposed that the new arrangements would commence from 1 April 2007 and that the Board's first meeting would take place on 2 April.

RECOMMENDED: That the terms of the Agreement attached as Annex 1 to the report be approved.

REASON: To enable the Council to play an active part in the development of the City Region agenda.

S F Galloway, Chair

[The meeting started at 2.00 pm and finished at 3.15 pm].

EXECUTIVE FORWARD PLAN

Table 1: Items scheduled on the Forward Plan which were due to be submitted to this week's meeting

Report	Author	Current Position	Likely Revised Date
Thin Client / Competition Strategy	Simon Wiles	Deferred to allow time for extra work now needed on this report	13/3/07
Efficiency Programme, Including Strategic Procurement Programme	Simon Wiles	Deferred due to pressure of work	27/3/07
Administrative Accommodation Review – Relocation of Dundas Street Ambulance Station	Neil Hindhaugh	Removed from Forward Plan as decision has been taken by Administrative Accommodation Steering Board	N/a
Acomb Library / Learning Centre	Philip Callow	Removed from Forward Plan pending re-opening of negotiations	TBA

Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 13 March 2007

Report	Author	Current Position	Likely Revised Date
Thin Client / Competition Strategy	Simon Wiles	Deferred from 27/2/07	N/a
Minutes of Social Inclusion Working Group & Young People's Working Group	Dawn Steel	On schedule	N/a
Scrutiny Report – Guidance on Sustainable Development	Dawn Steel	Deferred from 5/12/06, 13/2/07	N/a
Audit Commission Report on Deciding and Delivering Council Priorities	Kevin Banfield	On schedule	N/a
Proposed Sale of Housing Revenue Account Land for the Development of Affordable Housing at Dane Avenue, Morritt Close and Chapelfields Road	Paul Stamp	On schedule	N/a

Table 3: Items scheduled on the Forward Plan for the Executive Meeting on 27 March 2007

Report	Author	Current Position	Likely Revised Date
Efficiency Programme, Including Strategic Procurement Programme	Simon Wiles	Deferred from 27/2/07	N/a
Corporate Asset Management Plan	Director of Resources	Deferred from 13/3/07	N/a
Admin Accommodation Project Update Report	Maria Wood	Deferred from 13/3/07 and previous dates	N/a
Neighbourhood Services Re-structure	Terry Collins	Deferred from 13/3/07 and previous dates	N/a
Monk Bar Garage – Future Use of Site	John Urwin	Deferred from 30/1/07	N/a
Annual Audit Letter	Liz Ackroyd	On schedule	N/a
Minutes of LDF Working Group and Economic Development Partnership Board	Dawn Steel	On schedule	N/a
Race Meeting Review	Peter Evely	On schedule	N/a
Production of Foie Gras: Notice of Motion from Cllr Blanchard Referred from Full Council on 25/1/07	Director of Neighbourhood Services	On schedule	N/a
Waste PFI – Updated OBC	Sian Hansom	On schedule	N/a
CPA Refresh 2006	Liz Ackroyd	On schedule	N/a



Executive

27 February 2007

Report of the Director of City Strategy

City of York Council – Local Development Scheme

Summary

1. This report advises Members on the production of a revised Local Development Scheme (LDS) for the City as required under the Planning & Compulsory Purchase Act (2004). The report outlines the requirements under the new system, the key components of the proposed LDS and its financial implications. A draft of the LDS is available on-line. The Local Development Framework (LDF) Working Group meeting on the 1 February 2007 considered a report on the LDS and a specific report covering the timetable for York Northwest (the minutes of this meeting are attached as Annex A). Members are asked to approve this document for formal submission to the Government Office for Yorkshire and the Humber subject to the recommendations of the LDF Working Group.

Background

2. The Planning and Compulsory Purchase Act (2004) requires local authorities to produce and publish a project plan for the production of the Local Development Framework (LDF) known as the Local Development Scheme (LDS). It is important that the LDS is revised periodically to reflect changes to the LDF programme. This project plan must be approved by Government Office prior to publication. Progress against the key milestones in the LDS will be one factor considered in the future awarding of the Planning Delivery Grant.
3. Guidance indicates that the LDS should look forward at least three years, and it should cover all aspects appropriate to the progression of the LDF. This includes the establishment of the evidence base, information on which development plan documents will be taken forward, resource implications and reporting structures. It is also important that each LDS indicates in general terms what future work is proposed beyond that three-year period.
4. The LDS comes into effect four weeks after being submitted to Government Office unless Government Office intervenes during this period or requests more time. It is possible that Government Office may request changes to an authority's LDS to take account of issues such as the ability of the Planning Inspectorate to resource specific Public Inquiries.

Key Components of LDS

5. The proposed LDS, available online, covers six key areas each of which is detailed below:
 - i. Introduction – highlights the requirements of the new system and the authority’s current position;
 - ii. Programme & Contents – covers the process of adopting development planning documents under the new planning system and highlights those that the Council intends to prepare over the next three years;
 - iii. Annual Monitoring Report;
 - iv. Sustainability Appraisal & Strategic Environmental Assessment;
 - v. Existing Council Strategies; and
 - vi. Resources.

Options

6. Members have two options relating to the proposed LDS:

Option 1: To approve the LDS as drafted by Officers, subject to the recommendations of the LDF Working Group, for submission to Government Office for Yorkshire and the Humber.

Option 2: To seek amendments to the LDS through the recommendations of the Working Group or alternatively request that Officers prepare an alternative project plan.

Analysis

7. The proposed timetable included within the LDS (available online), has been influenced by the interrelationships between the proposed documents and the advice of Government Office, in relation to the amount of time likely to be required by the Planning Inspectorate, post submission. It also reflects the careful consideration of those factors that have influenced LDF preparation to date - these are highlighted in paragraphs 8 to 13 below.
8. The Council began substantive work on the LDF in April 2005 following Members approval of the Local Plan for Development Control purposes. Since then considerable progress has been made on the LDF. This includes: consultation on the ‘Core Strategy’; the progression of the ‘Statement of Community Involvement’ to its submission stage; commencement of work on the ‘Allocations’ and ‘Development Control’ Development Plan Documents (DPDs); and a substantial amount of work relating to the development of a robust and comprehensive evidence base.
9. The Council’s initial LDS was submitted to Government Office in March 2005 and at that time represented officers’ best view of the likely timetable for

taking forward the LDF. In common with most local authorities, some slippage in the timetable reflects the fact that when the LDS was originally prepared, the Planning System was relatively new and it was unclear how it would operate in practice. However other factors specific to York have influenced the programme's implementation.

10. Additional work commitments placed on the City Development Team over and above those envisaged when the original LDS was produced have had a negative effect on the progress of the LDF, although it is considered by Officers that this level and type of workload is unlikely to reoccur. The original LDS was produced on the basis that it would be possible to commit a majority of the Forward Planning Team's time to work on the LDF from January 2005 onwards. Additional work required on the Local Plan, which delayed its approval to April 2005, prevented this from occurring. It was not however possible to reflect this in the LDS itself given the lead in times that existed in meeting statutory deadlines. The input required from the City Development Team into the major public inquiries relating to: North of Monks Cross; Germany Beck & Metcalfe Lane; and Heslington East has had considerable resource implications.
11. In addition to a higher than anticipated workload during the initial twelve months of LDF production, the City Development, Forward Planning Team responsible for leading on the LDF process experienced staffing problems including a three month period when the team was at fifty percent capacity. This issue has now being rectified and additional resources have been identified to progress the core LDF programme and the proposed Area Action Plans.
12. National and regional issues have also have a considerable influence on the proposed programme. At the December LDF Working Group, Members considered a report which highlighted the experiences of Stafford Borough and Lichfield District Councils. In both cases, following over three years work, the Planning Inspectorate judged their Core Strategies to be 'unsound', effectively forcing them to begin the process again. Following the meeting, Ryedale District Council's Core Strategy, the first to progress in the Yorkshire & Humber Region, has also been judged 'unsound'. To minimise the risk of York's Core Strategy failing the test of 'soundness', extra time has been built into the programme at the initial 'Issues & Options' stage. This is particularly important from the point of view of creating a robust evidence base, a key reason for failure in the case of Stafford and Lichfield. The work currently under way to create this evidence base is reflected in Figure 2 of the LDS.
13. The report of the Planning Inspectorate into draft Regional Spatial Strategy (RSS) is due to be published in March. One of the tests of soundness applied to LDF documents by the Planning Inspectorate is whether they are in conformity with both Regional and National Guidance. Officers consider it beneficial therefore to await the outcome of the report before undertaking further consultation on the LDF Core Strategy.

Corporate Priorities

14. The revised LDS supports the following Corporate Strategy Priorities:

- increase the use of public and other environmentally friendly modes of transport;
- improve the actual and perceived condition and appearance of the City's streets, housing estates and publicly accessible spaces;
- increase people's skills and knowledge to improve future employment prospects;
- improve contribution that Science City York makes economic prosperity;
- improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest;
- improve the life chances of the most disadvantaged and disaffected children, young people and families within the City;
- improve the quality and availability of decent affordable homes in the City;
- improve our focus on the needs of customers and residents in designing and providing services;
- improve leadership at all levels to provide clear, consistent direction to the organisation; and
- decrease the tonnage of biodegradable waste and recyclable products going to landfill.

Implications

15. Implications are as listed below:

- **Financial:** The LDF Reserve in conjunction with the budget proposals considered by the Executive on 16 January to provide three additional temporary posts to support both the production of the core LDF and two Area Action Plans will be sufficient to cover the main costs of the initial phase of work. A report will be brought back to the LDF Working Group in the future providing further information on financial implications beyond the initial phase of work on the LDF. It should be noted the costs included in the LDS are for the period 2007-2010. LDF costs related to 2006-07 covered by the LDF reserve are not included. Failure to deliver the LDF in line with the timetable highlighted in the LDS following approval from Government Office will have implications for the level of Planning Delivery Grant awarded to the Local Authority.
- **Human Resources (HR):** There are no HR implications.
- **Equalities:** There are no Equalities implications.

- **Legal:** As work on the LDF progresses legal advice will be sought to ensure the document under production is both procedurally and technically sound.
- **Crime and Disorder:** There are no Crime and Disorder implications.
- **Information Technology (IT):** There are no IT implications.
- **Property:** There are no property implications.
- **Other:** There are no other known implications.

Risk Management

16. Potential risks to the delivery of the programme are highlighted in Table 1 of the LDS document itself along with potential mitigating actions.

Recommendations

17. That Members:

- (i) approve, subject to the recommendations of the LDF Working Group on 1 February 2007 (minutes attached as Annex A), the proposed Local Development Scheme for formal submission to Government Office for Yorkshire and the Humber;

Reason: To ensure that the Local Development Scheme for York is submitted to Government Office for Yorkshire and the Humber as required under the Planning and Compulsory Purchase Act.

- (ii) delegate to the Director of City Strategy in consultation with the Executive Member and Shadow Executive Member for City Strategy, the making of any other necessary changes arising from either the recommendation of the LDF Working Group or Executive, prior to submission to Government Office; and

Reason: To ensure that any recommendations of the LDF Working Group and the Executive are incorporated into the submission draft LDS.

- (iii) delegate to the Director of City Strategy in consultation with the Executive Member and Shadow Executive Member for City Strategy the making of any minor changes arising from comments made by Government Office or the Planning Inspectorate following formal submission.

Reason: To allow the authority to respond to any comments made by Government Office or the Planning Inspectorate that would lead to minor changes to the LDS.

Contact Details

Author:

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City Development Team
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Chief Officer Responsible for the report:

Bill Woolley
Director of City Strategy
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Report Approved

Date 05/02/2007

Specialist Implications Officer(s)

Financial
Patrick Looker
Finance Manager
Tel: 551633

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

All

For further information please contact the author of the report

Background Papers:

None

Annex A: Minutes of the LDF Working Group, 1 February 2007.

City of York Council

MEETING	LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP
DATE	1 FEBRUARY 2007
PRESENT	COUNCILLORS REID (CHAIR), D'AGORNE, HORTON, MACDONALD, MERRETT, MORLEY (AS SUBSTITUTE FOR HYMAN), SIMPSON-LAING, WALLER AND R WATSON
APOLOGIES	COUNCILLOR HYMAN

28. DECLARATIONS OF INTEREST

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

Councillor Simpson-Laing declared a personal non-prejudicial interest in agenda item 5 (York Northwest Area Action Plan) as a resident of the area.

29. MINUTES

Members requested that copies of the Planning Inspectorate's reports on both successful and unsuccessful Core Strategies be circulated to them for information.

RESOLVED: That the minutes of the Local Development Framework Working Group meeting held on 4 December 2006 be approved and signed by the Chair as a correct record.

30. PUBLIC PARTICIPATION

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

31. CITY OF YORK COUNCIL - LOCAL DEVELOPMENT SCHEME

Members received a report which advised them on the production of a revised Local Development Scheme (LDS) for the City as required under the Planning & Compulsory Purchase Act (2004) and presented a draft of the LDS, attached as Annex A, for consideration prior to formal submission to the Government Office for Yorkshire and the Humber.

The proposed LDS covered the following six key areas:

- (i) Introduction – highlighting the requirements of the new system and the authority's current position;
- (ii) Programme & Contents – covering the process of adopting development planning documents under the new planning system and

highlighting those that the Council intends to prepare over the next three years;

- (iii) Annual Monitoring Report;
- (iv) Sustainability Appraisal & Strategic Environmental Assessment;
- (v) Existing Council Strategies;
- (vi) Resources.

The report presented two options for consideration:

- Option 1 - To approve the LDS as drafted by officers for submission to Government Office for Yorkshire and the Humber.
- Option 2 - To seek amendments to the LDS through the recommendations of the Working Group or alternatively request that officers prepare an alternative project plan.

Officers detailed a number of minor amendments to the wording of the proposed LDS:

- (i) To paragraph 1.6 to indicate that the Panel's Report on the emerging Regional Spatial Strategy would be issued in March 2007;
- (ii) To paragraph 1.9 to reword the final sentence to read, "This document will be used for the purposes of Development Control until such time as it is superseded by elements of the LDF";
- (iii) To paragraph 2.7 to add a sentence to indicate that the timetable for the emerging evidence base was detailed in Figure 2;
- (iv) To paragraph 2.9 to reword it to read, "An assessment has been undertaken to identify key risks to the programme. These are outlined in Table 1 below along with potential mitigating actions";
- (v) To the Second Air Quality Action Plan (AQAP2) row of Table 2 to clarify that the key aims listed related to the Second Local Transport Plan (LTP2);
- (vi) To the Economic Development Programme row of Table 2 to stipulate that the 2006/07 version of the programme would be used instead of the 2004/05 version and to list the priority themes as maintaining economic success, identifying skill needs and supporting people into employment and lifelong learning;
- (vii) To Table 2 to clarify that the Older People's Housing Strategy, the Homelessness Strategy, the Supporting People Strategy, the Private Sector Renewal Policy and the Empty Homes Policy all formed part of the overall Housing Strategy;
- (viii) To the second paragraph of the Statement of Community Involvement section of Annex A to replace "Environmental Forum" with "York Environment Forum" and "Inclusive City Reference Group" with "Inclusive York Forum";
- (ix) To Table 7 of Annex A to indicate that the consideration of representations on the Issues and Options document and the preparation of a Preferred Options document would be completed by December 2008;
- (x) To Table 12 of Annex A to indicate that the date of production for the Central Historic Core Conservation Area Appraisal would be July 2007, for the Employment Land Review would be March 2007 and for the Housing Land Availability Assessment would be April 2007;
- (xi) To Table 12 of Annex A to reword the first sentence of the synopsis for the SINC (Sites of Importance for Nature Conservation) Review to read, "This study is a re-appraisal of the procedures and criteria for

designating sites of importance for nature conservation, in line with new guidance produced by DEFRA”.

With regards to the revised work programme for the Local Development Framework (LDF), set out in Figure 2 of the draft LDS, some Members expressed concerns regarding the delays in adopting key Development Plan Documents (DPDs). Officers outlined the reasons for this revised timetable, which included national and regional issues, additional work commitments placed on the City Development Team, staffing problems and a lack of clarity about how the new planning system would operate in practice when the LDS was originally prepared.

Members noted that the Issues and Options consultation for the Key Allocations and Proposals Map and the York Northwest Area Action Plan was timetabled for November-December 2007 and that the formal consultation for the City Centre Area Action Plan and the York Northwest Area Action Plan, following submission to the Secretary of State, was scheduled for November-December 2009. Some concern was expressed that these consultation exercises ran into Christmas holiday periods and officers were asked to review the timetable to investigate if the consultation could be extended into January.

Some Members also expressed concern that the Housing Market Assessment and Central Historic Core Conservation Area Appraisal, that formed part of the emerging evidence base for the LDF, would not be completed until July 2007 and that the Issues and Options consultation on the Core Strategy and Strategic Policies would already have started by then. Officers were asked to review the timetable to investigate if these documents could be made available prior to the start of the consultation.

Members noted that there was a three year gap between the end of the North Yorkshire County Structure Plan (which covered the City of York) and the adoption of the new DPDs and expressed concern that this might impact on the Council's ability to control green belt development using Local Plan policies. Officers advised that they had discussed this matter with Government Office and submitted a request to the Regional Assembly to save the green belt policies from the Structure Plan for use over this period. They agreed to provide an update on this matter to a future LDF Working Group meeting.

Members also noted that the 1996 Biodiversity Audit formed part of the existing evidence base and expressed concern that this no longer complied with national standards and was dated and inadequate. Officers advised that they were currently looking into this issue and would ensure that an updated version was provided.

RECOMMENDED: That it be recommended to the Executive:

- (i) That the proposed Local Development Scheme, attached at Annex A of the report, be approved for formal submission to Government Office for Yorkshire and the Humber, subject to the following:

- a) The minor amendments recommended by officers (as outlined above);
 - b) A review of the work programme to extend consultation periods where they fall across Christmas and to ensure that the Housing Market Assessment and Central Historic Core Conservation Area Appraisal were available prior to the Issues and Options consultation on the Core Strategy and Strategic Policies;
 - c) Any changes necessary as a result of recommendations made regarding the York Northwest Area Action Plan (minute 32 refers);
- (ii) That the making of any other necessary changes arising from either the recommendations of the LDF Working Group or the Executive prior to the submission to Government Office, be delegated to the Director of City Strategy in consultation with the Executive Member and Opposition Spokesperson for City Strategy;
 - (iii) That the making of any minor changes arising from comments made by Government Office or the Planning Inspectorate following formal submission, be delegated to the Director of City Strategy in consultation with the Executive Member and Opposition Spokesperson for City Strategy.

REASON:

- (i) So that the Local Development Scheme can be submitted to Government Office for Yorkshire and the Humber;
- (ii) So that any recommended changes can be incorporated into the Local Development Scheme prior to its formal submission to Government Office;
- (iii) So that any comments made by Government Office or the Planning Inspectorate can be incorporated into the Local Development Scheme.

32. YORK NORTHWEST AREA ACTION PLAN

Members received a report which updated them on the progress of the joint Area Action Plan (AAP) for the York Central and British Sugar sites, to

be known as the York Northwest Area Action Plan, and sought agreement to a programme for the preparation of the AAP.

The AAP would form part of the Local Development Framework (LDF) and the programme for its preparation, attached as Appendix 1 of the report, would be included in the revised Local Development Scheme (LDS) to be submitted to the Government Officer for Yorkshire and the Humber in March 2007.

The report presented two options for consideration:

- Option 1 - To proceed with the timetable for the preparation of the AAP, as outlined in Appendix 1 of the report;
- Option 2 - To prepare the AAP with an alternative timescale, whilst ensuring all statutory requirements are met.

The report explained that the work in preparing for the Issues and Options stage of the York Central AAP would be transferred into the preparation of the York Northwest AAP. This included work on the document preparation, the Consultation Strategy developed and the Scoping Report for the Sustainability Appraisal. A summary of the consultation responses on the Consultation Strategy was attached as Appendix 2 of the report. A copy of the consultation report and the amended Community Consultation Strategy were attached as Appendices 3 and 4.

Officers proposed that the programme, attached at Appendix 1, be amended to extend the public participation on the Issues and Options document, so that it took place from November 2007 to January 2008, to allow additional time as it fell over the Christmas holiday period.

Members expressed concern regarding the length of time needed to prepare and adopt the AAP and the risk that proposals may be put forward by developers in advance of the adoption of the AAP.

Members proposed some minor amendments to the Community Consultation Strategy, as set out below.

With regards to the Community Audit attached as Appendix 5, Councillor Merrett advised that he had a number of detailed comments as Micklegate Ward Councillor, which he would submit to officers outside of the meeting.

RECOMMENDED: That it be recommended to the Executive:

- (i) That the programme for the preparation of the Area Action Plan, attached as Appendix 1 of the report and with the amendment that the public participation on Issues and Options take place from November 2007 to January 2008, and its inclusion in the revised Local Development Scheme be agreed;
- (ii) That the Community Consultation Strategy prepared for York Central, which will be taken into account in undertaking the public

consultation relating to the York Northwest Area Action Plan, be noted, with the following amendments:

- a) To paragraph 4.3 to the part of the definition of community relating to those who live adjacent to the area, to make specific reference to those who live on significantly affected traffic routes;
- b) To the first bullet point of paragraph 8.3 to state that the public buildings where documents would be made available should include buildings local to the area.

REASON:

- (i) To ensure the planning context for the area is considered comprehensively and the linkages/implications of both sites are jointly planned for;
- (ii) To ensure the public consultation is as inclusive and comprehensive as possible.

COUNCILLOR A REID

Chair

The meeting started at 4.30 pm and finished at 6.00 pm.



Executive

27th February 2007

Report of the Director of City Strategy

YORK NORTHWEST AREA ACTION PLAN

Summary

1. At the meeting of the Executive on the 12 September 2006, Members agreed that a joint Area Action Plan (AAP) covering both the York Central and British Sugar sites should be progressed. This joint AAP will be taken forward as the York Northwest Area Action Plan. The purpose of this report is to update Members on the progress of the joint Area Action Plan and to seek agreement to a programme for the preparation of the AAP. The Area Action Plan will form part of the Local Development Framework (LDF) and will be included in the revised Local Development Scheme (LDS) to be submitted to the Government Office for Yorkshire and the Humber in March this year.
2. Work which had been undertaken in preparation for the York Central Area Action Plan will now be transferred into the larger Area Action Plan. This work includes the work carried out on a Consultation Strategy for the Issues and Options stage and a Scoping Report for a Sustainability Appraisal. Consultation took place between July and August this year on both the draft Scoping Report and the draft Consultation Strategy.
3. The local Development Framework (LDF) Working Group meeting on 1st February considered a report on the York Northwest AAP (minutes of this meeting are attached in Annex 6). Members are asked to note the feedback received on the Consultation Strategy and the documents that have been produced as a result of this. Consultation on the Scoping Report for the Sustainability Appraisal will be reported back to Members as part of the wider Scoping Report for the York Northwest AAP.

Background

4. At the Executive meeting on 7 March 2006, Members agreed to the preparation of an Area Action Plan for York Central.
5. The first stage of work, the Issues and Options document, commenced in the summer with planning consultants, Nathaniel Lichfield & Partners (NLP) engaged to undertake the work. Specialist sub consultants, Social Regeneration Consultants (SRC), were engaged to carry out the first stage of public consultation relating to this. Yorkshire Forward agreed to provide funding to enhance the Council's planning capacity in undertaking this work.

6. At the LDF Working Group on the 31 July 2006 Members considered a report incorporating 3 documents, a draft Scoping Report for a Sustainability Appraisal, a draft structure for the Issues and Option document and draft Community Consultation Strategy relating to the preparation of the Area Action Plan for York Central. The documents related to the production of the first stage of work, the Issues and Options document. The proposed timescale for the work was to bring the draft Issues and Options document to a meeting of the Executive in October 2006, with public consultation on this being held between November and January 2007.
7. At a meeting with the Council on 8 September 2006, British Sugar confirmed that their refining operation in York would close before the end of 2007 and expressed a willingness to work with the Council to ensure that their site was used effectively for the benefit of the City.
8. In a report to the Executive on 12 September 2006, Members agreed that issues arising from the closure of the British Sugar site in Plantation Drive should be included in the emerging planning context for York Central. Members thereby resolved to reaffirm the commitment to the development of the York Central site and instructed officers to prepare a joint Area Action Plan covering both sites. This would allow for the development of the 2 sites in a mutually compatible way and to an agreed timetable. In view of this the community consultation, which had been planned for the autumn of 2006, will now take place this year.
9. On 12 December the Council met with Associated British Foods (ABF), the parent company for British Sugar, to discuss the future planning framework for the area. It is understood that Associated British Foods intend to engage consultants to advise them on the development of the site. ABF have also indicated that the de-contamination of the site is likely to take approximately 18 months.

Area Action Plan Programme

10. A programme for the preparation of an Area Action Plan (AAP) for the York Northwest area has been prepared. This is attached in Annex 1. The key milestones in this are
 - Issues and Options stage by Autumn 2007
 - Preferred Option stage, by Winter 2008
 - Area Action Plan to adoption by the end of 2010
11. This programme will allow for the adoption of the Core Strategy (anticipated to be February 2010), before the adoption of this AAP. It is also programmed to align with preparation of other LDF documents. Informal comments have been sought on this programme within the context of the revised LDS from the Government Office. The indications are that the programme for the AAP is broadly acceptable. The programme takes account of the views expressed by the Planning Inspectorate (PINS) for a 12 month period from submission to the report being available.

Issues and Options Stage

12. Work on progressing this wider York Northwest Area Action Plan has commenced. It is anticipated that the Issues and Options document will be brought to Members for consideration in late summer 2007. Yorkshire Forward has agreed for the funding previously agreed for York Central be transferred to the York Northwest AAP. The contract with NLP has, therefore, been varied to reflect this position.

Consultation & Other Work on the York Central Area Action Plan

13. The work in preparing for the Issues and Options stage of the York Central AAP will be transferred into the preparation of the York Northwest AAP. This includes work on the document preparation, the Consultation Strategy developed and the Scoping report for the Sustainability Appraisal. A summary of the consultation responses on the Consultation Strategy is attached in Annex 2. A copy of the consultation report, feedback reports on the workshops and the amended Consultation document are attached in Annexes 3, 4 and 5.

Options

There are two options available to progress the Area Action Plan

14. **Option 1:** To proceed with the timetable for the preparation of the AAP as outlined in Annex 1, as the preferred option.
15. The programme outlined in Option 1 has been prepared to follow the requirements for AAP preparation outlined in PPS12 (Planning Policy Statement 12: Local Development Frameworks). The timetable for the AAP cannot be brought forward in advance of the Core Strategy, as this must be adopted first. It is anticipated that the Core Strategy will be adopted by February 2010 which would allow for the Examination on the AAP to be undertaken after the Core Strategy.
16. **Option 2:** To prepare the AAP with an alternative timescale, whilst ensuring all statutory requirements are met.
17. Given the need to meet the nine tests of soundness outlined in this policy guidance (covering procedure, conformity, coherence, consistency and effectiveness) and the timeframe for the Core Strategy it is unlikely that the AAP could be produced in any shorter timescale. An alternative longer programme could be prepared however there is a need to ensure there is a planning framework in place as soon as possible in order to consider any development proposals coming forward.

Analysis

18. The timetable for the AAP in Option 1 is considered to be realistic given the requirements outlined in government policy. Some authorities are currently bringing forward LDF documents to Examination. However, of the 5 considered

to date only two Core Strategies have passed the tests of soundness required. The documents produced by Lichfield, Stafford and Ryedale have been rejected by the Planning Inspectorate. As outlined in the information report on two of these documents given to Members in December last year, the failure to meet the tests of soundness have lead to the documents having to be withdrawn and effectively the authorities going back to the first stage. One of the key reasons in the Lichfield case was the lack of appropriate evidence base and in the Stafford case a failure to produce a plan which was locally distinctive and was based on unsubstantiated targets for development. It is, therefore, seen as particularly important that the work on the AAP is based on a strong evidence base, particularly the work emerging in the Employment Land Study, Housing Market Assessment and Housing Land Availability Study.

Corporate Priorities

19. The York Northwest area provides large brownfield development opportunities adjacent to the city centre. It will be an important area for future employment and housing needs within the City. Regeneration of the area will attract investment, helping to strengthen the city's high growth sectors and generate quality jobs. Development of this area will help to protect and enhance York's existing built and green environment and provides an opportunity for a flagship sustainable development. Development of the area will support the following corporate priorities,
 - Improve the quality and availability of decent affordable homes in the City
 - Improve the contribution that Science City York makes to economic prosperity

Implications

Implications are as listed below:

Financial

20. The budget proposals considered by the City Strategy Advisory Panel on 11 December 2006 and Executive on 16 January 2007 included provision for an additional post to work on the York Northwest AAP. It was identified as a Corporate priority and contributing to the Councils corporate economic aims. Additional resources were, therefore, identified as being reprioritised to provide £75,000 in 2007/8, £105,000 in 2008/9 and £65,000 in 2009/10. These costs include document preparation, sustainability appraisal work and community involvement. The Issues and Options work by NLP is being funded by Yorkshire Forward.

Human Resources (HR)

21. There is a requirement for an additional post (1FTE) to be recruited for this project. The appointment will be a fixed term contract for three years, and the proposed grade is PO1-6.

Equalities

22. There are no Equalities implications.

Legal

23. The contract with Nathaniel Lichfield and Partners for the production of the issues and options work and public consultation in connection with this, has been varied to provide an Issues and Options document for the York Northwest AAP with associated documents, and not to progress the second stage of public consultation work in respect of York Central.

Crime and Disorder

24. There are no Crime and Disorder implications.

Information Technology (IT)

25. There are no IT implications.

Property

26. There are no property implications.

Other

27. There are no other known implications.

Risk Management

28. Two main risks to the programme are identified. Firstly, the risk involved in terms of proposals being put forward in advance of the adoption of the AAP. The York Central landowners are currently revising their timetable for engaging a developer and it is anticipated that the master planning will be undertaken alongside the preparation of the AAP. Given the length of time to reinstate and recover the British Sugar site it is anticipated that ABF are unlikely to be in a position to progress proposals immediately following the closure of the plant. Given the size and complexity of the planning issues to be considered both ABF and the York Central landowning groups have recognised the benefits of the Council pursuing an AAP for the area.
29. Secondly, risks to the programme may occur due the availability of resources. By allocating funding to the project, outlined in para 18 above, action has been taken to minimise these risks. A city strategy management team has also been set up to meet on a regular basis to ensure departmental coordination and management. The LDF Working Group will also receive reports at all relevant stages throughout the process of the AAP. However, as referred to in paragraph 16 above, the emerging studies will be important in establishing a robust evidence base to the plan. Any delays to the production of these documents will have implications on the timescales for the AAP.

Conclusion

30. The planning approach of joining the two sites within an Area Action Plan will ensure the environmental impact and infrastructure requirements from the development of this area are properly assessed. Consideration of the wider area will also assist in the preparation of the plan in terms of the type, scale and level of development that may be accommodated and the future implementation for this. The proposed timescales are put forward to take account of the size and complexity of the area and its potential impact on the City.

Recommendations

31. Members are asked to:

- 1) Agree, the attached programme for the preparation of the Area Action Plan and for its inclusion in the revised Local Development Scheme, having regard to the recommendations and amendments of the LDF Working Group.

Reason: To ensure the planning context for the area is considered comprehensively and the linkages/implications of both sites are jointly planned for.

- 2) Note the Community Consultation Strategy prepared for York Central, which will be taken into account in undertaking the public consultation relating to the York Northwest Area Action Plan, having regard to the recommendations and amendments of the LDF Working Group.

Reason: To ensure the public consultation is as inclusive and comprehensive as possible.

Contact Details

Author:

Ann Ward
York Central Project Officer
City Strategy
Tel: (01904 552409)

Chief Officer Responsible for the report:

Bill Woolley
Director of City Strategy

Report Approved



Date 22/1/07

Specialist Implications Officer(s)

Financial – Patrick Looker, Finance Manager, City Strategy (tel: 551633)
Human Resources – Janet Neeve, HR Business Partner, Human Resources (tel: 551661)
Legal – Brian Gray, Principal Property Lawyer, Legal Services (tel: 551042)
Procurement Team – Liz Ackroyd, Assistant Director of Resources

All

Wards Affected: Holgate, Micklegate, Acomb and Rural West York

For further information please contact the author of the report

Background Papers:

Report to LDF Working Group 31 July 2006

Report to Executive, 12 September 2006

Annexes

Annex 1: Programme for York Central/British Sugar Area Action Plan

Annex 2: Summary of Consultation response

Annex 3: Consultation Report

Annex 4: Community Consultation Strategy for York Central AAP (SRC)

Annex 5: Community Audit for York Central AAP

Annex 6: Minutes of LDF Working Group, 1 February 2007

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**York Northwest
Area Action Plan: Programme**

Milestone	Date
Report to Executive	February 2007
Submit revised Local Development Scheme to Government office	Spring 2007
Prepare Issues and Options document/Scoping report for Sustainability Appraisal	Spring 2007
Prepare Sustainability Appraisal	Summer 2007
Issues and Options to Executive	Summer 2007
Public participation on Issues and Options	Autumn 2007
Analyse responses and Prepare Preferred Options document	Summer 2008
Prepare Sustainability Appraisal	Autumn 2008
Public participation on Preferred Options	Winter 2008
Analyse responses and Prepare Area Action Plan document/Sustainability Appraisal	Spring 2009
Report to LDF/Executive/Full Council	Summer 2009
Submission to Secretary of State	Autumn 2009
Formal Consultation	Autumn 2009
Public Examination	Spring 2010
Area Action Plan adopted by Council	End of 2010

Achievement of the above milestones is dependent upon the risks identified in paragraphs 19 and 20. The final stage from submission to adoption is outside the control of the Council and is dependent on the timeframes of the Planning Inspectorate.

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Summary of the Consultation Response

The Consultation Strategy

PPS 1 sets out the importance of community involvement from an early stage in the process of producing LDF documents. Given the scale and impact the development both city wide and at a regional level it is essential to ensure the widest possible involvement by the local community and stakeholders in the process of developing the Area Action Plan. The ideas and issues raised by the testing of the strategy for York Central have contributed to providing a more inclusive and representative Consultation Strategy. This work together with the Statement of Community Involvement will inform the consultation approach for the York Central/British Sugar AAP.

Testing Stage

Consultation on the draft Strategy was carried out between 27th July and 25th August this year. The testing stage was a focused consultation with the main stakeholder groups.

The consultation included

- Two workshop sessions with special interest groups and business interests
- Production and delivery of 3,200 leaflets to households and businesses in the York Central area
- Comments boxes and the draft strategy document made available at 9, St Leonards Place, the Guildhall and Central Library
- A section on the York Central web site on the consultation with the summary and a full document available to download
- A presentation on the Draft Strategy to the LDF Working Group on 31st July followed by Members input and comments

Summary of responses received

Social Regeneration Consultants have produced a Consultation Report which summarises the consultation responses received and is attached in Appendix 3. A Community Audit document was also undertaken to give background information on the community in the area, contacts for groups and suitable venues for meetings. This document is attached in Appendix 6.

The key issues raised in respect of the consultation process included

- The need to provide hard copies of documents and plans as well as the use of the internet to view documents, using key buildings accessible to the public to place them in

- The identification of a number of additional interest groups
- The need to clarify the boundaries for consultation
- The need to ensure timescales for consultation are programmed to avoid Christmas and the main holiday periods
- The need to provide a range of methods to ensure the widest choice for people to be engaged. Suggestions included, local residents associations and ward committees, exhibition material in the Guildhall, events in the residential areas, a 'have your say' web site, traditional meeting with plans tabled, newsletters and exhibitions in the City of York caravan

There was a considerable interest in the site and many comments were received relating to the development opportunities of the area. These were diverse and varied encompassing areas of access and transport, the development process, uses, open space and greenery, housing, design, heritage, railway uses and facilities. The comments are outlined in full on pages 9-25 of the Consultation Report which attached in Appendix 3.

