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**Health, Housing and Adult Social Care  
Scrutiny Committee**

**30/01/2024**

Report of Patrick Looker, Steve Tait and Ian Cunningham

**2023/24 Finance and Performance Monitor 3**

**Summary**

1. This report sets out the projected 2023/24 financial position and the performance position for the period covering 1 April 2023 to 31 December 2023. This is the third report of the financial year and assesses performance against budgets, including progress in delivering the Council's savings programme.
2. The previous monitor report outlined the Council's serious financial position with a forecast overspend for 2023/24 of c£11m gross, mitigated down to £941k. There has been a small improvement for Monitor 3, with a forecast overspend, after mitigation, of £842k. However, the underlying gross overspend remains at c£11m.
3. This is still a significant overspend that is of serious concern and it remains very clear that the Council cannot afford to keep spending at this level. The general reserve is £6.9m and, whilst we have other earmarked reserves that we could call on if required, continued spending at this level would quickly see the Council exhaust its reserves.
4. Given the scale of the forecast overspend, a series of actions was agreed previously to bring spending down to an affordable level, both within the current financial year and over the next 4 years, to safeguard the Council's financial resilience and stability.

## **Background**

### **Financial Summary and Mitigation Strategy**

5. The latest forecast is that there will be an overspend of £11m. This is despite action being taken by managers across the Council to try and reduce expenditure. If the Council continues to spend at the current level, and no action is taken, then we will continue to overspend and will exhaust our reserves and any other available funding. The current level of expenditure is unaffordable and therefore we must take immediate action to reduce expenditure. If we do not start to see an improvement in the forecast, there will need to be further measures implemented to ensure that the required impact is seen by the end of the financial year.
6. As outlined in reports to Executive throughout the previous financial year, we have continued to see recurring overspends across both Adult and Children's Social Care. However, the underspends and mitigations that have allowed us to balance the budget at year end have generally been one off. Whilst the use of reserves to fund an overspend is appropriate as a one-off measure, it does not remove the need to identify ongoing savings to ensure the overall position is balanced. The budget report considered by Executive in February 2023 also included an assessment of risks associated with the budget, which included the need to secure further savings and effectively manage cost pressures.
7. Members will be aware that the financial position of local government is a national challenge and that the pressures being seen across both Adult and Children's Social Care are not something that is unique to York. Many Councils are experiencing significant financial pressures and struggling to balance their budgets now, so it is vital that we take immediate action to reduce our expenditure down to a sustainable level both within the current financial year and over the medium term. Taking decisive action now will safeguard the Council's financial resilience and stability and prevent York being in a position where it is unable to balance its budget in future years. This means that, in addition to the actions proposed in this report, there will be a need to continue to identify further mitigations and savings for future years.
8. Given the scale of the financial challenge, and the expected impact on budgets in future years, it is vital that every effort is made to balance the overall position. It is recognised that this will require difficult decisions to be made to protect services for vulnerable residents.

9. Corporate control measures are being implemented but they will not deliver the scale of reduction needed within the year. Other savings proposals, including service reductions, are also needed. A full list of these was included in the monitor 1 report considered by Executive in September.
10. Alongside these actions, officers will continue to carefully monitor spend, identify further mitigation, and review reserves and other funding to make every effort to reduce this forecast position. However, it is possible that it will not be reduced to the point that the outturn will be within the approved budget. The Council has £6.9m of general reserves that would need to be called on if this were the case. As outlined in previous reports, any use of the general reserve would require additional savings to be made in the following year to replenish the reserve and ensure it remains at the recommended minimum level.
11. It must be a clear priority for all officers to focus on the delivery of savings plans during the year. Corporate Directors and Directors will keep Executive Members informed of progress on a regular basis.

### **Financial Analysis**

12. The Council's net budget is £141m. Following on from previous years, the challenge of delivering savings continues with c£6m to be achieved to reach a balanced budget. An overview of the latest forecast, on a directorate by directorate basis, is outlined in Table 1 below.

Service area	Net budget	2023/24 Net Q2 Forecast Variation	2023/24 Net Q3 Forecast Variation
	£'000	£'000	£'000
Children & Education	25,083	3,727	3,690
Adult Social Care & Integration	45,329	3,407	4,712
Place	22,605	-1,363	-1,040
Customers & Communities, Public Health & Corporate Services	26,437	1,000	830
Central budgets	22,670	-1,000	-2,600

<b>Sub Total</b>		<b>5,771</b>	<b>5,592</b>
Contingency	-500	-500	-500
Use of earmarked reserves		-4,250	-4,250
Target for further mitigation		-1,021	842
<b>Net total including contingency</b>	141,624	nil	nil

Table 1: Finance overview

## Directorate Analysis

### Adults

13. The projected outturn position for Adult Social Care is an overspend of £8,243k and the table below summarises the latest forecasts by service area.

