

**Notice of a public meeting of  
Children, Education & Communities Policy & Scrutiny Committee**

**To:** Councillors D Taylor (Chair), Webb (Vice-Chair),  
Daubeney, Fenton, Fitzpatrick, Heaton and Hollyer

**Date:** Wednesday, 27 November 2019

**Time:** 5.30 pm

**Venue:** The Thornton Room - Ground Floor, West Offices (G039)

**AGENDA**

**1. Declarations of Interest**

At this point in the meeting, Members are asked to declare:

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

which they may have in respect of business on this agenda

**2. Minutes** (Pages 1 - 6)

To approve and sign the minutes of the meeting held on 29 October 2019.

**3. Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on Tuesday 26 November 2019**. Members of the public can speak on agenda items or matters within the remit of the committee.

To register to speak please contact the Democracy Officer for the meeting, on the details at the foot of the agenda.

## **Filming, Recording or Webcasting Meetings**

Please note that, subject to available resources, this meeting will be filmed and webcast, or recorded, including any registered public speakers who have given their permission. The broadcast can be viewed at <http://www.york.gov.uk/webcasts> or, if sound recorded, this will be uploaded onto the Council's website following the meeting.

Residents are welcome to photograph, film or record Councillors and Officers at all meetings open to the press and public. This includes the use of social media reporting, i.e. tweeting. Anyone wishing to film, record or take photos at any public meeting should contact the Democracy Officer (whose contact details are at the foot of this agenda) in advance of the meeting.

The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at [http://www.york.gov.uk/download/downloads/id/11406/protocol\\_for\\_webcasting\\_filming\\_and\\_recording\\_of\\_council\\_meetings\\_20160809.pdf](http://www.york.gov.uk/download/downloads/id/11406/protocol_for_webcasting_filming_and_recording_of_council_meetings_20160809.pdf)

- 4. Cultural Entitlement for Young People** (Pages 7 - 24)  
This report provides the Children, Education and Communities Policy and Scrutiny Committee with an update on the work taken place to develop a cultural entitlement for young people.
- 5. Improving the Outcomes of Disadvantaged Pupils** (Pages 25 - 40)  
This report provides the Children, Education and Communities Policy and Scrutiny Committee with an update on improving progress and attainment outcomes for disadvantaged pupils in York.
- 6. Feasibility Report - Young People's Mental Wellbeing in York** (Pages 41 - 60)  
This report informs the Children, Education and Communities Policy and Scrutiny Committee about a topic request submitted by the Vice Chair of this Committee. The topic request seeks to understand and assess the factors contributing to mental health for young people and the systems in place in York.

**7. Scoping Report on Corporate Review of Poverty in York** (Pages 61 - 68)

This report presents a request by the Customer and Corporate Services Scrutiny Management Committee (CSMC) to undertake a review into elements of poverty in the city which fall within the Children, Education and Communities Policy and Scrutiny Committee's remit, as part of a corporate review of poverty in York.

**8. Work Plan** (Pages 69 - 72)

To consider the Committee's draft work plan for the municipal year 2019-20.

**9. Urgent Business**

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

Democracy Officer

Louise Cook

Contact details:

- Telephone – (01904) 551031
- Email - [louise.cook@york.gov.uk](mailto:louise.cook@york.gov.uk)

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 and
- For receiving reports in other formats

Contact details are set out above.

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

**我們也用您們的語言提供這個信息 (Cantonese)**

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

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

**Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)**

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

** (01904) 551550**

City of York Council

Committee Minutes

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Meeting	Children, Education & Communities Policy & Scrutiny Committee
Date	29 October 2019
Present	Councillors D Taylor (Chair), Webb (Vice-Chair), Daubeney, Fitzpatrick, Heaton, Hollyer and Mason (substituted for Cllr Fenton)
Apologies	Councillor Fenton

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## **28. Declarations Of Interest**

Members were asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests they may have in respect of business on the agenda.

Cllr Webb declared a personal non prejudicial interest in that his employer was part of the Pathfinder Multi Academy Trust.

## **29. Minutes**

Resolved: That the minutes of the meeting of the Committee held on 24 September 2019 be approved as a correct record and then signed by the Chair.

## **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. Cover Report Tenant Involvement**

Members considered a report that provided them with an update on tenant involvement in the City of York following a recommendation in the last municipal year, from the previous Committee, that following the local elections in May 2019 this Committee should revisit the topic.

The Scrutiny Officer gave an update and explained the background to this topic request and the Housing Engagement

and Equalities Facilitator was in attendance to give an update on the developments that had taken place since the tenant involvement overview report was last reported in March 2019.

It was noted that officers within the Housing team were reviewing their current approach and considering different methods to involve residents, to ensure all tenants and leaseholders could feed into the engagement process.

In answer to Members questions, it was confirmed that:

- A programme of ward engagement was currently been devised.
- Officers would be engaging in various ways with council tenants and leaseholders over the next year.
- A mailing list would be devised for those residents that do not use email and although there would only be a very small amount of consultation activity, where the timeframe would be too short to use mail, the majority of the consultation process would be available via post.

Following further discussions around the adjustments made to budgets that were devolved to Wards, Members considered how they could best support this area of work and it was:

Resolved: That further updates be received, following the officer reviews currently being undertaken.

Reason: To comply with scrutiny policy and procedures.

### **32. Special Educational Needs and Disabilities Update Report**

Members considered a report that updated them on the work taking place to support children and families with special educational needs and disabilities (SEND).

The Head of SEND and the Assistant Director of Education, SEND and Skills were in attendance to provide an update on the prevalence of SEND in York, the work taking place to meet current and future needs, the progress of the Inclusion Review and preparations for the Ofsted/Care Quality Commission (CQC) inspection of the implementation of the SEND reforms in the local area.

Members were informed of the areas of development that would increase provision and be responsive to children, young people

and their family's needs. Officers gave an overview of the service and discussed:

- How they were responding to the growth in the numbers of children and young people with SEND in York;
- The developments in place to support early years providers, schools and colleges to be more inclusive and
- The consultation and engagement process, including feedback from parents.