Two workshop sessions were held on 3rd August at York St John College. A presentation was given and followed by a facilitated discussion with questions raised by participants. Reports have been prepared by SRC giving feedback on the workshops. A copy of these has been sent to all those who attended or requested the documents. These reports are included in the Appendices to the Consultation Report which are attached in Appendix 3.

Community Consultation Strategy

The draft Consultation Strategy has been revised to take account of these views and the amended document, the Community Consultation Strategy is attached to this report.

Sustainability Appraisal Scoping Report

Consultation on the Sustainability Appraisal Scoping Report also took place in July to August this year. It is intended to report back to Members setting out responses and amendments arising from this as part of a revised Scoping Report for the Issues and Options stage for the wider York Central/British Sugar AAP. The revised Scoping report will be the subject of statutory consultation with the relevant environmental organisations.

Annex 6

City of York Council

Minutes

MEETING	LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP
DATE	1 FEBRUARY 2007
PRESENT	COUNCILLORS REID (CHAIR), D'AGORNE, HORTON, MACDONALD, MERRETT, MORLEY (AS SUBSTITUTE FOR HYMAN), SIMPSON-LAING, WALLER AND R WATSON
APOLOGIES	COUNCILLOR HYMAN

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RESOLVED: That the minutes of the Local Development Framework Working Group meeting held on 4 December 2006 be approved and signed by the Chair as a correct record.

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With regards to the revised work programme for the Local Development Framework (LDF), set out in Figure 2 of the draft LDS, some Members expressed concerns regarding the delays in adopting key Development Plan Documents (DPDs). Officers outlined the reasons for this revised timetable, which included national and regional issues, additional work commitments placed on the City Development Team, staffing problems and a lack of clarity about how the new planning system would operate in practice when the LDS was originally prepared.

Members noted that the Issues and Options consultation for the Key Allocations and Proposals Map and the York Northwest Area Action Plan was timetabled for November-December 2007 and that the formal consultation for the City Centre Area Action Plan and the York Northwest Area Action Plan, following submission to the Secretary of State, was scheduled for November-December 2009. Some concern was expressed that these consultation exercises ran into Christmas holiday periods and officers were asked to review the timetable to investigate if the consultation could be extended into January.

Some Members also expressed concern that the Housing Market Assessment and Central Historic Core Conservation Area Appraisal, that formed part of the emerging evidence base for the LDF, would not be completed until July 2007 and that the Issues and Options consultation on the Core Strategy and Strategic Policies would already have started by then. Officers were asked to review the timetable to investigate if these documents could be made available prior to the start of the consultation.

Members noted that there was a three year gap between the end of the North Yorkshire County Structure Plan (which covered the City of York) and the adoption of the new DPDs and expressed concern that this might impact on the Council's ability to control green belt development using Local Plan policies. Officers advised that they had discussed this matter with Government Office and submitted a request to the Regional Assembly to save the green belt policies from the Structure Plan for use over this period. They agreed to provide an update on this matter to a future LDF Working Group meeting.

Members also noted that the 1996 Biodiversity Audit formed part of the existing evidence base and expressed concern that this no longer complied with national standards and was dated and inadequate. Officers advised that they were currently looking into this issue and would ensure that an updated version was provided.

RECOMMENDED: That it be recommended to the Executive:

- (i) That the proposed Local Development Scheme, attached at Annex A of the report, be approved for formal submission to Government Office for Yorkshire and the Humber, subject to the following:

- a) The minor amendments recommended by officers (as outlined above);
 - b) A review of the work programme to extend consultation periods where they fall across Christmas and to ensure that the Housing Market Assessment and Central Historic Core Conservation Area Appraisal were available prior to the Issues and Options consultation on the Core Strategy and Strategic Policies;
 - c) Any changes necessary as a result of recommendations made regarding the York Northwest Area Action Plan (minute 32 refers);
- (ii) That the making of any other necessary changes arising from either the recommendations of the LDF Working Group or the Executive prior to the submission to Government Office, be delegated to the Director of City Strategy in consultation with the Executive Member and Opposition Spokesperson for City Strategy;
 - (iii) That the making of any minor changes arising from comments made by Government Office or the Planning Inspectorate following formal submission, be delegated to the Director of City Strategy in consultation with the Executive Member and Opposition Spokesperson for City Strategy.

REASON:

- (i) So that the Local Development Scheme can be submitted to Government Office for Yorkshire and the Humber;
- (ii) So that any recommended changes can be incorporated into the Local Development Scheme prior to its formal submission to Government Office;
- (iii) So that any comments made by Government Office or the Planning Inspectorate can be incorporated into the Local Development Scheme.

32. YORK NORTHWEST AREA ACTION PLAN

Members received a report which updated them on the progress of the joint Area Action Plan (AAP) for the York Central and British Sugar sites, to be known as the York Northwest Area Action Plan, and sought agreement to a programme for the preparation of the AAP.

The AAP would form part of the Local Development Framework (LDF) and the programme for its preparation, attached as Appendix 1 of the report, would be included in the revised Local Development Scheme (LDS) to be submitted to the Government Officer for Yorkshire and the Humber in March 2007.

The report presented two options for consideration:

- Option 1 - To proceed with the timetable for the preparation of the AAP, as outlined in Appendix 1 of the report;
- Option 2 - To prepare the AAP with an alternative timescale, whilst ensuring all statutory requirements are met.

The report explained that the work in preparing for the Issues and Options stage of the York Central AAP would be transferred into the preparation of the York Northwest AAP. This included work on the document preparation, the Consultation Strategy developed and the Scoping Report for the Sustainability Appraisal. A summary of the consultation responses on the Consultation Strategy was attached as Appendix 2 of the report. A copy of the consultation report and the amended Community Consultation Strategy were attached as Appendices 3 and 4.

Officers proposed that the programme, attached at Appendix 1, be amended to extend the public participation on the Issues and Options document, so that it took place from November 2007 to January 2008, to allow additional time as it fell over the Christmas holiday period.

Members expressed concern regarding the length of time needed to prepare and adopt the AAP and the risk that proposals may be put forward by developers in advance of the adoption of the AAP.

Members proposed some minor amendments to the Community Consultation Strategy, as set out below.

With regards to the Community Audit attached as Appendix 5, Councillor Merrett advised that he had a number of detailed comments as Micklegate Ward Councillor, which he would submit to officers outside of the meeting.

RECOMMENDED: That it be recommended to the Executive:

- (i) That the programme for the preparation of the Area Action Plan, attached as Appendix 1 of the report and with the amendment that the public participation on Issues and Options take place from November 2007 to January 2008, and its inclusion in the revised Local Development Scheme be agreed;
- (ii) That the Community Consultation Strategy prepared for York Central, which will be taken into account in undertaking the public consultation relating to the York Northwest Area Action Plan, be noted, with the following amendments:

- a) To paragraph 4.3 to the part of the definition of community relating to those who live adjacent to the area, to make specific reference to those who live on significantly affected traffic routes;
- b) To the first bullet point of paragraph 8.3 to state that the public buildings where documents would be made available should include buildings local to the area.

REASON:

- (i) To ensure the planning context for the area is considered comprehensively and the linkages/implications of both sites are jointly planned for;
- (ii) To ensure the public consultation is as inclusive and comprehensive as possible.

COUNCILLOR A REID

Chair

The meeting started at 4.30 pm and finished at 6.00 pm.



Executive

27 February 2007

Report of the Director of City Strategy

City of York's Local Transport Plan 2006-2011 Capital Settlement

Summary

1. This report brings to Members attention the 2007/08 capital settlement for the City of York's second Local Transport Plan, covering the period 2006-2011, as advised by the Department for Transport (DfT), on 18 December 2006.

Background

2. The Transport Act 2000 required local transport authorities to prepare a second Local Transport Plan (LTP2) to replace their respective first LTPs, which were for the period April 2001 to March 2006, taking due account of the 'Full Guidance on Local Transport Plans' published by the Department for Transport (DfT) in December 2004.
3. The guidance required that a Provisional LTP2 be submitted in July 2005, with the finalised version being submitted by the 31 March 2006.
4. The DfT gave York's Provisional LTP2 a 'very promising' rating (the highest rating available), being considered as one of the best provisional LTPs submitted by the 82 local authorities in England.
5. Based on the 'very promising' assessment of the Provisional LTP2, the 'fair' assessment of the fifth Annual Progress Report (APR) for the first LTP and the new DfT formula for allocating funding, the indicative funding for the second LTP was as follows:

Table 1: City of York provisional LTP2 funding allocations (December 2005)

£000s	2006/07	2007/08	2008/09	2009/10	2010/11
Integrated Transport	4,478	3,681	3,471	3,230	2,956
Structural Maintenance	1,386	No allocations set for years beyond 2006/07			
De-trunked roads maintenance	514	Application for funding for 2006/07 only			

6. Due to the changes in the formula used by the DfT to calculate the levels of integrated transport funding for local authorities, the indicative allocations for integrated transport in York for the LTP2 period were lower than the level of funding received for integrated transport in the first LTP period.

Table 2: LTP funding comparison

£000s	2004/05	2005/06	2006/07
Integrated Transport	4,840	4,900	4,478
Structural Maintenance	1,462	1,325	1,386

Finalised second LTP

7. The 'City of York's Local Transport Plan 2006 – 2011' was submitted to DfT and the Government Office for Yorkshire and the Humber (GOYH) by the required deadline of 31 March 2006. The revised plan was prepared taking full account of the DfT's appraisal of the Provisional LTP2 and its suggestions for improvement. It was also revised to reflect the reduced funding shown in Table 1.
8. A report on the final LTP2 was approved by the Executive on 21 March 2006.
9. In addition to the submission of the final LTP2 in March 2006, the council was also required to submit a Delivery Report on the first LTP in July 2006.
10. The possible classifications that could be given by the DfT for the final second LTP ranged from 'excellent', 'good', 'fair' or 'weak'. The final Local Transport Capital Settlement was received in letter from GOYH, on the 18 December 2006. This stated that the City of York's final second Local Transport Plan had been assessed as '**excellent**', demonstrating that a very high standard of transport planning had been evidenced (see Annex A for extract). The Delivery Report classifications that could be given ranged from 'excellent', 'very good', 'good' or 'satisfactory'. York's Delivery Report was assessed as '**very good**'. Consequently, the integrated transport allocation for 2007/08 was given a +12.5% uplift, and subsequent years indicative funding was also increased as shown in Table 3.

Table 3: City of York's Local Transport Plan integrated transport funding allocation (December 2006)

£000s	2007/08	2008/09	2009/10	2010/11	Total
'Final LTP2' allocation	4,141	3,737	3,374	2,986	14,238
Increase on 'Provisional' allocation	460	266	144	30	900
Structural Maintenance	1,419	No allocations set for years beyond 2007/08			
De-Trunked Roads Maintenance	750	Application for funding for 2007/08 only			

11. In addition to the LTP integrated transport funding allocation, an additional source of funding has been made available by DfT from revenue received nationally from the Safety Camera Partnership income. The road safety elements of the final second LTP have also been assessed as being excellent, attaining the further funding allocation as shown in Table 4. This has resulted in an increased share of the Safety Camera monies.

Table 4: City of York Council's additional road safety funding allocation derived from the safety camera partnership national income

	2007/08 confirmed	2008/09 confirmed	2009/10 indicative	2010/11 indicative	Total
	£000s	£000s	£000s	£000s	£000s
Capital	45	44	43	42	174
Revenue	202	197	194	191	784
Total specific road safety grant	247	241	237	233	958

Note: In addition to the above, a national allocation of £1.65 million has been made to the Highways Agency to continue participation in local road safety partnerships.

Corporate Priorities

12. The Local Transport Plan is integral to the Council's 13 Corporate Priorities for 2006-2009 as set out in the Council Plan for 2006/07. In particular, it is the primary policy and driver for achieving Priority IS2 'Increase the use of public and other environmentally friendly modes of transport'.
13. LTP2 also has a major role in achieving the objectives of the city's 'Without Walls' community strategy. Under 'The Inclusive City' theme, LTP2 will identify and remove some of the barriers that make it difficult for people to access services and participate fully in the life of their neighbourhood and city. Under 'The Sustainable City' and 'The Healthy City' themes, LTP2 will seek to widen travel choice for more sustainable forms of transport and encourage people to adopt a more healthy lifestyle through moderate exercise such as walking and cycling, as a supporting role to IS7.

Implications

Financial

14. The increased funding allocation provides the council with additional resources from those originally envisaged to implement the aims, policies and measures within the LTP2. The additional funding has been included in the capital programme for 2007/08 to 2010/11. Details of the schemes to be undertaken in 2007/08 will be presented for approval to the City Strategy EMAP on 26 March 2007.

Human Resources (HR)

15. There are no human resource implications for the Council.

Equalities

16. There are no equalities implications.

Legal

17. There are no legal implications other than those to be expected for implementing projects in the Capital Programme.

Crime and Disorder

18. There are no crime and disorder implications.

Information Technology (IT)

19. There are no new information technology implications.

Property

20. There are no property implications.

Risk Management

21. There are no issues relating to risk management to report.

Recommendations

22. Members are asked to note the contents of this report, and that the detailed transport capital programme for 2007/08 will be presented for approval at the City Strategy EMAP on 26 March 2007.

Contact Details

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Bill Woolley
Director of City Strategy

Report Approved



Date 14 Feb 2007

Specialist Implications Officer(s)

Financial Implication
Patrick Looker
Finance Manager – City Strategy
Tel No.551633.

Wards Affected

All



For further information please contact the author of the report

Background Papers:

Full Guidance on Local Transport Plans

The Council Plan 2006/07

The City of York Local Transport Plan, 2006 to 2011

Reports to Committee:

- 7 January 2004 – York’s Second Local Transport Plan
- 6 October 2004 – DfT Guidance on Second Local Transport Plans and Accessibility Planning
- 25 July 2005 - Provisional Local Transport Plan Submission – 2005/06 to 2010/11
- 7 February 2006 - Local Transport Plan 2006 to 2011

Annexes

Annex A – The Local Position

THE LOCAL POSITION

Second Local Transport Plan

Each of the final second Local Transport Plans has been classified as excellent, good, fair or weak. Your final Local Transport Plan has been assessed as being **excellent**.

The excellent classification means that a very high standard of transport planning has been evidenced.

Annex 1 contains details about the assessment made of your plan and further information about the assessment process is being published on the Department for Transport website (link as above).

Delivery of the First Local Transport Plan

Each of the Delivery Reports about first Local Transport Plans has been classified as being excellent, very good, good or satisfactory. In your case, delivery was assessed as being **very good**.

Very good to satisfactory delivery was demonstrated by the wide range of authorities that were not assessed as excellent but which showed at least a satisfactory range of achievement across the strategy areas.

Your particular Delivery Report demonstrated strong delivery in a number of strategy areas, and a positive overall impact on local transport in your area. Your performance puts you in the top half of authorities nationally.



Executive**27 February 2007**

Report of the Director of City Strategy

Quality Bus Controls**Summary**

1. This report presents the options available to local authorities to improve the quality of local bus services. It sets out the current legislative and legal framework for partnership working with bus operators to improve the reliability of bus services. It also outlines the Government's recently announced proposals for strengthening Quality Partnerships and their potential impacts on local bus services.

Background

2. At the full Council meeting in January 2006 a motion was proposed and referred for consideration by the Executive, without substantive debate "noting, with concern, the significant fare increases introduced in York from 1 January 2006 by First Buses; particularly the 66% increase in child fares to £1 minimum". The motion continued "We believe these increases significantly undermine the progress made in shifting the proportion of travel journeys away from the private car in favour of public transport in the City, and we have serious concerns that the Local Transport Plan (LTP) targets for 2006 to 2011 to reduce congestion, improve air quality, and increase bus usage will not be achievable as a result of the impact of such sharp fares rises." Members noted "that Department for Transport guidance was issued in January 2005, making it easier for local authorities to develop Quality Contract Schemes and that other local authorities are looking to implement Quality Contracts in areas served by First Buses". Council called upon the Executive Member for Planning and Transport to bring a paper to the Executive, examining the case for a formal application for a Quality Contract and examining any other measures that will ensure the continued growth of bus patronage needed to meet Local Transport Plan targets.
3. Since 1986, outside London, local bus services have largely been operated commercially by private companies. Local authorities have had little influence or control over the standard of service, including vehicles, emissions, routes, frequencies, fares, information or customer care, which is provided by bus companies. Similarly, bus operators have no control over factors which can influence the attractiveness of their services, in particular traffic management, bus priority, bus shelters and signage.

4. Quality Bus Partnerships (voluntary and statutory) and Quality Contracts were established under the Transport Act 2000 to encourage local transport authorities and operators to cooperate to improve the attractiveness of bus services. Through a Quality Partnership Scheme, either in a whole district or on particular bus routes, the partnership is a means to ensure that both parties will deliver specific improvements.
5. The Department for Transport published its White Paper, *Putting Passengers First*, in December 2006, which set out its proposals for inclusion in a draft Road Transport Bill to strengthen the role of Quality Partnerships and to make it easier for local authorities to introduce a Quality Contract, provided certain conditions are satisfied.
6. Bus patronage in Britain has been in decline since the 1950s, throughout periods of both public and private ownership. This is attributable to several causes, some of them complex and inter-related. Since 1998 bus patronage has increased slightly in Britain but this is has been largely due to growth in London. Outside of London bus patronage has continued to decline with the exception of a small number of towns and cities, including York.
7. The Government now anticipates that bus patronage will nationwide grow until 2010 due to the provision of free travel for disabled and older people but will then revert to its long term decline unless further action is taken. Bus patronage in York has increased from 9.58 million passengers in 2000/01 to 14.3 million passengers in 2005/06. The recent growth in York's bus patronage is likely to be partly attributable to concessionary travel (at a low flat rate from 2004 and now free), although the revival in bus patronage pre-dates this, therefore it is also attributable to other factors. These other factors include;
 - New vehicles with improved accessibility and comfort introduced by Arriva, First, Reliance, Yorkshire Coastliner, East Yorkshire Motor Services and Harrogate Coach Travel, accounting for approximately 85% of the local bus fleet (the national figure for accessible bus services is 55%);
 - Simplified route, timetable, ticketing and branded network introduced by First in 2001, with improved frequencies on main routes;
 - New shelters, poles, flags and raised kerbs at stops throughout the city;
 - Improved information, including real time on displays selected routes, internet journey planner, telephone call centre and on-street electronic information points; and
 - Bus priority measures, particularly in Tadcaster Road, Hull Road and Malton Road.
8. Since this motion was proposed, CoYC have decided to re-launch the YOzone card. The YOzone card is issued by the council as a proof of age card and facilitates discounts on some bus services in the city. First have announced that they will be providing a 50p single fare for card holders on most services from 5th March.
9. Fares are only one element of the public transport offer, and other elements may be of equal or greater importance. Market Research carried out during

preparation of the Council's Local Transport Plan for the period 2006 to 2011, identified the following aspects of service provision as important influences on customer choice, amongst the 47% of respondents who did not consider their area already adequately served by public transport:

- Cheaper fares (8%)
 - More frequent buses (14%)
 - More reliable journey times (8%)
 - More routes (8%)
 - Quicker journey times (8%)
10. 73% of respondents also acknowledged experiencing difficulty in knowing when and where buses operate, whilst 67% reported difficulty reaching their destination from bus stops, and 61% reported difficulty with waiting for a bus. Another 61% reported difficulty getting on and off buses
 11. City of York Council is committed to the development and implementation of an integrated bus network that offers value for money. The following paragraphs outline the mechanisms that are available to local authorities to improve the quality of local bus services.

Voluntary Quality Bus Partnership Agreements

12. A Quality Bus Partnership Agreement (QBP) is a voluntary agreement between a local authority or local transport authority, at least one bus operator and any (optionally) third parties. It can range from a simple document detailing heads of agreement to a legally binding comprehensive document.
13. Quality Bus Partnerships are agreements whereby local authorities can prescribe quality standards to be met by bus operators when using facilities provided by the authority. In a voluntary partnership, there is no recourse if one party fails to deliver on its commitments.
14. Voluntary quality bus partnerships are in wide existence across the country and is the model for partnership working between the local authority and bus operators used in York. The York QBP was established in December 2001, following Member approval in September 2001, and most local operators, the elected Member transport portfolio holder and opposition transport spokesperson and representatives of bus users participate. The terms of reference for the York QBP can be found in Annex A.
15. City of York Council has discussed re-launching the Quality Bus Partnership. The re-launch would include redefining the aims and objectives of the group and integrating Punctuality Improvement Partnerships into the QBP agreements.

Quality Partnership Scheme

16. Transport authorities have the power to introduce a statutory Quality Partnership Scheme (QPS), following consultation with operators and other relevant organisations. Under a QPS the local transport authority provides

facilities, such as bus lanes and shelters, and sets the standard of services to be observed by bus operators as a condition of using these facilities. It has to contribute to the implementation of the bus strategy contained in the Local Transport Plan (LTP).

17. A QPS can be for a particular corridor, area or route and could include the introduction a range of improvements such as bus priority, new vehicles, shelters and information, at the outset of the scheme.
18. A QPS has to be open to any operator to join. The bus operator needs to give an undertaking to the traffic commissioner to provide the required standard of service in exchange for the right to use the facilities provided under the Scheme. No operator, however, is bound to participate in the scheme, but those that do not are excluded from using those facilities. A QPS does not allow for service frequencies, fare tables or timetables to be specified or controlled.
19. A QPS must also satisfy the competition test in Schedule 10 of the Transport Act 2000. This requires that any restrictions on the freedom of suppliers to compete with one another are outweighed by the benefits accruing from these restrictions.
20. In the recently published White Paper, *Putting Passengers First*, the Government is proposing that statutory schemes could specify minimum service frequencies, co-ordination of timings and maximum fares. It also proposes that quality improvements could be phased in over time, rather than needing to be in place at the outset as at present.

Quality Contract Scheme

21. Local authorities can currently only introduce Quality Contract Schemes with the permission of the Secretary of State for Transport. The Secretary of State can approve this only where it has been demonstrated that this is the “only practicable way” to implement elements of the LTP bus strategy that the proposal satisfies a range of conditions (see para. 40) and is in the interests of the public. To date this test has been too difficult for local authorities to achieve and although some Quality Contracts are under consideration, none have been implemented or formally applied for or implemented.
22. Quality contracts enable the local authority to suspend the deregulated bus market in a defined area and for a defined period of time of up to 10 years. The local authority then has to invite tenders for exclusive rights for an operator to run a service to the standards specified by the local authority. Although the advantage is that the local authority can set the standards if they are set too high there may not be any bus operators that are willing or able to run these services profitably. Affordability and best value issues for any public funding required is one of the conditions which has to be satisfied.
23. The Government is proposing in its White Paper that the “only practicable way” test is replaced with more achievable “public interest” criteria. The Department for Transport (DfT) is proposing that the criteria should include:

- The local authority has a fully costed plan to improve bus services in a measurable way. This should aim to improve bus vehicle speeds on key parts of the road network and contribute to other objectives, such as improving the environment;
- It should represent good value for money;
- There should be good governance arrangements for the contract; and
- The scheme will be supported by wider demand management and bus priority measures.

Punctuality Improvement Partnerships

24. A key issue for bus users is the reliability and punctuality of bus services. The DfT and the Bus Partnership Forum have stated that bus operators and local authorities should set these up as soon as possible. The initiative for a Punctuality Improvement Partnership (PIP) can come from either partner.
25. Under a PIP bus operators have to share their punctuality data with local authorities. In partnership they identify trouble spots on routes, plan and implement remedial action.
26. One incentive for bus operators to participate in PIPs is because the Traffic Commissioners, in deciding penalties for poor performance, take into consideration action taken through PIPs. It is also in their interests due to efficiency and service attractiveness benefits derived from improved and more consistent journey times. This can lead to reduced costs and increased revenue, reducing pressure to increase fares. Local Authorities also have a strong incentive to participate because they have targets for bus punctuality in their LTP2. York's target is (Performance Indicator 6A) for 88% of bus services starting on time and 32% arriving on their time timing point by 2010/11. In addition, the Network Management Duty Guidance issued by the Secretary of State for Transport under Section 18 of the Traffic Management Act 2004 states (para 63):

"Where necessary, LTAs should work with the relevant parties, including Traffic Commissioners and bus operators, in formulating and implementing improvement plans for bus punctuality."

27. Whilst Traffic Commissioners can take action against bus operators for their failure to run reliable and punctual services, currently there is little data available to identify and act on poor performance. Moreover, local authorities can make the most significant contribution to improving bus service reliability through the introduction of bus priority and traffic management measures.
28. The DfT is proposing that operators will have to provide performance data to their Local Traffic Commissioner and that local authorities will be held to account for their contribution to the punctuality and reliability of local bus services.

Consultation

29. No external consultation has taken place on this discussion report, although the views of the York Quality Bus Partnership are reported.

Options

30. This section describes the options available to local authorities to improve the quality of local bus services. Each section also outlines any changes to these mechanisms that are being proposed by the Government in its recently published transport White Paper. The options are;
 1. Maintain and develop the current voluntary Quality Bus Partnership;
 2. Introduce Punctuality Improvement Partnerships (PIP) with bus service providers.
 3. Introduce Quality Partnership Schemes on key corridors and routes;
 4. Establish a Quality Contract arrangement;

Analysis

31. This section explores in more detail the applicability of each option to improving the quality of bus services in York.

Voluntary Quality Bus Partnership

32. The current York QBP has been instrumental in achieving a step change in the provision of bus services across the city. Its usefulness and impact has, in recent times, been overtaken by the performance of other QBPs in other parts of the country and recently proposed legislative changes. The members of the Quality Bus Partnership have recognised this and at the last meeting agreed to work together to develop a Punctuality Improvement Partnership (PIP). The voluntary QBP remains a valuable forum for discussing progress on mutually advantageous projects, such as real time information and resolving traffic management issues.
33. Fares currently cannot be agreed through a QBP as this would be considered an anti-competitive practice. The Government's White Paper proposals for voluntary QBPs include specifying maximum fares, timings and frequencies.

Punctuality Improvement Partnerships

34. More reliable and quicker bus services are cited by York residents as important factors, indicating that priority ought to be given to measures to improve reliability. In addition, a move towards a PIP would also have the support of the operators who participate in York's Quality Bus Partnership. Arguably more reliable and faster bus services can achieve higher occupancy levels, therefore reducing the cost to operators, which maybe passed onto customers in terms of lower fares.

35. The Government is proposing to strengthen the role of PIPs by establishing a new performance regime in which punctuality data will need to be collected and reported to the local Traffic Commissioner by bus operators. Local authorities, under the new proposals, also will be held to account for their contribution to the reliability and punctuality of local bus services. In addition local authorities will have to provide evidence at inquiries into poor punctuality. Failure to improve punctuality could result in penalties under the new proposals, including prohibiting a badly performing operator from running on specified routes.
36. The Transport White Paper is explicit in that local authorities will be accountable for punctuality, which will be linked to the Traffic Management Act (2004) and the new performance framework for local areas, announced in the Local Government White Paper.

Statutory Quality Partnership Scheme

37. Statutory Quality Partnership Schemes might benefit bus services in York, particularly under the new proposals which are likely to allow the inclusion of timings, service frequencies and maximum fares. The new arrangements will also allow quality improvements, such as bus priority, to be phased in over time, rather than all measures taking effect from the same date.
38. Consultation with bus operators would need to take place before a statutory QPS can be introduced. It is likely that this will be an extremely protracted process and the council may be subjected to legal challenge.
39. A potential outcome could be that establishing a higher threshold for bus quality might lead to some of the smaller operators leaving the market and also deter other market entrants. This could further consolidate the York bus market in the hands of one operator. The benefits of this approach may therefore be limited.

Quality Contract

40. To introduce a Quality Contract Scheme, an application has to be made to the Secretary of State. The application must include the detailed proposals, demonstrate that it is necessary as the only practicable way of delivering the Council's bus strategy, provide evidence that it meets best value requirements to be economic, efficient, and effective, be consistent with central and local Government's shared priorities of improving accessibility, congestion, road safety, and air quality, include proper plans for an orderly transition, and show integration and linkages with other Local Transport Plan policies. In particular the Government guidance indicates that combining a Quality Contract proposal with proposals for congestion charging will improve the chances of an application being successful.
41. Preparation and implementation of an application would take some considerable time (estimated minimum two years) and expense and would carry with it low probability of the application succeeding. As one of the few places in the United Kingdom that has already achieved significant bus

patronage growth in recent years (45% over the life of the first Local Transport Plan), York's prospects of making a successful application are considered likely to be very poor. Another factor which must be considered is that any proposal which seeks to alter the current equilibrium, either by reducing the cost of bus travel to users, by increasing the resources required to provide the desired network of services, or by otherwise improving service quality will have a continuing financial implication, which the Council would have to address.

42. The proposals outlined in the Government's Transport White Paper have the potential of making a Quality Contract Scheme in York a more likely prospect. The replacement of the "only practicable way" test with a public interest test and the replacement of the Secretary of State's approval with a framework for approval of schemes increases the probability of a successful application. The proposals do not, however, change the context of relative success in York of significant improvements to the quality of bus services and their level of patronage, which would continue to undermine the case for a Quality Contract.

Corporate Objectives

43. Partnership working with bus operators can directly contribute to the second of the council's thirteen priorities; "IS2: Increase the use of public and other environmentally friendly modes of transport". By improving the quality, in particular reliability, frequency, information and timings of bus services more people are likely to be attracted to their use.
44. Working in partnership is also outlined as a key element of York's second Local Transport Plan (LTP2), in particular its bus strategy, which details the priorities for the Quality Bus Partnership as;
 - "Developing integrated ticketing;
 - Providing training for all drivers and staff on disability awareness;
 - Standardising service change registrations to a maximum of four agreed dates in the year;
 - Providing service times, routes and fares information at every bus stop;
 - Proactively marketing services to increase patronage levels; and
 - Supporting an integrated and cost effective information service."
45. In terms of improving punctuality the city's LTP makes a commitment to; "...work with operators to identify problem locations and seek to improve reliability at these locations through:
 - BLISS – 'Invisible' bus priority at traffic signal controlled junctions;
 - Bus lanes and bus gates;
 - Better enforcement of traffic regulation orders;
 - Stop design through the removal of full width lay-bys and the introduction of bus boarders; and
 - Reducing the number of cars using the road network by encouraging modal shift to more sustainable modes."

Implications

46. The implications for this report are:

- **Human Resource-** The Voluntary Quality Bus Partnership and development of a Punctuality Improvement Partnership can be facilitated within the existing resources within the Transport Planning Unit. Pursuing research, development and potential implementation of either a Quality Partnership Scheme or Quality Contract Scheme will require significant resources which it is likely will amount to approximately one full time post over a period of 2 years. The costs of this would be circa £40k per annum of which there is no budget. If Members were to accept this option a further report would need to be taken to determine the detailed costs of the proposal considering options of how this could be funded.
- **Financial** – See above paragraph.
- **Equalities** – Improving quality, in particular new low floor buses, awareness training for drivers and better information at stops, can contribute to improving access to services for the disabled. Consequently, agreeing to the recommendations has the potential to lead to improved outcomes for York residents with disabilities.
- **Legal** – There are currently no legal implications. Pursuing a statutory QBP or a Quality Contract would require a legal input, particularly in terms of the risk of non-delivery of any elements of an agreement by the Council.
- **Crime and Disorder** – There are no implications.
- **Information Technology (IT)** – There are no IT implications
- **Property** - None
- **Others** - None

Risk Management

47. As outlined above, the only identifiable risk to the council is failure to deliver elements of an agreement with local bus operators. This rests on the deliverability of commitments, which will be determined by their cost and public acceptability. To illustrate this, bus priority is likely to be required as part of a PIP but the cost may be prohibitive due to changes to LTP funding or pol unacceptable due to practical problems or local resident objections to a bus priority scheme.

Recommendations

48. The Executive is recommended that:

- a) Preparation for a Punctuality Improvement Partnership (PIP) is carried out by officers in advance of the Road Transport

Bill's passage through Parliament in preparation for a strengthened PIP to be introduced in York in 2008. This will be delivered through the existing voluntary QBP.

- b) Officers present to the Executive Member for Transport and Planning detailed proposals for a PIP following consultation with the QBP.

Reason: to improve the efficiency and attractiveness of bus services, in particular in comparison to the private car; and to meet the expected more stringent requirements of the Traffic Commissioner in terms of improving punctuality.

Contact Details

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Report Approved

Date 15/2/07

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Wards Affected:

All

Background Papers:

York's LTP1 Delivery Report
Quality contract Schemes for Bus Services Guidance Note, DfT, 2005
Putting Passengers First White Paper, DfT, 2006

Annexes

Annex A York's QBP Terms of Reference

Terms Of Reference For The Quality Bus Partnership Board

Role Of The Board

Quality Bus Partnerships establish close working relationships between bus companies and local authorities with the aim of improving bus services. In York it is intended that the Partnership includes active participation by bus users and the business community who will be represented on a Quality Partnership Board steering the Partnership. The Board will meet quarterly -

- to review progress of the Partnership toward its stated aims
- to give feedback to bus operators and Council officers on the effectiveness of bus services
- to review the outcome of York's performance against Government set Performance Indicators for bus services
- to review progress with the Council's Local Transport Plan as it affects bus services
- to set targets and objectives for the future provision of bus services

Membership

The Board will be Chaired by Roland Harris, outgoing Chief Executive of the York & North Yorkshire Chamber of Commerce

Other Members

City of York Council Executive Member for Planning & Transport,
City of York Council Service Spokesperson for Planning & Environment
City of York Council Shadow Executive Member for Planning & Transport
Representative Of York & North Yorkshire Chamber Of Commerce
Representative Of National Federation of Bus Users (York Branch)
Representatives Of Participating Bus Companies

The Quality Partnership Board will be attended by officers of the City of York Council

The Board may seek to invite other bodies or agencies to join the Quality Partnership Board

Meeting Procedure

The venue for the meeting will be the Chamber of Commerce 20 George Hudson Street, unfortunately owing to a prior booking this venue will not be available for the inaugural meeting .

The public will be free to attend, the meeting agenda being published 2 weeks before the meeting

Agendas and minutes will be produced by the City of York Council

The Council and participating bus companies shall each produce and publish a report updating the Board on progress with the Annual Action Plan. The report to be available at least two weeks prior to the meeting.

The following basic agenda structure shall be

- Apologies, Minutes, Matters Arising
- Review Council, bus operators progress on Action Plan
- Report back from the Bus Development Group
- Issues raised by Board members
- Review reliability performance indicator and set targets for the next quarter
- "Have your say" an opportunity for the public attending the meeting to contribute to the Board

Minutes will be circulated within 2 weeks of the meeting

Confidentiality

The Board will observe the need for commercial confidentiality. The agreement of Action Plans with individual companies will be carried out in private without the attendance of the public or other bus companies. Approved Action Plans will however be made public.

Any information provided by bus companies relating to fare income or passenger use on individual bus routes will be considered commercially confidential and will only be discussed by the Board on this basis.

Scrutiny

The Council's Scrutiny Board (Partnerships) will assess the effectiveness of the Quality Bus Partnership in meeting Citizen's aspirations. The Scrutiny Board will consider the current progress with the QBP at its meeting in March 2002.

Aims Of The Partnership

Effective public transport is vital to the quality of life and economic vitality of York. It can only be achieved if commercial transport providers and public bodies work closely together.

The York Quality Bus Partnership is a public commitment made by bus operators and City of York Council to maintain and improve the provision of bus services in the City

The Quality Bus Partnership seeks to co-ordinate investment and service development between the partners to improve services to the customer. The Partnership is not a formal partnership under the Transport Act 2000 since it does not restrict access to any facilities to Partners' vehicles. As facilities are developed, the Partners may seek to enter into a partnership under the Act in respect of access to those facilities.

The Quality Bus Partnership shall offer bus users and local business the opportunity to assist in the planning and delivery of bus services setting standards for service delivery and identifying future development. The Partnership will assist bus operators understand new developments and business opportunities in the City.