	2023/24 Budget £'000	Forecast Outturn Variance £'000	Forecast Outturn Variance %
Direct Payments	4,955	578	11.7
Home and Day Support	1,234	2,576	208.8
Supported Living	15,376	1,328	8.6
Residential care	14,139	2,031	14.4
Nursing care	4,905	1,092	22.3
Short term placements	1,228	-228	-18.6
Staffing (mostly social work staff)	7,212	310	4.3
Contracts and Commissioning	2,391	5	0.2
In House Services	4,802	17	-0.4
Be Independent & Equipment	944	323	34.2
Other	-11,810	161	1.4
Recharges	-47	50	106.4
<b>Total Adult Social Care</b>	<b>45,329</b>	<b>8,243</b>	<b>18.2</b>

<b>Mitigations to reduce forecast overspend</b>	
Use of Market Sustainability and Improvement Fund for price pressures	-930
New practice model across Home Care	-240
Impact of introducing residential and nursing framework for providers	-250
Review of high-cost packages and customers becoming the responsibility of other LAs	-401
Review of CHC claims	-600
Recovery of overpayments to providers where block contracts have underspent	-180
Slippage on Better Care Fund Schemes	-282
Cease any remaining use of Agency staff	-126
Other Mitigations	-522
Revised position	4,712

14. A number of factors contribute to an extremely challenging operating environment for adult social care.
15. CYC commission the majority of its care from the independent sector where the cost of providing care has been increasing through uplifts to the National Living Wage and other inflationary pressures e.g. utilities costs. Partners, particularly the NHS, are also under pressure resulting in increased reliance and expectation on social care to support hospital discharge and to support people with increasingly high needs at home. Austerity, the pandemic and cost of living crisis have meant that more people than ever feel the need to come to the local authority seeking support. Our population is ageing and has the increased additional needs this brings. We have additional responsibilities around the delivery of high quality, personalised, accessible and affordable support emanating from the 'People at the Heart of Care' national strategy and regulatory requirements of the Care Quality Commission (CQC), without the additional resource to fund this activity.
16. We will need to see significant reductions in the price we pay, the numbers of people we provide commissioned services to, the amount of the services which people receive and the type of commissioned service we provide to manage within our budget.
17. We are introducing robust and fair provider frameworks to limit the cost we pay while maintaining the quality of residential homes, nursing homes, supported living and home care. Brokerage services will link this

provision to the assessment of individual need ensuring we maximise these arrangements and maximise our value for money.

18. We have in place assurance processes to check, challenge and where necessary decline assessments and requests for service. We will refresh our practice model in the coming months to assure good assessments and decision making that requires all personal and community assets and assistive technology is used before services are put in place.
19. There has been a slight decline in the number of people entering residential and nursing care in recent months due to the introduction of measures above, partly due to comparatively younger cohorts entering care homes in 2020-21 and 2021-22. The average placement length is, however, increasing so the overall number in residential and nursing care remains higher than budgeted. We have also placed people in services in the past at higher rates and will need to see those numbers reduce over time to deliver budget reductions; the completion of the refurbishment of the independent living scheme at Glen Lodge is key to achieving this.
20. This decrease in the use of residential and nursing care puts additional pressure on use of home care. This number of people receiving home care will reduce as we:
  - tender the reablement services
  - remodelling of the front door
  - improving the practice model
  - increasing our brokerage capacity to cover all service areas
  - bringing our communities services closer to adult social care
  - improving take up and use of assistive technology.
21. The following paragraphs outline the main variations.

### **External Care**

22. The Council purchases care from external providers who support customers to meet their assessed needs. There are a variety of purchasing arrangements such as block contracts (purchasing a set number of beds/hours at a set rate), spot arrangements where prices are negotiated on an individual customer basis and frameworks where providers specify a rate, and the Council will approach those providers but are not contractually bound to use.
23. The Council can also be a lead commissioner for a package of care where Health contributes an element towards the health needs of a

customer and current practice is for the Council to pay the provider and recover from Health.

24. Direct Payments are slightly different in that payments are made to individuals who then control how the money is spent to meet their assessed needs, usually with the assistance of a support agency who help with the administration of the funds such as payroll, paying invoices etc.
25. ASC generally organise themselves alongside the four main customer groups and allocate the budgets accordingly. These are:
  - Customers with a Learning Difficulty (LD)
  - Customers with a Physical &/or Sensory Impairment (P&SI)
  - Customers experiencing poor Mental Health (MH)
  - Older customers experiencing mobility issues, memory and cognition issues, frailty (OP)
26. The following sections describe the variations to budgeted costs, customer number and income. The variations are generally due to not fully meeting previous years' savings targets plus significant price pressures in the market.