Members noted that:

- The Inclusion Review had, for the last three years, focused on developing an understanding of the needs of children and young people with SEND and how they were supported in mainstream and specialist education settings.
- Funding for SEND came from the High Needs Block of the Dedicated Schools Grant and was used to support the education provision for children and young people with SEND up to the age of 25.
- York had a significant range of provisions to support children and young people with SEND, including bespoke provisions for those with high level needs and officers were keen to expand on what worked well in a sustainable way.
- York's Local Offer for SEND was available online [www.york-ok.org.uk/localoffer](http://www.york-ok.org.uk/localoffer). The website included a wealth of information for families and young people, as well as a Facebook page that provided up to date information on one off events.
- Special Educational Needs Coordinators (SENCOs) were supported through a wide range of training and the Local Authority shared updates, policies and procedures with them.
- 92% of parents reported positively that the capital developments in York would help to meet the needs of children and young people with SEND.

In answer to Members questions it was confirmed that:

- A second secondary satellite provision, at Millthorpe School, opened in September 2019. Manor CE Academy and Millthorpe School both provided support to young people with learning needs that enabled them to receive specialist teaching within a mainstream school and gain access to some mainstream lessons, as appropriate to their needs. The young people remained on the

Applefields School roll but were part of Millthorpe or Manor community and wore their uniform.

- There had been over a 60% rise in school aged children identified with a primary need of autism and more seeking diagnosis. This had placed significant pressures on local services to provide timely assessments but the extra funding from the Clinical Commissioning Group (CCG) would be invested in reducing the waiting times.
- A wide range of training packages, programmes and targeted work was being provided to schools and staff from various professionals and training providers including Pivotal Education, the specialists teaching team and educational psychologists.
- Each cluster of schools had a designated Wellbeing Worker that supported children and advised staff.

Members received an update on Danesgate Community and agreed that officers were managing the increasing demand for specialist support in the current financially challenging environment. They thanked officers for their report and welcomed the mixed models and various provisions that were in place to help support the different needs of children and young people with SEND in mainstream and specialist education settings.

Resolved: That the report be noted.

Reason: To provide the Committee with an update on SEND in York.

### **33. Cultural Leaders Update**

Members considered a report that presented a brief update on the work of the Cultural Leaders Group.

The Assistant Director of Communities and Culture gave an update and confirmed that:

- York@Large had disbanded and had been replaced on a provisional basis by the Cultural Leaders Group which consisted of Chief Executives/senior leaders with strategic responsibility for their cultural, leisure or entertainment organisation in the City of York.
- The current Chair was the Chief Executive of York Museums Trust and the group had taken a lead role in the development of York's cultural strategy, working with the



Council and Make it York, to also increase representation from within the sector.

- A new Head of Culture and Wellbeing had been appointed and when in post, she would drive the cultural strategy and support the Cultural Leaders Group.
- Work had begun to develop action plans under each of the key themes and Members would receive a detailed report, from the Chair of REACH, at the next Children, Education & Communities Policy & Scrutiny Committee.
- A city wide marketing and communications strategy was been developed and implemented to underpin the cultural strategy.
- York Archaeological Trust were leading on engaging and developing cultural volunteers.

Members noted the key themes and the work currently been undertaken and agreed that cultural poverty must be addressed within the city.

The Chair thanked the Assistant Director for his update.

Resolved: That the report be noted and commented on the development of the Cultural Leaders Group.

Reason: To keep the Committee informed of the development of the Cultural Strategy through the Cultural Leaders Group.

#### **34. Work Plan**

The Committee considered its draft work plan for the municipal year 2019/20.

Following discussion, Members agreed to update the work plan with the following:

##### Wednesday 27 November 2019

- A feasibility report highlighting a topic request from Cllr Webb, regarding the provisions in place to support children and young people's (0-25) mental health and wellbeing in the city.
- A cover report regarding a corporate scrutiny on poverty.

##### Wednesday 18 December 2019

- Skills Plan

- A free schools meals update

Wednesday 26 February 2020

That officers also address, when presenting the sexual behaviour audit, the rise of child sex offences reported in North Yorkshire.

Resolved: That the work plan be approved subject to the above amendments/additions.

Reason: To keep the Committee's work plan updated.

Cllr D Taylor, Chair

[The meeting started at 5.32pm and finished at 6.55pm].



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**Children, Education and Communities Policy  
and Scrutiny Committee****27 November 2019**

Report of the Assistant Director (Communities and Culture)

**Cultural Entitlement for Young People****Summary**

1. At its 24 September meeting this committee received a report on work to develop a cultural entitlement for young people. It was noted that this work is being led by REACH, York's Cultural Education Partnership. The committee asked that the Chair of REACH, Chris Edwards, be invited to do a presentation on this work at this meeting of the committee.
2. This paper provides some background and context for the presentation that the committee will receive.

**Context**

3. Schools in York are being urged to sign up to a plan to make sure that every child and young person in the city gets to take part in, enjoy and benefit from culture and the arts. REACH's two-year plan, to start in 2020, aims to give every child an entitlement to outstanding cultural and arts education.
4. The plan will involve identifying the things every child born and living in the City of York should experience before they are five, before they leave primary school and before they leave secondary school. The aim is to provide every child and young person in the City of York with access to a creative entitlement with opportunities to sing, dance, play, write, create, perform and visit places where they see and touch the culture and heritage of York.
5. The plan will support the city's cultural strategy and will draw in schools, colleges, arts and cultural organisations, voluntary and community organisations, Higher Education, York Music Hub, Explore York, the NHS and other partners.
6. Further background information in the form of REACH's draft plans can be found in the annexes to this report.

## Recommendation

7. Members are asked to note the report and engage in the presentation.

Reason: To consider how the Council might assist in the work to develop a cultural entitlement for young people.