The Quality Bus Partnership shall comprise

- A Partnership Memorandum jointly signed
- A Quality Bus Partnership Statement jointly published by the partners and displayed for customers at key bus interchanges
- A Quality Partnership Board comprising elected Members of the Council, representatives of bus passengers and business and representatives of bus companies which will meet quarterly to discuss the performance and development of bus services bus priorities, highway infrastructure and passenger facilities.
- A Bus Development Group comprising representatives of the bus companies and Council officers who will oversee bus service development projects
- An Annual Action Plan agreed with each company comprising targets and actions for the forthcoming year.

Partnership Memorandum

Public Transport Quality Partnership Between City of York Council and > Bus Company <

The City of York Council and > bus company< share a common objective: to encourage greater use of public transport in and around York both to reduce problems caused by traffic congestion, to improve the environment and to meet the social need for transport.

The Partners recognise that, within the current regulatory framework, the provision of high quality, reliable, accessible public transport can best be achieved through a partnership approach. The partnership would explore opportunities to co-ordinate investment, implement complimentary initiative and adopt best practice. We have therefore formed a Public Transport Quality Partnership.

We wish to work in close co-operation to achieve our common objective and we believe that this can best be achieved by adopting the following Quality Partnership Statement for publication to the travelling public.

To ensure close co-operation, the parties to the Quality Partnership agree the following

The Council working with bus operators

The City of York Council will consult with > bus company< on all development and highway matters which influence demand for and operation of bus services.

The City of York Council will provide > bus company< information about planned roadworks and other events which influence bus services.

The City of York Council will make available to the bus operator on request transport data and research to assist the planning of services

The City of York Council will involve the partners in the development and implementation of the Local Transport Plan for York

The Council will give the fullest consideration to the promotion of bus access to the city centre in the implementation of its off street city centre car park policy

The City of York Council will involve the partners in the development and implementation of the Local Transport Plan for York

The Council will involve bus operators in the planning, design and implementation of projects to develop bus services through the Bus Development Group.

Bus operators working with the Council

>bus operator< will consult the Council at least 14 days prior to registration of any alteration to bus services or change in bus fares, where such changes arise due to emergency circumstances arise, the company will use its best endeavours to consult the Council as early as possible

>bus operator< will consult the Citizens affected by any proposal to alter the route of bus services

>bus operator< will notify the Council at least 14 days prior to any change in bus fares and will issue a press statement explaining the reason for the increase at least 7 days before the increase.

>bus operator< will notify the Council of any significant changes in the vehicle fleet which might affect the capacity and accessibility of the bus service and its impact upon air quality in York

>bus operator< will monitor and periodically report on the reliability of their services

The Council agree to respect the commercial confidentiality of information supplied.

Bus operators and the Council working together

The Council and >bus operator< will agree actions to improve the operational reliability and customer care elements of bus service delivery

The Council and >bus operator< will agree joint actions to ensure bus passengers and potential passengers are provided with information about bus services

The Council and >bus operator< will agree actions to promote the awareness and use of bus services amongst current non users

Consulting With Users

The City of York Council and >bus operator< will meet regularly with local representatives of the National Federation of Bus Users and will participate in bus users surgeries to receive passenger

feedback on bus services with a view to modifying the services to better meet customer requirements. The partners will work with the local business community to develop services which support the economic vitality of the city.

An Open Approach

The Partners will meet at least quarterly to review the progress with the Partnership the meeting being subject to public access under the Access To Information Act provisions. The partners will issue bulletins informing the public of the progress and performance of the bus service and the implementation of bus priorities and infrastructure projects.

Planning & Targets

In order to achieve these objectives, the Partners will agree and seek implement an annual Action Plan.

For the avoidance of doubt, we do not intend to bind ourselves in any way by entering into this document and it is not intended to be legally enforceable. Nothing in this memorandum or the Action Plan shall be deemed to constitute either parties as the agent of the other or to allow either party to hold itself out as acting on behalf of the other.

The Quality Partnership Statement

The following statement will be displayed at key bus interchanges throughout the City

Quality Bus Partnership Statement

The City of York Council and >bus company< are jointly committed to encouraging the use of public transport in and around the City of York in order to help citizens get around more easily, to reduce the effects of traffic congestion, to contribute towards the economic vitality of the City and to assist with improving air quality by reducing any harmful content of exhaust emissions.

The Partners value transport users as customers and will work together towards the shared aim of developing high quality public transport services in York.

To achieve this we will-

- ensure our buses are driven safely and considerately and our staff are helpful and courteous to all customers
- ensure customers are able to readily access information on how to use bus services
- do everything in our power to ensure that all advertised bus services operate on time. If the bus company fails to provide an advertised service through circumstances within its control, they will issue a free journey voucher.
- monitor and periodically report to users on the reliability of bus services
- review bus services taking into account customer comments, to ensure they best meet customer's travel needs
- introduce high quality, easy access buses together with accessibility improvements at bus stops
- develop and implement traffic management schemes giving buses priority over private cars
- improve passenger waiting facilities at popular bus stops
- explore innovative ways of using new technology to make travel easier and to reduce congestion and pollution



Executive**27 February 2007**

Report of the Director of City Strategy

Park and Ride Bus Contract Options**Summary**

1. This Report examines options for the procurement of the park and ride bus service. Members are asked to decide which option should be progressed to enable a contract to be prepared to operate the service for the next 5 years with possible extension for a further 3 years. The vision for the future of the park and ride operation is included and issues which will affect the operation of the service during the lifetime of the contract identified. The report recommends that the service is tendered using the European Union restricted route and an extension of the existing contract is negotiated with First York to cover the period until the new operation commences.

Background

2. First York have been contracted to provide the park and ride service for the city since 1995. Contracts for the park and ride operation were tendered in 1995 and 2000. Following detailed negotiation the current operation commenced in April 2002. The existing 5 year contract was signed in August 2002 but back-dated to commence on 1st April 2002.
3. Owing to the additional benefits, such as service integration, which accrue from continuing with the existing supplier the possibility of extending the contract by negotiation for a further 5 years was investigated. Procurement advice is that the contract is for a service concession and therefore not necessarily covered by the same procurement regulations as the provision of other services. However to meet the Council's own financial regulations and to ensure best value and transparency the contract should be tendered in accordance with EU procurement legislation.
4. To ensure that the most effective solutions for the service were presented to members for consideration a comprehensive review of the existing operation was undertaken. This has included the commissioning of consultants to review the service, undertaking a review of park and ride operations around the country, surveying the views of the park and ride users, visiting other park and ride sites and attending benchmarking groups. The review process has taken longer than originally anticipated but the thorough appraisal ensures that the

most effective options are presented to members. Although there are management and performance issues to address the service is currently operating successfully and therefore a delay in procurement is not considered detrimental.

Existing Service

5. The Council has operated one of the country's most successful Park and Ride services for over 20 years. The service currently operates from five sites around the city's ring road providing over 3,750 parking spaces. All sites operate 7 days a week (at least 7:00am to 8:00pm weekdays) with a standard 10 minute frequency service and longer opening hours for special events. 26 single deck buses (including 9 articulated vehicles) are currently used to provide the service throughout the week supplemented by additional buses at weekends and other peak periods. A carrying capacity of over 2400 passengers per hour is provided at peak times. Four of the sites are manned throughout the day to provide assistance to customers.
6. Patronage has grown every year since the start of the service with Park and Ride Ticket sales rising from approximately 500,000 per year in 1995 to 1 million in 2000. Subsequently ticket sales have increased more rapidly to 3 million by the end of 2006. The number of people using the park and ride service buses, including intermediate stops and trips from the city centre has risen even more substantially with the total number of passenger boardings increasing to over 4 million in 2005/06. **See Annex A**
7. The majority of passengers purchased standard return tickets (57%) with a further 8% of passengers using reduced fare smart cards which provide discount for regular use. Approximately 14% of passengers used day rover tickets indicating interconnection with other First services across the city. 7% of passengers purchased single tickets. The number of North Yorkshire concessionary fare journeys have risen by approximately 60% since April 2006 and now represent approx 10% of all trips.

Annual Park and Ride Ticket Sales

	2005	2006	Increase %
Askham Bar	615,437	655,934	+6.6
Grimston Bar	501,343	539,781	+7.7
Rawcliffe Bar	770,903	887,765	+15.8
Monks Cross	365,301	460,484	+26.1
Designer Line	368,928	489,512	+32.7
Total	2,625,045	3,038,953	+15.8

8. In accordance with the agreement with First the fares have increased from £1.60 per adult for a return journey in 2002 to a current level of £2.00.
9. The Council receives a licence fee from First for the right to operate the service; the fee has increased annually in line with the Retail Price Index and increase in parking capacity with the introduction of the Monks Cross site. The operator is responsible for the provision of supervision, payment of business rates (approx. £130k), routine maintenance and utility charges. The service is

run on a commercial basis with the operator receiving all fare revenue. The council employs a full time Park and Ride officer and has a revenue budget of £62k in 2006/07 for operational items not included within the contract, such as marketing, repairs of plant and equipment and sewerage costs at Rawcliffe Bar.

Park and Ride Customer Satisfaction Survey

10. A customer survey undertaken in December 2006 collecting the views from over 2,500 passengers shows that the service overall has a high satisfaction rating. A survey of non-park and ride users is currently being undertaken to ensure that the views of potential customers are also used to prepare the new specification. The following headline information came out of the Park and Ride user survey:
 - i.* 86% of travellers assess that the Park & Ride service is good or excellent and only 1% consider it poor or very poor.
 - ii.* 32% of weekday park and ride users are residents within the City of York Council area (17% at weekends).
 - iii.* 60% of respondents indicated that the main reason they used the service was because it was cheaper than the alternative or because of the cost of car parking.
 - iv.* 85% of the people surveyed had parked at the site – the remainder had walked (10%), cycled (1%), been dropped off (2%) or arrived by bus (2%).
 - v.* 43% of all survey respondents were travelling alone although this increased to 65% for York Residents.
 - vi.* The primary purpose of 49% of weekday passengers was to travel to the city centre for a shopping or leisure activity (95% at weekends). 40% of weekday passengers were travelling to work (5% weekend).
 - vii.* 10% of the Park and Ride users who are York residents frequently use the service as part of a longer bus journey (31% occasionally).
 - viii.* 28% of weekend (8% weekday) travellers were using the service for the first time and 50% of weekday (10% weekend) used it more than twice a week.
 - ix.* 87% of passengers preferred single deck buses if capacity had to be increased.
 - x.* The most significant improvement requested for city centre stops was real time information (62%) followed by shelters (32%), maps showing routes (31%) and larger waiting areas (31%).
 - xi.* 62% of passengers would use a convenience store and 43% a café if they were available at the Park and Ride sites

Park and Ride Review

11. Transport Consultants (The TAS Partnership) were commissioned to review the existing service and provide options for the proposed new contract.
12. The general conclusion resulting from TAS's observations of the operation of the Park and Ride was that performance was acceptable and that the services were well used. However there was a view that the services were stale and in need of refreshing as
 - the vehicles used were between four and six years old;
 - branding was little changed from the launch date and sufficiently similar to the livery of the buses used on other First services to have little visual impact or differentiate the park and ride from other bus services;
 - not all the buses used on Park and Ride operations were appropriately branded and;
 - the capacity of the buses provided did not always meet requirements.
13. It was considered that supervision at the sites could be improved with better information concerning the reasons for delays being needed. In general there are reliability and bus service provision issues with the existing supplier which will need to be addressed in the new contract. The supplier does not always use buses fitted with the BLISS transponders which means that the real time information at bus stops is inoperative. Missing buses or services have also occurred which increases waiting times at peak times.

Review of Other Park and Ride Operations

14. A review of other park and ride operations undertaken by the TAS partnership indicates that York has one of the largest and most successful park and ride operations (2.6m passengers in 2005-06) in the country with only Norwich carrying more passengers (3.26m).
15. York has one of the very few park and ride services which operate on a commercial basis. Net support per passenger on the nine cities assessed in the TAS study varied from nil to £1.18. Detailed investigation of the cities where commercial services are indicated to operate suggests that most are in fact subsidised. Cambridge subsidises its operation by approximately £800k per year to provide the supervision/management at the sites.
16. The majority of park and ride services make a charge for bus travel, however the UK's largest operation in Norwich, with approx. £1.7m subsidy, is based upon a parking charge for a vehicle which also covers bus travel for up to 5 adults. Norwich are now committed to reducing the subsidy to zero over the next five years and are considering the introduction of a sliding scale charge for parking dependent on the number of passengers in each car.
17. The majority of services use single decked vehicles with double deckers used on some high patronage routes in Norwich and Cambridge. York is unique in using articulated vehicles on park and ride routes.

Existing Contract Arrangements

18. The current contract is based upon the operator running the park and ride service as a registered local bus service on a commercial basis paying the council a licence fee for access to the park and ride sites. The original contract was based upon the provision of a 10-15 minute service frequency from 07:00 to 20:00 Monday to Saturday from four park and ride sites and with a specified park and ride return fare.
19. A number of improvements to the service have been introduced by First based upon the commercial success of the operation and with the support of the Council including:
 - Sunday services at all sites
 - Extended operating hours at Askham Bar P&R site
 - Increased frequency of services (particularly Designer Outlet route)
 - Introduction of articulated vehicles to increase capacity.
20. The current agreement requires the operator to undertake litter collection, toilet cleansing, routine maintenance of the grounds and CCTV equipment, interior building decoration and routine building maintenance at all the park and ride sites except the Designer Outlet. Additionally the operator is responsible for meeting gas, electricity and telephone charges, water and sewage costs and paying non-domestic rates at all the park and ride sites except the Designer Outlet.
21. In contrast the responsibilities of the council are limited to repairing and maintaining all items of plant, equipment and other fixtures necessary to allow the provision of park and ride services from the sites. This split of responsibilities has not operated as effectively as it should during the period of the contract with a number of disputes relating to liability for repairs occurring. These issues could be resolved in the new contract with the introduction of a performance based regime or alternatively transferring the liability of these works to the Council.
22. The TAS study suggests that it is not unusual for the operators of park and ride services to be responsible for site cleanliness and for targets to be imposed. It is, however, atypical for the operator to be expected to bear the costs of heating, lighting, security, uniform business rate and water and sewage charges. These items are not part of the general remit of bus operators and there is a risk that a 'profit charge' will be added to cover the additional costs involved in taking responsibility for them. However the inclusion of these items within the contract will ensure better 'ownership' of the facilities and reduce the management responsibility of the council.

Future Operation

23. The future operation of the park and ride service depends on the delivery of the vision the council has for the service, the consequences of external pressures and the way the new contract is prepared.

Park and Ride Vision

24. The transport vision for York set out in the Local Transport Plan is for a City where traffic will be less congested and there will be cleaner air. The park and ride operation is a key element of the council's strategy to reduce car traffic within the city centre and improve air quality. The service already successfully removes over 1 million cars per year from the city centre. However it is anticipated that increased population, improved prosperity and higher visitor numbers will lead to additional city centre congestion in future years.
25. The city has a vision for the park and ride service to ensure that the benefits are maintained and enhanced in the future. The vision includes enhancements which will be delivered over the next 1-2 years, such as improvements to the city centre bus stops, and improvements planned to be delivered within 5 years, such as the provision of bus priorities along key radial routes. In addition a number of aspirations are identified, which it is anticipated will be implemented in the longer term, such as the provision of a new park and ride site on the A59 corridor. A summary of the improvements planned is included in Annex B.

External Pressures

26. There are a number of pressures which will affect the patronage of the park and ride service in the future irrespective of the option chosen for the new contract. They include the limited capacity of the existing park and ride car parks, possible reduction in council control of city centre parking, introduction of nationwide concessionary fares, condition of the site facilities, increased traffic congestion. Further details and analysis are provided in Annex C.

Future Proposals

27. The need to re-tender the park and ride operation presents an opportunity to re-launch an improved service to encourage more users and ensure additional traffic is removed from the city centre. The results of the TAS study, Customer Satisfaction survey and review of best practice across the country shows that there are a number of improvements which could be introduced. The improvements rely on changes to the operation/management of the service and enhancements to the infrastructure provision. Delivery of a step change in service provision relies on a strong partnership between the operator and the Council.

Infrastructure Improvements

28. As part of its commitment to the park and ride service the council is responsible for the supply and maintenance of the necessary infrastructure to ensure the service can operate effectively. It is proposed to fund the construction of any new facilities from the Local Transport Plan and section 106 contributions from developments in the city.
29. In the short term it is proposed to include a number of infrastructure improvements in the capital programme to enhance the quality of the service, reduce journey times and improve reliability. It is anticipated that these will include the provision of an office at the Designer Outlet, bus priorities along key radial routes, refurbishment of facilities at the sites and improvements to city centre park and ride stops.

30. It is also proposed to investigate and promote infrastructure improvements over the longer term including increasing the capacity at Askham Bar, the provision of additional sites on the A59 and Wigginton Road and extension of the No. 6 route into Rawcliffe Bar and Grimston Bar.
31. In addition to the proposed capital investment it is also proposed that the council works to enhance the operation of the park and ride service and increase patronage by encouraging car sharing to the sites, improving the sites as interchange points for rural bus services and improving interconnectivity with other bus services across the city.

Operational/Management Improvements

32. The new contract will allow the current management and performance issues to be addressed to ensure that the supplier provides a service to the quality required. This will include the provision of better quality management data indicating the number and type of passengers and information about waiting times and vehicle reliability. The specification will be enhanced to include customer care training and increased supervision. The contract will also be used to specify the quality of vehicles, minimum frequencies and opening times.

Consultation

33. Consultation on this report has been held with Procurement, Legal, Financial and Transport Planning to ensure that the proposals are acceptable. No external consultation has been undertaken but a customer satisfaction survey was carried out in December 2006 to determine the views of the existing users. An additional survey of non-park and ride users is being undertaken in February.

Options

34. There are a number of options and issues relating to the way the service could be contracted which are independent of the contract arrangement chosen. The options have been split into four main headings operational issues, operating methodology options, council/operator split options and specification options. A detailed analysis of each option is included in Annex E.

Operational Issues

35. There are a small number of issues which will be included within the contract which should be noted but have limited option for adjustment. These include interconnecting tickets, city centre car parking charges, registration & competition constraints and TUPE issues.

Operating Methodology Options

36. There are a number of fundamental changes to the operation of the service which could be considered. These include contracting each route separately, charging for car parking at park and ride sites, changing to cross city routes, concessionary fare charges and removal of intermediate stops.

CYC-Operator Split Options

37. There are a number of options for the development of the Park and Ride operation which are independent of the type of contract pursued. The split of responsibility for elements of the service needs to be clear before the service can be tendered. The following items could be the responsibility of the Council, the supplier or shared: maintenance, supervision, utility costs, business rates, technology, advertising/sponsorship, marketing and route branding.

Specification Options

38. The specification for the service will be critical in determining the quality of the operation and its commercial viability. If the level of service specified is too high then there is a risk that the operation will need to be subsidised by the council. The following main items will need to be included in the tender: fares, vehicle quality, frequency, operating hours, performance and monitoring and customer care.

Core and Optional Requirements

39. The results of the customer survey and increases in the patronage suggest that the Park and Ride service operates well. However there are underlying operational and quality issues to address within the new contract. The new contract must ensure that the most appropriate party is responsible for each area of the service.
40. In principle higher standard specifications within the contract relating to vehicle type, frequencies, operating hours, supervision etc. or additional restrictions on fares will mean a lower income likely to be received by the council. At enhanced specification levels it is possible that the service would become subsidised by the council as the revenue generated would not be sufficient to cover the additional costs. The revenue value of the operation to the council will be the result of a balance between fares, specification and income. To provide flexibility and ensure that the prices received for the concession are within the anticipated budget it is proposed to issue a core specification for the tenderers to price and a list of optional enhanced requirements which may be included if affordable. It is proposed to include the following headline items in the contract arrangements (See Summary in Annex D):

Core Requirements

41. It is proposed to include the following core requirements in the tender which represents the maintenance of the existing service with a few minor enhancements to ensure the quality of the service is improved.
- i.* The opening hours, minimum bus frequency and capacity will be similar to existing.
 - ii.* The operator shall be free to choose the vehicle capacity, with a minimum seating capacity of 41 seats, but double deckers will not be permitted.
 - iii.* The supplier shall be responsible for routine maintenance, cleaning, business rates and utility costs.
 - iv.* The operator will provide all supervision.
 - v.* The number of intermediate stops on the Designer Outlet route shall be limited to stops in Fulford only to ensure the express nature of the service is improved.

- vi.* The operator shall provide a dedicated Park and Ride manager/ supervisor covering all sites.
- vii.* The operator shall provide customer care training for the drivers and supervisors and undertake regular customer satisfaction surveys.
- viii.* The operator shall provide enhanced performance reporting.
- ix.* The contract shall include penalties for failure to achieve the performance standards.
- x.* The operator shall provide buses which meet Euro 4 emission standards as a minimum and be not more than 5 years old at any point during the contract.
- xi.* Park and Ride fares shall be fixed at the start of the contract at £2.00 for a return journey (varying with the transport price index).
- xii.* The operator shall participate in integrated ticketing arrangements (where available or proposed).
- xiii.* The operator shall provide transponders for vehicles and make use of the BLISS technology to manage the service including the on-board monitoring of headways for drivers.

Optional Requirements

42. It is proposed to include the following optional items within the tender and progress if affordable and practical after further investigation.
- i.* The operator shall provide site supervision at the Designer Outlet (subject to the provision of an office building)
 - ii.* The operator shall provide roving supervision for city centre stops at peak times.
 - iii.* The operator shall provide new buses which meet Euro 4 emission standards as a minimum at the start of the contract.
 - iv.* The operator shall provide cross city bus routes linking Askham Bar with Grimston Bar and Designer Outlet with Monks Cross.
 - v.* Park and Ride fares shall be fixed at the start of the contract and vary with the transport price index.
 - vi.* The operator shall extend the opening hours at Askham Bar to 11:00pm Monday to Saturday.
 - vii.* The operator shall extend the opening hours of all sites to include Boxing Day and New Years Day (Sunday service)

Contract Options

43. The TAS partnership were asked to investigate contract options which could be used for the Park and Ride service. The aim of the new contract is to improve the quality of the service, encourage patronage growth and ensure that the council receives the best return on its capital outlay at the sites. The proposed contract should create an environment where appropriate incentives and penalties encourage the operator to deliver the best possible service. It is proposed to specify a contract duration of 5 years with a 3 year extension dependent on performance.
44. Four main options have been investigated.

1. Continuation of the present arrangement under which the services are provided commercially and a fixed licence fee is paid to the Council to secure access rights to the park and ride sites;
2. A modification of the present system that retains the licence fee but introduces an element of revenue sharing between the Council and the operator dependent on increased patronage;
3. A contractual arrangement under which the council would take the revenue risk (and income) with the operator providing the specified service at a fixed price; and
4. A development from the contractual arrangement in option 3 with the operator taking the revenue risk, by providing the specified service at a fixed subsidy level but with an element of revenue sharing for revenue above an agreed base level.

Contract Options Analysis

Option 1

45. The existing arrangement (Option 1) is likely to provide a guaranteed income but does not enable the council to benefit from patronage increases. The quality of the service could be enhanced by introducing an improved specification, performance monitoring and enforcement regime including appropriate penalties. A minimum licence fee could be specified within the contract but the lack of benefit from increased patronage means that this option is not recommended.

Option 2 (Recommended)

46. With Option 2 it is anticipated that there would be a guaranteed income to the council, which could be included in the tender at a specified minimum level with an opportunity for more revenue if the number of users increased. It is likely that the revenue increases would only be realised after at least a year under the new monitoring regime to allow accurate comparisons with the starting position. Independent advice suggests that the council could only receive benefit from patronage increases on the contracted element of the service i.e. park and ride users only. The contract will need to identify the consequences of significant passenger number reductions.
47. The quality of the service could be enhanced by introducing an improved specification, performance monitoring and enforcement regime including appropriate penalties. The operator would have an incentive to increase the patronage as only a proportion of the increased revenue would be given to the Council. The Operator would carry the risk if the revenue fell below the contracted fee level. This option would be the simplest to tender and operate and is therefore recommended.

Option 3

48. Option 3 does not provide an incentive for the operator to increase patronage as the council would take all of the revenue and pay a fixed fee for the

operation of the service. This may discourage the operator from 'owning' the service and introducing innovation to encourage patronage growth. The specification would need to be very detailed to allow the supplier to accurately price the service. A rigid specification would allow only minor changes without the council incurring additional costs. There would be particular complications with distributing the revenue income generated from integrated tickets e.g. day rovers if the existing supplier was successful.

49. It is possible that Option 3 would provide the maximum income to the council but there would be a substantial financial risk if patronage fell or the revenue did not keep pace with cost increases. This may mean that the council would need to increase fares or adjust the specification to ensure the service did not become subsidised. One of the reasons that the service is commercial is that there are a significant number (up to 20%) of non-park and ride and integrated ticket users. There is a risk that the total patronage levels may fall if there is competition for the non park and ride passengers. Legal advice suggests that the council could not set the non-park and ride fares independently but would have to set them at comparable levels to the existing commercial operations in the area. There would be competition issues to address if all of the revenue accrued to the council. This option is not recommended.

Option 4

50. The fourth scenario also allows CYC to specify the service to be provided, its expectations and targets. The council would receive all revenue. The operator would commit to an anticipated level of revenue, which would exceed the cost of provision and could be specified at tender, and agree to share any income generated above this figure with CYC on a 50/50 basis. However if revenue failed to reach the anticipated level the shortfall would have to be borne by the operator. The operator is therefore provided with a clear incentive to exceed the minimum service specifications and grow the market. This approach also clearly indicates a partnership approach between the council and operator. There would be particular complications with distributing the revenue income generated from integrated tickets e.g. day rovers if the existing supplier was successful. This option would be a significant change from the current arrangement and would involve the resolution of competition issues if the council was to set fares. Further investigation of the detail of this option would be needed if it was considered that the proposal was worth pursuing.

Procurement Options

51. The existing contract ends at the end of March and therefore authority is sought to progress negotiations with First to extend the contract to cover the interim period until a new arrangement can be established. Although not strictly in compliance with the European procurement regulations any breach is likely to be considered a minor matter provided a tendered route was being actively progressed.
52. For the new contract advice suggests that the European procurement route should be followed although the park and ride service is a concession and therefore not formally covered by this legislation. An open, restricted, negotiated or competitive dialogue route could be followed.

53. An open route is not recommended as it would mean that any suitable operator in the EU would be permitted to tender leading to an unmanageable process. The competitive dialogue route which enables the specification to be agreed by the prospective bidders prior to entering into a process to establish a preferred bidder is designed for complicated PFI type arrangements and is assessed to be too complex and time consuming for this project. The negotiated route can only be used in exceptional circumstances e.g. research and development and is therefore not appropriate for this service concession.
54. It is therefore proposed to use the restricted route, where a select list is first prepared before inviting tenders. This route provides a transparent method of ensuring best value although the lack of flexibility to negotiate may limit some of the options for accepting innovation from the tenderers. These limitations can be partially overcome by the pre-procurement market testing, to ensure an appropriate level of information/specification is being prepared and inclusion of priced options in the tender. Further clarification is likely to be required post tender to ensure that the Council receives the best solution for the service. It would be proposed to evaluate the tenders using a Most Economically Advantageous Tender model which would allow cost and quality to be assessed. The details of evaluation model will be agreed with the Corporate Procurement Team and will not exceed a quality to cost ratio of 60/40 in accordance with the financial regulations.

Procurement Programme

55. The notice periods required for the EU procurement route mean that it is unlikely that a new contract will be in place until the Autumn at the earliest. Mobilisation periods for a new supplier may extend this period for a further 3-6 months.
56. Subject to approval of the proposed approach the following activities will be progressed over the next few months:
 - i.* March: Soft market testing to establish the level of interest and enable the proposed specification to be refined to ensure a high level of competition. This would be in advance of any formal procurement process.
 - ii.* March: Undertake negotiations with First to extend the existing contract arrangements through to the start of the new contract. Complete by end of March.
 - iii.* April – May: Make final decisions on the service specification and the financial basis upon which tenders will be invited. Develop Pre-Qualification and tender documentation.
 - iv.* Mid May: OJEU Notice inviting suitable suppliers to complete a pre-qualification questionnaire for evaluation and to enable a list of tenderers to be prepared.
 - v.* July: Shortlisting of suppliers
 - vi.* Mid July: Invitation to Tender
 - vii.* Mid September: Bid Submission
 - viii.* End of October: Evaluation complete and Contract Award

Corporate Priorities

57. The Park and Ride service is a key element of the council's transport strategy set down in the Local Transport Plan. In addition it supports the council's strategy to increase the use of public and environmentally friendly modes of transport.

Implications

58. The provision of a successful and efficient park and ride service is essential for the continued prosperity of the city and the desire to reduce congestion and improve air quality in the city centre. There are implications across a wide range of areas both within the council and externally.
59. **Financial Implications** An additional income of £100k in 07/08 (£120k in a full year) from the park and ride service and advertising/sponsorship has been assumed in the council budget. There are a number of financial issues which need to be considered.
- i.* The income anticipated to be received by the council from the park and ride contract is dependent on the level of fares set and quality of specification. It is proposed to include a number of options within the contract to enable the desired income level to be achieved. The consequences of the inclusion of any enhanced specification items will need careful consideration and must be included in the tender evaluation model. It is anticipated that if passenger numbers continue to rise the council will receive additional income from the park and ride service dependent on the reimbursement levels agreed in the contract.
 - ii.* There is a risk that the reimbursement income for the concessionary fares will be inadequate to cover the likely increase in passengers after the introduction of a national scheme in April 2008. The consequences of the proposed scheme will need to be carefully assessed once the funding mechanism is confirmed. In the meantime it is proposed to lobby for the introduction of a distribution formula which takes account of the tourist market.
 - iii.* It is anticipated that there may be additional income from on bus advertising revenue included within the contract. In addition it is proposed to separately investigate the sponsorship/marketing opportunities at the park and ride sites to maximise the council's income.
 - iv.* It is proposed that an allocation is made from the Local Transport Plan capital settlement to upgrade and maintain the facilities at the Park and Ride sites and along the routes. Exact details and costs of the works would be established once the new supplier had been confirmed.
60. **Human Resources (HR)** There are no Human Resource Implications for staff employed by the council. It is likely that if a new operator won the contract staff

employed by First would be eligible for transfer to the new supplier under the TUPE Regulations.

61. **Equalities** There are no equalities implications if the concessionary fares provision is maintained as existing and the anticipated nationwide scheme introduced when finalised.
62. **Legal** Legal advice has been provided identifying the procurement, contractual and competition issues which need to be addressed.
63. **Crime and Disorder** There are no crime and disorder implications.
64. **Information Technology (IT)** There are no IT implications. The supply of additional equipment to enable the provision of real time information and the better management of buses will be included as part of the extension of the existing BLISS provision.
65. **Property** There are no property implications with the proposed operation.
66. **Other** There will be highway implications if the proposed enhancements to the bus routes are progressed. These will be considered separately when sufficiently developed as items within the City Strategy capital programme.

Risk Management

67. In compliance with the Councils risk management strategy the main risks that have been identified in this report are those which could lead to financial loss, non-compliance with legislation, damage to the Council's image and reputation and failure to meet stakeholders' expectations. However measured in terms of impact and likelihood, the risk score all risks has been assessed at less than 16. This means that at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.
68. The main risks are related to the level of revenue anticipated which is dependent on patronage levels. As detailed above the financial risk is also dependent on the method of contracting the service. The recommended option includes the lowest risk of reduced income and also provides an opportunity for increased revenue. There is a risk that the users of the service will experience a reduction of flexibility in their travel options if the existing supplier is not successful. There is also a significant risk that the numbers of concessionary fare passengers will increase after 2008 and the reimbursement levels received by the council may be inadequate to cover the costs.

Recommendations

69. Members are asked to consider;
 - 1) Authorising negotiations and preparation of an interim licence with First York to extend the existing contractual arrangements until the new contract is in place.

Reason: to ensure the continuation of the service and licence fee income to the council.

- 2) The tendering of the park and ride service under the terms detailed in Option 2 (Para. 46) and with the specification and responsibilities split as detailed in Annex D.

Reason: To enable an improved service to be provided with the highest opportunity of an increased income to the council.

- 3) The procurement of the park and ride service in accordance with the restricted route and the programme detailed in Para. 56.

Reason: To ensure the service is procured in accordance with the financial regulations.

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Report Approved **Date** 15 February 2007

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

All

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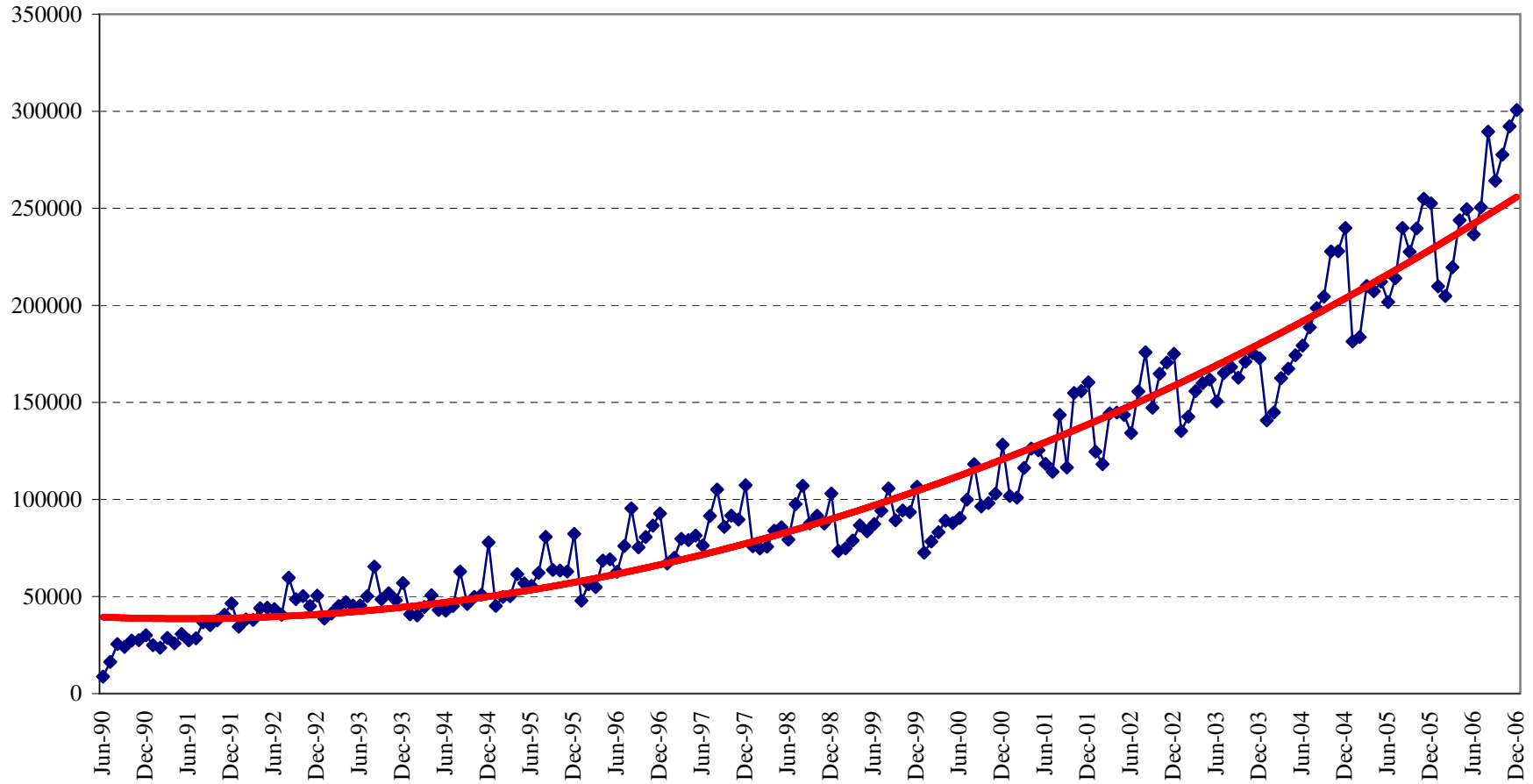
Background Papers:

Advice from Shulmans dated 22 January 2007
Advice from Beachcroft dated 23 January 2007.
Park and Ride Review – TAS, January 2007

Annexes

Annex A: Park and Ride Passengers 1991-2006
Annex B Park and Ride Vision
Annex C Park and Ride External Pressures
Annex D Summary of Responsibilities
Annex E Options and Issues

Park and Ride Passenger Trend (From June 1990)



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Annex B -- Park and Ride Vision

1. Enhancements to be delivered over the next 1-2 years

- a. Re-launch of the Park and Ride operation using new contractual arrangements committing the supplier to an improved quality of service.
- b. Alterations to park and ride bus routes to take advantage of Foss Basin infrastructure.
- c. Additional use of technology to provide real time information at the park and ride sites and city centre bus stops.
- d. Enhance the existing web based real time capacity information for the car parks.
- e. Provision of enhanced directional signage with real time capacity information to direct users to the most appropriate site.
- f. Additional use of technology to allow priority to be given to buses at key junctions.
- g. Encourage car sharing for trips to Park and Ride sites to reduce traffic city-wide.
- h. Improve the connexions services which provide public transport links from villages to park and ride sites.
- i. Improvements to the city centre Park and Ride bus stops.
- j. Provision of enhanced facilities at Park and Ride sites including investigating the possibility of providing cafes/convenience stores.
- k. Provision of sponsorship and advertising to raise the profile of the service and encourage the use of park and ride by visitors.
- l. Investigate the possibility of including some of the Park and Ride sites as stops for longer distance coach/bus journeys and pick up/drop off points for the school run.