### **Direct Payments**

27. The main overspend is on the Learning Disability (LD) direct payments budget, which is expected to overspend by £620k. This is mainly due to the average cost of a direct payment being £116 per week more than in the budget (£775k), and the average cost of a transport direct payment being £50 per week more (292k). This is offset by an increase in direct payment reclaims since Q2.

### **Home and Day Support**

28. P&SI Community Support is projected to overspend by £595k. The average weekly hours of homecare provided by framework providers is 132 more than in the budget (£166k) and the average cost of homecare is around £5 an hour more (£252k). In addition to this there has been a reduction of 8 in the number of customers receiving health contributions towards their care (£268k). This is partially offset by an increase in the number of customers making contributions to the cost of their care (£84k).
29. The OP Community Support Budget is projected to overspend by £731k. The average weekly hours of homecare provided by framework providers is 1,087 more than in the budget (£782k), and there are 16 more

customers on homecare exception contracts than budgeted for (£251k). This is partially offset by the average cost per customer of an exception contract being £150/week less than in the budget (£440k) as commissioners have negotiated with such providers to accept our framework rate.

30. LD Community Support budgets are expected to overspend by £1,050k. There are 6 more homecare customers than assumed in the budget (£220k), and the average cost per customer is £214 per week more (£134k). On the day support side there are 21 more customers than in the budget (£251k) due to not delivering the budget saving aimed at maximising in house resources and the average cost per day support customer is £42 per week more (£329k). There are also 3 fewer customers receiving health income than allowed for in the budget.
31. Mental Health community support is projected to overspend by £200k. This is mainly due to having 10 more homecare and 7 more day support customers in placement than was assumed when the budget was set.

### **Supported Living**

32. Supported Living are settings where more than one customer live, with their own tenancy agreements, where their needs are met by a combination of shared support and one to one support.
33. The LD Supported Living budget is projected to overspend by £370k. The average cost of a placement is £68 per week more than in the budget (£705k) and expenditure on voids is expected to be around £258k this year. This is offset by having 5 fewer customers in placement (£409k), together with an increase in income largely due to the average S117 contributions from health being £60 per week per customer higher than was assumed when the budget was set.
34. The P&SI Supported Living schemes budget is expected to overspend by £946k. This is mainly due to the average cost of a placement being around £352 per week higher than in the budget.

### **Residential care**

35. OP permanent residential care is projected to overspend by £1,253k. There are currently 16 more customers in placement than in the budget (£658k) and in addition the average cost per placement is £175/week higher (£1,806k). This is offset by an increase of £56/week in the average customer contributions being received (£714k) and a recurrent injection to the budget of £500k



36. This £500k was resource originally set aside for increasing staffing in Independent Living Communities as the model to support more people in that environment matured. However, this is unlikely to fully develop whilst Glen Lodge is closed for refurbishment. Budget can be transferred back from residential care once this refurbishment is complete and a structured plan to maximise the capacity is implemented.
37. LD residential care budgets are expected to overspend by £793k. This mainly due to the average cost of a working age placement being £172 per week more than in the budget (£1,601k), offset by having 7 fewer customers in placement (£654k). There is also projected to be an overachievement of health income due to the rates of contribution per customer being more than in the budget (£129k).

### **Nursing Care**

38. OP Permanent Nursing Care is projected to overspend by £430k. This is due to the average cost of a placement being £220 a week more than in the budget (£1,550k), offset by having 21 fewer customers in placement (£912k), together with an increase in the average customers contributions received.
39. There is expected to be an overspend of £442k on Mental Health nursing care budgets due to there being 3 more customers in the over 65 budget (£196k) and 3 more customers in the working age budget (£246k) than was assumed when the budget was set.

### **Short Term Placements**

40. These are a combination of emergency and planned placements that can be used to step people out of hospital, provide respite for carers, respond to an emergency etc but are time limited with exit strategies.
41. The OP short term placements budget is expected to underspend by £227k. The underspend on step up step down beds (£257k) is due to additional health funding having been secured for these beds. There is also a projected underspend on the nursing emergency placement budget as the number of placements to date has been less than assumed in the budget (£200k). This is partially offset by an increase in the residential emergency placements made to date which suggests that there will be an overspend on this budget by the year end.

### **In House Services and Staffing**

42. The Council employs a variety of staff to advise and assess residents' and customers' social care needs. We also directly provide care and support to individuals and have teams which provide home care both in the community and in our Independent Living Schemes as well as running day support activities for those with a learning difficulty and those experiencing poor Mental Health. We also operate short stay residential care for the same customer groups.