## Contact Details

<b>Authors:</b>	<b>Chief Officers responsible for the report:</b>	
Charlie Croft Assistant Director (Communities and Culture)  01904 553371  <a href="mailto:charlie.croft@york.gov.uk">charlie.croft@york.gov.uk</a>	Amanda Hatton Corporate Director of Children, Education and Communities	
<b>Report Approved</b> ✓		<b>Date:</b> 3 October 2019
<b>Wards Affected:</b>	<b>All</b>	✓

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

### Annexes

Annex A. REACH's draft strategic plan

Annex B. REACH's draft activity programme 19-20

### Abbreviations

NHS – National Health Service

REACH - Reconnecting Education, the Arts, Creativity and Heritage

## **REACH (Reconnecting Education, the Arts, Creativity and Heritage)**

### **Strategic Plan**

**September 2019 – August 2021**

#### **Introduction**

Cultural education is critical to the wellbeing and success of our children, to the strength of our communities, and to economic progress locally and nationally. The creative industries are now an important economic driver, providing 1 in 20 jobs in the UK and all the evidence suggests that the future skills required for success at school, at work and in life are those at the heart of culture and the arts. These are compelling reasons for ensuring that all children and young people, wherever they start in life, benefit from the rich cultural and arts experiences on offer across the City of York.

Research shows us that:

1. Participation in structured arts activities can increase cognitive abilities by 17%.
2. Learning through culture and the arts can improve attainment in Maths and English.
3. Learning through culture and the arts develops skills and behaviour that lead children to do better in school.
4. Students from low-income families who take part in arts activities at school are three times more likely to get a degree.
5. Employability of students who study arts subjects is higher and they are more likely to stay in employment.
6. Students from low-income families who engage in the arts at school are twice as likely to volunteer.
7. Students from low-income families who engage in the arts at school are 20% more likely to vote as young adults.
8. Young offenders who take part in arts activities are 18% less likely to re-offend.
9. Children who take part in arts activities in the home during their early years are ahead in reading and Mathematics at age nine.
10. People who take part in the arts are 38% more likely to report good health.

[www.culturallearningalliance.org.uk/evidence](http://www.culturallearningalliance.org.uk/evidence)

However, our children and young people face barriers to participation in cultural education include increased diversity and fragmentation of the state education system, accountability measures that emphasise the 'core curriculum' and Ebacc, increasing financial pressures on the arts and cultural sector, low awareness of the offer and opportunities to progress in the arts, lack of understanding of the social, economic and educational impact and value of the arts, decreased capacity and limited understanding of the needs and interests of young people across the City of York.



REACH (YCEP) provides a unique forum for networking, and for sharing intelligence, practice and resources. This networking function facilitates the development of partnership relationships at a strategic and operational level, leading to greater connectivity between cultural programmes and identification of scope for collaborative delivery.

REACH (YCEP) can improve the delivery of cultural education and experiences through improving:

- coherence (greater cross-referral, links and progression between programmes);
- access to cultural activities,
- providing cultural programmes that draw on a range of cultural expertise and experiences;
- and increasing the quantity of cultural provision.

REACH (YCEP) has the potential to support the strategic development of cultural provision in the City of York; partners working together can find ways to deliver cultural education more effectively and efficiently to meet local needs. REACH (YCEP), as a collection of key stakeholders, can achieve a level of visibility, credibility and advocacy for cultural education that individual organisations could not achieve to the same extent working alone.

We need to identify what we might do to address these opportunities and challenges together as a Partnership in order to achieve our vision. This strategy starts to set out our values, our aims and the commitments we should make to the children and young people of the City of York. It outlines how together we can achieve our vision.

### **Vision and Aims**

1. We believe that every child and young person in the City of York should be inspired by the heritage, culture and arts provision available across this wonderful city.
2. We believe that every child and young person should be encouraged to take part, enjoy and benefit from high quality culture and arts provision, to create, to make, to compose, to perform, to visit, to experience, to contribute, to participate and take part in the extraordinary world of culture and the arts.
3. We believe access to an outstanding cultural and arts education should be an entitlement for every child and young person in the City of York.
4. We believe that by working together we can make more of a difference to children and young people's lives.

5. We are committed to working with all children and young people, in every classroom and especially those in the most disadvantaged areas of the City of York.
6. We will share ideas, resources and cultural assets to deliver a high quality cultural and arts offer, in and out of school or college.

### **Our Objectives**

1. We will provide clear and accessible information about the arts and cultural offer and progression routes for children and young people.
2. We will research current provision and excellent practice to inform strategic planning.
3. Working with ITT providers, universities and teaching schools alliances we will ensure that teachers, artists and practitioners are trained to support arts and cultural learning.
4. We will provide a culture and the arts offer that is shaped by the needs of young people and we will consult young people, so that they have a clear and central voice to our work, influencing our direction and focus.
5. We will articulate how the culture and the arts offer in the City of York makes a difference young people's lives.
6. We will place cultural and artistic entitlement at the heart of what we do and work to raise awareness of the wider value of culture and the arts for young people.
7. We will engage parents, carers and educators in supporting their children to access culture and the arts.
8. We will seek to strengthen the partnership through diverse cultural and artistic programming and by demonstrating more meaningful impact through collaborative working.
9. We will recognise, share and draw upon the experience of the partners and their areas of expertise.
10. We will focus on collaborations with tangible and achievable outcomes, which specifically demonstrate the impact of creative/cultural activities on identity, wellbeing and learning.
11. We will work in a way, which allows members to contribute what they can when they can. Membership is open to heritage, cultural, artistic and educational organisations within the City of York.



12. The partnership aims to offer culture and the arts to all communities, providing quality experiences to all children, young people and families both within and outside of school hours.
13. We will engage parents and carers in cultural and artistic experiences aligned to the curriculum, learning from schools and organisations that do this well and sharing this knowledge.
14. We will aim our work at children, young people and families in the City of York to encourage and increase their cultural and artistic engagement and promote wellbeing.
15. We will seek to inform and influence the development of the City of York Cultural strategy and the Cultural Passport.
16. We will work to see more educational and public places and spaces with embedded art and culture within their design and planning.
17. We will actively seek for a greater integration of culture and the arts into cross-cutting policies.

### **Our Governance**

REACH (YCEP) Strategy Group will be responsible for the overall strategic direction for cultural and arts educational activities in the City of York and for developing, delivering, monitoring, evaluating and reviewing the culture and arts offer which is available to children and young people through this strategy.

REACH (YCEP) Sub Groups will focus on the following and report to REACH (YCEP) Strategy Group:

- Programme
- Communications
- Research and evaluation
- Professional development
- Resources

REACH (YCEP) Partnership will meet twice a year.