2. Improvements planned to be delivered within 5 years

- a. Provision of bus priorities along key radial routes (including Fulford Road and Rawcliffe Bar route).
- b. Working with the owners of the Designer Outlet site to provide enhanced facilities including the provision of staffed kiosk and real time information.
- c. Develop the park and ride sites as transport interchanges linking with feeder services from rural areas and city service buses.
- d. Increase the capacity of Askham Bar Park and Ride site.
- e. Improve the connexions services which provide public transport links from villages to park and ride sites.
- f. Introduction of the Metro Card improving interconnectivity with other bus services across the city.
- g. Extension of the existing bus services to allow the Rawcliffe Bar Park and Ride to be linked with the Hospital and Grimston Bar.

3. Aspirations (to be developed and implemented in the longer term)

- a. Provision of additional park and ride sites on the A59 and Wigginton road corridors.

- b.* Provision of additional bus priority measures in the city centre.
- c.* Introduction of cross city bus routes linking park and ride sites.
- d.* Introduction of links with an orbital bus service including interchange points.
- e.* Adjustments to Park and Ride routes to take advantage of the British Sugar and York Central developments.
- f.* Provision of an interchange facility close to the railway station
- g.* Provision of additional capacity at Grimston Bar linked with the proposed University expansion.

Annex C – Park and Ride External Pressures

- C1. There are a number of pressures which will affect the patronage of the park and ride service in the future irrespective of the option chosen for the new contract.
- C2. Capacity of Park and Ride car parks -- Continued patronage increases will be limited by the capacity of the car parks at the sites. The Askham Bar site is regularly full by 10:00am and other sites are full at peak times during the year. It is projected that the capacity of more of the sites will be reached over the next 5 years. The guaranteed availability of a car parking space is one of the key attractions of the park and ride option for travellers. If car parking availability was reduced the travel choice for visitors over a longer period may be affected. 43% of passengers travel on their own suggesting that encouraging car sharing could have a significant affect on the future car capacity issues.
- C3. Reduced council controlled city centre car parking -- Owing to developments and sales the number of city centre car parking spaces controlled by the council is expected to reduce by over 25% over the next few years. The new operators will manage the pricing structure to maximise their income which may lead to direct competition with the Park and Ride service.
- C4. Introduction of nation-wide concessionary fares -- The experience gained since the introduction of free concessionary travel in the North Yorkshire area suggests that York will attract a significant number of visitors who may expect to be able to use the Park and Ride service for free. Concessionary fare passengers from the North Yorkshire area have increased from 27,000 per month to over 45,000 per month during the period from April to December 2006 and now represent approximately 10% of passenger boardings. Following the anticipated introduction of free nationwide local bus travel for people over 60 it is likely that additional travellers may be encouraged to use the service rather than the city centre car parks leading to further park and ride car park and bus capacity issues. It is possible that the reimbursement required for the additional passengers may not be covered by the formula based funding from the government. Detail of the nationwide scheme is not yet available but its introduction is likely to have a significant affect on the park and ride operation.
- C5. Condition of site facilities -- The age of the sites means that significant maintenance expenditure is likely to be required during the term of the next contract to ensure the infrastructure is kept at a good standard.
- C6. Increased traffic congestion -- Even with all of the measures proposed within the Local Transport Plan to encourage the use of alternative travel modes it is anticipated that traffic levels will increase within the city centre by up to 7% over the next few years. Increased

traffic will hinder the reliability of the park and ride services and reduce its attraction unless extensive bus priority measures are introduced.

- C7. Competition from longer distance public transport -- Improvements to rail services e.g Harrogate line enhancements may reduce the numbers of visitors travelling by car who could take the option of using the park and ride service.

Specification Summary	Responsibilities			
	Existing		Proposed	
	CYC	Supplier	CYC	Supplier
Core Requirements				
Site Repair and Maintenance	Y		Y	
Winter Maintenance -- Bus Routes/Access Roads	Y		Y	
Site Insurance	Y		Y	
Infrastructure	Y		Y	
Technology - BLISS	Y		Y	
Car Park Enforcement	Y		Y	
P&R Officer	Y		Y	
Advertising at site	Y		Y	
Cash Registers	Y		Y	
Advertising on Buses Split 50/50		Y	Y	Y
Utilities-Maintenance & Supply Charges		Y		Y
Site Routine Maintenance		Y		Y
Toilet cleansing		Y		Y
Business Rates		Y		Y
Winter Maintenance -- Footways at site shelters		Y		Y
Litter collection		Y		Y
Fire and Security Alarms		Y		Y
Site Supervision (4 Sites)		Y		Y
Site Security - Patrols		Y		Y
Ticket Machines/Smart Cards		Y		Y
Provision of Buses (Euro 4) - Less than 5 Years Old throughout contract		Y		Y
Capacity (As Existing)		Y		Y
Opening Hours (As Existing)		Y		Y
Fares Fixed for P&R Trips (As Existing)		Y		Y
Interconnecting Ticketing -- P&R to be included in any existing or future citywide arrangement		Y		Y
Licence Fee Fixed		Y		Y
Intermediate Stops (Reduced on Fulford Road)		n/a		Y
Enhanced Bus Branding for Entire Service		n/a		Y
Dedicated P&R Manager/Supervisor		n/a		Y
Customer Care Training		n/a		Y
Enhanced Performance Reporting		n/a		Y
Customer Satisfaction Surveys		n/a		Y
Revenue share to CYC for increased patronage		n/a		Y
Optional Items				
Enhanced Bus Branding Per Route		n/a		Y
Site Supervision (Designer Outlet)		n/a		Y
City Centre Supervision		n/a		Y
Provision of Buses (Euro 4 or better) New at start of contract		n/a		Y
Opening Hours - Askham Bar (Extended to 11:00pm Monday to Saturday)		n/a		Y
Opening Hours - Boxing Day and New Years Day opening (Sunday Service)		n/a		Y
Air Conditioning on Buses		n/a		Y
Increased fare to cover quality improvements		n/a		Y
Cross City Bus Routes		n/a		Y

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Annex E – Park and Ride Issues and Options

- E1. There are a number of issues and options relating to the way the service could be contracted which are almost independent of the contract arrangement chosen. The options have been split into four main headings: operational issues, operating methodology options, council/operator split options and specification options.

Operational Issues

- E2. There are a small number of issues which will be included within the contract which should be noted but have limited option for adjustment. These include interconnecting tickets, city centre car parking charges, registration & competition constraints and TUPE issues.

Interconnecting tickets

- E3. The current park and ride operation is integrated into the citywide service bus operation. This provides considerable benefits for the public who can purchase a single ticket and use it on the park and ride and service buses across the city. This is particularly useful for feeder services to the park and ride sites from outlying areas. The recent customer survey suggests that 10% of park and ride bus passengers who are York residents (4% of all passengers) frequently connect with another city bus service. A further 31% of residents (17% of all passengers) occasionally connect with another bus service.
- E4. The Connexions bus services from outlying villages to Askham Bar Park and Ride site enables a more frequent subsidised rural service to be provided as the city centre section of the journey is provided by the Park and Ride buses. Although only approximately 5,000 passengers per year use this service at present it is hoped to develop this option to increase the number of public transport trips from rural areas. The council currently reimburses First for the Park and Ride section of the Connexions fare. A mechanism for payment for combined tickets including the park and ride element will need to be included within the new contract.
- E5. It is unlikely that any new supplier would be in a position to provide this option unless agreement can be reached with the principle city bus operator. Any transfer of passengers to alternative suppliers may affect the commercial viability of the service.
- E6. It is proposed that the park and ride service would be included in any current or new integrated ticketing scheme which may be developed in York.

City Centre Car Parking

- E7. The existing contract includes a covenant that the council will not set the long stay parking charge below £3.20 which represented a four hour stay in 2002. This provides assurance to the operator that the

Council will not undercut the commercial park and ride operation. A similar clause will need to be included within the new contract so that the tenderers do not need to include an allowance to cover the risk of reduced park and ride patronage due to lower city centre car park charges in the future. If car parking charges were reduced and patronage on the park and ride fell it is possible that the licence fee would have to be reduced.

Registration – Competition

- E8. The current service operates as a registered local bus service with the operator responsible for registration with the Traffic Commissioner. If a new supplier was successful First would have to de-register the existing services as they would no longer be departing from park and ride site and the new operator would register the proposed services.

TUPE

- E9. If First were unsuccessful in securing the contract it is likely that the existing staff providing the service would be eligible to transfer to the new operator under the terms of the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE). Up to 75 drivers and 15 supervisors may be affected. Details of the numbers involved and their employment history will be needed for inclusion within the tender documentation. The existing operator has a statutory duty to cooperate with the incoming supplier which is independent of the responsibilities of the council as client.

Operating Methodology Options

- E10. There are a number of fundamental changes to the operation of the service which could be considered. These include contracting each route separately, charging for car parking at park and ride sites, changing to cross city routes, concessionary fares charges and removal of intermediate stops.

Separate Route Contracts

- E11. The TAS study suggests that the routes could be tendered separately particularly if the cross city routes were introduced. However it is considered that this will potentially fragment the service and may increase the supervision and management requirements. Franchise operations are successfully used in Norwich where comparisons between the performance of routes helps to improve quality. The tendering of separate routes would allow smaller operators to bid for the service but the possible TUPE issues with the existing operator and interconnecting ticket issue would be more complicated.

Charging for Car Parking at Park and Ride Sites

- E12. Together with most Park and Ride services around the country the operation in York has always charged per person for travelling on the bus. This option has a number of benefits:

- More likely to encourage commuters, in particular single occupancy car users, at peak times to use the service.
- Avoids complications with VAT (payable on car parking). It may be possible, by agreement with HM Revenue and Customs, to limit the payment of VAT to a proportion of the total fee.
- Allows the operator to register the service as a local bus service and to qualify for Bus Service Operators Grant.

E13. A number of services around the country charge per car which has the following advantages

- The pricing structure for the service is attractive to families or groups encouraging car sharing.
- Concessionary fare issues can be more easily resolved.
- Possible increased revenue for the council.

E14. Car park charging could be in addition to the bus fare as at some P&R routes in Oxford or form the total charge for the parking and bus travel for up to 4/5 passengers as in Norwich. Bus only fares would need to be established for passengers who arrive at the site by other means e.g. walking, cycling, dropped off or public transport. Note: Approximately 45% of travellers using the sites are currently travelling alone.

E15. The existing lease does not permit the payment of a charge at the Designer Outlet as the current arrangement allows the mutually beneficial use of the car park owned by the shopping centre by the park and ride operation. The charge for car parking at the other sites may lead to a distortion in the market encouraging people to travel further than necessary and possible substantial increases in use of the 'free' car park at the Designer Outlet. Car park capacity issues may arise which may mean that the Designer Outlet would serve notice (9 months) on the council to remove the Park and Ride site.

E16. If a charge was paid per vehicle which would also cover bus travel there would be the following issues.

- The number of passengers using the service is likely to reduce as the price advantage to city centre parking may be lower depending on the charge. This may result in an increase in peak time traffic levels
- Car sharing/alternative travel modes to the sites would be encouraged.
- It would be difficult to establish an appropriate charge which would not penalise commuters who tend to travel at peak times.
- There would be a potentially significant revenue risk in changing from the present payment by individual passenger to payment by car. Surveys to establish car occupancy levels would be required.

- The charging mechanism is more complicated than the existing system with increased administration costs but may lead to shorter bus loading times as more tickets would be purchased off bus.
- A pay on exit parking charge, the cheapest to enforce and operate but less flexibility for concessionary users, would not be more difficult to administer.

E17. If a separate car parking charge was introduced there would be the following issues.

- The number of passengers using the service is likely to reduce as the price advantage to city centre parking may be lower depending on the charge. This may result in an increase in peak time traffic levels
- Car sharing/alternative travel modes to the sites would be encouraged.
- There would be less revenue risk compared to a combined charge as the car parking fee could be in addition to the existing fare.
- A basic car charge could be established which treated all vehicles equally however the perception may be that commuters were being penalised more than groups.
- The charging mechanism is more complicated than the existing system leading to a more time consuming visit for passengers and increased administration costs.
- The car park charge could be pay and display (higher set up and running costs but greater flexibility) or pay on exit (lower set up and running costs but less flexibility for concessionary users).

E18. The option to change to operating the park and ride service on a car parking charge basis is not recommended as it may undermine the objectives of the Local Transport Plan to reduce congestion and improve air quality.

Cross City Routes

E19. The current pattern of operation involves four of the routes in time consuming circuits of the city in order to ensure adequate penetration of the centre. It is TAS's view that cross-city linking will retain this penetration whilst eliminating wasteful mileage. Although the main aim of this pattern of operation is to maximise efficiency there would be cross city movement benefits which would encourage travellers to use the park and ride for trips to other destinations rather than the city centre alone. TAS estimate that the introduction of cross-city running would reduce the peak vehicle requirement from the present 26 to 25 and that 20 buses would be required in the off-peak. Cross city routes are successfully operated in Cambridge but there are reliability issues because of the length of the routes.

E20. In situations where disruption is exceptional (e.g. race days) it would be possible to break the cross-city links and revert to the existing pattern of operation, although this would require the operator to

commit additional resources. Alterations to the routes on a temporary basis would be difficult to manage and would confuse users.

- E21. TAS's proposed cross city links would be Askham Bar -- Grimston Bar and Designer Outlet – Monks Cross. The Rawcliffe Bar route would remain unchanged. It is considered that there are substantial issues to resolve before the cross city route proposals could be implemented. In particular the linkage of radial corridors with bus priorities with routes with congestion problems would need further investigation. In addition the fare structure may need to be adjusted to account for the route changes.
- E22. It is proposed to include the cross city proposals as an option for pricing within the contract to determine the cost advantages of its introduction.

Concessionary Fares

- E23. Residents of North Yorkshire who are eligible for concessionary fares currently travel for free on the Park and Ride buses although the North Yorkshire Concessionary Fares Scheme excludes Park and Ride Services unless they are fulfilling a local travel demand. First are reimbursed for carrying concessionary fare passengers on an average fare basis. The council currently receives an income from the government for reimbursing the concessionary travel scheme for users from the York area. The council also receives reimbursement from the other councils in the scheme for the costs of transporting users from their areas. The cost to the council of the park and ride element of the concessionary fares reimbursement is currently approximately £400k per year. If a new operator won the tender a new reimbursement figure would need to be calculated for the Park and Ride service separately and the rate for First would need to be amended for the other services it operates across the city.
- E24. Since April 2006 when the free bus travel in the North Yorkshire area was introduced there has been a substantial increase in the number of concessionary travellers on the Park and Ride services. Users purchasing half fares (i.e. North Yorkshire residents) represented approximately 8.5% of the passengers on the service in 2005/06. Since April the number of concessionary passengers has increased from 27,000 a month to 45,000 a month in December now representing approx. 10% of all passengers.
- E25. In April 2008 it is anticipated that nationwide free bus travel will be available for all people aged over 60. This is likely to mean a substantial increase in the numbers of passengers who will arrive at the sites in anticipation of travelling on the park and ride service for free. Owing to the increased numbers of out of area concessionary travellers likely in York (and other popular destinations) it is possible that the funding received from the government will not be adequate unless the current formula is changed. It is proposed to lobby the DfT to ensure these concerns are addressed in the allocation formula.

- E26. Guidance from the transport consultants suggests that it would be possible to charge all travellers on the Park and Ride service (even those eligible for concessionary fares on public transport) as the operation is a premium service – i.e. car parking is also included. However there is a risk that the Bus Services Operating Grant may be removed if all concessions are charged reducing the commercial viability of the service. Confirmation that it will be legally possible to charge on a registered local bus service following the introduction of the nationwide concessionary fare scheme has not been issued as the details of the scheme have not yet been finalised.
- E27. The charging option for people normally eligible for concessionary fares who park and use the bus service can be more easily introduced on park and ride operations where travellers pay for the service by a car park charge e.g. Norwich. For the existing operation in York, where payment for service is on the bus and the service carries park and ride and non park and ride passengers (e.g. passengers who walk to the site) it would be difficult to distinguish between users and a charging scheme would be more difficult to introduce. However, the TAS study suggests that the entire service could be classed as premium therefore all passengers could be charged. It should be noted that concessionary fare passengers who parked at certain sites would still be able to make use of service buses in the area for free.
- E28. It should be noted that the introduction of charges for park and ride bus travel for persons eligible for concessionary fares would be contrary to the existing arrangements and potentially difficult to enforce. However unless a charging mechanism is introduced there is a potential risk that the concessionary fares income will be inadequate to fund the number of people travelling. The impact of the changes to the concessionary fares income and patronage needs to be carefully assessed once the guidance on the new scheme has been received.

Intermediate stops and non – park and ride trips

- E29. Most of the park and ride routes have intermediate stops which have been developed as the service has evolved for commercial or service provision reasons. In addition a considerable number of trips on the park and ride service are based on passengers travelling out from the city centre to employment/retail/education facilities close to the park and ride site ('back trips') e.g. York College at Askham Bar.
- E30. In principle the presence of intermediate stops hinders the overriding objective of the park and ride operation to remove traffic from the city centre whereas the 'back trips' enhance the commercial viability of the service. The objective of the park and ride service is to offer a fast high quality service which provides advantages over the private car. Additional stops impedes the express nature of the service reducing that advantage. However it should be noted that stops at key

destinations e.g. employment sites and interchange points along the routes allows additional benefits to be realised.

- E31. The reason for the number of intermediate stops on some of the routes is related to the commercial viability of the services when they were first introduced. Passenger growth from the park and ride sites since commencement suggests that some stops could be removed without affecting the viability of the services. In particular the intermediate stops on the Fulford Road section of the Designer Outlet route significantly affect the 'express' operation of this service and therefore may limit the modal shift from the car. Pending further investigation it would be proposed to reduce the number of out of city centre stops along this route. It is not proposed to change the location of the intermediate stops on any of the other routes in the new contract however an additional stop may be introduced on the Grimston Bar route to make use of the road through the Foss Islands development. Prior to the preparation of the contract the position and number of city centre Park and Ride stops is also to be reviewed to check that they are at the most appropriate locations.
- E32. The Monks Cross route currently loops around the shopping centre to provide a link with the employment and retail sites in the area. This extension provides useful 'back trip' income for the service and it is proposed to amend the route to include the Monks Cross south development when that is progressed. An extension of the Park and Ride Service into the new college on Tadcaster Road will also be investigated.

CYC-Operator Split Options

- E33. There are a number of options for the development of the Park and Ride operation which are independent of the type of contract pursued. The split of responsibility for elements of the service needs to be clear before the service can be tendered. The following items could be the responsibility of the Council, the supplier or shared: maintenance, supervision, utility costs, business rates, technology, advertising/sponsorship, marketing.

Maintenance/Cleaning

- E34. The age of the sites means that significant maintenance expenditure is likely to be required during the term of the next contract to ensure the infrastructure is kept at a good standard. Condition surveys will be undertaken at all sites to establish the maintenance work required eg. footway resurfacing at Grimston Bar. The council would be obliged to maintain the good standards of the site infrastructure as patronage levels may be at risk if the quality of the sites slips. The works could be undertaken as part of the re-launch of the service under the new contractual arrangements. It is proposed to split the responsibility for maintenance similar to the existing arrangement such that the council is responsible for significant works but the supplier is responsible for routine minor maintenance. It is anticipated that funding from the LTP capital settlement could be used for some

of the major works. Cleaning will remain the responsibility of the operator.

Supervision

- E35. The way supervision is provided for park and ride operations across the country varies considerably. Many operations have separate in house or contracted staff supervising the operation independently of the bus operator. The costs of separate staff is likely to be greater than for an integrated operation provided by the bus operator. An integrated service allows better management of the bus service and gives the site supervisor the ability to make adjustments to the services in order to tackle the effects of disruption.
- E36. The existing contract includes for the operator to provide at least one site supervisor at all sites, except the Designer Outlet, at all times during the operation of the Park and Ride Services. The supervisor undertakes security patrols, deals with customer enquiries and collects fares. It would be proposed to include a similar requirement in the new contract but have an option of including a supervisor at the Designer Outlet once a suitable kiosk is in place and an option for the provision of a roving city centre supervisor to improve queue management and cover customer issues at peak times at the park and ride stops.

Utility Costs and Business Rates

- E37. It is proposed to maintain the obligation for the supplier to be responsible for utility costs and business rates. Indicative levels of expenditure will be required for the tender.

Technology

- E38. The BLISS system is operational on some of the park and ride routes with real time information screens and bus priority at traffic signals. However the benefits of the system are limited because the operator does not always allocate vehicles with transponders fitted. It is proposed to expand the real time information provision in the future in accordance with the desires of the users identified in the customer survey.
- E39. In addition better use could be made of the management benefits which are made possible by the new technology – such as accurate reliability reports. It would be proposed to include these issues in the performance indicator section of the new contract. The existing equipment on the current bus fleet is owned by the city council. It is proposed to include the provision of the equipment within the new contract. If a new operator was successful the existing equipment could be recovered and re-used or left in position if the vehicles were to be transferred to other routes within the city.

Advertising/Sponsorship

- E40. Currently the operator retains the revenue from income for advertising on or within the park and ride vehicles and the Council

would retain any income from advertising/concessions at the park and ride sites. The new contract provides an opportunity to revise these arrangements and specify that a proportion of the on bus advertising should be allocated to the council.

- E41. In addition it is possible that the success of the Park and Ride operation would enable significant sponsorship income to be generated. Income could be received from sponsors who could provide improved site entrance signage together with lamppost advertising banners and advertising signs at bus boarding and alighting locations.

Marketing

- E42. It was the view of the transport consultant that the level of marketing and promotional material available was poor. 'Hard' publicity currently comprises at stop information and a small section at the back of a general tourist information booklet. First produce their own leaflet containing park and ride timetables and route maps, but this is not readily available. A more proactive approach has the potential to create significantly increased levels of demand and if the Council takes command of this aspect then park and ride publicity can be incorporated into all tourist information, and a consistent, high quality product ensured. If responsibility for publicity is devolved to the operator its quality may be much more variable and its 'reach' more limited.

Route Branding

- E43. The existing branding of the park and ride vehicles does not effectively distinguish the operation from the general bus service fleet. This makes it harder for travellers, particularly first time visitors (28% of weekend users), to identify which bus to use. Buses on each route could be coloured to match the route colour making identification much easier. In addition the bus stops and flags could be more distinctive to match the routes. Coloured branding is successfully used for many park and ride operations across the country. Colour coding of the route buses would limit the flexibility of transfer between routes in the event of incidents or break downs. As an alternative the entire park and ride bus fleet could be branded more distinctly which would aid identification but allow more flexibility. It is proposed to include the service branding in the core requirements and route branding as an option.

Specification Options

- E44. The specification for the service will be critical in determining the quality of the operation and its commercial viability. If the level of service specified is too high then there is a risk that the operation will need to be subsidised by the council. The following main items will need to be included in the tender: fares, vehicles, frequency, operating hours, performance and monitoring and customer care.

Fares

- E45. The current contract specifies the fares for park and ride users who purchase tickets (including the discounts for pre-purchased stored value, weekly and monthly passes) at the Park and Ride site. Free park and ride travel is specified for young children and for up to 2 children accompanying a fare paying adult.
- E46. All other fares are set by the operator on a commercial basis. Currently this means that the fare for passengers using the service as a local bus service is higher than the park and ride fare. Advice suggests that it would be difficult for the council to set all of the fares on the service due to competition rules, particularly if the fares on the park and ride service for local trips were set lower than the equivalent commercial fare.
- E47. Over the last five years the standard return fare for park and ride users set at £1.60 in 2002 has increased in accordance with the contract and the Transport Price Index up to £2.00. Fares for equivalent journeys across the city using service buses have risen substantially more. The return fare for passengers travelling from the city centre to a park and ride site is currently £2.80. The fare comparisons suggest that the park and ride fares have been suppressed by the existing contract arrangements.
- E48. Smart Cards are issued for stored value, weekly and monthly use which currently provide a discount of up to 25% on the standard fares to encourage regular usage.
- E49. It is proposed to keep the simple fare structure with a standard rate for all routes in the new contract arrangements. The value of the fares may be adjusted to account for the changes to the service specification and rates supplied during the tender exercise. The value of fare set will have a direct bearing on whether the council will receive an income for the provision of the service. An option for an increased starting fare to cover the proposed quality improvements will be included in the tender.

Vehicles

- E50. The existing operator uses conventional buses and articulated vehicles to provide the park and ride service. The current vehicles vary between four and six years old and all are low floor compliant. The existing bus fleet all meet Euro 3 standards but do not have air conditioning. The aspiration would be for the new supplier to provide new or recently manufactured vehicles meeting at least the Euro 4 environmental standards which is now required for all new vehicles. The provision of all new vehicles at the start of the contract would be a substantial capital outlay for the suppliers and may not be realistic or affordable. It is therefore proposed to specify that vehicles shall meet at least the Euro 4 standard and not be more than 5 years old at any stage in the contract.

- E51. The provision of air conditioning increases the fuel consumption of buses considerably (12-20%) and therefore means that there is an increased environmental consequence and cost for each journey. It is proposed to include naturally ventilated buses in the core requirement with an option to upgrade to air conditioned vehicles dependant on the overall tender evaluation.
- E52. Double decked buses are used for park and ride services across the country and could be used on all services in York except the Rawcliffe Bar route and would provide advantages for traffic flow at key junctions e.g. Blossom Street. However there are concerns that double deckers do not cater so well for people carrying shopping or the elderly and may take longer to load and unload. The customer survey showed that only 6% of passengers over 60 preferred double deckers whereas 22% of passengers between 17 and 24 preferred double deckers if the route capacity had to be increased. Overall when asked which type of vehicle they would prefer to travel on if capacity had to be increased only 13% of park and ride users preferred double deckers. However specifying articulated vehicles may limit options for suppliers and could lead to increased operating and capital outlay costs and consequential reduced revenue for the council. It is proposed to limit the operation to single deckers or articulated vehicles in the core requirement but allow double deckers as an option for evaluation. A minimum seating capacity of 40 will be specified.
- E53. To ensure good customer care the vehicle must allow interaction between the driver and the passengers as they board the bus. The driver is one of the first impressions visitors receive of York and is therefore a key element of the service.

Frequency

- E54. All services are currently based upon a standard frequency of 10 minutes throughout the day with increased frequencies at peak times and peak periods through the year. The required capacity of the most popular services is achieved by the provision of articulated vehicles. The inclusion of these buses provides increased capacity without an unreasonable high frequency being required and gives a maximum carrying capacity per hour of 2400 for the entire service at peak times. It is proposed to specify this minimum carrying capacity per hour and a maximum time between vehicles of 10 minutes to ensure the required capacity is delivered but allowing the potential suppliers flexibility in the provision of vehicles and exact time table. Minimum timetables will be specified as the core service to allow comparison between tenderers.

Operating Hours

- E55. The operating hours included within the existing contract have been extended by First in response to requests by the Council and due to the increased patronage levels being adequate to operate a commercial service. The opening times are similar or better than

other park and ride operations which find it difficult to sustain a Sunday service. It is proposed to make minor changes to the existing operating hours such as operating 30mins earlier on a Sunday to match shop opening hours and provide later opening times up to Christmas.

	Original Contract	Current Operation	Proposed Operation
Monday to Saturday	07:00 to 20:00	07:00 to 20:00	07:00 to 20:00
Askham Bar	07:00 to 20:00	06:00 to 20:00	06:00 to 20:00 (option 23:00)
Sundays (20 November to 2 January)	8 hours	10:00 to 18:00	09:30 to 18:00
All Other Sundays	No Service	10:00 to 18:00	09:30 to 18:00
Christmas Eve and New Years Eve	07:00 to 18:00	07:00 to 18:00	07:00 to 18:00
Christmas Day	No Service	No Service	No Service
Boxing Day	No Service	No Service	Option (10:00 to 18:00)
New Years Day	No Service	No Service	Option (10:00 to 18:00)
Late Night Shopping Days (4 weeks up to Christmas)	By Agreement	By Agreement	Extend to 21:30
Designer Outlet Late night shopping (4 weeks up to Christmas)	By Agreement	By Agreement	Extend to 21:30
Special Events	By Agreement	By Agreement	By Agreement

Performance and Monitoring

- E56. The monitoring of performance and imposition of appropriate penalties will ensure better management of the operation and provide an incentive to the operator to provide services in accordance with the contract. There is no penalty arrangement in the existing contract.
- E57. The current punctuality regime adopted by the Traffic Commissioner for starting point departures for frequent (10 minute) services is six or more buses will depart within any period of 60 minutes and the interval between consecutive buses will not exceed 15 minutes. It would be reasonable that these limits should form the boundaries of performance for the new contract and that penalties should be imposed for failure to meet these standards. An excess waiting time

target for passengers could be also be introduced e.g. Transport for London are working towards a maximum average excess waiting time of 1.25 minutes.

E58. Additional reliability targets of no more than 0.5 per cent of scheduled bus mileage to be lost for reasons within an operator's control (including peak hour congestion) could also be imposed.

Customer Care

E59. The quality of the operation is heavily dependent on the service provided by the drivers and supervisors. It is proposed that the operator will be responsible for regular customer satisfaction surveys and provide customer care training for all staff who interface with the public. Minimum uniform standards will be specified for staff.

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Executive

27 February 2007

Report of the Director of City Strategy

GOVERNMENT'S PROPOSALS FOR THE POST OFFICE NETWORK**Summary**

1. To advise Members of the Government's proposals for the future of the Post Office Network and to consider a response to the consultation process.

Background

2. On the 14 December 2006 the Trade and Industry Secretary, Alistair Darling, announced a new strategy for the Post Office network. In making the announcement the challenges facing the network were set out.
 - Currently there are over 14,000 post offices
 - Post Office Ltd. lost £2m every week in 2005/06 and the loss is expected to rise to £4m every week.
 - On average the 800 smallest rural post offices served just 16 people a week at a cost to the taxpayer of £17 per visit. A total of 1,600 branches serve fewer than 20 customers a day.
 - Some 4 million fewer people are using the post office each week than two years ago. 8.5 million out of a total of 10.8 million pensioners now get their pensions paid into a bank account. In 2006 over 3 million people renewed their tax disc online.
- 2.2 The Secretary of State has announced an investment package designed to preserve the network. He has indicated that with some rationalisation and Government support the network could be maintained for the long term, particularly to protect the needs of vulnerable communities.
- 2.3 The following proposals have been announced: -
 - Investment of up to £1.7bn, subject to European State Aid approval, over five years to support the network and enable the Post Office to modernise and restructure.
 - The Post Office to be in a strong position to bid for a new account to run from when the present Post Office Card Account ends in March 2010.

- Support to enable the Post Office to expand financial services for customers including a roll out of up to 4,000 free-to-use ATMs across the network.
- That Post Office Ltd. set up 500 innovative outlets for small, remote communities - including mobile post offices and services in village halls, community centres and pubs.
- An investigation into what role local authorities and the Devolved Administrations in Scotland, Wales and Northern Ireland might play in influencing how Post Office services are best delivered in the future.
- New access criteria to preserve a national network and to ensure that rural communities and deprived urban areas continue to have reasonable access

The proposed criteria will be:

- a) Nationally – 99% within 3 miles and 90% within 1 mile
- b) In deprived urban areas 99% population within 1 mile
- c) In urban areas 95% population within 1 mile
- d) In rural areas 95% population within 3 miles
- e) In remote areas 95% of population in postcode districts within 6 miles

- 2.4 The consultation paper states that there will be up to 2,500 closures, over an 18 month period starting from this summer. **There is no current information as to where these closures will be.**
- 2.5 The consultation period closes on the 8th March. The Government welcomes general feedback, but it has also put forward seven questions.

Some initial comments on these areas are offered for Members' consideration:

1. Do you think the Government's forward strategy for the post office network addresses all the key issues and challenges the network faces?

The commitment to an annual subsidy should be welcomed.

The Government should place greater emphasis on the social aspects of the Post Office network. In many urban and rural communities the Post Office can represent the only local amenity and provides a link to other services and advice. There are already concerns about financial exclusion and further closures will widen these gaps.

The Government should recognise the Post Office network as a preferred supply chain for Government services. The network has lost TV Licensing, Pensions, Benefits have moved to direct debit, Passport Services are being reorganised and Motor Vehicle Licensing is only available at a limited number of outlets. This is causing confusion for customers. The cost arguments are well

made in the consultation, however the customer should be offered choice and these services should also be available at all Post Offices.

Any closure plans need to be implemented on a structured basis not ad-hoc. This should also include community consultation.

2. Are there other significant factors affecting the future of the post office network which appear to have been overlooked in the Government's proposed approach?

If the Government considers the introduction of some form of National Identity, it should look at how the Post Office Network could support its implementation.

3. Do you have comments on the national access criteria proposed?

The access criteria at this time seem reasonable, however, once specific Post Offices have been identified for closure further issues may become apparent depending on issues such as demographic structure.

4. Do you have comments on the access criteria proposed for deprived urban and rural areas?

(See Q3. above) Alongside geographic criteria, analysis of other social inclusion issues need to be considered and these will become apparent through a demographic analysis of any particular Post Office's catchment area.

5. Do you have any suggestions as to how services might be better delivered through the post office network?

The Post Office Network should be able to provide a comprehensive suite of Post Office-based banking products. It is important that Post Office Card Account be enhanced. The bid by Post Office Limited to join the LINK Card Scheme (automated cash machines) in order to provide a free-of-charge cash withdrawal service should be supported.

The concept of the Post Office as a community services hub should be developed.

6. Do you have any comments on Outreach arrangements as a means of maintaining service to small remote communities?

Although Outreach is preferential to no service, it does not replace the loss of amenity to the local community.

7. Do you have any comments on the practicality of community ownership of parts of the post office network, which might involve the transfer of assets to community organisations and/or the establishment of local mutual or co-operative organisations to own and run local services?

This should be explored and local authorities invited to participate in this approach.

Consultation

3. Further public consultation would be advised once specific Post Offices have been identified for closure.

Options

4. That the report be noted and that Members consider the observations they wish to make. These will then be passed on to The Department for Trade and Industry (DTI) as the Council's response to the consultation.

Some preliminary options may include;

The Government to take action to protect the post office network

The Government to reverse its decision to discontinue using the Post Office card account from 2010

The Government to announce immediately that it will continue the subsidy for rural post offices

Analysis

5. Further analysis is needed once a decision has been made as to which specific Post Offices have been selected for closure.