### **Staffing**

43. There is expected to be an overspend on staffing due to the use of agency staff in the Hospital team (£134k), being over establishment on AMHP and social care worker posts in the Mental Health Team (£209k) and being 1 FTE over establishment in the DOLS team (£44k). This is partially offset by vacancies elsewhere in the service and there is ambition to reduce use of agency staff between now and year end, the impact of which is in the recovery plan actions.

### **Be Independent & Equipment**

44. Be Independent provide equipment to customers to allow individuals to remain independent and active within their communities. They also provide an alarm response service means tested as to whether a customer pays for it.
45. Be Independent is currently projected to overspend by £323k. There is still a budget gap of £130k and a £50k overspend on recharges arising from when the service was originally outsourced which has yet to be fully addressed. Staffing is expected to overspend by £132k largely due to an unfunded regrade of some of the posts in the team and to having a review manager post above establishment. In addition, there is expected to be an underachievement of income based on current customer numbers (£75k) and the decision to end equipment sales (£49k), which is offset by additional income arising from Mediquip moving into the site at James Street (£100k).

## Place - Housing & Community Safety

Service Area	Expend Budget £'000's	Income Budget £'000	Net Budget £'000	Projected Variance £'000's
Building Maintenance	4,707	-5,227	-520	0
Housing Options and Homelessness	5,199	-3,656	1,603	+60
Private Sector Housing	1,331	-1,071	260	0
Community Safety	785	-81	704	0
<b>Housing and Com. Safety (Gen Fund)</b>	<b>21,817</b>	<b>-19,829</b>	<b>1,988</b>	<b>+60</b>

46. At the end of the third quarter it is projected that there will be an overspend of £33k across Housing Services General Fund. This is primarily due to higher than budgeted energy costs within the council's hostels.

### Housing Revenue Account

47. The Housing Revenue Account budget for 2022/23 was set as a net deficit of £1,558k. There were carry forwards of £1,611k agreed as part of the outturn report meaning the revised budget stands at £3,169k deficit (including £1,900k debt repayment). As at 30th November it is still envisioned that the outturn will be in line with budget excluding slippage of revenue contributions to fund capital expenditure.
48. The HRA allocated significant increases for inflation to cover repairs and energy costs and at this stage of the year it is forecasted that the actuals will be contained within the budget.
49. Across energy costs assumed gas price increases were below those budgeted and therefore it is expected that costs will be circa £150k below budget but that will be dependent on the severity of winter.
50. There are continued forecast shortfall in dwelling rental income of £560k due to the level of voids. Glen Lodge currently has around 30 empty properties pending the refurbishment works, this also has an impact on the service charges income. These pressures will be offset by the teams carrying vacant posts and the bad debt provision budget remains at a prudent level.

51. The depreciation charge for the HRA is anticipated to be £500k higher than budget. This can be mitigated from higher than budgeted interest on credit balances as interest rates are significantly higher than budget.
52. Included in the budget is £2.9m revenue contributions to capital expenditure. The most updated capital budget estimates that only £2.1m contribution will be required. This does reduce the spend in year to being a deficit of £2,369m.
53. The HRA working balance position at 31st March 2023 was £29.4m. The HRA projected outturn position means the working balance will reduce to £27.1m at 31st March 2024. This compares to the balance forecast within the latest business plan of £25.7m.
54. The high level of working balance is available to start repaying the £121.5m debt that the HRA incurred as part of self-financing in 2012. The first repayment of £1.9m is due in 2023/24 and can be met from current resources.

### **Performance – Service Delivery**

55. This performance report is based upon the city outcome and council delivery indicators included in the Performance Framework for the Council Plan (2023-2027) which was launched in September 2023. This report only includes indicators where new data has become available, with a number of indicators that support the Council plan being developed. Wider or historic strategic and operational performance information is published quarterly on the Council's open data platform; [www.yorkopendata.org.uk](http://www.yorkopendata.org.uk)
56. The Executive for the Council Plan (2023-2027) agreed a core set of indicators to help monitor the Council priorities and these provide the structure for performance updates in this report. Some indicators are not measured on a quarterly basis and the DoT (Direction of Travel) is calculated on the latest three results whether they are annual or quarterly.
57. A summary of the city outcome and council delivery indicators by council plan theme, based on new data released since the last report, are shown below.