### **Our Partners:**

- City Strategy/Cultural Leaders Group
- Arts & Cultural Organisations
- Further Education

- Health
- Higher Education
- Independent artists
- Libraries
- Local Authority
- Museums/Heritage
- Music Hub
- Primary Schools
- Secondary schools
- Universities and colleges
- Voluntary & Community organisations
- IVE UK (Yorkshire and the Humber's ACE Bridge organisation)

## Documents

Strategies	Access
Arts Council England's 10 Year Strategic Framework 2010-20	<a href="http://www.artscouncil.org.uk/great-art-and-culture-everyone">http://www.artscouncil.org.uk/great-art-and-culture-everyone</a>
Arts Council England's Cultural Education Challenge	<a href="http://www.artscouncil.org.uk/children-and-young-people/cultural-education-challenge">http://www.artscouncil.org.uk/children-and-young-people/cultural-education-challenge</a>
Spiritual, Moral, Social, Cultural Education	<a href="http://www.doingsmsc.org.uk/">http://www.doingsmsc.org.uk/</a>
Ofsted Common Inspection Framework and School Inspection Handbook	<a href="https://www.gov.uk/government/organisations/ofsted">https://www.gov.uk/government/organisations/ofsted</a>
Arts Council England's seven Quality Principles	<a href="http://www.artscouncil.org.uk/quality-metrics/quality-principles">http://www.artscouncil.org.uk/quality-metrics/quality-principles</a>

## National/International Context

*“State parties shall recognise the right of the child to rest and leisure, to engage in play and recreational activities appropriate to the age of the child and to participate freely in cultural life and the arts and to participate fully in cultural and artistic life and shall encourage the provision of appropriate and equal opportunities for cultural, artistic, recreational and leisure activity.”*

The UNESCO Convention on the Rights of the Child

The partnership works within the Arts Council's 7 Quality Principles:

- striving for excellence
- emphasising authenticity
- being inspiring, and engaging
- ensuring a positive child-centred experience
- actively involving children and young people
- providing a sense of personal progression
- developing a sense of ownership and belonging

The NFER study identified several critical success factors for effective CEPs, informed by previous research and based on

partners' views about what works, what they have found challenging and what they thought would facilitate the development of the partnerships in the future.

1. There is no single blueprint for a successful CEP: they need to be locally owned and responsive to local needs, assets and circumstances.
2. CEPs should comprise relevant partners (such as a wide range of cultural and heritage providers, schools, universities and other educational settings, the local authority, the Bridge and possibly employers) to reflect the local cultural landscape and needs for development of cultural education. Bridge organisations have been critical to facilitating connections; shaping strategy; coordinating partnerships; and providing intelligence, challenge and ideas.
3. CEPs need to have a defined structure and process for decision-making which enables partners to contribute in different ways.
4. CEPs must not be just a talking shop; they must take collaborative action to achieve a shared purpose.
5. CEPs can run on low resource, but not no resource - they need resources to coordinate the partnership and develop collaborative activities.
6. Partner organisations need to find synergy and alignment of programmes to ensure greater effectiveness and efficiency (using existing funded programmes as 'pegs' for partnership development, where possible).
7. CEPs should take a strategic perspective and demonstrate impact – identify needs, link with wider strategies for culture and learning and identify and monitor indicators for success and added-value of the partnership.

NFER Cultural Education Partnerships (England) Pilot Study Final Report

### **Abbreviations**

CEP - Cultural Education Partnerships

Ebacc - The English Baccalaureate

ITT – Initial teacher training

NFER - The National Foundation for Educational Research

UK- United Kingdom

UNESCO - The United Nations Educational, Scientific and Cultural  
Organization

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## **REACH (Reconnecting Education, the Arts, Creativity and Heritage)**

### **Towards an Activity Programme: 2019-2020**

#### **Introduction**

The New OFSTED Framework states that school governors and head teachers have a responsibility to look after our young people's spiritual, moral, social and cultural development. They need to develop their wellbeing and ensure they grow into the happy, healthy, successful creative thinkers and problem solvers of tomorrow.

The New OFSTED Framework also points out that including storytelling, art and design, dance, drama and music in the curriculum is both a statutory requirement and hugely important in improving outcomes and enriching the lives of our children and young people. These subjects also provide young people with the opportunity to develop the skills that matter in life, school and the world of work... responsibility, confidence, resilience, communication, teamwork, problem solving, critical thinking, digital skills and creativity. Culture and the arts helps to build the knowledge, skills, understanding and experiences that children and young people need to thrive and succeed in an increasingly complex and challenging world.

We are living in digital times and change is happening at an exponential rate. What is encouraging in these chaotic times, is meeting and working with young people. They are creative, imaginative and passionate about the arts and sports and culture and many are developing the skills that matter; the skills that will give them the edge. The scary thing is that there are more top grade students in China and in India than there are people in this country and, it is more than likely that, someone in China or India can do your work more cheaply than you can. And increasingly, if your work is routine and systematic and organised, a computer can do your work faster, cheaper and better than you can.

“In the past bright young people were encouraged to become lawyers, doctors, accountants and to work in the city moving money around but the age of left-brain dominance is coming to an end. The future belongs to a different kind of young person;

someone with a different kind of mind. The future will belong to designers, inventors, teachers, storytellers... creative and emphatic right-brain thinkers whose abilities mark the fault line between those who get ahead and those who don't."

Drawing on research from around the advanced world, Dan Pink, in his wonderful book 'A Whole New Mind' outlines the six fundamentally human abilities that will be essential for professional success and personal fulfilment in the future and reveals how to master them. He has identified the six things we need to do to thrive and succeed in this new world:

- We need to be designers,
- We need to be storytellers,
- We need to be team-players,
- We need empathy,
- We need to explore and play,
- We need to create meaning in our lives.

We need to work with teachers and schools to create a powerful curriculum offer where every child and young person experiences storytelling, art and design, dance, drama and music! We need teachers and schools that help grow, develop and nurture the designers, coaches, inventors, teachers, storytellers, carers, artisans, artists, dancers, musicians and performers of the future! Strange how in this learning landscape where creativity, imagination and ideas matter, we are still more interested in literacy and numeracy than the arts, which have at their heart the skills and attributes required to thrive and succeed at school, at work and in life. Surely the two should go hand in hand! We need to start by making a series of promises to every child and every young person... a series of promises that ensure they all have access to a rich diet of culture and the arts... whatever it takes!