Corporate Priorities

6. Closure of any Post Office can affect several corporate strategies. Effects on Social inclusion and vulnerable groups must be taken into account. The most vulnerable residents in the City of York are amongst those most affected by the closure of Post Offices. The over-65s, disabled people, carers, unemployed people, and those without a car who find it difficult to use public transport.

Implications

- **Financial**

None

- **Human Resources (HR)**

None

- **Equalities**

None

- **Legal**

None

- **Crime and Disorder**

None

- **Information Technology (IT)**

None

- **Property**

None

- **Other**

None

Risk Management

8. *There are no known risks.*

Recommendations

9. That the report be noted and that Members consider any initial observations they wish to make. All Members of the Council will be invited to submit observations on the consultation that will be considered in the Council's final response.

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Report Approved Date 13th February 2007

Report Approved tick Date Insert Date

Specialist Implications Officer(s)

Not applicable

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

All

For further information please contact the author of the report

Background Papers:

Post Office Network Consultation – Department of Trade and Industry

December 2006



Executive

27 February 2007

Report of the Director of Learning, Culture and Children's Services

Child Protection Update report

Summary

1. This report updates the Executive on the work of the newly established Safeguarding Children's Board and specifically provides details of the business plan priorities for the Board for 2007-10 (**Annex 1**). The paper also seeks the approval of the Executive for the adoption of a high level child protection policy for the council as attached to this report (**Annex 2**).

Background

2. At its meeting of the 7th March 2006 the Executive received a briefing on the national requirement to replace existing Area Child Protection Committees (ACPCs) with new statutory bodies called local Safeguarding Children's Boards. In that report Executive were briefed on the role of the new Boards and the core objectives of the new LSCB as set out in section 14.1 of the Children Act 2004:
 - a) to co-ordinate what is done by each person or body represented on the Board for the purposes of safeguarding and promoting the welfare of children in the area of the authority by which it is established; and,
 - b) to ensure the effectiveness of what is done by each such person or body for that purpose.
3. Executive also received at that point copies of the draft constitution of the new local Board and key information relating to consultation, membership, funding and chairing proposals. Executive approved the recommendation of the March 2006 report to:
 - ✓ Note the legislative requirement for the authority to lead the establishment of a Local Safeguarding Children's Board
 - ✓ Endorse the thorough process described to establish the new Board
4. The Board is now fully operational and is embracing the wider safeguarding expectation. The work of the Board has benefited from wider representation and clearly operates within the wider context of children and young people's planning work in the authority. As a consequence the priorities of the Boards

first business plan (Annex 1) have been developed through a process closely aligned with the development, analysis and consultation conducted in developing the new Children and Young People's Plan for the city. The Board has also recently moved to having independent chairing arrangements and are confident that this will further add to the scrutiny and challenge function of the organisation. For further details of the Boards activity, minutes of meetings etc and for access to safeguarding information generally the Executive members are signposted to the Board's website <http://www.saferchildrenyork.org.uk/>

5. A significant piece of work led by the Board already relates to the undertaking of **Section 11 audits**. In the Children Act, guidance under Section 11 sets out the key arrangements for safeguarding and promoting the welfare of children. It covers, for example, issues relating to policy, procedures, safe recruitment practice, staff training etc. It applies to all those key local people and bodies named under section 11(1). Part 1 of the guidance sets out those that are likely to be common to all or most of the agencies to which the duty applies. There will, however, be differences in how they are applied depending on the functions of each agency. Part 2 deals with implementation in each particular agency to which the section 11 duty applies. The audits represent a good example of the Board setting and monitoring compliance of local agencies with key national guidance. Audit templates have been produced and completed by most relevant agencies with gaps being made the subject of action plans within the respective agency. On receipt of the templates agencies were asked to review their current policies, procedures and practices, analyse the current state of safeguarding and promoting children's welfare within their bodies and decide what steps are necessary to include in the action plan to implement national guidance. These arrangements will help agencies to create and maintain an organisational culture and ethos that reflects the importance of safeguarding and promoting the welfare of children.
6. The audit relating to key council services against section 11 has been completed. Whilst there are some specific areas of practice to address, the most significant deficit was the lack of a council wide Child Protection Policy. This position is not uncommon and indeed it is difficult to identify across the country examples of such LA policies. As in York, procedures and guidance exists, often in abundance, but without an overarching policy statement. This paper seeks to address that omission by seeking approval of the draft policy attached at Annex 2 of this report.

Consultation

7. The local Safeguarding Children's Board has led a process of developing its first Business Plan through a clear process of consultation involving debate at key partnership forums, website interaction and through shared access to the widespread consultation undertaken in developing the new Children and Young people's plan for the city. The Board was particularly mindful of comments relating to the "Staying Safe" agenda.

8. Consultation on the proposed Child Protection Policy for the authority has been less widespread but opportunities for other relevant senior officers to comment on the content have been created.

Options

9. In considering this paper members have no specific options relating to the Business Plan, as it is a partnership-approved document. However if there are concerns regarding the content of the Plan then those will be shared with the full Board at its next meeting. In relation to the proposed Child Protection Policy, Executive has the option of approving the document at Annex 2 or seeking further amendments. The Executive also has the option of not adopting a policy given that it carries only guidance status within the Act.

Analysis

10. The Business Plan provides a comprehensive and challenging work plan for the Board to undertake. As Annex 1 demonstrates however, progress is already being made against key organisational priorities. Much of that work falls to lead officers across partner agencies who form the Board's executive. They in turn are supported by the dedicated resources/staff in the Board's Safeguarding Unit.
11. In approving or amending the Child Protection Policy for the authority the Executive will be demonstrating
 - * Senior commitment to the importance of safeguarding and promoting children's welfare;
 - * A clear statement of the agency's responsibilities towards children available for all staff

Corporate Priorities

12. This report contributes to the improvement statement of the council relating to "Improving the life chances of the most disadvantaged and disaffected children, young people and families in the city".

Implications

13. This report does not carry any specific implications in any of the following categories: Financial, Information Technology, Property. The report does contribute to the authority fulfilling legal responsibilities specifically in being compliant against Section 11 of the Children Act and indirectly contributes to our equality, human resources and crime and disorder agendas.

Risk Management

14. The risks to the council of not establishing robust safeguarding arrangements within the authority are significant. They arise operationally in relation to the specific risk of harm/injury to local children and young people. Whilst even

highly effective partnership working cannot totally prevent abuse occurring, there is a clear responsibility to ensure that the likelihood of such harm is reduced and to ensure when it does occur that there are appropriately robust and effective interventions. The local authority has a leadership role in ensuring those arrangements are in place. A lack of effectiveness in those arrangements could result in considerable public criticism. This is also a highly regulated area of the council's responsibilities and safeguarding arrangements will undoubtedly be the focus of considerable scrutiny as part of the Joint Area Review inspection process which is to be undertaken in Jan/February 2008.

Recommendations

15. Executive are asked to:

- Note the development of the Business Plan 2007-10 of the local Safeguarding Children's Board and endorse its contents, as attached at Annex 1.
- Approve or amend the draft Child Protection Policy for the Council, as attached at Annex 2.

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Director of Learning, Culture and Children's Services

Report Approved

Date 5th February 2007

Patrick Scott
Director of Learning, Culture and Children's Services

Report Approved

Date 5th February 2007

Specialist Implications Officer(s) *List information for all*
N/a

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

All

For further information please contact the author of the report

Background Papers:

Executive Report 7th March 2006

Annexes

Annex 1: Safeguarding Children's Board Business Plan 2007-10

Annex 2: City of York Child Protection Policy



Objective	<i>Why should this be a Priority?</i>	<i>What has been done so far?</i>	<i>What needs to be done?</i>
<p>1. Ensure children are safeguarded from the harm arising from domestic abuse through the development and implementation of processes that raise professional and public awareness and facilitate effective interagency working.</p>	<p>Domestic abuse is known to be harmful to children and has a strong correlation with all forms of child abuse. The CYSCBs study 'Common Cause' made a series of recommendations with the aim of improving the professional response to children experiencing domestic abuse.</p>	<p>Many of the recommendations made in <i>Common Cause</i> are in the process of being implemented. Specifically, the Safer York Partnership have taken the responsibility in coordinating the strategic approach to domestic abuse and have established a task group, chaired by a senior police officer. CYSCB training (awareness raising and targeted) is currently being developed.</p> <p>The CYSCB is planning a conference to be held on the 7th June 2007 focussing on domestic abuse and the lessons arising from <i>Common Cause</i></p>	<p><i>Common Cause</i> made a number of recommendations relating to strategy, single, and multi agency working. Whilst good progress has been made so far many of the recommendations await action. Crucially the establishment of a process for signposting families to appropriate services remains outstanding with the result that many referrals are being inappropriately made to Children's Services</p>
<p>2. Ensure that children are safeguarded from sexual abuse through the development and implementation of processes that raise professional awareness, develop practical intervention skills, and</p>	<p>In 2005 the CYACP raised questions about the low number of children, both nationally and locally on the child protection register under the category of sexual abuse. On further examination it was found that nationally sexual abuse registrations have fallen by over</p>	<p>Practice based, advanced training for targeted practitioners and managers is currently being developed. The training will address issues relating to child victims, non-abusing parents and abusers.</p>	<p>Whilst it is felt there is a need to raise professional awareness it is also important to understand the reason for the decline via a thematic review. Findings of the review will then determine local response.</p>

Objective	<i>Why should this be a Priority?</i>	<i>What has been done so far?</i>	<i>What needs to be done?</i>
facilitate effective interagency working.	20% in 10 years.		
3. Ensure that children with additional vulnerabilities by virtue of disability or impairment are safeguarded from harm through the development and implementation of processes that raise professional awareness, develop practical intervention skills, and facilitate effective interagency working.	Children who have a disability or who are impaired physically or educationally are known to be additionally vulnerable to abuse and neglect. Although the City of York has excellent services for children in this category there is a clear need to ensure that their additional vulnerabilities are addressed.		A detailed development plan is required to identify the specific issues to be addressed, the most effective response and the expertise required.
4. Ensure that children whose parents or carers suffer mental ill health are safeguarded from harm through the development and implementation of processes that raise professional awareness, develop practical intervention skills, and facilitate effective interagency working.	<p>Parental mental illness takes many different forms and its impact upon children varies according to a number of factors including, the severity and duration of the illness and the child's age and resilience, the presence or absence of a 'well' parent/ carer and the extent to which the illness pervades family life.</p> <p>It is acknowledged nationally there is often a separation between adult mental health services and services for children with the risk of adult services not always recognising the</p>		A detailed development plan is required to identify the specific issues to be addressed, the most effective response and the expertise required.

Objective	<i>Why should this be a Priority?</i>	<i>What has been done so far?</i>	<i>What needs to be done?</i>
	needs of the child. The CYSCB challenge is to ensure a dual focus on the individual needs of the adult along with their capacity to keep the child safe from harm.		
5. Ensure that children whose parents or carers misuse substances or alcohol are safeguarded from harm through the development and implementation of processes that raise professional awareness, develop practical intervention skills, and facilitate effective interagency working.	It is estimated that there are between 200,000 to 300,000 children whose parents are problem drug users in England and Wales, a figure that doesn't include the higher figure of alcohol. Parental substance misuse is known to cause harm to children at every age from conception through to adulthood, including all forms of abuse and neglect.	Whilst there remains the need to develop a city wide strategic approach to this issue, CYSCB training is currently being developed in cooperation with key professional partners building on the government's 'Hidden harm' strategy.	A detailed development plan is required to identify the specific issues to be addressed, the most effective response and the expertise required.

Objective	Why should this be a Priority?	What has been done so far?	What needs to be done?
<p>6. Ensure that the Board develops and delivers training that complies with national guidance and effectively promotes the CYSCB objectives to the wider professional community. Specifically:</p> <ul style="list-style-type: none"> ▪ The current training strategy should be reviewed and amended to reflect the changes outlined in Working Together 2006. ▪ Training should aim to target all sections of the professional childcare workforce with training, which is tailored to need and provide training that makes a demonstrable difference to child safeguarding practice. ▪ Existing training packages should be reviewed and amended to reflect 	<p>Working Together 2006 changes the way interagency training is targeted at professional groups. Under the new guidance there is a move away from the existing three levels of training with an emphasis on grouping professionals by need. Additionally there is an emphasis on training managers at all level.</p>	<p>Work is underway revising the training strategy to reflect changes in Working Together 2006.</p> <p>A basic awareness child protection e-learning package is being developed jointly with North Yorkshire SCB and is expected to be in use by the beginning of February 2007. The package will then act as a passport into other CYSCB training.</p> <p>Other training packages that are in development for 2007 include:</p> <ul style="list-style-type: none"> ▪ Child protection for managers ▪ Child sexual abuse ▪ Domestic abuse ▪ Sexually active young people ▪ Problematic parental substance misuse <p>For 2008:</p> <ul style="list-style-type: none"> ▪ Child protection and children with disabilities ▪ Parental mental illness ▪ Emotional resilience 	<p>Completion of the CYSCB training strategy and ongoing development of training designed to meet the needs of the professional childcare community.</p>

Objective	<i>Why should this be a Priority?</i>	<i>What has been done so far?</i>	<i>What needs to be done?</i>
<p>changes in guidance and practice</p>			
<p>7. Ensuring the Board has an understanding of unexpected child deaths in the City of York by providing:</p> <ul style="list-style-type: none"> ▪ a rapid response by key professionals for the purpose of evaluating each unexpected child death ▪ an overview of all child deaths (under 18 years) in the CYSCB area 	<p>Working Together 2006 introduces a requirement to monitor all child deaths via Child Death Overview Panels. The aim of the panels is to identify patterns of fatalities irrespective of whether death resulted from abuse or neglect.</p>	<p>Positive early discussions have been held with North Yorkshire SCB in respect of having a joint Overview Panel</p>	<p>Agreement needs to be reached between North Yorkshire SCB and CYSCB in respect of the composition and structure of the joint Child Death Overview Panel.</p>

Objective	<i>Why should this be a Priority?</i>	<i>What has been done so far?</i>	<i>What needs to be done?</i>
via the development and implementation of a Child Death Overview Panel, jointly with North Yorkshire Safeguarding Children Board.			
<p>8. Develop a quality assurance strategy, which seeks to improve child-safeguarding practice by informing the current and future work of the CYSCB. The quality assurance strategy should include quantitative and qualitative measures and should be outcome focussed. Specifically the strategy should include monitoring the effectiveness of:</p> <ul style="list-style-type: none"> ▪ The CYSCB functions and outputs ▪ The CYSCB Unit ▪ Interagency safeguarding practices and arrangements ▪ Agency safeguarding practice ▪ Child protection conferences and reviews 	<p>LSCBs are expected to ensure child-safeguarding practice, both single and interagency, meets national and local guidance and effectively acts to prevent and protect children.</p> <p>Although previous versions of Working Together to Safeguard Children identified the ACPCs quality assurance role, it is regarded that this area did not always receive the required attention.</p> <p>The CYSCB has already developed a more robust approach to quality assurance, however, there is a clear need to develop a framework that not only ensures the quality of inter and single agency working but also assures the quality of the CYSCB itself.</p>	<p>A draft quality assurance framework has been developed providing mechanisms for assuring the quality of individual agencies, process, and specific safeguarding themes arising from individual cases. The framework also deals with assuring the quality of the CYSCB's work.</p>	<p>The draft quality assurance framework to be agreed by the CYSCB and implemented.</p>

Objective	<i>Why should this be a Priority?</i>	<i>What has been done so far?</i>	<i>What needs to be done?</i>
▪ Serious Case Review action plans			

Objective	Why should this be a Priority?	What has been done so far?	What needs to be done?
<p>9. Develop a communications strategy that positively promotes the work of the CYSCB and partner agencies to the professional community and the public and which seeks to raise public awareness of child safeguarding within the City of York. Specifically the strategy should include:</p> <ul style="list-style-type: none"> ▪ Informing the professional community of relevant national and local child safeguarding developments ▪ Promoting the work of the CYSCB to childcare professionals and the public ▪ Developing conduits to local media ▪ Providing information to parents and children regarding safeguarding and statutory processes 	<p>Whilst professionals safeguarding children is everyone's responsibility the CYSCB has a responsibility to educate and promote the safeguarding message to the widest audience.</p> <p>ACPCs were justifiably criticised for neglecting this area of work with the result that not only was the workings of the Committee unknown to the public there was also found to be ignorance amongst childcare professionals.</p> <p>Ultimately the protection of children is a responsibility of all members of society, however this responsibility can only be truly exercised when the wider community is informed.</p>	<p>Early discussions have been held between the Lead Officer (Communications) and the CYSCB Manager with an early draft of the communications strategy completed.</p> <p>The strategy will aim to adopt a creative and cost effective approach to communicating safeguarding children information to the public, young people, and the professional community. Increased and effective of electronic communication will be employed alongside the fostering of a constructive relationship with the media. A focus will also be placed on improved dissemination of the Boards work to the member agencies and the professional community.</p>	<p>Completion of a comprehensive communications strategy.</p>
<p>10. Ensure that children are safeguarded from sexual exploitation through the development and</p>	<p>The problem of child sexual exploitation is not confined to the large metropolitan authorities. Children drawn into prostitution</p>	<p>The CYSCB is currently working with North Yorkshire SCB and the Child Exploitation and Online Protection Centre (CEOP) on</p>	<p>There is a need to understand the nature of child sexual exploitation in the City of York. In part this will be achieved by raising professional</p>

Objective	<i>Why should this be a Priority?</i>	<i>What has been done so far?</i>	<i>What needs to be done?</i>
<p>implementation of processes that raise professional awareness, develop practical intervention skills, and facilitate effective interagency working. Specifically developments should address issues relating to the vulnerability of children via the Internet in addition to the vulnerability of children from commercial sexual exploitation.</p>	<p>come from many backgrounds and whilst there is no single pattern, the common factors are vulnerability and low self esteem.</p> <p>Although the CYSCB has not identified a specific sexual exploitation issue for children in York, we cannot be confident that this is not due to a lack of awareness or understanding of the issue.</p>	<p>rolling out safe online messages to all children and young people in the city.</p>	<p>awareness of this complex issue in order to identify children involved with or at risk of exploitation.</p> <p>Lessons should also be learned from authorities within the region with experience of identifying and dealing with the issue of child sexual exploitation.</p>
<p>11. Ensure that children are safeguarded from abuse perpetrated by childcare professionals, foster carers and volunteers through the development and implementation of processes that ensure safe working environments and effective interventions and which facilitate interagency working.</p>	<p>Whilst there have been significant improvements in protecting children from, albeit rare, harm posed by childcare professionals, changes in legislation and guidance have provided further necessary safeguards to children. Consequently, existing policies and procedures have to be updated to ensure all organisations provide safe environments for children and are clear about how to respond when a concern arises</p>	<p>Whilst a draft procedure has been developed jointly with North Yorkshire SCB the changes outlined in Working Together 2006 have already been implemented in the City of York. A Designated Officer has been identified to coordinate all allegations made against childcare professionals, along with senior officers within the key agencies to ensure compliance with the new arrangements.</p>	<p>Once the procedure has been completed, the new process requires dissemination to all agencies along with training for Named Officers.</p>

Objective	Why should this be a Priority?	What has been done so far?	What needs to be done?
<p>12. Review and where necessary amend interagency guidance and procedures to reflect changes contained within national guidance and legislation. Specifically the review should:</p> <ul style="list-style-type: none"> ▪ Lead to a clear separation between procedure and guidance ▪ Seek to work in cooperation with North Yorkshire SCB to ensure cross boundary consistency ▪ Develop quality assurance standards to facilitate the measurement of compliance 	<p>Working Together to Safeguard Children (2006) represents statutory guidance. Although much of the guidance remains the same as previous versions there are some significant differences and therefore existing procedures need to be reviewed to ensure compliance.</p> <p>The CYSCB view the review process as a useful opportunity to work with colleagues in North Yorkshire to develop common procedures in recognition of the fact that a number of key agencies work in both areas.</p> <p>It is also recognised that procedures, have over the years, become overly complex due to the inclusion of guidance. The common aim of the two Boards is to separate guidance from procedures with the aim of making processes clearer and improving compliance.</p>	<p>The CYSCB is currently working with North Yorkshire SCB to develop joint procedures, reflecting the nature of the cross boundary responsibilities for many of the Board agencies.</p> <p>Procedures dealing with allegations against childcare professionals are to be finalised by February 2007. Procedures dealing with sexually active young people, domestic abuse and the ore child protection processes are also being developed.</p>	<p>The joint review of procedures with North Yorkshire SCB requires completion to ensure compliance with changes contained within Working Together 2006</p>
<p>13. Review and agree the CYSCB financing arrangements to reflect the additional requirements and</p>	<p>The CYACP set 3-year budget in 2003 to last 3 years. Although the CYSCB has adopted the same approach to contributions as the</p>	<p>A paper was presented to and agreed by the November 2006 CYSCB identifying a process for reviewing the Board's finances.</p>	<p>New financial arrangements need to be agreed by the funding agencies to ensure the secure future of the work of the CYSCB and the</p>

Objective	Why should this be a Priority?	What has been done so far?	What needs to be done?
responsibilities of the Board and to provide continuity of resourcing.	ACPC there is a need to consider any additional demands placed on Safeguarding Board and recognise the changes in membership of the new Board.		CYSCB Unit.
<p>14. Ensure consistency and independence of decision-making in the child protection conference process. Specifically to:</p> <ul style="list-style-type: none"> ▪ Audit the current application of intervention thresholds in child protection conference, analysis and decision making ▪ Develop strong and clear lines of accountability between conference chairs and the CYSCB ▪ Ensure the quality assurance function of conference chairs ▪ Develop standards and criteria to measure quality and facilitate good practice at child protection conferences 	<p>Child Protection Conferences and Reviews (CPC) represent a key process in the safeguarding children system. Although CPCs have served children well over the past 30 years their evolution has sometimes meant a system that has become overly complex.</p> <p>Although administered by Children’s Services, CPCs are conducted under CYSCB procedures and represent an important quality assurance process for the Board. Therefore there is a need to ensure consistency in CPCs and develop clearly links with the Board than has previously existed.</p>	<p>A draft policy has been prepared in respect of the role of child protection conference chairs. The policy proposes increased authority for chairs with and greater accountability to the CYSCB. It is also proposed that conference chairs have a means of influencing and feeding back to the CYSCB via a conference-monitoring group.</p> <p>As with other of the CYSCB activities, clear standards will be developed in respect of child protection conferences ensuring the monitoring of quality.</p> <p>The introduction of the Integrated Children’s System (ICS) has determined improvements in child protection planning and facilitated changes in the conference process to give a greater focus on assessment and planning.</p>	<p>The draft policy needs finalising and agreeing by the Board along with the implementing of standards and criteria designed to assure the quality of child protection conferences.</p> <p>Changes to the child protection conference process brought about by ICS need to be disseminated to all agencies and the impact of the changes reviewed by the CYSCB to assess their effectiveness.</p>

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City of York Council Child Protection Policy**Statement:**

The City of York Council fully endorses the United Nations Convention of the Rights of the Child 1989 and asserts that children and young people should be protected from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse and that their potential as human beings is maximised.

This council is therefore committed to safeguarding the welfare of children and young people. The council recognises its key role in the direct provision and commissioning of services to children and young people but also its position of influence with other local partner organisations.

The council recognises that the welfare of our children and young people is paramount and that all children whatever their age, culture, disability, gender, racial origin or sexual orientation have the right to protection from abuse. The council will as a result ensure the safety and protection of all children engaging or benefiting, directly or indirectly, in services provided by the authority.

This Policy promotes the following Principles of Good Practice:

This council will seek to ensure that all City of York Council business is discharged having regard to the need to safeguard and promote the welfare of children and that any services provided on our behalf is of a high standards. This council will:

- Treat children and young people with care, respect and dignity
- Ensure communication with children and young people is open and clear
- Ensure consideration in respect of any of the council's actions/decisions of the effect those actions may have on children and young people
- Recognise that those working for the council will be perceived as trusted representatives by children and young people
- Seek to prevent incidents of harm of whatever form and from whatever source
- Assess the risks to children of the council's activities, policies and interventions
- Provide children and young people with appropriate safety and protection whilst in the care of or engaged in activities organised by the council
- Ensure we practice safe recruitment in checking the suitability of staff who work for us with children and young people
- Develop and implement procedures for identifying and reporting cases, or suspected cases of abuse
- Ensure all key personnel are aware of how to report concerns about the welfare of children
- Respond swiftly and proportionately to allegations of abuse and develop systems to ensure that staff working with children are routinely monitored and their practice reviewed

This council recognises that progress in improving safeguarding arrangements within the authority are best achieved on a partnership basis and lends its full commitment as a result to the work of the local Safeguarding Children's Board.

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Executive**27 February 2007**

Report of the Director of Learning, Culture and Children's Services

Future of the Connexions Service**Summary**

1. This report advises the Executive that from April 2008 the City of York Council will receive a government grant previously paid to the Connexions Service and will also acquire the responsibilities attached to the funding.
2. The report further proposes a strategy for how the Executive should manage these new responsibilities and seeks permission to implement a management of change strategy, funded entirely by external grants.

Background

3. At a national level, the Connexions Service was established in 2001 in response to the vision set out in the Social Exclusion Unit's report *Bridging the Gap* and the White Paper *Learning to Succeed*. These documents proposed the creation of a more co-ordinated youth support service to address problems and issues faced by young people, and in particular those young people not in education, employment or training (NEET) or at risk of becoming so. In York and North Yorkshire, the service was set up as a limited company and went live in September 2002. The partners then were City of York Council, North Yorkshire County Council (NYCC) and Guidance Enterprise Group (GEG) – a private careers company. In July 2004, with the approval of the Executive, the business of the Connexions company was transferred to North Yorkshire County Council, together with staff, premises and assets. This was done on the advice of the Department for Education and Skills (DfES) in order to resolve a VAT issue which had not been anticipated by central government.
4. The Connexions business is to agree a local delivery strategy and to receive a Central Government grant, which it then awards to a variety of contractors to deliver the strategy, covering a range of information, advice and guidance and youth support services at various environments. In accordance with the origin of the service, much of its work is targeted at young people not in education, employment or training and therefore at risk of social exclusion. Much of the additional funding brought in by Connexions, over and above the funding for the

former careers service contract, has been allocated to the targeted work. In 2008 the current arrangements will change. Connexions grants will be given directly to councils who will then continue to be responsible for awarding contracts to providers for the service.

5. Connexions is a multi-agency focused service. Both the current strategic Board and the local management committee of the service are multi-agency bodies. The multi-agency approach to both the composition of partnerships and their operational delivery has been a key strength of the Connexions service. Strong links have been forged with local partners such as the council, schools and colleges, employers, the Learning and Skills Councils (LSCs), the Youth Service, Youth Offending Teams, the Education Welfare Service, the Police, Health, Children's Services, Jobcentre Plus and a wide range of voluntary and community sector organisations. In this sense, the service pioneered the drive towards greater integration of young people's services which is one of the underpinning principles of the reforms set out in Youth Matters. The development of multi-agency one-stop shop facilities for young people has been an important plank in the success of this approach.
6. The Connexions Board consisted of key strategic partners who could represent strong sub-regional agendas, as well as seeking the best services for York. The Board members included the Learning and Skills Council, the Police and the Primary Care Trust, for instance. These organisations are now full members of the children's trust arrangements in York.
7. The thrust of policy in the area of young people is a strong steer to integrate service delivery further. The government are driving this agenda by introducing a common assessment framework for all agencies, information sharing and lead practitioners – a worker who supports a family or young person when they are in contact with a number of agencies. Since 2005, the DfES has funded 2 pilot schemes in York to progress these issues and to integrate the work of the service with the children's trust and with the Youth Service in particular. The approach to more integrated working has been welcomed by all providers and by all agencies receiving the service.
8. Another important feature of Connexions has been the commitment to involving young people in meaningful ways in the design, planning, delivery, evaluation and governance of the service. This has been recognised as a strength, with young people and stakeholder surveys reporting that young people were involved in a wide range of activities across the service, most commonly relating to influencing the scope, mechanics and evaluation of the service.

The future funding arrangements and transfer of responsibility

9. The Connexions statutory functions that will transfer to the local authority in 2008 are set out below. Each local authority can either deliver the functions in-house or can commission the work from one or more external partners.
10. Under **Section 8 of the Employment and Training Act 1973** (amended by the **Trade Union Reform and Employment Rights Act 1993**), the Secretary of State has a duty to secure the provision of services for assisting persons undergoing relevant education to decide:
 - what employments, having regard to their capabilities, will be suitable for and available to them when they cease undergoing such education; and
 - what training or education is or will be required by and available to them in order to fit them for those employments;
 - and for assisting persons ceasing to undergo relevant education to obtain such employments, training and education.
11. There is a statutory requirement for schools to deliver a programme of careers education from Year 7. Connexions partnerships are expected to support curriculum and staff development in careers work. The statutory duty refers to the requirement to provide careers services to young people.
12. Under **Section 114 of the Learning and Skills Act 2000**, the Secretary of State has the power to provide or secure the provision of services which he or she thinks will encourage, enable or assist (directly or indirectly) effective participation by young people in education or training. This power effectively extends the Connexions remit beyond Careers Education and Guidance and into delivery of a wider range of services designed to improve levels of participation in education and training.
13. Under **Section 140 of the Learning and Skills Act 2000**, the Secretary of State has a duty to arrange an assessment for young people with learning difficulty and/or disability as defined by the Act to assist their transition to post 16 education and training opportunities. Section 140 assessments are conducted by Personal Advisors and take place in or after the young person's final year of compulsory education.
14. Connexions Partnerships are responsible for government set targets that will become local authority responsibilities – as is already happening through Local Area Agreements. The most relevant one is reducing the proportion of 16-18 year olds not in education, employment or training (NEET).
15. In addition, any organisation acquiring the Connexions grant will be required to maintain a client management system to provide benefits

advice to young people to promote financial advice to young people such as the Education Maintenance Allowances.

Implications of the change in funding arrangements

16. Responsibility for delivering the Connexions service in York will transfer to the local authority, who must have regard to the views of the children’s trust when deciding how to run the service. Funding for the service delivery will be paid directly to the local authority. The funding will be allocated by a nationally set formula and is expected to be allocated for a 3 year period. The DfES are still in the process of developing the formula but fundamental changes from the figures set out, below, are not expected.
17. It is expected that approximately £1,241,000 will be allocated to York each year for service delivery. In addition, the York share of the current central costs for premises, central team costs etc is £167,326. In total, therefore, York would expect to receive £1,408,782 from April 2008 if the expected formula is applied.
18. The current allocation of the £1,408,782 in York for 2007 is directed towards the following providers:

Guidance Enterprise Group	£855,139
City of York Council	£291, 179
Voluntary, community and other sectors	£95,138
Central team costs (transferring to York in 08)	£167,326
19. The current Connexions Board has agreed to wind up its functions as soon as the transfer of funding is complete in April 2008. There will no longer be a sub-regional Board or service to deliver. In anticipation of this, the children’s trust Board in York has expanded its membership to the sub-regional bodies that can provide valuable advice to the city, such as the LSC, the Police and the North Yorkshire Business and Education Partnership (NYBEP). The central Connexions staff involved in servicing the Connexions Board and Partnership across the sub-region will no longer be required. This issue will be dealt with by NYCC, as the employer of all the central staff, and the Connexions Board, which has set aside funds to meet such eventualities.

Establishing a Young People’s Service for York

20. In order to deliver the aspirations set out in the *Youth Matters* Green Paper and the Education and Inspections Act 2006, the local authority will need to establish a new Young People’s Service, combining the functions of the Youth Service with those of Connexions. This would involve a merger of the two services, with some resulting efficiency savings in both premises and management costs.
21. It is proposed that the new Young People’s service cover all of the functions of the two current services and is based on locality teams

drawn from both services. No current activity will be lost but service delivery should be improved by the development of flexible, multi-agency teams – along the model already successfully piloted in the city through targeted youth support teams.

22. The teams will consist of the current youth work and Connexions teams, both of which have already aligned their staff to clusters of wards and schools to create a locality model. There will be single line management of these teams and improved access to them by young people because of their location in schools and young people's centres.
23. The strategic partnership accountability for the service will be through the Yor Ok Board and the 14-19 Partnership. Bodies such as the local management committee for Connexions will be wound up as responsibility transfers to existing and well-established bodies. Both the Yor Ok Board and the 14-19 Partnership have expanded their membership recently to include broader representation to ensure that they can deal with both universal and targeted services.

Consultation

24. A programme of consultation began in September 2006. This consisted of meetings of all stakeholders through the Yor Ok Board and the local management committee, through to targeted consultations with schools, colleges and the voluntary and community sector. Consultation ended on January 16th 2007 and a formal report outlining the outcomes of the consultation was presented to the Yor Ok Board. The Board endorsed a series of principles which they wished the Executive to be aware of when making their decision about the future of Connexions in York. The principles endorsed by the Board were as follows:
 - To deliver a local authority led, integrated young people's service, which would be based in schools, colleges and youth centres.
 - To move strategic management of the service to the Trust Board and the 14-19 strategy, whilst also increasing the management of the provision by Heads and college principals.
 - To reduce the management structures delivering the services, by integrating with the Youth Service management team, and reduce some of the bureaucracy involved in gaining contracts and monitoring delivery by moving to 3 year funding agreements wherever possible.
 - To explore ways to redistribute resources towards more universal and preventative services, over time.
 - Services to become more flexible, with staff teams able to deliver comprehensive services during office hours, extended school provision and at evenings and weekends.
 - To support the development of capacity in the voluntary and community sector.

- To guarantee that organisations working across York and North Yorkshire, such as the colleges, will not be adversely affected by the separation of funding between two local authorities.

Options

25. There are three options the Executive should consider when planning how to deliver the service described in paragraphs 20 – 23 above. These are:
- to take in-house more of the service;
 - to roll forward all existing contracts with external bodies; or
 - to put out to tender some or all of the work.

Option 1: Increase in-house provision

26. The council could take over the direct running of the key functions for which it is legally accountable, such as the delivery of information, advice and guidance. These services used to be run by local authorities and are being taken over by local authorities, where they can be run efficiently and effectively and where best value can be demonstrated. In addition, as services become more integrated, the process is enhanced by having the staff teams working to the same employer. If this option is chosen, the main implications would be for the frontline staff and their immediate managers working for the Guidance Enterprise Group. These staff could transfer to the local authority, with full funding. There would be a reduction in management and non-staffing costs, particularly accommodation costs. This would facilitate the greater integration and flexibility needed to deliver a high performing service. This option would ensure that service levels were maintained and would also give the likeliest possibility that more frontline delivery could be made from within the same level.
27. Some services may continue to be provided by the Guidance Enterprise Group, who have, for example, expertise in training staff in specialist areas that the council would not be able to deliver at a lower price. The externally purchased services would be commissioned according to council policy.
28. Any transfer of function would require the council to find accommodation in schools, colleges or youth centres for up to 18 additional staff. Accommodation would be shared by staff teams in existing bases and in schools and colleges. The following sites have been identified as potential bases for locality teams:
- Fulford School, for the team serving the south and east of the city. Suitable accommodation is already available there.
 - The team serving the west of the city would probably be based at Moor Lane youth centre, which would require some capital outlay to convert spaces.

- The team serving the north of the city would be based at Kingswater centre. This would be in the existing office space, with no impact on space for young people. It would require some of the current management and administrative functions to be relocated.
 - Some management and administrative staff would be allocated space in existing council accommodation or in a building currently leased by Connexions at a competitive rent. The forward planning for Hungate already includes plans to locate the senior management function of the service there.
29. Connexions have allocated £57,000 for capital works to City of York Council to pay for the relevant infrastructure costs should the council accept this option. This funding would be carried over into the next financial year, and reported through the capital programme.
30. There are some functions of the service that neither the council nor commercial partners could run as well as other organisations. These include the services delivered to some of the hard to reach groups that are better delivered by the voluntary and community sector.
31. Option 1 meets all of the needs identified by the consultation.