Health and wellbeing: A health generating city (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Number of children in temporary accommodation - (Snapshot)	63 (Q4 2022/23)	41 (Q1 2023/24)	➡	Quarterly	Not available	Q2 2023/24 data available in March 2024
% of reception year children recorded as being overweight (incl. obese) (single year)	22.70% (2021/22)	19.90% (2022/23)	➡	Annual	National Data 2022/23 21.31%	2023/24 data available in November 2024
Slope index of inequality in life expectancy at birth - Female - (Three year period)	6.2 (2019/20)	5.7 (2020/21)	➡	Annual	Regional Rank 2020/21: 3	2021/22 data available TBC
Slope index of inequality in life expectancy at birth - Male - (Three year period)	8.3 (2019/20)	8.4 (2020/21)	➡	Annual	Regional Rank 2020/21: 3	2021/22 data available TBC
% of adults (aged 16+) that are physically active (150+ moderate intensity equivalent minutes per week, excl. gardening)	66.5% (2021/22)	70.4% (2022/23)	⬆ Good	Annual	National Data 2022/23 63.1%	2023/24 data available in April 2024

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

Health and wellbeing: A health generating city (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Percentage of people who use services who have control over their daily life - Disabled People (ASC User Survey)	79% (2021/22)	78% (2022/23)	➡	Annual	Not available	2023/24 data available in December 2024
Percentage of people who use services who have control over their daily life - Older People (ASC User Survey)	71% (2021/22)	77% (2022/23)	➡	Annual	Not available	2023/24 data available in December 2024
Overall satisfaction of people who use services with their care and support	65.10% (2021/22)	66.50% (2022/23)	➡	Annual	National Data 2022/23 64.40%	2023/24 data available in December 2024
Health Inequalities in wards	See below	See below	➡	Annual	Not available	See below
Absolute gap in mortality ratio for deaths from circulatory disease (under 75) between highest and lowest York ward (5 year aggregated)	153.8 (2019/20)	141.1 (2020/21)	➡	Annual	Not available	2021/22 data available in May 2024
Gap in years in Life Expectancy at birth for Males between highest and lowest York ward (5 year aggregated)	10.2 (2019/20)	11.7 (2020/21)	➡	Annual	Not available	2021/22 data available in May 2024
Gap in years in Life Expectancy at birth for Females between highest and lowest York ward (5 year aggregated)	8.2 (2019/20)	11.1 (2020/21)	➡	Annual	Not available	2021/22 data available in May 2024
Absolute gap in hospital admission ratio for self-harm between highest and lowest York ward ( 5 year aggregated)	133.2 (2019/20)	119.6 (2020/21)	➡	Annual	Not available	2021/22 data available in May 2024
Absolute gap in hospital admission ratio for alcohol-related harm (narrow definition) between highest and lowest York ward (5 year aggregated)	70.7 (2017/18)	88.8 (2020/21)	➡	Annual	Not available	2021/22 data available in May 2024
Absolute gap in % of children who reach expected level of development at 2-2.5 years of age between highest and lowest York ward (4 yr aggregated)	13.10% (2021/22)	13.65% (2022/23)	➡	Annual	Not available	2023/24 data available in October 2024
Absolute gap in % of Year 6 recorded overweight (incl. obesity) between highest and lowest York ward (3 year aggregated)	24.40% (2021/22)	24.68% (2022/23)	➡	Annual	Not available	2023/24 data available in December 2024
Absolute gap in % of children totally or partially breastfeeding at 6-8 weeks between highest and lowest York ward (4 year aggregated ward data)	36.70% (2021/22)	38.98% (2022/23)	➡	Annual	Not available	2023/24 data available in October 2024

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

## **Performance - Health and Wellbeing: A health generating city**

58. **Number of children in temporary accommodation** – at the end of Q1 2023-24, there were 41 children in temporary accommodation in York, which is a large decrease from 63 at the end of 2022-23. The majority of these children are in stable family setups, do not show evidence of achieving worse outcomes, and York continues to report no households with children housed in Bed and Breakfast accommodation.
59. **% of reception year children recorded as being overweight (incl. obese)** – The participation rates for the National Child Measurement Programmes (NCMP) in York for 2022-23 were 97.2% for reception aged children and 95.1% for Year 6 pupils.
- The 2022-23 NCMP found that 19.9% of reception aged children in York were overweight (including obese), compared with 21.3% in England and 22.5% in the Yorkshire and Humber region. York has the second lowest rate of overweight (including obese) for reception aged children in the Yorkshire and Humber region.
  - Of Year 6 children in York, 32.5% were overweight (including obese) in 2022-23 compared with 36.6% in England and 38.1% in the Yorkshire and Humber region. York has the lowest rate of overweight (including obese) for Year 6 children in the Yorkshire and Humber region.
60. **Percentage of people who use services who have control over their daily life – Disabled People** – In 2022-23, 78% of all York's respondents to the Adult Social Care Survey said that they had "as much control as they wanted" or "adequate" control over their daily life, which was the same as the percentage in the Y&H region as a whole. It is higher than the corresponding percentage who gave one of these responses in England as a whole (77%). It has slightly decreased in York from the 2021-22 figure (79%).
61. **Percentage of people who use services who have control over their daily life – Older People** – In 2022-23, 77% of older people in York that responded to the Adult Social Care Survey said that they had "as much control as they wanted" or "adequate" control over their daily life. This is higher than the corresponding percentages experienced by older people in the Y&H region and in England as a whole (both 74%). It has also increased in York from the 2021-22 figure (71%).