We need to rethink and reimagine the purpose of education! Currently, our education system is focused on preparing people for jobs, despite the fact that the jobs of tomorrow don't exist yet and are difficult to predict! We don't need to train young people for anything a robot controlled by a computer can do faster, better and more safely! As we move into the future, teachers and schools will need to create the conditions where children can grow and develop the skillset and mindset to be the designers, coaches,



inventors, teachers, storytellers, carers, artisans, artists, dancers, musicians and performers of the future!

The Cultural Learning Alliance has collected and published the evidence about the impact and outcomes engagement with culture and the arts can have:

1. Participation in structured arts activities can increase cognitive abilities by 17%
2. Learning through culture and the arts can improve attainment in Maths and English.
3. Learning through culture and the arts develops skills and behaviour that lead children to do better in school.
4. Students from low-income families who take part in arts activities at school are three times more likely to get a degree.
5. Employability of students who study arts subjects is higher and they are more likely to stay in employment.
6. Students from low-income families who engage in the arts at school are twice as likely to volunteer.
7. Students from low-income families who engage in the arts at school are 20% more likely to vote as young adults.
8. Young offenders who take part in arts activities are 18% less likely to re-offend.
9. Children who take part in arts activities in the home during their early years are ahead in reading and Maths at age nine.
10. People who take part in the arts are 38% more likely to report good health.

[www.culturallearningalliance.org.uk/evidence](http://www.culturallearningalliance.org.uk/evidence)

We have a rich cultural and artistic heritage here in York and a huge number of arts and cultural partners who can link with children and young people in schools to release the magic. As well as a thriving community sector, the city has over 60 professional arts and heritage organisations, as well as over 400 businesses in the arts, heritage and creative industries field. The city also has a wide range of music and theatre venues as well as 17 museum sites, 11 galleries and 5 other venues for arts and heritage activity and 27 regular festival programmes operate in the area of arts and heritage. The city is also home to around 1,500 students studying

arts and heritage related programmes at world class universities. York is also the only UK city with UNESCO City of Media Arts status.

Working with this rich cultural landscape, we need to work with every school in York to encourage them to maintain a broad and balanced curriculum offer that promotes and delivers access to the culture and the arts and make York the first UK city to promise and deliver a cultural entitlement for all its children and young people. We can start by developing some projects and opportunities which will draw creative partners and schools together to help them see what can be achieved through the culture and the arts and the impact this can have on GCSE outcomes.

1. We need to understand what is happening across the City of York:
  - the offer made by heritage, cultural and arts organisations
  - the offer made in schools to children and young people
2. We need to develop a directory of artists, dancers, musicians, storytellers, performers, designers, makers and media-artists who are available to go into schools to excite and inspire young people.
3. We need to develop a set of 'golden tickets' for our children and young people to better market and advertise the rich heritage, cultural and arts offer here in the City of York.
4. We need to develop a cultural pack/profile/passport to develop a progressive cultural skills based pathway to help guide young people through school, college and university and into apprenticeships and the world of work and on to create happy, healthy, creative and successful adults, families and communities.
5. We need to develop a portfolio of evidence, research, case studies and stories about the impact of the culture and the arts on standards and outcomes;
6. We need to have an annual celebration of our children's and young people creative ideas and magic.

#### Abbreviations

GCSE – General Standard of Education

OFSTED – Office for Standards in Education

REACH - Reconnecting Education, the Arts, Creativity and  
Heritage  
UNESCO - The United Nations Educational, Scientific and Cultural  
Organization

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**Children, Education and Communities  
Policy and Scrutiny Committee**

**27 November 2019**

Report of the Corporate Director of Children, Education & Communities

**Improving the Outcomes of Disadvantaged Pupils**

**Summary**

1. Improving progress and attainment outcomes for disadvantaged pupils in York remains the main area for improvement across all key stages.

**Background**

2. Outcomes for disadvantaged pupils and young people are consistently and significantly below those of their peers.
3. The gap between disadvantaged pupils and non-disadvantaged pupils begins in the early years and is characterised by poor outcomes in language and communication.
4. Addressing this gap becomes important to improve outcomes across the early years, primary and secondary phases as it leads to poor outcomes in English and mathematics as children move through the school system.
5. Previously Members received a report on outcomes for disadvantaged pupils and young people at the September 2018 meeting and it was agreed that an update report on: Narrowing the Gap project work update be brought to the November meeting 2019.

**Working together to promote improved provision for disadvantaged pupils and young people**

6. The progress and attainment of disadvantaged pupils in York varies by school and work has been done during 2017-18 to identify the characteristics of schools which have achieved good outcomes for disadvantaged pupils.

7. This work has been shared with all schools through the 'Promoting social mobility through education' booklet produced by the School Effectiveness and Achievement Service in July 2018.
8. In June 2018 we launched City of York's Pledge – Social Mobility through Education. This was followed up with a conference September 2019.
9. The city's Social Mobility project is increasingly becoming a cross directorate initiative to tackle the disadvantaged issue that has been a persistent problem. This has provided an opportunity to work collaboratively in starting to tackle underperformance of SEND and disadvantaged children.
10. This work is being developed and driven through the Social Mobility Steering Group, which has a broad membership of private voluntary and independents (PVI), voluntary sector, schools, Local Area Teams (LATs), early years department, education, Family Learning, parents and charitable organisations across the city. This group ensures there is coherence and engagement across the city and includes the Early Years SEND Partnership and forthcoming Health Visitor Training that is focused on speech, language and communication needs.
11. Good early years education is the cornerstone of our social mobility work so the project has a focus across early years setting and schools. We will work with them to tackle development gaps at the earliest opportunity, particularly focused on the key early language and literacy skills, so that all children can begin school ready to thrive.
12. In York we are challenging the 'status quo' and asking questions at each opportunity, i.e. visits to schools and settings, at partnership and departmental meetings, and with elected Members.