Option 2: Roll forward existing contracts

32. The council could, for a fixed period, continue to provide the services in their current form. The main benefit in choosing to do this would be continuity of provision. The current service is generally high performing and it is reasonable to assume that a decision to roll forward the existing contract would maintain current levels of performance.
33. Changing circumstances, however, may make it difficult simply to maintain the status quo. There are financial, legal and managerial issues that need to be addressed even if the decision is taken to remain with the current contract.

Financial issues

34. It is difficult, at this stage, to provide a detailed analysis of the financial implications of disaggregating the sub regional Connexions grant. For a number of years, York had been successful in bidding for more than its formula share of resources from the Connexions Board. Under the formula allocation for York in 2006, one frontline post was redeployed from York to North Yorkshire to ensure that future provision in the city could be funded from the grant allocation anticipated under the new arrangements. For the last three years the Connexions grant has failed to keep pace with inflation and this is expected to be the case for 2007/08 already. This suggests that it will be difficult to maintain frontline services unless economies are found from elsewhere. In the current financial year the company holding the largest contract spent just under 20% of their funding on accommodation and not on service delivery.

Legal issues

35. The authority has a legal requirement to secure best value in the procurement of services. The contract for Connexions delivery in York (and North Yorkshire) and its predecessor services has not been subject to tendering or market testing for many years. It should have been put out for tender at the point that the new Connexions Service was established, and again when the government changed funding rules. On both occasions the private company holding the contract were given permission to have the contract extended for a further period, without being subjected to competition. A decision to extend the existing contract for a further period without market testing might be held to be in breach of the best value requirement and European procurement rules.

Managerial issues

36. Through the consultation and through routine review of the service, managers have identified a number of functions within the existing contract that could be improved by changing contractual arrangements. These include the opportunities that would arise from greater involvement of the voluntary and community sector and the requirement for more flexible working arrangements to meet the expectations of young people that services should be available when they are needed, rather than when staff are available. These are changes that, with the consent of the contractor, might be negotiated within the existing contract, but might more easily be addressed by alternative arrangements.
37. Option 2 would delay action to meet the needs identified in the consultation.

Option 3: Carry out a thorough review of needs and redesign a specification for future tendering.

38. Nationally, much of the debate about the future of the Connexions service has focused on the decision about whether the existing procurement arrangements should be maintained or not. Less attention has been paid to the benefits that might be realised from redesigning the specification, or from inviting separate tenders for some but not all of the services provided by existing careers companies.
39. At a meeting on the 8 February with representatives of the Joint Venture Company that owns Guidance Services (VT and Enterprise Consulting), it was suggested that the authority should consider alternative forms of procurement, such as a partnering arrangement for some of the services provided by Guidance Services. It was suggested that this could, for example, include the Management Information System or Training and Development.
40. Should Executive wish to maintain the contract but re-design the service, the opportunity already exists for variations to be agreed.

Connexions is currently reviewing the Management Information contract and the authority has committed itself, in principle, to maintain the arrangements established for 07 - 08. Action is also being taken to rationalise the current arrangements for staffing the new Castlegate information and advice centre for young people.

41. The option to undertake a comprehensive review of the whole contract presents some practical difficulties. It would be difficult to establish new specifications and to complete consultation and tendering processes in time for the new service to be established by April 2008.
42. Option 3 offers the opportunity to meet all of the needs identified through the consultation but runs a risk of delay arising from the need for complex contract negotiations.

Analysis

43. Option 1 has been the option which has received most support from partners, through consultation and is compatible with the development of provision for young people in the city, with the agenda set by Youth Matters and with the desire to reduce management costs.
44. There is a misconception is that the Council cannot elect to carry out work itself unless it has bid for the work in competition with the private sector. Since the CCT regime was superseded by best value this is not the case. Competition can still be appropriate, of course, but only when the Council decides that it would be in the interests of best value to pit in-house provider against private sector provider. This is often established by employing a public sector comparator - price/quality model of in-house provision versus private sector bid.
45. Local authorities in other parts of the country are taking back in-house the Connexions Service. Other partnerships have already disaggregated the Connexions grant back down to local authority level and local authorities are taking over some of the services. Some continue to be delivered by contracted companies. There is no compelling evidence that an external provider would be able to deliver a better quality of service than the one currently delivered and the one proposed.
46. A decision in principle to approve Option 1 does not preclude the possibility that some parts of the current service might continue to be procured from external providers where a clear benefit can be identified.

Corporate Priorities

47. Connexions work contributes to the following priorities:
 - a. Increase people's skills and knowledge to improve future employment prospects

- b. Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest
- c. Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city
- d. Improve efficiency and reduce waste to free up more resources
- e. Improve our focus on the needs of customers and residents in designing and providing services
- f. Improve the way the council and its partners work together to deliver better services for the people who live in York

Implications

48. The Connexions funding currently supports 37.9 full time equivalent (fte) staff in the city. Of these, 27.4fte are employed by Guidance Enterprise Group, 8 fte by the council and 2.5 in the voluntary or other sectors. There are plans in hand by Connexions, from April 2007, to allocate a further 4.5 staff to the City of York Council and to remove the same number from the contract awarded to Guidance Enterprise Group. The implications arising from this report are largely concerned with this group of staff.

- **Financial**

49. Outline funding and financial implications have been set out in the body of the report. These will be finalised in the transfer documents (see below) with full details presented to the Executive prior to any financial decisions being made. All 3 options require the council to make arrangements in respect of any assets currently owned by NYCC for Connexions purposes and to reach agreement about the management and liability of claims which may arise in respect of Connexions business in respect of incidents which occurred before the transfer of the service from April 2008.
50. All Connexions contracts expire by 31 March 2008 and so there will be no ongoing contractual liabilities or responsibilities transferring to the city from that date.
51. In developing the new structure, it is assumed that there will be some reduction in existing management costs. The savings will be made in two areas. The staff who run the central Connexions Service are employed by NYCC. In the main, their functions will cease at the point that the Connexions Board dissolves itself and the responsibilities transfer to the two local authorities. The only issue which will remain is whether the staff who are mainly engaged in work in York will be eligible to be TUPEd into posts within the new structure proposed for York. It is likely that a small amount of staffing, with budget, would transfer to the city. It is expected that a significant management saving will be made here.

52. The transfer of GEG staff to the council would bring with them the local management capacity but would not bring over the staff with regional responsibilities. This would result in a small saving in staff costs, which would be added to the bigger saving in premises costs already referred to, above.

- **Human Resource**

53. If Option 1 were accepted there are a number of changes which will arise. These are the TUPE rights (Transfer of Undertakings (Protection of Employment) Regulations 1981) of current centrally employed Connexions staff and the staff employed by VT plc. Following a decision by Executive, work will continue to establish appropriate arrangements for the transfer of staff to the local authority.

- **Equalities, Crime and Disorder, IT, Property and Other**

54. There are no implications.

- **Legal**

55. Connexions is currently an integrated unit serving York and North Yorkshire. In 2008, part of the operation will transfer to CYC. The transfer is a consequence of changes in how the Connexions service is to be delivered but the transfer arrangements are not directly covered by regulation - rather they are an incidental of what is acquired. The transfer arrangements therefore need to be agreed by the two Councils. It is essential that NYCC and CYC identify what assets should transfer, when and upon what terms and this should be done in the form of a transfer document. Further Legal Services advice will be required to produce the relevant transfer document and terms.

56. NYCC will hold various assets for Connexions purposes and these may be owned, leased or shared with other NYCC users. The assets will take different forms - property, office equipment, IT, lease cars, intellectual property and work in progress.

Other implications

57. Private, voluntary and community groups will have the opportunity to tender for additional contracts through the new Young People's Service where it is believed that they offer the best value in service delivery and quality. A commissioning strategy will be developed which will consider using either the cheapest tender or the "most economically advantageous tender" criteria. Whichever criterion is selected it is essential that a robust and effective evaluation model is created before tenders are received.

58. The voluntary sector and other providers have indicated that they would prefer to have more secure funding arrangements than was possible under the current Connexions contracts. In particular, they have requested that the council explore three-year funding deals. There is no legal restriction on the length of term of a service contract. The longer the contract runs, the more resilient it needs to be to cover risks which foreseeably could arise during the contract's life. Such risks contain many different forms - level of inflation, changing demands, change in law, reorganisation, changes in provider status and so on. The contract needs to address such risks pre-emptively and stipulate how they are to be dealt with.

Risk management

59. The risks associated with this report are about security of funding and quality of service delivery. Funding has been set aside from both the Government Office and the Connexions Board in order for them to meet all liabilities at the point of transfer. The Director of Resources needs to be satisfied that this is the case and, in particular, that pension issues are adequately dealt with for any staff that transfer to the city.
60. Quality of service is an issue which is particularly affected by staff moral and security. Any proposed changes, particularly for staff in GEG, need to be managed in such a way that frontline delivery is maintained. These staff are already working in partnership and within an agreed strategy across the city and their managers are working hard to ensure that they are prepared for any changes to terms and conditions in the future.
61. Temporary funding has been provided by Government Office to employ a project manager to oversee the development of the new service. This will ensure that there is capacity to manage change without impacting on service delivery. The project management time will come from managers within the affected services, who have sound knowledge of the strategy being followed and of the services to be delivered.

Liabilities

62. Because staff and other assets are being transferred from NYCC to CYC the question of liabilities needs to be considered. These may be employment related claims or contract related claims.

Transfer Documents

63. NYCC and CYC staff will need to work closely together to arrive at a set of agreed terms to apply to the transfer. Working parties have been established by Connexions, involving specialist staff from both councils, to ensure that the disaggregation of staffing and budgets is done securely. It is essential that the terms be incorporated into one document which will be the definitive statement as to the terms which

will apply to transfer of staff and assets. The document will also deal with other related matters including how claims are to be dealt with. Approval should be sought from Members before the completion of a transfer document on terms agreed by the Director of Children's Services in consultation with Director of Resources and the Director of People and Improvement.

Recommendations

64. The Executive is asked to approve the following recommendations:
- i. To note the transfer of Connexions Service responsibilities to the local authority from April 2008
Reason: in order to prepare for the new responsibilities,
 - ii. To establish an integrated service for young people
Reason: to continue the strategy already developed and in order to streamline management costs,
 - iii. To integrate staff teams in locality bases
Reason: to provide a more accessible service to young people
 - iv. To continue to sub-contract some work to the private, voluntary and community sector
Reason: to purchase provision from those who can deliver specialist work beyond the scope and expertise of the council,
 - v. To manage the Connexions contract as a direct provider, as set out in Option 1, subject to continuing reassurance that this option represents an efficient use of resources available.
Reason: in order to establish the terms of reference for the transfer document and to authorise staff to carry out the related work programme,
 - vi. To review the operation of the current contract in order to establish whether there is a need to continue to procure specific services from external providers
Reason: to ensure continuity of provision and to maintain service quality.
 - vii. To receive a further report, from the Directors of Learning, Culture and Children's Services, Resources and People and Improvement once transfer documents are agreed with North Yorkshire County Council.
Reason: to make a final decision about the deployment of resources from April 2008 and to be satisfied that the council is not exposed to unfunded risks and liabilities.

Contact Details

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Chief Officer Responsible for the report:

Patrick Scott
Director of Learning, Culture and Children's Services

Report Approved **Date** 15/2/07

Specialist Implications Officer(s)

Financial Implications.

*Name: Katherine Finnie
Title: Principal Accountant
Tel No. Ext 4226*

HR Implications – under consideration by the Connexions Working Group

Legal Implications.

*Name: Suzan Hemingway
Title: Head of Civic, Democratic and Legal Services
Tel No. Ext 1004*

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

All

For further information please contact the author of the report



Executive**27 February 2007**

Report of the Director of Learning, Culture and Children's Services

Children and Young People's Plan 2007 - 2010**Summary**

1. This report recommends to the Executive that the City of York Council adopt the *Children and Young People's Plan 2007 – 2010* recently approved by the board of the Children's Trust (YorOK).

Background

2. The *Children and Young People's Plan (England) Regulations 2005* require that local authorities prepare and publish a Children and Young People's Plan outlining 'the authority's strategy for discharging their functions in relation to children and relevant young persons'.
3. The Guidance requires that plans should include:
 - a statement of the authority's vision for children and relevant young persons;
 - a needs assessment against the outcomes;
 - an outline of the key actions planned to achieve the improvements so far as relating to the outcomes;
 - a statement as to how the authority's budget will be used to contribute to those improvements; and
 - a statement as to how the plan relates to the authority's performance management and review of services for children and relevant young persons.
4. Included within the Guidance is a further requirement that the authority consult widely as part of the process of producing the plan, and there is an expectation that this consultation will be undertaken through the Children's Trust arrangements that Local Authorities are expected to maintain. The DfES advises that 'government expects all areas should have a Children's Trust by 2006'. It explains that 'by 2008 local authorities are required to have in place arrangements that produce integrated working at all levels, from planning through to delivery, with a focus on improving outcomes. Local authorities may choose not to call this a 'children's trust', but the important point is that the way of working is in place and committed to'.

5. As a Pathfinder Children's Trust, York has been at the forefront of these developments, and first produced a Children and Young People's Plan in 2005, a year earlier than most authorities. Although this Plan covers the period 2005 – 2008, the authority decided that it should be up-dated a year earlier than was originally intended. The reasons for this were:
 - to reflect the significant changes that have taken place within the sector since 2005,
 - to align planning in York more closely with the national planning cycle,
 - to ensure consistency with the Children's Block of the Local Area Agreement, and
 - to prepare for the Joint Area Review in 2008.
6. Work on the production of the plan was undertaken through the YorOK board. At a meeting on 15th March 2006 the Board established a Reference Group chaired by the Director of LCCS which was asked to ensure that key stages in the approved timeline for the development of both the Children and Young People's Plan and the Children and Young People's block of the Local Area Agreement were met. The reference group comprising key partners was given the task of ensuring this work progressed in a timely, coordinated and high quality manner. The Reference Group has reported to all subsequent YorOK Board meetings beginning in March 2006 when the membership and work plan of the group was first outlined.
7. Attached at Annex 1 is the draft plan approved by the Board at a meeting on the 17 January. The constitutional position is complex. The Children's Trust operates as a forum where partners can reach agreement on key strategic priorities without foregoing any of the formal responsibilities that they carry through their own individual governance arrangements. In effect, it works because the partners want to make it work, and are prepared to invest considerable informal authority in their representatives around the table. Members of the YorOK board representing the city council include the Executive Member for Children's Services, and the Shadow Executive Member, as well as senior officers from the Directorate of Learning, Culture and Children's Services.

Consultation

8. The Planning Guidance requires the authority to consult with:
 - such children, relevant young persons and families (including persons with parental responsibility for, or who have the care of children) in the area of the authority as the authority consider appropriate;
 - such persons or bodies representing children, relevant young persons or families as the authority consider appropriate;
 - the appropriate diocesan authority for any foundation or voluntary school situated in the authority's area which is a Church of England or Roman Catholic Church school;
 - the school organisation committee for the authority's area;
 - such persons or bodies providing voluntary services relating to children and relevant young persons in the area of the authority;

- such groups of persons representing local communities as the authority consider appropriate;
 - the Local Safeguarding Children Board for the authority's area; and
 - each of the authority's relevant partners.
9. The Reference Group produced a document which was used as the basis for consultation with all of the relevant partners. Formal consultation sessions were conducted with the EMAP for Children's Services, the YorOK board, Headteachers, the Education Joint Consultative Group (JCG), the Lifelong Learning Partnership, the Connexions Local Management Committee, the PCT and the Hospital Trust. In addition, responses were invited from the following groups and services:
- Children and young people – responses were received from over 2,000 children and young people through a postcard exercise, school council conferences and focused work with specific groups of vulnerable children and young people,
 - Parents through a targeted postcard exercise delivered through schools – over 100 responses have been received on line,
 - Service providers through partnership and other meetings,
 - Members of the public through a 2 day city centre presence with children's activities in half term which attracted a positive article in The Press.
10. The original consultation document proposed nine priorities which were reduced to six in the final plan. The outcomes of the consultation are reported in the Children and Young People's Plan itself.

Options

11. The Executive has two options, to approve or not to approve the *Children and Young People's Plan 2007 - 2010*. A decision to adopt the plan will require that it be referred back to the YorOK board for further consideration by all of the partners to the Children's Trust.

Analysis

12. The plan is based on an analysis of the consultation responses and the audit of provision included under each of the 5 outcomes for children and young people.
13. Since the production of the draft plan, the DfES has issued further guidance about the annual review of the Children and Young People's Plan. This draws attention to new duties placed on local authorities in the Children and Young People's Plan (England) Amendment Regulations 2007, the Education and Inspections Act 2006 and the Childcare Act 2006. In summary, these are that:
- the vision statement must now include more specific statements of intent about the integration of services provided by the authority, arrangements to safeguard and promote welfare and arrangements for early intervention and preventative action.
 - authorities must consult with schools, school forums and school admission forums,

- schools must 'have regard' to the CYPP,
 - authorities must 'promote diversity of school provision and increase parental choice in planning and securing the provision of school places' and should include within the plan an analysis of parental demand,
 - authorities must 'secure young people's access to positive leisure time activities...as far as is reasonably practicable' and 'secure the provision of sufficient childcare to meet the requirements of working and training parents in their area'.
14. For the most part, the Children and Young People's Plan or the service plans derived from it meets these new requirements. Where this is not the case, the gaps will be addressed in a review of the plan proposed for the Annual Performance Assessment (APA) which, this year, will be taking place in September.

Next Steps

15. Following approval of the plan, the Reference group will seek to ensure that the key priorities are communicated effectively. This includes work to ensure the text is transferred into a user-friendly publication. Priority will be given to the development of at least one and ideally two children and young people's versions of the Children and Young People's Plan. Some elements particularly around workforce strategy, the financial statement and the relationship with other plans will need further work and this will be completed prior to publication.
16. The Plan will be formally launched at a conference to be held 18th April 2007, with the theme of learning about what makes prevention effective. The launch on that date will also include the showing of the DVD of young people's views in the city produced as part of the consultation. The venue is York St John's College, which can accommodate up to 180 people.
17. Future meetings of the YorOK board will be organised to enable Board members to receive periodic updates on progress against both the priorities in the plan and the specific targets in the LAA (Children and Young Peoples block).

Corporate Priorities

18. The priorities in the Children and Young People's Plan are grouped under the LAA outcomes, which themselves have been organised to reflect the 5 national outcomes for children and young people adopted by the DfES for all planning purposes. The LAA has been approved by the GO:Y&H and has been adopted by the Local Strategic Partnership (Without Walls).
19. In addition, the plans incorporate work being undertaken by the Directorate to meet the 13 priorities in the Corporate Strategy, but particularly:
- To increase people's knowledge and skills to improve future employment prospects',

- To improve the contribution that Science City York makes to economic prosperity’,
- To improve the health and lifestyles of people in York, in particular among people whose levels of health are the poorest’,
- To improve the life chances of the most disadvantaged and disaffected children, young people and families in York.

Implications

20. There are no implications arising directly from the publication of the plan itself. Implementation of the plan will be subject to the normal requirements of the constitution and financial standing orders.

- **Financial:** None
- **Human Resources (HR):**None
- **Equalities:** None
- **Legal:** Included within the body of the report.
- **Crime and Disorder:** None
- **Information Technology (IT):** None
- **Property:** None
- **Other:** None

Risk Management

21. The Children and Young People’s Plan plays an important role in helping the directorate of Learning, Culture and Children’s Services identify significant risks in the work of the directorate. The risks associated with the Plan itself are largely reputational, as the plan will be a key document in the forthcoming Joint Area Review (JAR) and is now subject to annual assessment by the DfES through the GO:Y&H in order to ensure compliance with statutory requirements and as part of the Performance Management of Children’s Services Departments.

Recommendations

22. The Executive is invited to consider, comment upon and recommend the Children and Young People’s Plan 2007 - 2010 to full Council for approval.

Reason: To improve outcomes for children and young people in York.

Contact Details

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Chief Officer Responsible for the report:

Patrick Scott
Director of Learning, Culture and Children's Services

Report Approved

Date 15/2/07

Specialist Implications Officer(s) List information for all

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Papers:

Children and Young People's Plan: Consultation Document

Annexes

Annex 1: Children and Young People's Plan 2007 – 2010.

**CHILDREN & YOUNG PEOPLE'S PLAN
2007 – 2010**

CONTENTS

Introduction

YorOK

The Vision

What Matters Most

The Five Outcomes

Key Performance Indicators

Workforce Development

Planning Bookcase

Finance

The Children and Young People's Plan 2007- 2010

Introduction

This is the second Children and Young People's Plan for the City of York. It has been produced by YorOK, the Children's Trust, which is a partnership of everybody in the city who works closely with children and young people.

The main purpose of the plan is to provide a clear sense of direction for everybody working to improve outcomes for children and young people in the city. However, it has another purpose, which is to help young people understand what it is that they can reasonably expect the city to do for them and how they might make a contribution themselves.

Generally speaking, plans of this kind combine what you know you are going to do with what you would love to do if you had the resources. This plan is no exception. Most of what is included has been carefully thought about and realistically costed, but we have also allowed ourselves to dream, not least because that is what the people of York, young and old, did when we asked them what they wanted.

So the *Children and Young People's Plan 2007 – 2010* is not just a hard headed statement about what we are going to do for children and young people in York over the next three years, it also establishes a direction of travel, a set of aspirations.

This means that some of what is included in the plan may never be achieved because we may never have all the resources that we need. In our view, that should not stop us from setting our sights high, or striving for excellence.

This plan replaces and updates both the *Children and Young People's Plan 2005 – 2008* and the *Children's Services Plan 2006 – 2009* produced last year, and it will be up-dated every twelve months. We have tried to keep it short and make it readable. That means it does not include the detail of everything that we do. For those who want to know more, references to other plans can be found on page X in the 'planning bookcase'.

The government expects us to concentrate on the five outcomes for children and young people and, in section 4, the plan does just that. It starts, however, with a vision for children and young people in York and an analysis of local needs and priorities.

YorOK

YorOk is the name of our Children's Trust arrangement in York, established to end the fragmentation of responsibilities for children's services and the potential for confusion that this has created. All services for all children and young people aged 0-19+ are included in our trust arrangements. The objective is for services to work in partnership with children and families to identify need, and to jointly plan, deliver and evaluate services to improve the life chances of York's children and young people. Yor OK provides the strategic direction for children's services and will improve arrangements for working across services such as health, social care and education and new partnerships between the statutory and independent sectors.

At its simplest, Yor OK aims to integrate services in order to ensure that every child and young person has access to high quality level one universal services that enable them to grow into resilient young adults with better life chances. For children and young people who need additional or specialist support, the aim is for services to be more responsive, better organised and delivered earlier. Extended schools and children's centres will play an important role in re-shaping services around children's needs.

The Yor OK Board is the partnership body made up of senior representatives of all the services that work with children, young people and parents/carers and provides an important symbol of our commitment to working together to improve outcomes for children and young people. The Board meets every two months and meetings are open to the public. Through these meetings, we are able to pool expertise and find creative and innovative ways of developing services that are responsive to the needs of children and young people.

The Board is particularly keen to involve children, young people and their parents in the design, development and implementation of services and to find sound research or other evidence to inform different ways of working.

Membership of the Yor OK Board at December 2006 is:

For City of York Council:

Cllr V Kind (Chair) - Shadow Lead Member children's services

Cllr Carol Runciman - Lead Member, Children's Services

For the Primary Care Trust:

Heather Rice - Director of Health and Social Care

For the local children and families voluntary and community sector

Colin Stroud - Chief Executive CVS

For the Early Years and Extended School Partnership

Peggy Sleight - Chair of EYES

For the national children's voluntary sector

Ron Oliver - Asst Regional Director

For the Connexions partnership

Barry Hitchen - Chief Executive

For the NHS Hospital Trust

Alison Hughes - Director of Planning and Strategy

Jen Slaughter - Directorate Manager, Children, Young People's and Maternity Services

For the University of York

Dr Margaret Bell - Senior Academic

Director of Children's Services

Patrick Scott

For CYC Learning, Culture and Children's Services - Access and Inclusion

Murray Rose – Assistant Director

For CYC Learning, Culture and Children's Services - Children and Families and Local Safeguarding Children Board:

Pete Dwyer – Assistant Director

Children's Trust Unit

Mary Cousins – Manager

For Secondary School Head Teachers:

Anne Lawes

Head of Pastoral Care and Staff Development

Archbishop Holgate's School

For Primary School Head Teachers:

Nick Long – Head, Haxby Road Primary School

For the Learning and Skills Council:

Anthony Knowles – Partnership Director, York

For the Further Education Sector:

Graeme Murdoch - Deputy Principal, York College

For North Yorkshire Business and Education Partnership:

Mr Paul Murphy - Executive Director NYBEP Ltd

For North Yorkshire Police:

Inspector Stuart Mackleston

The Vision

Although the *Children and Young People's Plan 2007 – 2010* may be new, the vision that we have about the way in which we support children and young people in the city is not. For some years now it has been clearly articulated, well understood and actively pursued by all partners:

“The ultimate goal for everybody engaged in providing services for children and young people is that their work should contribute towards high levels of personal achievement for all children and young people, both as individuals and as citizens, contributing towards the greater good.”

The nature of the challenge that this presents is well understood. The vision, and the various plans that are derived from it, spell out the kind of actions that are most likely to make a difference. These are:

- the development of effective systems to promote *safeguarding* and support *early intervention* where problems occur in the lives of children and young people,
- the redirection of resources towards *prevention* so that there is no longer a need to invest so heavily in crisis management,
- the provision of *services in communities* in order to make them more accessible, and the key contribution that schools are able to make towards this,
- improved *co-ordination between different agencies* working with children and young people and the establishment of common assessment systems,
- effective *support for parents* through early years provision, family learning and parenting education programmes,
- *school improvement work* focused on narrowing the differences in performance between schools serving similar areas, and developing effective strategies for the lowest achieving children,
- the introduction of *a school curriculum that is responsive to changes in the local economy*, including the growth of Science City York,
- *greater involvement of children and young people themselves* in shaping the services that are provided for them,
- a *workforce strategy* that can equip people to deliver high quality and responsive services.

What Matters Most?

Following a systematic process of local and national data analysis, reviews of previous plans and consultations and reflections on inspection feedback, we developed a set of draft priorities which we took out to widespread consultation.

The consultation has been the most widespread ever conducted around children and young people's issues in the city, both in terms of the number of people reached and in the volume of feedback received. The richness of the material has been used both to influence the priorities within this plan and to influence and shape services in the city. The consultation process included:

Consultation with Parents: 25,000 postcards were issued to children in schools to give to parents or carers. The postcards provided details on how to contribute to the plan by entering responses via the internet, or by visiting the mobile display unit in Parliament Street. In addition to this, parents were asked for their views about their children's education through 18,000 questionnaires circulated through schools. This generated 6,300 responses.

Consultation with Children: 2,000 postcards were distributed through events and gatherings of children and young people specifically on the required content of the Children and Young People's Plan. We received 560 written responses. In addition, work was undertaken to collate the outcome of all the relevant involvement work undertaken over the previous two years. Around 4,000 children, young people and parents/carers will have been reached in total by these events.

Consultation with Partners: All partners were consulted through the YorOK Board and Children's Joint Management Group. Opportunities were also created for the consultation to be raised at briefings, meetings and conferences, and over 50 responses were received.

For further information regarding the consultation process and to access the findings in more detail please contact ctu@york.gov.uk.

At the end of the consultation process the following six priorities emerged as strong themes across the groups of people who responded:

- Success for All
- A Healthy Start in Life
- A Safe Place to Grow Up
- Children and Young People in their Communities
- A Good Deal for Disabled Children and Young People
- Knowledgeable Adults

1. Success for All

Great progress has been made in York in 'narrowing the gap' between the achievements of those in the most challenged communities by comparison with the rest of the city. Nonetheless, a gap remains which will continue to have a significant impact on the future prospects of young people from the city's more disadvantaged areas. Some communities of disadvantage are geographically based, others reflect membership of a specific group with the achievements of, for example, looked after children and children from Travelling communities being behind city averages. We are increasingly aware of the needs of a growing number of families from accession countries, and elsewhere, now settling in York. It would be a mistake to group together all of the children and young people in the city from BME backgrounds, or to make the mistake of imagining that they will achieve less well than the indigenous population. They do, however, present a positive challenge to some of the prevailing attitudes amongst local people and also require our services, including schools, to be highly proactive in meeting their particular needs.

Many respondents to the consultation recognised the need to target our services to particular areas and individuals. They recognised that services in some areas needed to be better resourced than in the rest of the city and that some parents and young people need encouragement to become involved. A mixture of targeted and universal services was recommended, with early intervention a priority. The

importance of having high aspirations for all came through strongly, along with enthusiasm for creating more flexible training opportunities to fit better with the nature of future employment trends. The school curriculum, particularly post 14, needs to be more appropriate and engaging so that young people can acquire a stronger sense of purpose.

How will Yor OK make a difference?

We will continue to invest in high quality early years services and education for all, ensuring that all our young people have the opportunity to develop the skills necessary for employment in traditional and new sectors of the economy. In particular, we will ensure that children, young people and families from our less advantaged communities are able to access learning and support by opening eight new Children's Centres. In addition, we will invest in three new secondary schools, a new building for York College and a new Skills Centre at Danesgate. Opportunities for vocational learning will be expanded through the development of new diploma programmes.

2. A Safe Place to Grow Up

Put simply, the work to ensure that our children and young people are brought up in a safe place must always be a priority. Yes, good results from inspections of our child protection services are available and, yes, bullying surveys show year on year improvements, but progress against all our priorities will not be possible if our young people feel unsafe and unable to take advantage of opportunities that are created. Our consultation heard of concern from young people about street safety, with the threat of attack on darkly lit streets a real concern. Our consultation heard of the dangers to our young people from heavy traffic and of the fear of young people about becoming victims of violence from other young people. The anti-bullying strategies already in place, and in particular the impact of buddying and peer mentoring schemes, were applauded. Some recognised that we need to understand the bully better and intervene earlier with those individuals.

Specific safeguarding programmes were recommended to increase understanding of how to keep children safe, with particular references made to internet risks and the practice of 'overlying'. Respondents also expressed concern about the impact of domestic violence on children, and others identified parental drug misuse as having a growing impact on the quality of children's lives. Many emphasised the importance of information sharing, prompt referral processes and intervention, whilst others raised the importance of safe recruitment practice.

How will Yor OK make a difference?

We will continue to take action to reduce road accidents by providing safe routes to school, cycle and pedestrian training in schools and enforcing speed limits in school zones. We will ensure that everybody knows how to get help if they need it by developing a Yor OK website. This will include a directory of all of the services in the city for children, young people and parents, as well as how to get help and advice. We will ensure that services respond to children and young people's needs quickly by developing our Preventative Strategy. This includes a common approach to assessment and sharing information between services in order to support vulnerable children and young people. We will ensure that those with the most complex needs get the help that they need more quickly.

3. A Healthy Start in Life

York remains a comparatively healthy place for children and young people to grow up. Many young people live active and healthy lifestyles - cycling to school and enthusiastically participating in sporting opportunities on offer. Nonetheless, the city is not immune from the trends that are affecting the health of children and young people elsewhere in the country. We have resilience building programmes, but the nationally recognised pressure on mental health services continues to grow. Our public consultation heard repeated messages of concern about the damaging effect of alcohol misuse, poor diet and the need for play and easy access to leisure facilities. Consultation responses from professionals emphasised the potential impact of family breakdown on the emotional health of young people, the importance of maintaining high quality sex and relationships education, the need for drop in facilities in schools and in other community settings, and the particular needs of young carers and those with attention deficit disorders.

A key message from one group of young people was the need for us to 'market' health by making healthy lifestyles cool and trendy.

How will Yor OK make a difference?

We will ensure that children, young people and parents are able to access information about healthy lifestyles and that those who need advice and help are able to access it in places where they normally go – schools and youth centres, for example. We will pay particular attention to emotional and mental well-being, ensuring that social and emotional aspects of learning form part of the core curriculum, and continue to develop school based mental health services. We will encourage young people to make healthy choices by providing a wide range of information about sexual health, pregnancy, drugs and alcohol, and rights and responsibilities.

4. Children and Young People in their Communities

Children and young people want to be involved in shaping the services that are provided for them and they want more opportunities to get involved in their communities, taking part, for example, in environmental projects, and being involved in mixed age schemes. They felt their image in the media and with some services was unfair and very negative, and they wanted people to recognise all the good things that they do. Young people wanted more effective communication with, for example, councillors and the police, and welcomed opportunities for peer support. They would like more opportunities to get involved in shaping services and would like to be involved in decisions that affect their lives.

Parents told us that schools should prepare young people for becoming active citizens and inform them of their rights and responsibilities. Parents wanted to celebrate children and young people's unique contribution to the city and felt there should be better links between the business and enterprise community and children and young people. They also felt that children and young people would not get into trouble if there were creative and enjoyable things for them to do, and safe and accessible places to go.

Service providers agreed that we needed to involve children from an early age in decisions about their lives and in shaping services, and that we need to show we listen and respond. Schools and colleges are central to the engagement of children and young people in the community. Services also wanted to find ways for young people who have misbehaved to feel that they can be forgiven and that they belong

in their local community. Communities should be encouraged and supported in taking collective responsibility for their children and young people.

How will Yor OK make a difference?

We will ensure that children, young people and parents are involved in decisions about their lives and in shaping the development, design and delivery of services. We will support children and young people to make a difference to their communities and celebrate their achievements. We will find ways for all services and communities to work together better in order to prevent children and young people becoming involved in crime or anti-social behaviour.

5. A better Deal for Disabled Children and Young People

An active and well supported Inclusion Strategy has meant that more disabled children are attending mainstream education than ever before. Investment, has been made in specialist support centres and in co-locating our primary special school with services for 0-3 year olds and a mainstream primary school in Hob Moor Children's Centre. Investment has also been made in Early Support, short breaks and mentoring schemes. All services that work with disabled children and young people have made significant progress in working together effectively.

Despite this, our "Not in Education, Employment or Training" (NEET) figures tell us that an unacceptably high number of disabled young people aged 16-19 have no appropriate placement. Disabled children and young people told us that they need more out of school activities and that there are specific transport and access issues for them, particularly at leisure venues. The York Independent Living and Travel Skills (YILTS) initiative is valued by young people and their parents. They also wanted to be involved in shaping services and in plans about their own lives, including educational reviews.

Disabled children and young people found staff attitudes variable and they identified a need for further investment in customer care and disability equality training. They wanted written information, in particular notices and signage within public buildings made clearer for people with a learning disability as young disabled people need good, accessible and local information to give them opportunities to lead the lives they choose.

Parents told us that there needs to be more disability training and awareness for the whole workforce with more and better integrated and accessible services. Parents felt inclusion is working well and should include all activities and schools. Overall they said that, although services for disabled children and young people in York are generally very good, it is not always easy to access them.

Service providers told us that the academic performance of children and young people with a learning difficulty or disability was really improving. Workers felt we needed to find more effective ways to support children and young people with emotional and mental health problems.

How will Yor OK make a difference?

We will appoint a Manager of Integrated Services to make sure that disabled children, young people and their families receive seamless services. We will ensure that our workforce is knowledgeable about the specific needs of disabled children and young people and that the whole workforce has disability equality training. We

will continue to ensure that disabled children and young people can attend mainstream school by investing in specialist units and support staff.

6. Knowledgeable adults

Children and young people need adults whom they can respect and who will respect them. We know that we have services that we can be rightly proud of – the open access Youth Enquiry Service, counselling services based in some schools and young people’s sexual health drop-in sessions. We also know, however, that sometimes children and young people have to wait a long time to receive a service that meets their needs, and that sometimes services turn away children and young people who do not meet ‘their criteria’.

We know that the strongest influence in children and young people’s lives is their parents, so it is important that parents are enabled to gain the skills and knowledge they need to support their children effectively. Some of those responding argued that there is a strong case for intervening, where it may be necessary, to improve poor parenting. We also need to ensure that the children and young people’s workforce is well trained and prepared to respond to the needs of all children and young people.