62. **Overall satisfaction of people who use services with their care and support** – Data at LA and national level for 2022-23 was published in December 2023, and the data shows that there has been a slight increase in the percentage of York’s ASC users who said that they were “extremely” or “very” satisfied with the care and support they received from CYC compared with 2021-22 (up from 65% to 67%). The levels of satisfaction experienced by York’s ASC users in 2022-23 were slightly higher than those in the Y&H region (66% said they were “extremely” or “very” satisfied with the care and support from their LA) and in England as a whole (64% gave one of these answers).
63. **Health Inequalities in wards** – The ‘health gap’ indicators show the difference between the wards with the highest and lowest values. A lower value is desirable as it indicates less variation in health outcomes based on where people live within the City. Trend data for these indicators helps to monitor whether the gaps are narrowing or widening over time.
- Absolute gap in % of Year 6 recorded overweight (incl. obesity) between the highest and lowest York ward (3 year aggregated) - The value for this indicator for the 3 year period 2020-21 to 2022-23 was 24.7% (the gap between 43.4% in Westfield and 18.8% in Heworth Without). The trend in this gap indicator shows a widening in the difference between the values in the highest and lowest ward over time (12.6% in 2011-12 to 2013-14 to 24.7% in the most recent 3 year period).
  - Absolute gap in % of children who reach expected level of development at 2-2.5 years of age between highest and lowest York ward (4 yr aggregated) - The value for this indicator for the 4 year period 2019-20 to 2022-23 was 13.7% (the difference between 96.55% in Bishopthorpe and 82.9% in Fulford & Heslington). At present there is only one previous value for this indicator (13.1% for the period 2018-19 to 2021-22) so it is not yet possible to identify a trend.
  - Absolute gap in % of children totally or partially breastfeeding at 6-8 weeks between highest and lowest York ward (4 year aggregated ward data) - The value for this indicator for the 4 year period 2019-20 to 2022-23 was 40% (the gap between 79.8% in Heworth Without and 40.8% in Westfield). There is not a long trend history for this indicator but there has been slight widening of the gap from the 4

year period 2017-18 to 2020-21 (36.5%) to the most recent 4 year period (39%).

Housing: Increasing the supply of affordable housing (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Number of new affordable homes delivered in York	38 (YTD Q2 2022/23)	11 (YTD Q2 2023/24)	↓ Bad	Quarterly	Not available	Q3 2023/24 data available in February 2024
% of dwellings with energy rating in A-C band in the EPC Register - Snapshot	43.60% (Q2 2023/24)	43.70% (October 2023)	→	Monthly	Not available	Q3 2023/24 data available in February 2024
Net Additional Homes Provided - (YTD)	459 (2022/23)	152 (as at Q2 2023/24)	↑ Good	Bi-annual	Not available	2023/24 full year data available in June 2024
Net Housing Consents - (YTD)	1,559 (2022/23)	324 (as at Q2 2023/24)	→	Bi-annual	Not available	2023/24 full year data available in June 2024
Number of homeless households with dependent children in temporary accommodation - (Snapshot)	35 (Q4 2022/23)	28 (Q1 2023/24)	→	Quarterly	Not available	Q2 2023/24 data available in March 2024
Number of people sleeping rough - local data - (Snapshot)	22 (Q2 2023/24)	25 (November 2023)	→	Monthly	Not available	Q3 2023/24 data available in January 2024
HMO's as % of properties in York	NA	NA	→	Annual	Not available	TBC

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

Housing: Increasing the supply of affordable housing (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of dwellings failing to meet the decent homes standard	4.88% (2021/22)	1.60% (2022/23)	↓ Good	Annual	Not available	2023/24 data available in August 2024
% of Repairs completed on first visit	73.76% (Q2 2023/24)	80.8% (November 2023)	→	Quarterly	Housemark Median 2022/23 86.02%	Q3 2023/24 data available in January 2024
Number of Void Properties - Standard Voids - (Snapshot)	47 (Q2 2023/24)	56 (November 2023)	→	Monthly	Not available	Q3 2023/24 data available in January 2024
Number of Void Properties - Major Works Voids - (Snapshot)	6 (Q2 2023/24)	4 (November 2023)	↓ Good	Monthly	Not available	Q3 2023/24 data available in January 2024
Number of Void Properties - Capital Projects Voids - (Snapshot)	23 (Q2 2023/24)	31 (November 2023)	→	Monthly	Not available	Q3 2023/24 data available in January 2024
Number of Void Properties - Total Voids (Excludes Not Offerable) - (Snapshot)	76 (Q2 2023/24)	91 (November 2023)	→	Monthly	Not available	Q3 2023/24 data available in January 2024
Number of Void Properties - Not Offerables - (Snapshot)	75 (Q2 2023/24)	79 (November 2023)	→	Monthly	Not available	Q3 2023/24 data available in January 2024
% of tenants satisfied that their landlord provides a home that is well maintained	NA	NA	→	Annual	Not available	TBC