### **Analysis of End of Key Stage results for disadvantaged pupils and young people**

13. Outcomes in 2019 demonstrated some progress towards narrowing the gap for disadvantaged pupils and young people.
14. Early Years Foundation Stage (EYFS) the three-year trend in York shows continuous improvement for disadvantaged pupils achieving the good level of development (GLD): 48.1% in 2017, 51.9% in 2018 and 54.4% in 2019. However, York disadvantaged remains below national of 56.5% despite two years of good increases.

15. The York gap between disadvantaged and non-disadvantaged is narrowing year on year from 28.9% in 2017, 25.6% in 2018 to 23.2% in 2019. However, the gap is wider than the national average of 17.9%.
16. Key stage one (KS1) phonics York gap narrowed significantly this year from 16.4% in 2018 to 13.7% in 2019; this the same as the national gap.
17. Key stage two (KS2) reading, writing and mathematics combined measure (RWM) has not narrowed, being 26.6% for both 2018 and 2019; the national gap is 19.0%, 7.6% lower.
18. Key stage two (KS2) reading, writing and mathematics combined measure (RWM) York gap widened considerably in 2019; non disadvantaged up by 3.4%, while disadvantaged down by 3.1%. The National disadvantaged gap (2019) was 51.2% compared to York's at 41.6%; therefore, York disadvantaged outcome well below national comparator.
19. The difference between York disadvantaged and national disadvantaged increases through the key stages where GLD -2.1%, KS1 RWM -7.5%, and KS2 RWM is -9.6%.
20. The evidence tells us that a focus on communication and language (or 'the word gap') is likely to have most significant impact on long term outcomes for pupils identified as disadvantaged and for those with SEND.
21. We know that early intervention in communication, language and literacy skills has a positive impact on future academic success and the child's 'whole life' chances. Quality intervention particularly supports pupils who are disadvantaged, and/or identified with SEND, including SLCN and Social, Emotional and Mental Health (SEMH).
22. In 2018 the 'West' of the city area had the lowest outcomes for Good Level of Development (GLD) for Free School Meal (FSM) eligible children across the whole city (42%), the joint largest gap at GLD (31.5%), and the largest gap across three communication and language strands (22.53%). (Data source Nexus 2018)

### **Action taken to improve outcomes for disadvantaged pupils and young people**

23. Areas for further action and next steps

We are employing evidenced based approaches to improving communication and language outcomes – there is a small scale project “Early Talk for York” in the West of York, Hob Moor Primary, Westfield Primary and Woodthorpe Primary and the early years partnership providers in the catchment. This involves:

- a) Strategy and commissioning - Develop a clear strategy to early years provision in the area that takes account of the messages from the available evidence about what works to reduce the ‘word gap’ and improve communication skills. This will have greater success if there is collaboration and joined up thinking by the different stakeholders.
  - b) Workforce development - We need to up skill the workforce to identify and respond to communication and language needs. We can achieve this by implementing high quality CPD for staff across all services and settings, which focuses on:
    - i. sustainable service delivery to ensure good identification of SLCN (using WellComm speech and language toolkit and Public Health England)
    - ii. development of early years speech and language pathways
    - iii. quality first teaching to improve children’s communications skills (including Level 3 Etklan Qualification and five fully funded Level 3 Qualification where practitioners are supported to become a Communication Leader in their locality).
    - iv. Speech and language therapist support to project schools and settings 3 days per week
24. Communication and community - We are committed to identifying and disseminating evidence based approaches around communication of key messages to the community, which supports improvements in the home learning environment. This will include Public Health style messages to the community.
25. How we will measure the impact of the project work:
- a) Standardised assessment tool for on entry assessment and at end of Early Years Foundation Stage Profile (EYFSP).



- b) Communication and language strands of EYFSP improve over the next 3 – 5 years.
  - c) The proportion of children in 2-year-old and 3-year-old funded places in provision with Level 3 Elklan qualification and 2-year-old up take in the area increases.
  - d) ASQ3 data demonstrates an increase in outcomes in communication and language strands.
  - e) Attendance in Reception year improves.
  - f) Reach of CPD across services and of community/communication.
26. The Early Talk for York Project is gaining traction and is being well received with early years setting and schools. There is much interest from other partnership areas in the city.
27. Early years practitioners are particularly finding the Elklan training, WellComm Speech and Language assessment toolkit and the Speech Therapist particularly useful.
28. The findings from Early Talk for York project will be shared with Early Years setting and schools.

### **Cost of social mobility project**

29. The three year cost for this project is approximately £315,000 (Year 1 - £123,000 Year 2 - £106,000, Year 3 - £86,000) with a current deficit of £205,000 (Year 1 - £93,000 Year 2 - £66,000, Year 3 - £46,000) which this bid is seeking. The project would have an estimated direct impact on circa 1400 children between 0 and 5 and a community of 25,000 adults and children with aims that leave long term, sustained change to impact on children yet to be born in an area of significant disadvantage. Scaling up the project would bring about efficiency savings on these figures.
30. There was an investment of £100K from School Forum in 2019-20 to launch the social mobility project in order to narrow the gap between disadvantaged pupils and young people and their peers.
31. The York School Academies board at their meeting in June 2019 agreed to invest in the project and this was reported to School Forum in September 2019. School Forum supported the recommendation from the board for £100k of School Improvement Project Fund funding to be allocated to the project for the academic year 2019-20.

## Implications

32. It is important that there is a future investment in the social mobility project in order to sustain and upscale the work that has been started. If we are to make a positive difference to the outcomes of disadvantaged pupils and young people.

## Recommendations

33. Members are asked to consider:

In order to continue to improve outcomes York needs to focus its resources on those schools and groups of pupils that significantly underperform in relation to national indicators. Members of scrutiny are asked to support the work being done by the York Schools and Academies Board and to scrutinise the progress of the social mobility strategic plan.

Reason: For Members to scrutinise the progress of the social mobility strategic plan.

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**Report Approved**  **Date** 18 November 2019

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

## Annexes

Annex A: Early Talk for York Project summary on a page November 2019 update, author Rob Newton, Social Mobility Project Manager.