Children and young people told us that they want to be able to talk to well informed adults who can provide the right advice and support at the right time. Parents told us that we needed help lines and web sites where they could find out about how to support their children with, for example, sex and relationships and safer drinking. They said there was a need to create more opportunities for parents to support each other. They felt that parents need guidance too, and fathers, in particular, often miss out on support.

Service providers told us that we needed to find new ways of reaching children and young people, for example, texts, email and web sites. We need to find ways of ensuring that young people access health services and we should prioritise building self esteem. Not feeling good about yourself makes it difficult to expect and ask for good advice and support.

How will Yor OK make a difference?

We will provide training and support for our workforce on effective partnerships and early intervention approaches. We will continue to develop a range of learning, and support opportunities for parents. We will ensure that our website includes examples of best practice.

These are our priorities for children, young people and parents in the City of York. The challenge is to make sure that these priorities are reflected in both the actions we will take and the better outcomes for children and young people that we will aspire to.

The Five Outcomes

Government is encouraging everybody to plan services for children and young people around the five outcomes that were identified as the most important for achieving real improvement.

Being healthy

Where are we now?

All the available evidence suggests that York is a comparatively healthy place for children and young people to live in. Nonetheless, the city is not immune from the trends that are affecting the health of children and young people elsewhere in the country and the Annual Public Health Report identifies concerns about teenage pregnancy, alcohol abuse, obesity, low levels of physical activity and smoking (including smoking in pregnancy).

- The number of children and young people who might be classified as obese is lower than elsewhere, but appears to be rising.
- Although the under 16 conception rate is falling, the under 18 rate has started to rise in parallel with the general increase in the birth rate in the city.
- There has been a rise in diagnosed cases of chlamydia amongst the under 19s that matches the national trend, though this may be a consequence of improvements to screening.
- Pressure on mental health services continues to grow.
- The number of children and young people presenting at Accident & Emergency with alcohol related problems is increasing.

The services available to children and young people to address their health needs and promote healthy lifestyles are being used more often, and are improving:

- The national targets for children and young people accessing GPs and health workers have been exceeded.
- The speed of response to children and young people needing hospital attention is very good.
- All of the schools in the city have joined the national Healthy School Programme, over 50% have achieved the standard and the city is on course to achieve the target for all schools to achieve the standard by 2010.
- All infant and primary schools have joined the National School Fruit Scheme.
- All schools are supported in developing better emotional health through the SEAL (Social, Emotional Aspects of Learning) programme. This is a multi-agency approach where education, health and social services work together to secure improvement.
- The school-based Sexual Health Service is available in nine schools and has been used by 1,387 young people in 2005/06 by comparison with one school and 218 young people in 2002/03.
- 71% of 5 – 16 year olds participate in an average of two hours high quality PE and school sport per week, within and beyond the curriculum, during one complete school year, by comparison with 62% in 2004/05, and 31% are **involved in the links** that have recently been established between schools and sports clubs in the city.
- York scores significantly ahead of others in delivering a range of comprehensive CAMHS services. In the first year of the Schools' Counselling Service 239 young people have received support.
- A consultant paediatrician now undertakes all initial medicals for Children in Care and ensures that there is appropriate follow up.

- The Youth Service is leading smoking cessation programmes in community settings and all schools will have this in PSHCE (Personal, Social, Health & Citizenship Education) programmes by the end of the year.

How are we going to make sure we continue to improve?

A *Local Area Agreement* (LAA) has been signed with the government. The Local Area Agreement, which has a Children and Young People's Block, includes a range of targets for improving the lives of children and young people in the city. These targets are for the whole partnership of children and young people's services to deliver and are consistent with the contents of this plan. We have agreed four priorities in the LAA for 'being healthy':

We will encourage more children and young people to be more physically active by:

- providing better facilities for indoor and outdoor sport,
- encouraging schools to offer every child an average of two hours high quality PE and school sport per week, within and beyond the curriculum, during one complete school year
- engaging hard to reach youngsters through a Street Sports Partnership,
- encouraging more children and young people to walk and cycle to school,
- appointing a community sports coach,
- improving provision for the 6% of children and young people in the city who are considered to have a particular sporting talent,
- developing the *Step into Sport* scheme for sports leaders.

We will improve the eating habits and diet of children and young people by:

- continuing to improve school meals by using better ingredients,
- educating children about healthy eating and marketing healthy lifestyles,
- implementing school based schemes for healthy eating funded through the School Meals Grant and developing health led £1 fruit and vegetable bag schemes.
- Setting up weight watcher type schemes for children identified as obese by their GP or school nurse.

We will reduce the level of teenage pregnancy by:

- reducing the number of children and young people on the Education Otherwise register and, therefore, not in mainstream education,
- training all front line staff in Sex and Relationships Education and sexual health work and, as a result, extending young people's sexual health services to evenings and weekends.

We will promote healthy lifestyles by:

- making sure that health services are available in the new Children's Centres,
- establishing a city centre one stop shop to provide impartial and confidential advice for young people,
- helping schools provide counselling services for their pupils,
- appointing an Advanced Skills Teacher to promote the Healthy Schools Scheme and help more schools meet the standard,
- implementing a new plan for Child and Adolescent Mental Health Services (CAMHS) and, as a result, raise awareness of mental health issues with young people, their parents and professionals ,
- making sure that social and emotional learning is part of the curriculum in all schools.
- building closer links between schools and primary mental health workers.,

- ensuring continued joint working across services through SEAL materials, supporting healthy schools and improved learning,
- improving the primary health care provided for looked after children,
- ensuring swift and easy referral to First Base, the young people's substance misuse service,
- increasing access to our targeted parenting programmes,
- developing and providing tailored Stop Smoking support for young people.

How will we know we are making a difference?

The Local Authority and its partners collect a wide range of information about the health of children and young people. In order to measure improvements, we will:

- increase the percentage of 5-16 year olds participating in an average of 2 hours high quality PE and school sport per week, within and beyond the curriculum, during one complete school year,
- reduce the number of conceptions recorded for females aged 15-18 years old per thousand residents in the area from 1998 recorded figures,
- ensure that all schools achieve the Healthy School Standard,
- reduce obesity among primary school aged children.

Staying Safe

Where are we now?

Inspection reports indicate that the quality of care provided by services for children and young people in York is largely good. Evidence to corroborate this can be found in the annual bullying survey which, in 2006, showed a significant drop in the number of pupils who report being frequently bullied. Until recently, the number of children in care was also falling. However, in the last few months of 2006, there was a significant (10%) increase in the number of children and young people taken into care. No single reason can be identified for this change, which has not been confined to any particular age group or any particular category of need. Some specific concerns do exist, however, about the impact of alcohol and substance misuse by parents on young children.

Child protection arrangements are well established and are described as 'very good' in the 2006 Annual Performance Assessment conducted by Ofsted:

- Child protection conferences are convened more quickly than the national average.
- A social worker has been allocated to 100% of all child protection cases.
- Young people who arrive in York are actively tracked.

The most vulnerable children and young people in the city are well cared for through a Placement Strategy which gives preference to care in a family setting:

- The authority has maintained above national average performance in the adoption of children from care.
- The number of local foster carers has increased from 52 in 1997 to 81 in 2006.
- A specialist professional fostering scheme is in place for 16 carers and proposals have been approved to increase this figure to 24 in 2007.
- Some progress has been made against the indicator for placement stability.
- The percentage of looked after children in residential accommodation has reduced from 12.8% in 2004/05 to 9% in 2005/06.

The services provided by the local authority to achieve this level of care are generally well regarded:

- A Local Safeguarding Children's Board has been established with the active support of all partners.
- Multi-agency arrangements are in place to engage children who may be particularly at risk.
- The inspection report for the authority's residential children's home was very positive, even though it was only very recently established with a new statement of purpose.
- Respite care for disabled children and young people is provided in two settings, family based and residential, both of which received positive inspection reports.
- All looked after children have been allocated a social worker and independent review rates have been maintained at 100%.
- All schools, including independent schools, governors, drivers and escorts of taxi companies, are provided with child protection training.
- Action is taken across many local authority services to ensure that young people are able to assess and deal with risks (e.g. Stranger Danger, Momentum on 2 wheels, Urbie, YILTS).
- There are over 300 trained, authorised users of the child index system.
- The local authority enjoys good relationships with many of the SEN interest groups, and an exceptionally low number of cases are referred to the mediation service or to a tribunal.

Despite this, there are continuing concerns about the rate of completion of initial and core assessments and the Annual Performance Assessment letter identifies, as a key area for improvement, 'the timeliness of assessments for children in need'.

How are we going to make sure we continue to improve?

We have agreed three priorities in the LAA for 'Staying Safe':

We will reduce accidents on the roads involving young people by:

- undertaking a child safety audit,
- continuing with the current programme of cycle and pedestrian training,
- developing education work in schools such as the Junior Road Safety Officers' scheme and the Theatre in Education project.

We will protect children more effectively by:

- publishing a directory listing all the services that are available for children and young people,
- developing and publicising the YorOK index to enable anyone to access advice at an early stage about what to do if they are worried about a child or young person,
- streamlining, clarifying and communicating the system for assessing the needs of children who are referred with more complex needs,
- improving further the completion rate for assessments by social workers of children who have been abused,
- implementing the priorities in the new business plan for the Local Safeguarding Children's Board which includes enhanced training, reviews of sexual abuse and the impact of drug and alcohol misuse on safeguarding, and audits of safe recruitment practices,
- ensuring, through the Safeguarding Board, that partners fulfil their responsibilities under section 11 of the Children Act which includes, for example, safe recruitment practices,
- creating, through the Safeguarding Board, far greater public awareness around safeguarding and provide a range of high quality public advice and information,
- taking action in response to local research undertaken in 2005 to minimise the effect on children and young people of domestic violence,
- launching 'Beat the Bullies' and extending our Anti-bullying Strategy to primary schools, whilst at the same time targeting children and young people seen to be most vulnerable, for example, those with speech and language difficulties,
- the health community will lead on specific campaigns about the risks of "overlaying" and shaking babies.

We will ensure that more children are looked after in secure stable placements by:

- providing better support for all involved in the adoption process,
- establishing a more integrated service for disabled children,
- extending the work of the Bridge Centre to include a small cohort of primary age pupils,
- reducing the number of children and young people who become looked after in the city,
- further increasing the number of local foster carers,
- enhancing support arrangements, particularly for specialist foster carers.

How will we know we are making a difference?

The local authority and its partners collect a wide range of information about the safeguarding of children and young people. In order to measure improvements, we will:

- reduce the number of child road accident casualties 0 – 15 year olds,
- increase the percentage of looked after children aged under 16 who have been in care for at least 2.5 years and who have been in the same placement for at least two years or who have been placed for adoption,
- reduce the percentage of secondary school pupils who report having experienced regular bullying.

Enjoy and Achieve

Where are we now?

The academic performance in national curriculum tests and external examinations of children and young people in York becomes increasingly impressive as they grow older. The 2006 results illustrate this trend and show continuing improvement on previous years:

- Nationally, there was a dip in performance in 2005 – 06 at the end of the Foundation Stage, but because the decline in York was less steep than elsewhere, schools in the authority are actually performing better by comparison with national averages.
- The results in York for Key Stage 1 in 2005 – 06 were better than they have ever been since new assessment began in 2004/05. Performance is slightly better than the national average.
- By the end of KS2, performance in all subjects is above the national average and, in English and maths, better than statistical neighbours. 2005 – 06 saw continued improvement in English and a consolidation of performance in maths and science. Historically, the Key Stage 1 to 2 value added score for the city has been below the national average, although this is improving.
- At KS3, attainment in English, maths and science is well above the national average, and higher than statistical neighbours. In 2005 – 06, there were further improvements in mathematics and science, putting York in the top 20% of authorities nationally. Value added scores from Key Stage 2 to 3 are above average (100.3).
- At KS4, 62% of students achieved 5 A*-C at GCSE (including English and maths) and 91% achieved 1 A*-G or equivalent. In both cases, this was the best performance ever for schools in the city. Value added scores from KS3 to KS4 are modest, but for the full secondary age range (KS2 – KS4), the LA ranks 32nd in the country.

Despite a decline in attendance figures for primary and secondary schools, the authority performs well by comparison with other authorities, because the national attendance figures have worsened significantly. Primary school attendance continues to be well above average (York is ranked 26th in the country). Two years ago, attendance in secondary schools was giving some cause for concern but there was a marked improvement in 2005. In 2006, this improvement was sustained and, with 7.28% absence by comparison with a national figure of 7.92%, York is now ranked 27th in the country.

The services provided by the local authority to support these high levels of performance are generally good, though in some areas there is room for improvement:

- The LA maintains an excellent Education Development Service and the authority has been shortlisted for Beacon status in 2007 – 08 for the quality of its work on school improvement, which is described as 'excellent' in the APA letter.
- Only one school in the authority has a 'notice to improve' issued by Ofsted. In the early stages of the current inspection programme, fewer schools in York were being judged 'good' or 'outstanding' than elsewhere in the country. There are some early indications that this is no longer the case, and two primary schools have recently been judged 'outstanding'.
- The quality of early years provision is varied, particularly in the Private, Voluntary and Independent (PVI) sector. Whilst almost all provision is at least 'satisfactory' (Ofsted), too few providers are better than that. As with schools, however, the

picture is changing and one PVI sector nursery provider has been named in the HMCI Annual Report as 'outstanding'.

- Although all headteachers in schools inspected by Ofsted over the last year have been judged to be either "satisfactory" or "good", the number of leadership teams judged to be "good" or "outstanding" is an area for development.

All schools are now working towards the DfES core offer for extended schools, and a recent audit has identified many strengths alongside areas for further development. Schools are expressing a number of concerns about governance, finance and employment issues, and are seeking a clearer lead from the local authority. The *School's Out* programme shows an increase in the number of attendances from 15,701 to 48,276 over the last three years.

Inclusive practice is promoted through the Inclusion Strategy Group and is a priority for all services. The development of an Inclusion Award, based on a self-evaluation framework, has encouraged a more systematic approach by schools, seven of which have already been accredited. In the Local Area Agreement, the city has made a commitment to 'narrow the gap' in educational performance between different parts of the city. Recent performance on this measure has been encouraging. Analysis of results over the last four years shows that children living in the more disadvantaged areas of the city (measured by using census data) have continued to improve at Key Stage 2, by contrast with those living in the more advantaged areas whose level of performance has remained largely unchanged.

The Children's Trust has already developed mechanisms for identifying vulnerable children and young people through the local child index. The challenge for partners is to make better use of the information through more targeted intervention, better commissioning of services in localities, and increasing attention to personalisation.

How are we going to make sure we continue to improve?

We have agreed five priorities in the LAA for 'Enjoying and Achieving':

We will continue to raise standards of achievement by:

- developing excellence in leadership and management for headteachers and school leadership teams,
- improving school based assessment so that teachers become better at working out what children need to learn,
- appointing School Improvement Partners to work alongside the Education Development Service (EDS) in raising standards,
- making better provision for Able, Gifted and Talented pupils, particularly through the Independent and State School Partnership (ISSP),
- introducing the Intensifying Support Programme (ISP) in a further four primary schools,
- appointing two Advanced Skills Teachers and establishing a partnership with York University to tackle weaknesses in science education,
- improving the support provided for particular groups of children and young people whose academic performance is below the city average, for example, Traveller children,
- providing targeted support to children and young people who are new to the English education system and might be disadvantaged by their lack of familiarity with the culture or the language,
- Increasing the specialist teaching support available to children who are in the care of the local authority,
- reviewing provision at the pupil referral unit (PRU).

We will provide a high quality early years experience by:

- disseminating good practice through networks, visits and coaching,
- establishing clear procedures for ensuring the quality of provision in all of the city's new children's centres,
- providing targeted support for schools where assessment and moderation procedures are not secure.

We will support parents in helping their children to enjoy and achieve by:

- extending the Parenting Education and Support Strategy, including the introduction of Strengthening Families and Strengthening Communities – targeted at parents of 8 – 13 year olds,
- enabling parents to access up to date information about services for children and families through the Children's Information Service and the Yor OK web site,
- undertaking a second city wide survey of parental views.

We will improve enrichment opportunities for children and young people by:

- developing a wider range of services for the community through extended schools,
- maintaining the School's Out programme,
- ensuring that the Youth Offer in York includes a comprehensive range of facilities and opportunities for young people,
- Implementing the city's Play Strategy.

We will ensure that young people with Learning Difficulties and Disabilities (LDD) receive appropriate support and advice by:

- developing more effective partnership working between agencies, including the development and use of a common language and a greater understanding of each other's roles and responsibilities,
- continuing to develop a cross service Inclusion Strategy for all pupils with LDD,
- developing personalised learning to suit individual children,
- improving access to services through the work of the new Head of Integrated Services,
- ensuring that current arrangements for providing support bases in schools meet the needs of the young people that might require them,
- improving the support available to young people over the age of 19 with Learning Difficulties and Disabilities (LDD),
- enabling schools to commission support services for disabled children and young people,
- publishing information about the services that are available and ensuring that the workforce is well informed about services and benefits.

How will we know we are making a difference?

The local authority and its partners collect a wide range of information about the performance of children and young people. In order to measure improvements, we will:

- improve the Contextual Value Added (CVA) for pupils with LDD,
- increase the percentage of pupils achieving 5 A* - C at GCSE,
- increase the percentage of pupils living in the most disadvantaged areas of the city gaining L4+ in English at KS2 (by comparison with the figure for the city as a whole),
- increase the number of primary schools designated as meeting the core offer for Extended Schools,

- increase the number of attendances of young people taking part in the School's Out programme,
- increase the number of families attending targeted Parenting Programmes.

Making a positive contribution

Where are we now?

Children and young people are gradually becoming more engaged with the community in which they live and making a more significant contribution to the life of the city:

- In the most recent Resident's Opinion Survey there was a reduction in the number of panellists (41%) expressing concern about young people 'hanging about on streets', compared to 53% in 2004/05 and 57% in 2003/04,
- Retention rates on the Positive Activities for Young People (PAYP) scheme are the highest in the country.
- Evidence about participation in charity events, volunteering and youth groups, such as the guides and scouts, is that interest locally is higher than reported figures from elsewhere.
- 'Ofsted inspections show that in nearly all schools children and young people get actively involved in activities which relate to their local communities.' (APA letter).

Alongside this has been a change in policy by the local authority about dealing with the small but significant group of young people for whom mainstream education is a challenge. In 2003 – 04, the number of permanent exclusions in the authority was at an all time low (12). At the same time, the number of young people on the Education Otherwise register, at 216, was twice the national average. Since then, the authority has refused to accept managed moves onto the Education Otherwise register and secondary headteachers have established a reintegration panel for all permanently excluded pupils. As a consequence, the number of permanent exclusions has risen to 52 in 2005 – 06, but the number of young people outside mainstream education has fallen sharply, and looks set to achieve the target figure of 130 in 2006 – 07.

The services provided through the Children's Trust that are particularly focused on social inclusion are becoming increasingly effective:

- The Youth Service has been restructured on an area basis so that it can provide targeted support to vulnerable young people.
- Some youth service provision, formerly provided by the council, is now being run by the voluntary and community sector through local management committees,
- All services that work with young people are piloting integrated youth support teams in the west of the city.
- There has been a significant investment in targeted services to support children and young people at key transition points in their lives, including anger management sessions, nurture groups, therapeutic clubs, peer mentoring, transition to secondary school support and relationship building in playgrounds.
- The Youth Offending Service has developed a successful approach to early intervention with children at risk of becoming involved in offending through the Youth Inclusion Support Panels.

There is a comprehensive strategy for children, young people and parents to be involved in the design, development and delivery of services adopted by key partners through the Yor OK Board:

- School councils across the city have elected a Children & Young People's Champion from amongst the existing city councillors.
- Through the Involvement Strategy, the council has established 'highly effective' channels for children and young people to have a direct input into planning.

- Action plans produced by school councils now inform service plans in Learning, Culture & Children's Services
- In 2005, 3,850 children and young people were involved in Children's Fund programmes, which focused on supporting participants to be actively involved in decision making, to raise self-esteem and, in many cases, to get involved in community activities.

How are we going to make sure we continue to improve?

We have agreed three priorities in the LAA for 'Making a Positive Contribution':

We will improve life chances for young people by:

- reducing the number of young people educated other than at school,
- providing full time education for all young people not in school,
- introducing alternative provision for older primary pupils at risk of exclusion or failing to make the transition to secondary education,
- making sure that all children and young people have an identified source of adult support ('A champion for every child'),
- providing effective support for all children and young people at key transition points in their education and training from 0 – 19,
- reviewing the authority's Behaviour Strategy and establishing a primary phase behaviour group,
- developing a YorOK web site to provide on line advice, support and guidance to children, young people, parents and carers.

We will increase the active involvement of young people by:

- developing an integrated youth support service, by bringing together the work of Connexions and the Youth Service in York,
- embedding the work of the Tasking Group (the Police, the Youth Service, Connexions, Education and Social Care) which makes appropriate alternative provision for targeted young people,
- making it possible for young people to develop new facilities and activities through Yorkash, which combines the Youth Opportunities Fund with an existing local authority scheme,
- establishing a more systematic approach to volunteering by young people, working with the Community and Voluntary Sector to map the current range of opportunities and developing new approaches through locality working,
- developing the Involvement Strategy and promoting the use of *Hear by Right* across the council and the *Respect and You're Welcome Charter Marks*, young people led accreditations of services,
- publishing 'You Said – We Did' every six months to show that action is being taken in response to feedback,
- making and distributing our pledge to children and young people about how all services will involve them,
- finding ways in which all our services and the community can work together to support children and young people,
- letting everybody know how they can get their views heard, through, for example, school councils and the children and young people's champion,
- finding ways to celebrate the achievements of our children and young people,
- finding ways to enable children and young people to make a difference to their communities, using the expertise of young people themselves and rewarding their contribution.

We will reduce offending by young people by:

- establishing a Safer Schools Partnership (subject to the availability of funding), locating community police officers in schools,
- improving the quality of education available for young offenders,
- extending the age range covered by the high performing diversionary Youth Inclusion Support Panel (YISP) which, alongside Network 2, works with young people at risk of offending,
- developing new approaches to reparation and work with victims of crime, many of whom are young people themselves.

How will we know we are making a difference?

The local authority and its partners collect a wide range of information about the extent to which children and young people make a contribution. In order to measure improvements, we will:

- reduce the number of pupils in out of school provision,
- increase the number of days education per week provided for pupils in out of school provision,
- develop PIs and targets about volunteering,
- reduce the number of young offenders who receive a final warning, or are sentenced to a (YOT supervised) disposal, or are released from custody (into YOT or ISSP supervision) between 1 Oct – 31 Dec in the year specified.

Achieving economic well-being

Where are we now?

Action is being taken to improve the economic well-being of children and young people in the city and there is some evidence to suggest that their circumstances are slowly improving. This includes a reduction, between 2004 and 2005, in the number of families eligible for free school meals and an easing of pressure on the benefits budgets. Specific initiatives have also been introduced to put people in a better position to gain employment. However, the recent loss of manufacturing jobs in the city may reverse this progress.

- Universal nursery education provision has been maintained.
- The total number of childcare places has risen by almost 200, and the number of places per hundred children (17.4) is higher than it has ever been.
- At 3.8%, the NEET figure for 2004 – 05 was the best in the sub-region, and the second best performance nationally. Provisional figures for 2005 – 06 suggest that this performance will be maintained for the second year running.
- Post 16 performance in the city is generally well above that of our statistical neighbours and the national picture.
- There has been a significant year on year increase in the number of young people studying for vocational qualifications, from 13% in 2003 to 33% in 2005. Figures for 2006 suggest that further progress is likely to depend upon the introduction of specialised diplomas in 2006 – 07.

Despite this progress, concerns exist about some aspects of provision:

- The StAR review from 2005 identified significant variations between different wards in the numbers of young people who are NEET,
- There is a rising trend in homelessness amongst 16-17 year olds.

The services which are driving these improvements are beginning to make a significant impact in the city:

- The Connexions Local Management Committee has been very effective, with organisations such as Network 2 making a real difference.
- Additional PAs are being provided for some groups of young people with a particularly poor record on NEET, such as teenage mothers, young people with learning difficulties and Travellers.
- The Danesgate Skills Centre will contribute to more flexible provision for young people with inadequate qualifications, and the Rathbone Centre serves the needs of 20 young people, some of whom would once have been placed out of the city.
- An innovative city centre One Stop Shop (Castlegate), jointly funded by the Strategic Health Authority, Connexions and the city council, opened in January 2007 and provides a comprehensive, confidential IAG service to young people,
- Discounts for young people are provided across a number of leisure services provided by the local authority.
- A revised 14-19 strategy has been produced that is underpinned by a fully costed plan. Milestones have been agreed with headteachers, training provider managers and principals in order to ensure that learners have access to the first five specialised diplomas in 2008. York is on track to ensure full compliance by 2011, starting with a pilot of the first vocational diploma in Health and Social Care.
- Following significant capital investment, York College will move into new premises from September 2007.

How are we going to make sure we continue to improve?

We have agreed three priorities in the LAA for 'Achieving Economic Well-being':

We will increase the number of young people actively engaged in education and training by:

- implementing the NEET action plan,
- establishing a 14 – 16 skills centre at Danesgate,
- developing local initiatives as recommended in the Strategic Area Review (StAR) to increase the Post 16 participation rate in parts of the city where it is particularly low.

We will enhance the skills of young people at 16 and at 18 by:

- appointing a 14 – 19 co-ordinator to support the introduction of specialised diplomas and ensuring that the 14 – 19 strategy is implemented as planned,
- introducing a web-based prospectus covering all curriculum provision for 14 – 19 year olds in York,
- ensure that the curriculum is responsive to the needs of the labour market and, in particular, the growth of Science City York and the development of a knowledge based economy,
- developing a Young York Award that will formally credit young people with their contribution to society,
- improving the quality of work related learning,
- preparing for the introduction of Functional Skills in literacy, numeracy and ICT.

We will reduce poverty levels and the impact of poverty on the lives of children and young people by:

- opening eight Children's Centres in areas of greatest need by April 2008,
- ensuring that all 6,400 families living in the reach areas of the Children's Centres receive individual contacts from the centre by 2008,
- undertaking targeted benefit take up and awareness campaigns to support children, young people and families in, for example, Children's Centres and GP surgeries,
- ensuring that the Homelessness Strategy for the local authority prioritises the housing needs of all young people and care leavers specifically,
- reviewing the nature and style of respite care available for families with disabled children,
- improving the location, choice and quality of childcare provision, and developing enhanced provision for 3 and 4 year olds,
- making free childcare places available for 2 year olds from disadvantaged or vulnerable families.

How will we know we are making a difference?

The local authority and its partners collect a wide range of information about the extent to which children and young people make a contribution. In order to measure improvements, we will:

- reduce the percentage of young people age 16-18 who are NEET (not in education, employment or training),
- increase the percentage of young people achieving vocational qualifications at age 16,
- increase the percentage of 3 year olds receiving a good quality, free, early years education place in the voluntary, private or maintained sectors.

Outcomes		Past Performance			Actual	Target	Targets		
		03/04	04/05	05/06	06/07		07/08	08/09	09/10
Staying Healthy									
CYP1.1	% of school children (5-16) - at least 2 hrs of sport a wk	-	-	62%	71%	75%	85%	88%	89%
CYP2.1	% of schools with the healthy school standard	7.4%	14.7%	23.5%	Available May 07	50%	50%	100%	100%
CYP3.1	% Reduction in the number of conceptions to females U18	16.3%	3.2%	3.5%	Available Feb 07	-20%	-23.3%	-32.2%	-41.1%
CYP4.2	Level of obesity in school children (Reception to Year 6)	Baseline and targets to be included once data available from PCT							
Being Safe									
CYP5.2	No. of serious child road accidents (0-15 year olds)	Average for 1994-98		14	7	New PI not set	10	9	7
CYP6.1	% of secondary pupils who have experienced regular bullying	6.8%	6.8%	6.5%	6.3%	6.5%	6.4%	6.3%	6.2%
CYP7.6	% Looked After Children in long term placement stability	-	-	73.9%	Available May 07	76%	77%	78%	80%
Enjoying & Achieving									
BVPI 38	% of pupils (15 year olds) achieving 5+ A*-C GCSE or Equivalent	58.9%	56.6%	59.8%	61.5%	65%	66%	66%	Not set
CYP8.1	% of end of KS2 pupils achieving L4+ in English	75.3%	80%	81%	82%	86%	85%	85%	86%
CYP10.1	No. of families attending targeted Parenting Programmes	-	-	-	42	New PI not set	60	75	90
CYP11.1 and 2	No. of extended schools	-	-	12	18	12	64	64	64
CYP11.5	No. of attendances at School's Out programme	24558	41084	40255	Available May 07	38000	39000	40000	41200
Making a Positive Contribution									
CYP13.1	No. of pupils in 'Out of School' provision	203	216	177	Available May 07	130	100	100	100
CYP13.2	No. of days provided in 'Out of School' provision	2	2	2.4	Available May 07	3.5	5	5	5
CYP14.1	No. of pupils involved in sports volunteering and leadership	-	-	-	5%	New PI not set	8%	12%	15%
CYP15.1	% of young offenders who re-offend within 12 months	-	-	37.6%	N/A	Not set	34.6%	33.6%	32.6%
Achieving Economic Well-being									
CYP16.1	% of young people (aged 16-18) who are NEET	-	4.5%	3.8%	3.73%	4.4%	3.9%	3.7%	3.7%
CYP17.2	No. of students taking vocational subjects at KS4	-	-	-	551	New PI not set	600	700	790
CYP18.1	% of 3 year olds receiving a free child place	100.6%	104.8%	101.1%	Available May 07	100%	100%	100%	105%

Key	
	This colour is shown when that result has performed below its target and outside the tolerance levels for that PI
	This colour is shown when that result has performed above its target and above the tolerance levels for that PI

5. Workforce development

In committing to improve services for children and young people at a national level, the government recognises the critical role played by the workforce, in particular the need for skilled, confident and competent workers who can deliver high quality services and who are able to respond positively and flexibly to the challenges of the Every Child Matters agenda. The Children's Workforce Strategy document sets out the government's vision for a world class workforce and describes some of the steps it views as being critical in delivering this aspect of the reform agenda, including strong and inclusive partnership work across all the sectors that make up the children and young people's workforce and the need to plan and manage change flexibly and effectively.

In response to the workforce challenges of the Every Child Matters agenda, the YorOK Board established two new Workforce and Training sub committees whose purpose is to promote the children and young people's workforce in York as a positive and valued career option, to enhance the confidence and competence of the local workforce and to promote the introduction and development of new and different ways of working to support the achievement of improved outcomes for children and young people. York's workforce and training strategies are being developed on a partnership basis, incorporating paid workers, volunteers and carers. Examples of work already being undertaken include profiling the local workforce, actively celebrating and promoting the real positives of working with children, young people and families and making sure that good quality information is available on the Web for anyone interested in joining the workforce or moving around within the workforce. The involvement of the voluntary, independent and private sectors is being actively promoted through a project aimed at raising awareness of the Every Child Matters agenda and improved access to child protection training. Plans are underway to ensure that children and young people are involved in this developing area of work.

A city wide training plan is also being developed by the training sub-committee to engage more effectively in multi-agency training which will ensure that the workforce is fully informed and equipped to deliver the promises and aspirations made in this plan. The remit of this group includes increasing understanding of the training needs of staff working across children and young people's services in the city, advising on which needs should be met on a single agency or partnership basis and actively seeking out opportunities to commission training to respond to those shared needs. The expected outcomes are to increase understanding of training methods and strive for enhanced quality in integrated training.

The development of the Children's Service Training & Development Unit will ensure the delivery of a high quality, continuous, systematic and focused strategy for professional development at all levels. This strategy seeks to offer/broker/commission a wide range of accredited and non-accredited programmes in a structured and fully supported learning environment from recruitment and induction through to senior leadership and beyond, based on national standards and codes of practice. Partnership working and collaboration at all stages are paramount.

There is a commitment to high quality provision, active involvement and rigorous evaluation. Instrumental to the delivery of the strategy is access to expertise available from LA Officers, school staff and from external providers. This includes Education and Social Work Leaders, Advisers, Consultants, and leading practitioners from within the Service who have proven and effective practice. Best Value principles are deployed to ensure appropriate provision.

The strategy supports all staff across the Service and in schools in the development of

professional learning communities, able to build the capacity to understand how well they are doing, to develop dynamically in relation to need and to know what they must do to improve. There is a commitment to the development of self-critical, self-evaluating teams underpinned by the Government's Common Core Framework (Every Child Matters Change for Children).

6. Performance Management

The published *Children and Young People's Plan 2007 – 2010* is a high level strategic document, the main purpose of which is to provide direction and purpose to all the detailed planning documents that shape the provision of services for children and young people in York. The detail can be found in the specific strategies and service plans that are maintained by all of the partners that make up the Children's Trust.

A diagram showing all the partners and describing the links between them is included at figure 1 on page x. Amongst other things, this shows the relationship between the YorOK board which has lead responsibility for the Children and Young People's Plan, and the Lifelong Learning Partnership which carries responsibility for some key initiatives such as the 14 – 19 Strategy.

Figure 2 on page y shows how the plans themselves interlock with each other, and exemplifies the 'golden thread' from the high level strategic plans developed in partnership to the operational plans produced by particular services.

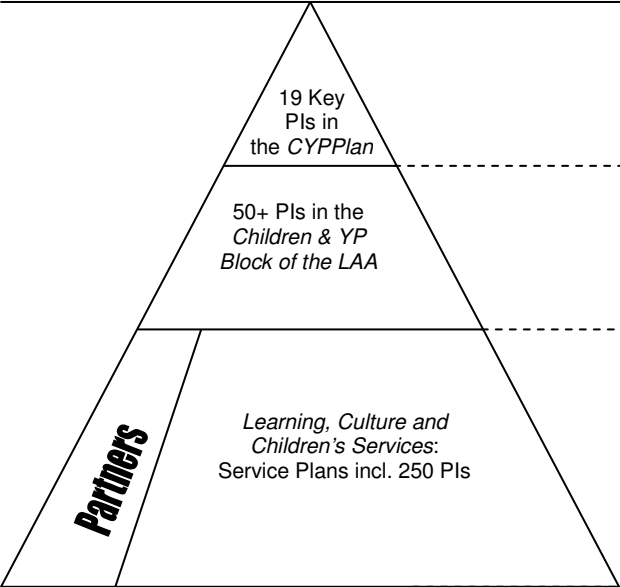
The Children and Young People's Plan 2007 – 2010 is also supplemented by a comprehensive set of Information Schedules which ensures that services are intelligence led. The list of Key Performance Indicators included in the published plan are a selection from the full list of indicators that are tracked by the authority and its partners which can be found in the Local Area Agreement.

The performance management arrangements for this network of plans are complex. A key principle is that data should only be collected once, even if it is reported several times, so reporting on the Performance Indicators and the plans is based on the annual cycle established by the city council and adopted by the Local Strategic Partnership. Financial Information, performance data and progress against service plans is collected three times a year and reported to the LCCS Directorate Management Team:

- Period One (April – July) reported in September
- Period Two (August – October) reported in January
- Period Three (November – March) reported in May (end of year)

Because this reporting cycle covers all of the PIs and service plans within LCCS, it also includes the information required for monitoring the Local Area Agreement and the Children and Young People's Plan. This is what is reported to the Executive Member and Advisory Panel (EMAP). The YorOK board will receive a mid-year report (January) in advance of the annual refresh of the Children and Young People's Plan and a full year report in July which will inform the APA process conducted by Ofsted in September. It is anticipated that the Government Office will also undertake monitoring visits in February for Period 1 monitoring and June for Period 2 (end of year) monitoring.

Finally, at the top level, progress against the Children and Young People's Plan and the LAA will be reported to the LSP Executive Board twice yearly. This report will be confined to the 20 Key Performance Indicators which cover all of the LAA outcomes, and are included in the CYPPlan on page z.