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

## Performance - Housing: Increasing the supply of affordable housing

64. **Number of new affordable homes delivered in York** – During the first six months of 2023-24, affordable housing completions have been significantly below the identified level of need. National scale challenges are facing many areas with buoyant housing markets such as a shortage of sites for affordable housing and labour and supply chain constraints, and these have affected delivery in York. The council itself is maximising



delivery opportunities currently, as set out to the November Executive meeting. Completions forecasts by partner Registered Providers have indicated a likely increase in affordable housing delivery in the second half of 2023-24.

65. There remains a significant future pipeline of affordable homes with planning permission in place across the council's own newbuild development programme and section 106 planning gain negotiated affordable housing. Inclusive of applications with a resolution to approve from Planning Committee, there are over 1,000 affordable homes identified in approved planning applications. The progress ranges from sites that are being built out currently to others with substantial infrastructure or remediation challenges to resolve prior to development. Over 400 of these have progressed through detailed planning, either as a Full application or Reserved Matters. The remainder are at Outline stage, with more uncertainty on timescales and final delivery levels, including the York Central affordable housing contribution.
66. **% of dwellings with energy rating in A-C band in the EPC register –** An Energy Performance Certificate (EPC) gives a property an energy efficiency rating from A (most efficient) to G (least efficient) and is valid for 10 years, and apart from a few exemptions, a building must have an EPC assessment when constructed, sold or let. Whilst the EPC register does not hold data for every property, it can be viewed as an indication of the general efficiency of homes. The rating is based on how a property uses and loses energy for example through heating, lighting, insulation, windows, water and energy sources. Each area is given a score which is then used to determine the A-G rating. In 2022, the median energy efficiency rating for a dwelling in England and Wales was Band D and a rating of A-C is generally considered to be good energy performance.
67. At the end of October 2023, 43.7% of properties on the register for York had an EPC rating of A-C which is a slight increase from 42.1% at the start of the year. The median grade for York for the same period was band D which follows the latest national benchmark. Data is based on the last recorded certificate for 58,553 properties on the register for York, some of which will have been last assessed more than ten years ago.
68. **Net Additional Homes –** Between 1st April 2023 and 30th September 2023 there were a total of 152 net housing completions. This represents fewer housing completions compared to the same monitoring period last year. However, several significant housing sites are anticipated for completion over the next six months including the remaining 244 homes

at The Cocoa Works, Haxby Road (Phase 1), 62 homes at Eboracum Way, along with the ongoing developments at Germany Beck and Former Civil Service Club, Boroughbridge Road together with several other pipeline sites that should see an improved annual total of completions compared to more recent years.

69. Some of the main features of the housing completions have been;

- 141 homes were completed on housing sites;
- A total of 106 new build homes were completed whilst 3 homes were demolished;
- Individual sites that saw the construction of five or less dwellings contributed an additional 21 homes;
- The most significant individual sites that provided housing completions have been 35 flats at the Cocoa Works, Haxby Road (Phase 1, Block C), Germany Beck (27), Former Civil Service Club, Boroughbridge Road (25) and the Former Lowfield School site (24).

70. **Net Housing Consents** – Planning applications determined between 1st April 2023 and 30th September 2023 resulted in the approval of 324 net additional homes and represents a drop of more than one hundred compared to last year's update covering the same equivalent monitoring period.

71. The main features of the consents approved were;

- 247 of all net homes consented (76.2%) were granted on traditional (Use Class C3) housing sites;
- Sites granted approval for traditional (Use Class C3) housing included Os Field South of & Adjacent to 1 Tadcaster Road, Copmanthorpe (158), Land East of Middlewood Close, Rufforth (21) and Clifton Without County Junior School, Rawcliffe Drive (15). A further 38 homes were approved on sites of 5 or less homes;
- Three sites were granted 'prior approval' for a net total of 33 new homes, the most significant of which was at Gateway 2, Holgate Park Drive (31);
- 44 net new retirement homes were allowed on appeal at 11 The Village, Wigginton;
- A further 23 homes were approved through a resolution to grant consent by councillors in the previous six months at Morrell House, 388 Burton Stone Lane (13) and 12 Sturdee Grove (10).