## **Abbreviations**

ASQ3 - Ages & Stages Questionnaires®, Third Edition (ASQ®-3) pinpoints developmental progress in children between the ages of one month to 5 ½ years

CPD - continuing professional development

EYFS - early years foundation stage

EYFSP - early years foundation stage profile

FSM - free school meals

GLD - good level of development

KS1 - key stage one

KS2 - key stage two

LAT - local area teams

PVI - private, voluntary and independent child care settings

RWM - reading, writing and mathematics combined outcomes

SLCN - speech, language and communication needs

SEND - special educational needs and disabilities

SEMH - Social, Emotional and Mental Health

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## **Early Talk for York Project summary**

### **What are we trying to achieve?**

Based on the strong evidence base that communication and language outcomes at age five are one of the most important predictors of future life chances<sup>1</sup>, we aim to improve outcomes in these domains of the Early Years Foundation Stage Profile (EYFSP) – the statutory assessment point at age five – over the next 3-5 years in the three primary schools defined within the project by significantly closing the gap between disadvantaged children and their peers.

Current attainment in Communication and Language strands of the EYFSP - 2 year averages

City of York non-disadvantaged 88.15%

City of York disadvantaged 71.3%

Project School group non-disadvantaged 82.2%

Project School group disadvantaged 58.75%

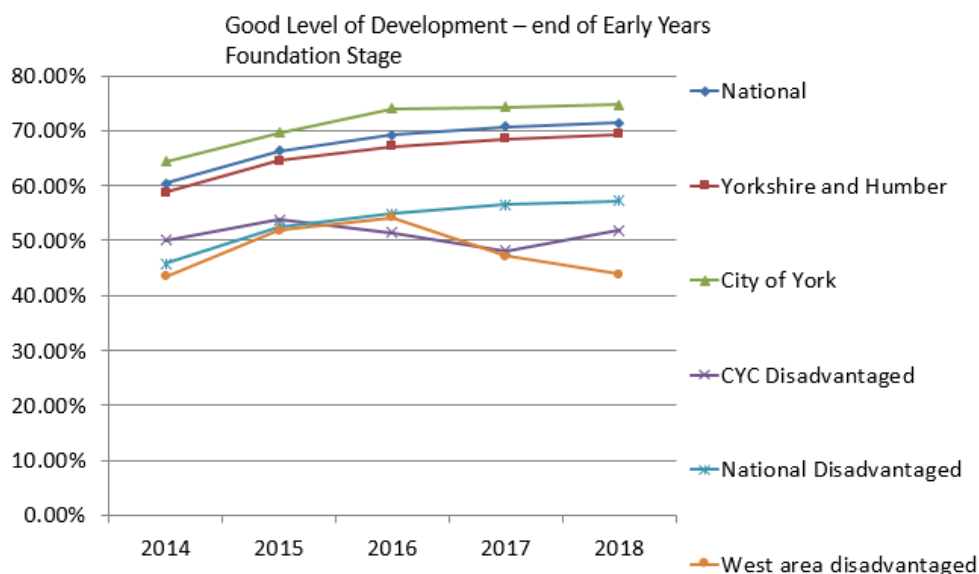
### **Why does this area need our collective attention?**

York's attainment gap between disadvantaged children and their non-disadvantaged peers has been persistently one of the highest gaps in the country from age five, with outcomes for their non-disadvantaged peers else being consistently above national averages.<sup>2</sup>

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<sup>1</sup> Law, J et al, (2017) "Early Language Development: Needs, provision, and intervention for preschool children from socio-economically disadvantaged backgrounds", A Report for the Education Endowment Foundation

<sup>2</sup> DfE (2017) "Unlocking Talent, Fulfilling Potential; A plan for improving social mobility through education"



We know that professionals who work with children and their families self-report a lack of training, knowledge and skills in both identifying problems and supporting children and their families with speech, language and communication development.<sup>3</sup> This includes, but is not limited to, midwives, health visitors and early years practitioners. We know that the Private, Voluntary and Independent sector (PVI) organisations that serve communities with greater levels of disadvantage find it even harder to recruit, train and retain the very best staff. We also know that areas with higher levels of disadvantage are likely to have greater proportions of children who have a speech, language and communication difficulty of some kind.<sup>4</sup>

Prevalence estimates of speech, language and communication difficulties vary depending on postcode between 7% and 50%.<sup>1</sup> Currently on the Special Educational Needs and Disabilities (SEND) register, we have approximately 3% of the population identified as having Speech Language and Communication Needs (SLCN) as their primary need. This is some way off the lower end of prevalence estimates and suggests that identification is also a problem. We also know that a significant proportion of children in secondary schools on the SEND register with a moderate learning difficulty or Social Emotional Mental Health (SEMH) as their primary need started their time on the SEND register with SLCN as their primary need with 're-classification'

<sup>3</sup> The Communication Trust (2017) "Professional development in speech, language and communication: Findings from a national survey"

<sup>4</sup> Locke, E., Ginsborg, J., and Peers, I. (2002) "Development and Disadvantage: implications for early years." *International Journal of Language & Communication Disorders*. 27 (1). P.3 -15

often happening around the transition point between primary and secondary school.<sup>5</sup>

So the potential impact from this project could be felt through the system as children build strong foundations through the first five years of their educational careers.

### **What are we actually doing?**

The project 'Early Talk for York' is based around the intake into three primary schools to the west of the city aims to improve outcomes in speech, language and communication at age five. The project is a collaboration between partners across CYC, schools, early years settings and health, and aims to build capacity in the local area to support children and their families 0-5. Key strands of work this year include the deployment of a speech and language therapist to work specifically in the project area, specialist training for early years practitioners, focused work from the family learning team and an online and physical marketing campaign to raise awareness of early childhood development. The project is designed to be 'proof of concept' with evaluation being conducted by Huntington Research School supported by local universities. Year 1 of the project has received funding from Schools Forum and we have successfully received a grant of match funding from the charitable organisation SHINE for three years of the Family Learning strand within the project. We are talking to the CCG about contributing to the joint commissioning of the Speech and Language Therapist role. No other funding has yet been secured. We could approach the Education Endowment Foundation for further financial assistance, but only when we have more evidence that what we are doing is having a positive impact.

Although we will have an outcomes framework that looks for early signs of success, a significant and consistent shift in outcomes at age five will realistically be seen over a 3-5 year period. The learning from this project will be shared across the city with potential for roll-out to other areas in due course.