	Reporting to	When		
		A	B	C
 <p>19 Key Pls in the CYPPlan</p>	LSP Executive Board	Sept	Dec	
<p>50+ Pls in the Children & YP Block of the LAA</p>	YorOK Board EMAP GO Ofsted	Sept Sept Sept	Jan Dec Feb	May ADA
<p>Learning, Culture and Children's Services: Service Plans incl. 250 Pls</p>	DMT	Sept	Nov	May

A = 1st Reporting period: April – July
 B = 2nd Reporting period: August – October
 C = 3rd Reporting period: November – March (Full Year)

Fig 1: Partnership working to improve provision...

.... for Children and Young People.

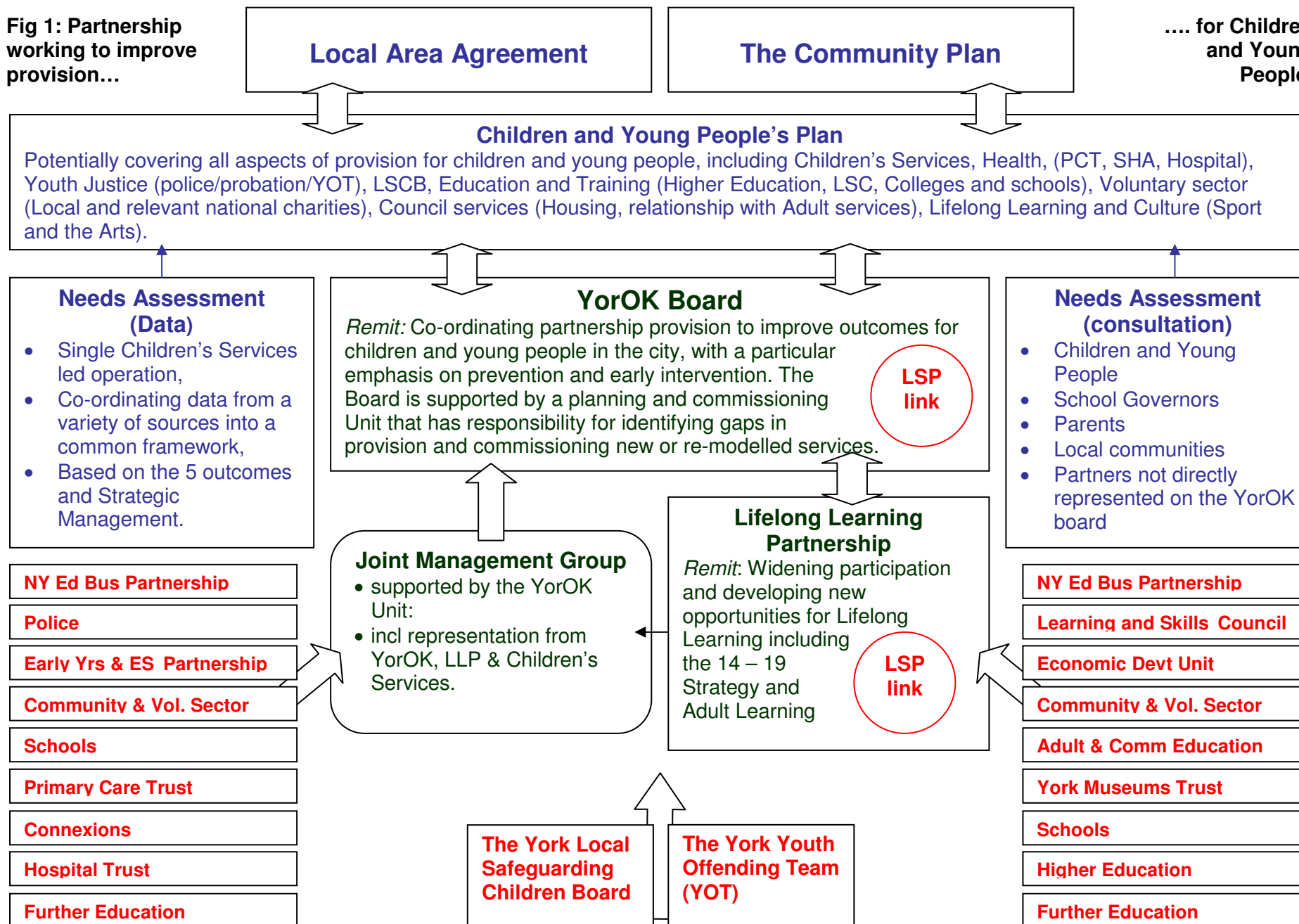
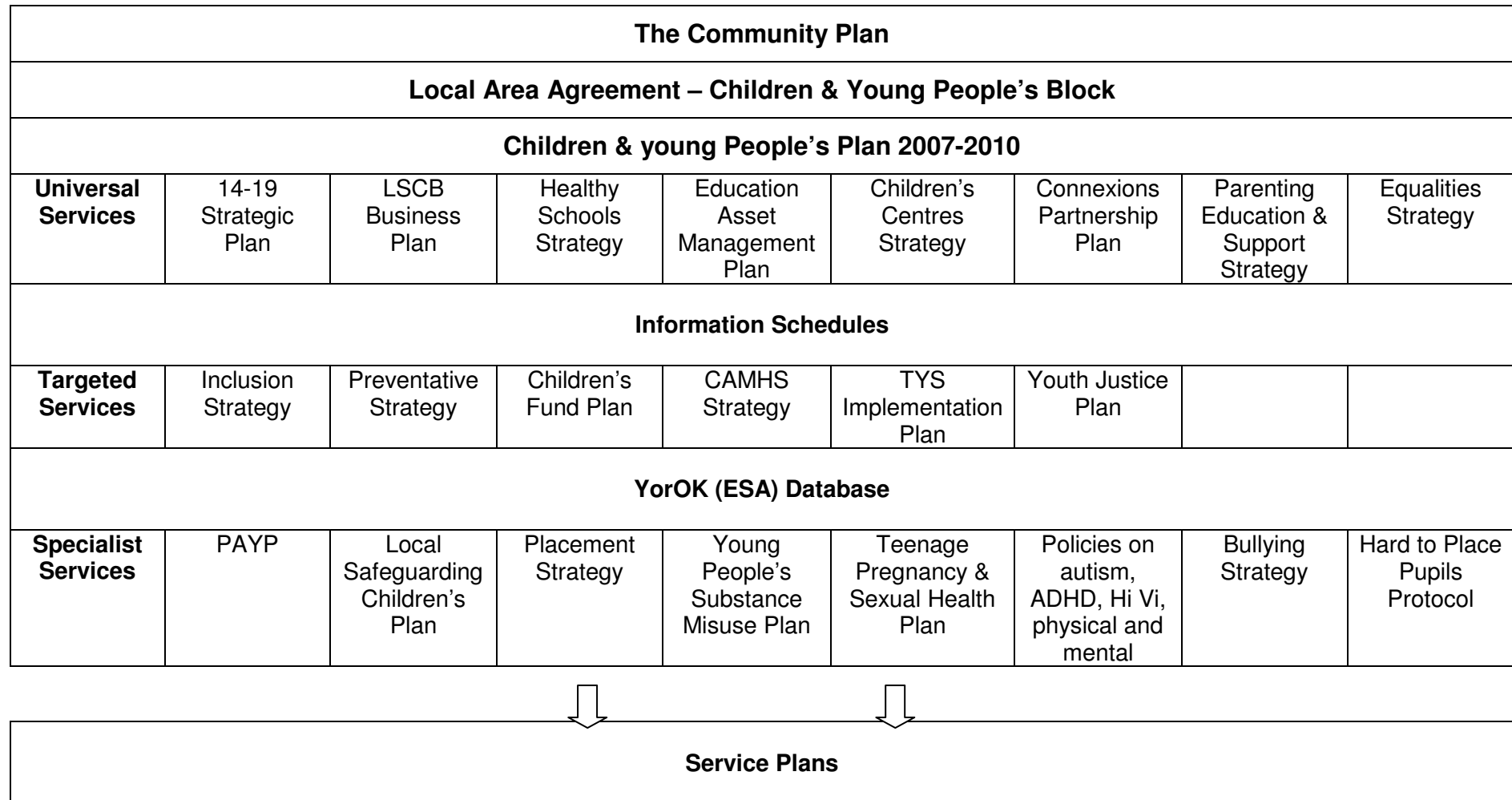


Figure 2: The Planning Bookcase



7. Funding

1. Partnership funding

Because the Children's Trust is a partnership body with no budget of its own or direct financial responsibilities, it is not easy to provide a comprehensive account of the resources that are devoted to children and young people in the city. The sums of money involved, however are considerable.

The key partners comment on expenditure as follows:

1. CYC – The budget for Children's Services is £25.5m, a more detailed analysis of which is provided at figure 3.
2. Police – The police provide a Youth Action Officer and an officer working in the YOT who are both engaged full time on Young People. Additionally officers in the Neighbourhood Policing Teams, both PC's and PCSO's are engaged with young people. When that team is up to strength then it will have approx 75 people. Roughly 20% of their time, or the equivalent of 15 staff are dealing with or being engaged with young people.
3. Connexions – The share of the sub regional Connexions funding directed to York is 22% or £1.3M
4. PCT – Estimated expenditure by the PCT includes £1,100K on Health Visitors, £250K on school nurses and £350K on speech and Language therapy services
5. The expenditure by the Hospital Trust covers Child Health (£5,500K) which includes the Special Care Baby Unit, inpatients, Assessment Unit, Children's Centre, community paediatrics, community nursing, school nursing and child protection along with all staff in the directorate including lab, x-ray. A further £5,000K is spent on maternity and £150K on young people's sexual health.

The priorities in the Children and Young People's Plan and the Local Area Agreement are supported by a significant number of pooled and aligned budgets. These are listed on page 0 with a general indication of the level of funding provided by all partners.

2. The budget for Children's Services

The most significant proportion of the funding devoted to children and young people is either provided by the local authority or channelled through it. The formula grant for the council's non-schools budget (which supports social services and LEA activity) is the 8th lowest per head of any unitary authority. For schools the new Dedicated Schools Grant is the 20th lowest per pupil of all education authorities. These grant levels combined with the 2nd lowest council tax of any unitary authority mean that the overall level of resources available to the authority (based on 2006/07 budget levels) are the lowest per head of all multi purpose councils in the country

Despite this, the local authority has set a balanced budget for 2007/08, which addresses the historic overspend on children's social care (£600K). The Dedicated Schools Grant has seen an increase of 5.4% which has enabled additional resources of over £1.3m to be allocated to schools for personalised learning, key stage 4 vocational training and job evaluation. The overall increase in the General Fund budget for children's services is 2.0%, by comparison with an annual rate of inflation of over 3%. Although this represents a real terms cut in spending on Children's Services, the authority has maintained front-lines services, and protected important initiatives that would be at risk because of the disappearance of ear-marked grant. This has been achieved by efficiency savings, by reducing management costs and,

with agreement of the Schools Forum, by using SEN funding within the DSG for some preventative work. Between 2006/07 and 2007/08, the authority has identified £639K savings and funded £388K growth.

The annual budget round for children's services has been driven by the need to support the priorities in the Children and Young People's Plan and to redirect resources towards prevention and early intervention. Over the last two years, the following adjustments have been made to the budget for children's services.

CYPP priorities	2006/07	2007/08
Additional funding to support Skills Centre provision for children and young people at the PRU or at risk of permanent exclusion	£70k	£50k
Appointment of additional member of staff to Ethnic Minority Achievement Service	£30k	
Investment in Management Information Service in order to support information led planning and improved targeting of resources	£32k	
Investment in York Independent Living and Travel Skills (YILTs) for some disabled children and young people.	£46k	£2k
Closure of residential children's home and reinvestment in preventative services	£225k	£75k
Mainstream funding provided to retain the Children's Trust Planning and Commissioning Unit		£80k
Management restructure to allow the reinvestment of savings in a post to support locality working		£50k
Second annual parents survey to be administered (scheme jointly funded with schools)		£10k

In addition, the authority has undertaken a number of key initiatives from within existing budgets:

1. Worked with the bus operators to introduce a new 50p per journey fare for all young people under the age of 16,
2. Funded a new anti-bullying strategy,
3. Agreed plans to increase the specialist fostering scheme.

Figure 3: Children & Young People’s Plan 2007 – 10: Pooled and Aligned Budgets.

CYPP priorities	Budgets	Funding £000
<i>Being healthy 1:</i> Encourage more children and young people to be more physically active	Sports Partnerships	58
	LPSA	87
	Leisure budget	72
<i>Being healthy 2:</i> Improve the eating habits and diet of young people	SF Targeted School Meals	152
	SF Devolved School Meals	91
<i>Being healthy 3:</i> Reduce the level of teenage pregnancy	Teenage Pregnancy Strategy	95
<i>Being healthy 4:</i> Promote healthy lifestyles	Sexual Health advice and guidance (AHT)	100
	Child and Adolescent Mental Health	200
	Substance misuse	161
<i>Staying safe 2:</i> Protect children more effectively	LSCB (CYC contribution)	65
	LSCB (PCT)	29
	LSCB (Police)	15
	LSCB (Probation)	5
<i>Enjoy and Achieve 1:</i> Raise standards of achievement	Standards Fund (LAA pooled budget)	693
<i>Enjoy and Achieve 2:</i> Provide high quality early years experience	Sure Start Local Programme	511
	2 year olds Pathfinder	608
	3 and 4 year old Pathfinder	543
	Children’s Centres Rev budget	1,161
<i>Enjoy and Achieve 3::</i> Support parents in helping their children to enjoy and achieve	Parenting Strategy: CYC	29
	Parenting Strategy: Connexions	10
	Parenting Early Intervention Pathfinder	202
	Parenting Support Grant (06-08)	40
	Family Learning (LSC)	137
<i>Enjoy and Achieve 4:</i> Improve enrichment opportunities for Children and Young People	Positive Activities for Young People	80
	Standards Fund: Extended Schools	446
	Arts and Cultural provision for CYP	480
<i>Enjoy and Achieve 5:</i> Ensure that young people with SEN receive appropriate support and advice	Portage:CYC	252
	Early support programme	15
<i>Positive Contribution 3:</i> Reduce offending by young people	YOT: CYC base budget	92
	YOT: PCT	35
	YOT: Police	55
	YOT: Probation	28
	YOT; Safer York Partnership	26
	YOT: Connexions	30
	YISP	60
<i>Economic Well-being 1:</i> Increase no of young people actively engaged in education and training	Vocational Learning in schools	338
<i>Economic Well-being 2:</i> Enhance skills of young people at 16 and at 18	CYC: 14 – 19 co-ordinator	36
	LSC: 14 – 19 Co-ordinator	36
	LLP: Strategy Support (est)	10
<i>Resource Management</i>	CYC: Children’s Trust Unit	80

Figure 4: Learning, Culture and Children's Services Budget for 2007/08.

	Access and Inclusion £000	Children and Families £000	Lifelong Learning and Culture £000	Resource Management £000	School Delegated and Devolved £000	School Improvement and Staff Development £000	LCCS Total £000
2007/08 Budgets							
Total Expenditure	13,508	10,962	6,296	18,428	87,957	11,018	148,169
Funded From:							
Fees & Charges etc.	53	77	413	1,468		32	2,043
Recharge Income (including SF internal transfers)	182		34	2,787	4,262	4,745	12,010
Income from Schools	97			3,492		261	3,850
Grants:							
Dedicated Schools Grant	5,398		2,481		75,956		83,835
Other Grants	2,093	800	2,905	1,498	7,739	5,919	20,954
Total Funding	7,823	877	5,833	9,245	87,957	10,957	122,692
Net Cost Funded by General Council Budget	5,685	10,085	463	9,183	0	61	25,477

Significant budget changes for 2007/08 have included:

Growth

Personalised Learning			879	879
Secondary Vocational Training			215	215
Job Evaluation Costs Within Schools			250	250
Children's Social Services - Demand Led Pressures		285		285
Fostering Payments Rates Increases		23		23
End of Children's Trust Grant		80		80
PRUs and Skills Centre - Increased Pupil Numbers	50			50

Savings

Home to School Transport	(70)			(70)
Residential Children's Home Closure		(137)		(137)
Music Service Income Increase			(35)	(35)
Increased Finance SLA Income From Schools			(30)	(30)
Finance Staff Restructure Saving			(25)	(25)
Broadband Contract Savings			(72)	(72)
PFI Contract Budget Savings			(83)	(83)
Home Tuition Reduce Provision	(14)			(14)
Learning Support Assistants Budget Reduction	(46)			(46)
School Based Additional Teachers Budget Reduction	(50)			(50)
Early Years Savings			(36)	(36)



Executive

27 February 2007

Report of the Head of Housing Services**Sub-regional Approach to Strategic Housing****Summary**

1. To advise the Executive on recent developments designed to enhance joint working on strategic housing issues across the sub-region and how this work will complement the work ongoing within the authority to meet the corporate priority to improve the quality and availability of decent, affordable homes in the city. To propose that the Executive recommend to Council that City of York participate in the proposed sub-regional partnership and governance framework and that the Executive Member for Housing represent the Council on the partnership.

BackgroundRecent developments

2. During September and October 2006 the Audit Commission carried out an affordable housing review of the district authorities within North Yorkshire. Whilst York were not directly involved, we participated through providing information and attended a number of workshops which were held on the 4th and 11th October. The review included "light touch" visits to each local authority (not York) and meetings with key stakeholders.
3. A report has been produced by the Audit Commission suggesting a number of interim recommendations aimed at improving joint working.
4. The Audit Commission's interim recommendations can be summarised as follows :
 - That each authority takes responsibility for one of six broad subject areas for maximising the provision of or reducing the demand for affordable housing
 - That the lead / coordinating authority should consult other authorities and develop an improvement plan for that subject area
 - That the plans should have SMART targets relating to how key issues will be tackled in order to improve strategic housing services in line with Audit Commission key lines of enquiry
 - That the draft plans should be submitted to the Audit Commission by 31st December 2006

5. The six broad subject areas put forward by the Audit Commission where better joint working could bring benefits are summarised below:
 - The strategic housing role;
 - Local Development Framework and making the best use of planning tools;
 - Land assembly and the work of rural housing enablers;
 - Joint working and enabling the provision of more affordable housing;
 - Making best use of private sector housing;
 - Homelessness.

6. The workshop attendees on 11th October, some of whom were elected Members from the district authorities made the following response to the Audit Commission's interim recommendations:
 - That they agreed to the principle of local authority themed "champions" and improved joint working;
 - That a special meeting of the North Yorkshire Chief Housing Officers Group would be convened to agree which local authorities would lead on which subject areas;
 - Requested that the Audit Commission provide initial advice on key weaknesses so that the action plans could address those weaknesses;
 - That the role of the City of York Council be clarified as it had not participated in the mainstream review process;
 - That Political sign up would be needed to progress with the proposed approach.

7. A special meeting of the North Yorkshire Chief Housing Officers Group it was agreed to reduced the suggested subject areas from 6 to 5. The lead local authorities were agreed as follows:
 - The strategic housing role and joint working – to be jointly led by **York and Richmondshire**;
 - Using the LDF process and making the best use of planning tools to enable the provision of more affordable housing – to be led jointly by **Hambleton and Selby**;
 - Land assembly and the work of rural housing enablers – to be jointly led by **Harrogate and Scarborough**;
 - Making the best use of private sector housing – to be led by **Craven with support from Selby**;
 - Homelessness – to be led by **Ryedale with support from the North Yorkshire Homeless Forum**.

Sub-regional Governance Framework

8. Over recent years the importance of the sub-region, in housing terms, has become more prominent. Government Office for Yorkshire and the Humber (GOYH) have, over the last 18 months, encouraged local authorities to work more sub-regionally. The logic behind adopting a sub-regional approach is that, especially in housing terms, housing markets spread wider than local authority boundaries and that through joint working, as a sub-region, we will be better able to meet the housing needs and better placed to access regional funding.

9. Funding for private sector housing and Housing Corporation bids for Social Housing Grant now have to be submitted, and are assessed, on a sub-regional basis. Initial guidance from GOYH indicates that the Regional Housing Board (RHB) wishes sub-regional partnerships to take responsibility for investment programmes. North Yorkshire does not have in place a sub-regional partnership that can deliver or the governance framework to sign off sub-regional funding bids.
10. The lack of governance arrangements has caused concern for some time and decisions made at the sub regional level have lacked a proper political mandate. The sub regional investment bidding process for 2006/8, for example, required by the GOYH, highlighted these concerns whereby a bid for the whole of the sub region for housing resources was officer led with no formal political sign off. This could become a real issue in the future if tensions develop around which parts of the County get what resources.
11. Governance arrangements could be significantly improved by using existing arrangements to enhance the role of elected members in shaping and making strategic housing decisions. The North Yorkshire Housing Forum, already well established and chaired by an elected member, could form a Strategic Housing Board comprising one elected member, supported by the lead officer, from each of the eight local authorities one from the county council and one from each of the national park authorities.
12. This Strategic Board would use the North Yorkshire Housing Forum as it's main consultative body / sounding board. It would determine it's own terms of reference and suggestions are made later in the report in this respect.
13. It is proposed that the strategic housing board would sit as a sub group of the Association of North Yorkshire Councils with the elected Chair / Vice Chair reporting to the Association as and when required. Representatives from all local authorities in the sub-region attend the Association of North Yorkshire Councils. This arrangement would avoid further governance duplication by utilising an existing decision making structure via the Association of North Yorkshire Councils but would also achieve an appropriate housing focus by comprising the elected housing leads from each local authority..
14. The broad remit of the Board would include:
 - Approving sub regional housing investment bids;
 - Monitoring sub regional housing investment plans;
 - Considering moves towards a sub regional "umbrella" Housing Strategy;
 - Approving sub regional research projects and other associated initiatives
 - Maintaining and developing key linkages with regional decision making bodies
15. The Strategic Housing Board would, in conjunction with the Association of North Yorkshire Councils agree it's terms of reference. However a set of draft terms of reference for considerations has been drawn up by the North Yorkshire Chief Housing Officer:

- To provide a single and politically accountable “housing voice” for North Yorkshire;
 - To sign off key sub regional documents and initiatives, ensuring that such key documents have a proper political mandate;
 - Consult key stakeholders on sub regional housing issues and initiatives;
 - Co-ordinate sub regional responses to Government Bodies on housing issues, including the Regional Assembly, Regional Housing Board, Housing Corporation and Government Office;
 - Provide a forum for lead housing members to network on particular housing issues;
 - To inform and influence debate on housing policy issues at the sub-regional, regional and national levels.
16. It is also proposed that for the sub-regional board to reach a decision it has to be a unanimous decision.

Consultation

17. These issues have been discussed by chief housing officers from across North Yorkshire.

Options

18. Option 1 – To sign up to a sub-regional partnership for strategic housing .
19. Option 2 – To maintain the status quo.

Analysis

Option 1

20. There are a number of advantages to a sub-regional approach to strategic housing. Funding for private sector housing and Social Housing Grant is already allocated on a sub-regional basis, adopting a sub-regional partnership would provide us with the governance framework through which sub-regional housing issues could be agreed at the sub-regional level and investment bids can be signed off. It would better place North Yorkshire when competing for funding on a regional basis as well as recognising the fact that housing markets do not reflect local authority boundaries. It also has the potential to raise the profile of the sub-region, improve the sharing of best practice and in the long term, subject to further member approval, create opportunities for efficiencies through sharing resources.
21. It could be argued that the adoption of a sub-regional approach is the first step towards a sub-regional housing strategy. However, this report is not proposing a move to a sub-regional strategy, although the potential for this will be considered by the strategic housing board and any proposals would be subject to further member agreement.

22. However, the adoption of a sub-regional housing strategy approach does not have to mean that each local authority would lose its ability to determine what actions are best for its own area, blur the political boundaries or ultimately lose its own identity. This is not in any authorities best interests. Through informal discussions with colleagues in district authorities, individual identity and the ability to control ones own destiny is as important to them as it is to York and there is no desire to lose this. If a sub-regional housing strategy was proposed, critical to ensure that a local authorities individuality is not lost would be the approach taken and the format of any new sub-regional strategies. Whilst not being in a position to determine what any sub-regional housing strategy may look like, it is likely that it would be set out on a spatial basis at the sub-regional level, i.e. urban, rural and coastal with individual local authority action plans underneath which would complement the wider sub-regional issues whilst at the same time, reflect local issues. This approach would ensure that each local authority retains it's own action plan and as a result of being on a spatial basis, the urban theme would create opportunities for closer links to the Leeds City Region.
23. It is proposed that a sub-regional housing group be established as a sub-group of the Association of North Yorkshire Councils made up of the Executive Member for Housing from each local authority supported by the lead housing officer.
24. To enable the sub-regional housing board to function in a timely and effective manner without each executive member having to refer back to their executive or cabinet, it is proposed that the Executive Member for Housing is authorised in consultation with the Director of Housing & Adult Social Services to make decisions on sub-regional housing issues at the partnership meetings. The Executive Member would report back to the Executive on a quarterly basis following the sub-regional board meetings.

Option 2

25. It is not a statutory requirement to have a sub-regional housing partnership, however GOYH are strongly encouraging local authorities to develop a sub-regional approach. However, this in itself is not a reason to adopt a sub-regional approach. If this option is chosen, it may prevent the whole sub-regional agenda moving forward, or at least, if adopted by the district authorities, leave York on the outside of any sub-regional developments. It may also affect future assessments in relation to funding bids and our overall CPA rating.

Corporate Priorities

26. The development of a sub-regional approach to strategic housing issues will support the priorities outlined in the improvement priority
“Improve the quality and availability of decent, affordable homes in the city”

Implications

27. Implications arising from this report are:

- **Financial** – There are no direct financial implications
- **Human Resources (HR)** There are no HR implications
- **Equalities** – There are no equalities implications
- **Legal** – The Executive can authorise an Executive Member in Consultation with chief officer, to take decisions on behalf of the council. .
- **Crime and Disorder** There are no crime and disorder implications
- **Information Technology (IT)** – There are no IT implications
- **Property** There are no property implications
- **Other** – There are no other implications

Risk Management

28. The risks associated with not improving governance arrangements are:
- Our sub region falls behind other sub regions in terms of coordinating strategic housing initiatives with a possible adverse impact on future bidding rounds;
 - Joint working and investment plans across the sub region will continue to have little or no democratic legitimacy;
 - Elected members lose an opportunity to participate fully in the fast evolving regional and sub regional housing agenda.
29. The risks associated with adopting the new governance arrangements are:
- Lack of political consensus on the Strategic Housing Board causing problems in signing off key documents, bids and initiatives. This would be unlikely due to common housing issues and priorities shared across the sub region;
 - Member capacity issues i.e. “another Committee to sit on...”

Recommendations

30. The Executive is asked to recommend to Council that Council:
- Agree option 1 to participate in a sub-regional partnership for strategic housing and to appoint the Executive Member for Housing as the Council’s representative on the partnership;
 - Authorise the Executive Member for Housing in consultation with the Director of Housing & Adult Social Services to represent and take decisions relating to sub-regional housing issues at the partnership meetings on behalf of the City of York Council.

Reason: To develop a governance framework through which sub-regional housing issues could be agreed, investment bids, can be signed off, to better place North Yorkshire when competing for funding on a regional basis as well as raising the profile of York within the sub-region and the sub-region as a whole and improve the sharing of best practice.

Contact Details

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Chief Officer Responsible for the report:

Steve Waddington
Head of Housing Services

Report Approved Date 7th February 2007

Bill Hodson
Director of Housing & Adult Social Services

Report Approved Date 7th February 2007

Specialist Implications Officer(s) List information for all

Legal
Suzan Hemmingway
Head of Civic, Legal & Democratic Services

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Papers:

North Yorkshire (Districts) Affordable Housing Review

Annexes:

None

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**Agenda Item****Meeting of the Executive**27th February 2007

Report of the Director of Housing and Adult Social Services

Notice of Motion to the Executive concerning North Yorkshire and York Primary Care Trust**Purpose of Report**

1. To provide officer advice to the Executive regarding a motion that has been submitted to the Executive for consideration and referral on to Full Council.

Motion

2. The following motion was submitted on 9th February:

"This Council:

- supports The Press' campaign to 'Let your Doctor decide' which calls on North Yorkshire and York Primary Care Trust (NYYPCT) to scrap the Prior Approval Panel;
- records its thanks to those MPs and North Yorkshire Councils who have recorded their support for the "ditch the debt" motion passed by the York Council at its meeting on 25th January;
- remains concerned that reductions, restrictions and delays in NHS treatment in York could have a negative impact upon Council services and budgets."

Proposer: Councillor Martin Bartlett

Seconder: Councillor David Livesley

3. Under Standing Order 11 (a) (i) Members may put a notice of motion direct to the Executive provided it is submitted no later than five clear working days prior to publication of the agenda for that meeting to enable the preparation of a suitable officer report from the relevant directorate on the associated issues. The Executive is then asked to consider both the motion and the officer report and make recommendations accordingly to Council – in this case to the April meeting.
4. Although the motion was submitted on 9th February there has been limited opportunity for officers to prepare a briefing for the Executive. This report therefore largely concentrates on providing the factual background to the motion. Each element of the motion is considered in turn.

Use of a 'Prior Approval' Panel by NYYPCT

5. In late December 2005 NYYPCT announced a series of initiatives to try to reduce the projected overspend. Some of these were predicated on the assumption that the number of referrals from GPs for procedures at York District Hospital was comparatively high and that additional controls needed to be set in place to assess them before they were accepted. This is in the context of national tariffs that now exist whereby hospital trusts submit bills to PCTs for each procedure carried out for patients (called "payment by results") rather than former systems that were closer to block contracts for estimated volumes of activity.
6. From the 1st January NYYPCT has introduced a 'Prior Approval' system for access to a range of common elective treatments. Decisions are based on patients' needs and evidence of clinical effectiveness. Access to these services is now only available through a Prior Approval Panel and only in exceptional circumstances. NYYPCT has defined exceptional circumstances as those in which:-
 - Denying access to the treatment or diagnostics would place the patient's safety and/or health at significant risk
 - Denying access to the treatment or diagnostics would significantly alter the longer term outcome of any future procedure
 - Denying access to the treatment or diagnostics would significantly impair the patient's ability to maintain their current occupation
7. The introduction of Prior Approval is due to be for an initial 3 month period during which NYYPCT would formalise future commissioning arrangements. NYYPCT have also defined which treatments they would fund and which they would not. Among those treatments suspended indefinitely are lumbar spine X-rays for lower back pain (except by prior agreement with the local Radiologist) and facet joint injections for chronic lower back pain.
8. This has been hugely controversial and the representative bodies for General Practitioners have raised fundamental concerns about the prior approval process. Basically, GPs have taken the view that decisions on the need for treatment are ones which need to be agreed between a GP and their patient operating within the clinical guidelines of general medical practice and that their referrals to acute services should not be 'sifted' by a PCT panel.
9. The council's Health Scrutiny Committee have, naturally, taken a keen interest in these developments and at the meeting on 12th February were addressed by Dr David Hartley who is a practising GP and Chair of the York Health Group which is the organisation representing all GP practices involved in practice based commissioning. Dr Hartley expressed a number of concerns about the implementation of a prior approval system by NYYPCT.

10. The Health Scrutiny Committee also received further information from Dr David Geddes, also a local GP and a medical director for NYYPCT, about the need for the panel and the safeguards that were in place to ensure fairness and patient safety.

NYYPCT budget overspend

11. The latest projection from NYYPCT is for an overspend of £43.5m at the end of 2006/7. This is a slight improvement on the projection of £45m in January. However, NYYPCT have acknowledged the risks of changes to this position before the end of the year and their target was to reduce the overspend to around £35m. (These figures do not take into account a one-off contribution of £33m from the Strategic Health Authority that has been reallocated to NYYPCT from other PCTs in the region.)
12. A significant part of the problem is that NYYPCT inherited historic debt from the four predecessor PCTs – all of which were operating in financial deficit. According to an answer given at the January meeting of the NYYPCT board meeting the 4 predecessor PCTs were operating at £36m over their revenue resource limit at the end of 2005/6 – of which £23m was attributable to the former Selby and York PCT.
13. There has been a lot of public concern that this historic debt was making it impossible for the NYYPCT to reach financial balance and that severe cutbacks were having to be made that affected levels of local services. It was in response to this that the following motion was approved by Full Council at its meeting on 25th January :

“City of York Council calls on the Secretary of State for Health to write off the historic debt that the new North Yorkshire and York Primary Care Trust inherited from its predecessor Trusts.”

14. Since that motion – referred to in the current motion as ‘Ditch the Debt’ – the Leader of the Council has received letters from:
 - four local MPs, two expressing support for the initiative, one acknowledging the concerns and one expressing sympathy with the issues but advocating an alternative approach to tackling the debt;
 - the Leaders of three North Yorkshire district councils expressing support for the initiative.

Concerns about the PCT’s financial situation and its impact on the community have also been raised by the District Council Network – North Yorkshire and it is understood that two District Councils will shortly consider Council Motions on the subject.

Impact on City of York Council

15. There is concern locally and nationally about the impact that reductions in NHS expenditure will have on local authorities that are responsible for social services. The front page article on the 8th February edition of the Local Government Chronicle focuses on what is often referred to as ‘cost-shunting’ i.e. the concern that savings in the NHS will be at the

cost of increased expenditure on local authority social services. London councils have estimated that the £135m deficit among London PCTs will result in £35m additional expenditure by London local authorities.

16. The potential impact would be 'downstream' from changes to NHS policies and procedures. For example, if gate-keeping by the PCT for elective surgery is stricter, meaning that some people are not able to get treatment they received in the past, this could result in increased demands for care in the home which would fall to the local authority. Similarly, if there had to be reductions in the numbers of community nurses (especially those working at night) this could result in people not being able to remain in their own homes or a requirement for additional social care to maintain their independence.
17. There must be a concern that these fears may be realised in York given the deficit that NYYPCT is operating under. However, it is important to stress that, as yet, there is no hard evidence of 'cost-shunting' in York. The one significant area where a detrimental change has been made was under the financial recovery plan for the former Selby and York PCT when a decision was made in Autumn 2006 to withdraw £100,000 of PCT funding to run the intermediate care unit at Grove House. The 11 beds will be re-opened and funded the council to provide high dependency care although they are not fully operational yet due to difficulties in recruiting staff. It is also not known what effect the removal of the intermediate care service will have on demand for social services as people who went to Grove House received up to 6 weeks rehabilitative support before going home which had a significant effect on their ability to live independently at home.

Consultation

18. There has been no consultation involved in the writing of this report although there was a Health Forum on 31st January hosted by the Council's Health Scrutiny Committee at which members of the public were able to raise concerns about NHS spending and the impact on services.

Options

19. a) **Option 1** – to refer this motion to the Council meeting on 12th April with comments from the Executive
- b) **Option 2** – to seek further information before referring the motion to Full Council

Corporate Priorities

20. The report relates primarily to the corporate priority "Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of healthy are the poorest."

Implications

Financial

21. It is not possible at this stage to accurately assess the potential financial impact on the council arising from NHS budget deficits

22. Other Implications

Human Resources (HR)

There are no immediate implications to report.

Equalities

There are no immediate implications to report.

Legal

There are no immediate implications to report.

Crime and Disorder

There are no immediate implications to report.

Information Technology (IT)

There are no immediate implications to report.

Property

There are no immediate implications to report.

Other

None

Risk Management

23. The key risks to the local authority relate to additional financial liabilities arising from NHS plans to reduce expenditure. As already stated these cannot accurately be assessed at the current time.

Recommendations

24. That the Executive considers the motion submitted together with the information in this report and decides whether to submit this with its recommendations to Full Council on the basis of the information in this report (Option 1) or whether to request further information at a later meeting before referring on to Full Council (Option 2) .

Reason : To comply with council standing orders.

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Chief Officer Responsible for the report:

Bill Hodson
Director

Report Approved

Date 16/02/07

Bill Hodson
Director

Report Approved

Date 16/02/07

Specialist Implications Officer(s)

None

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

All

For further information please contact the author of the report

Background Papers: None