72. **Number of homeless households with dependent children in temporary accommodation** – Although the overall number of households in temporary accommodation continues to increase, and reached 73 at the end of Q1 2023-24, the number with dependent children has decreased. The latest available data shows that there were 28 households with dependent children in temporary accommodation at the end of Q1 2023-24, which is a decrease from 35 at the end of 2022-23. Generally, the households with children rise and fall in line with the total households and make up around half of the total, however this has reduced in Q1 where 38% were households with children.
73. Of the 28 households at quarter end, 27 were recorded as accommodated in hostels and 1 within Local Authority housing stock. York continues to report no households with children housed in Bed and Breakfast accommodation. The number of children across the households was 41, down from 63 the previous quarter.
74. The increase in overall numbers can also be seen nationally, and when looking at the total number of households in temporary accommodation per households in area (000s), York continues to perform positively compared to benchmarks (0.83 in York compared to 4.41 Nationally, 1.09 Regionally and 16.69 in London). It should be noted that these figures are snapshot figures and therefore may fluctuate between the snapshot dates.
75. **Number of people sleeping rough** – There were 25 people sleeping rough in York in November 2023, which is an increase from 16 in October and the highest seen during 2023-24. Every Thursday, Navigators carry out an early morning street walk checking known rough sleeping hot spots and responding to intel or reports of rough sleepers. The monthly figure is based on the number of rough sleepers found bedded down on the last Thursday of each month.
76. **% of repairs completed on first visit** – The percentage of repairs completed on the first visit was 81% in November 2023, which is back in line with the previous few years after some lower figures during the summer.
77. **Number of void properties** – Numbers of standard void properties have been reducing throughout 2023-24 from 73 at the start of the year to 56 in November. This is also much lower than the 96 standard voids in November 2022. There were 4 major works voids at the end of

November 2023 which is a large decrease on the 21 major works voids in April 2023.

### **Consultation**

78. Not applicable.

### **Options**

79. Not applicable.

### **Analysis**

80. Not applicable.

### **Council Plan**

81. Not applicable.

### **Implications**

82. The recommendations in the report potentially have implications across several areas. However, at this stage

- **Financial implications** are contained throughout the main body of the report.
- **Human Resources (HR)**, there are no direct implications arising from this report.
- **Legal** the Council is under a statutory obligation to set a balanced budget on an annual basis. Under the Local Government Act 2003 it is required to monitor its budget during the financial year and take remedial action to address overspending and/or shortfalls of income. Further work is required to develop and implement proposals that will allow the Council to bring its net expenditure in line with its income. There may be legal implications arising out of these proposals that will be considered as part of the development and implementation of those proposals. If the Council is unable to set a balanced budget, it is for the Chief Financial Officer to issue a report under s114 of the Local Government Finance Act 1988 ('a section 114 notice').
- **Procurement**, there are no direct implications arising from this report.
- **Health and Wellbeing**, reductions in spend in some areas could impact on the health and wellbeing of both our staff and residents.

The impact of any reductions in spend will continue to be carefully monitored so that implications can be considered and mitigated where possible.

- **Environment and Climate action**, there are no direct implications related to the recommendations.
- **Affordability**, are contained throughout the main body of the report. Where decisions impact on residents on a low income these impacts will be recorded in the individual Equalities and Human Rights analysis referred to below.
- **Equalities and Human Rights**, whilst there are no specific implications within this report, services undertaken by the Council make due consideration of these implications as a matter of course.
- **Data Protection and Privacy**, there are no implications related to the recommendations.
- **Communications**, the information set out in this report necessitates both internal and external communications. With ongoing interest in the current state of Local Government funding, we anticipate this report will attract media attention. A comms plan has been prepared to help make the information about the forecast overspend and the controls proposed clear and understandable, with opportunities to facilitate staff discussion arranged.
- **Economy**, there are no direct implications related to the recommendations.

## **Risk Management**

83. An assessment of risks is completed as part of the annual budget setting exercise. These risks are managed effectively through regular reporting and corrective action being taken where necessary and appropriate.
84. The current financial position represents a significant risk to the Council's financial viability and therefore to ongoing service delivery. It is important to ensure that the mitigations and decisions outlined in this paper are delivered and that the overspend is reduced.

## **Recommendations**

85. The Committee is asked to:
  - a. Note the finance and performance information.

Reason: to ensure expenditure is kept within the approved budget.

## Contact Details

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**Chief Officer Responsible for the report:**

**Ian Floyd**  
**Chief Operating Officer**

**Report Approved**

**Date** 19/01/2024

Ian Floyd  
Chief Operating Officer

**Report Approved**

**Date** 19/01/2024

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

**All**

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

**Background Papers:** None.

**Annexes:** HHASC Q3 23-24 Scrutiny Committee Scorecard