### **Why have we made these choices?**

**Elklan training:** an evidence based and evaluated programme which will upskill the Early Years workforce in identification and early intervention in

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<sup>5</sup> Gascoigne, M and Gross, J (2017) *Talking About a Generation current policy, evidence and practice for speech, language and communication*

SLCN.<sup>6</sup> There is consistent evidence that a highly skilled workforce delivering effective provision makes the biggest difference to outcomes for disadvantaged children.<sup>7</sup> This is being supported by CYC Early Years team.

**Wellcomm Toolkit:** a standardised assessment tool to help practitioners make accurate assessments of children's SLCN avoiding the 'norm shifting' effect which comes when working in areas of high disadvantage and will help with identification and therefore early intervention.<sup>8</sup>

**Speech and Language Therapist** – specialist support designed to upskill professionals in high quality universal practice, build capacity in the area on early intervention but particularly around children with higher needs by responding to specific needs as they arise. Also to facilitate a dialogue between users and the therapy team about the effectiveness of the pathway to referral.

**Community Learning Champions** – using an evidence based approach to build capacity in the community where adult learning meets the needs of learners and is accessible and attractive to the most vulnerable families.<sup>9</sup> Based on evidence that the home learning environment can have a significant impact on outcomes at age.<sup>10</sup>

**NSPCC Look Say Sing Play** – an evidence based and evaluated universal approach to communicating with the wider community about the importance of early childhood education and its potential benefits. This can be built upon by services in the way that they interact directly with families.<sup>11</sup>

*Author: Rob Newton, Social Mobility Project Manager, City of York Council*

### **Progress update November 2019**

**Elklan training** is well under way (6/10 sessions completed) with 10% of the workforce in each of the settings involved being trained to Level 3. At this stage there is no reason to believe that we will not achieve a 100% success

<sup>6</sup> Clegg, J and Rohde, C (2017) "Evaluation of the Elklan Talking Matters Programme", University of Sheffield

<sup>7</sup> Education Endowment Foundation (2019) "The EEF Guide to Pupil Premium"

<sup>8</sup> Ainscow et al (2012) "An Evaluation of The Communication Trust's Talk of the Town' Project." Centre for Equity in Education, University of Manchester

<sup>9</sup> NIACE (2013) "Family Learning Works: The Enquiry into Family Learning in England and Wales"

<sup>10</sup> Kiernan, Kathleen E. and Mensah, Fiona K.(2011) "Poverty, family resources and children's early educational attainment: the mediating role of parenting", *British Educational Research Journal*, 37: 2, 317-336,

<sup>11</sup> Ball, R et al (2019) "Sharing the science of child brain development: Describing key concepts around neuroscience using metaphors", *International Journal of Birth and Parent Education* Vol 6 Issue 3 p20 - 32



rate with the qualification which would enable all settings to move on to the next step of a Level 4 qualification which skills practitioners to disseminate good practice across their setting, evaluate this and ultimately achieve the 'Communication Friendly Setting' accreditation. The training is being very well received by those involved and is starting to impact on practice. We have also been able to involve colleagues from the Healthy Child Service in this training to influence practice there too.

**Wellcomm Toolkit** is available for all involved in the project to use to help assess speech, communication and language skills and take appropriate action in response. Expertise in the use of the toolkit is developing in the area and this is being shared across organisations. Some organisations have used the toolkit to complete universal screening for all of their cohort whilst others are only using it for the children that they are concerned about. Where this has been used in this way, we are receiving early feedback that this has produced results that have surprised practitioners and made them more aware of the under-identification issue which we suspected exists (based on theoretical modelling). This is demonstrating the value of using a standardised assessment tool for assessment rather than practitioner judgement alone which can be skewed by 'norm shifting'.

**Speech and Language Therapist –** the speech and language therapist (SALT) started with us on 9<sup>th</sup> September. The slight delay caused by the length of time it took to complete contractual arrangements and information sharing agreements associated with this. She is involved in all of the Eklan training and will lead on the Level 4 cascading training planned to start in spring term. She has already made visits to all settings involved in the project and has made multiple visits to several. Settings reports that she is a welcome addition to the project and are already utilising her skills and expertise to support them with practice development as well as with regards to specific concerns about individual children. A 'professional advice line' has been established making her accessible to all involved in the project and the process of arranging drop in sessions for children and their parents, via an appointment only system, is being trialled over the next 5 weeks. There is an expectation that any child about whom a setting has concerns and wishes the speech and language therapist to provide advice and support around will have been assessed using the Wellcomm Toolkit prior to the request. The Vale of York Clinical Commissioning Group are particularly interested in this strand of

work and have made an agreement in principle to fund 6 months of the 18 month contract for the SALT.

**Community Learning Champions** – this aspect is well underway with recruitment to the roles of ‘Community Learning Champions’ happening across the project area. Members of the Family Learning team have spent time in each of the three schools in the first instance to get a better understanding of the needs of the community to help inform and shape the provision available in the local area. We are pleased to have secured match funding from SHINE organisation for this strand of work who are really interested in learning from this project to inform their work across the north aimed at engaging adults with supporting their children’s learning.

**NSPCC Look Say Sing Play** - this has now received the necessary senior sponsorship across the various organisations who will play a key part in bringing this campaign to the city. A working party has been established and meets in early December to make detailed plans about how we launch this. A particular success of this strand of work is that our partners in the NHS, particularly midwives, are enthused about being involved in this and can see how this would support them in further contributions to the speech, language and communication agenda.

### **Wider benefits**

An arm of this work has always been intended to help partner organisations working in this area on these issues to scrutinise what we currently do, how effective this is and where there are opportunities for improvement. Some examples of where this is already happening;

- The deployment of the speech and language therapist (SALT) is an example of co-commissioning across the Local Authority, York Hospital and Vale of York Clinical Commissioning Group. The deployment of a SALT who is an employee of the hospital is allowing conversations about the ways in which therapy services interact with others and there are already some identified areas that could be changed
- There have been positive and constructive conversations around the ways in which early years providers and the Healthy Child Service currently interact. There is a recognition that are several ways in which this can be improved and the small scale of the project area allows for this to be trialled so learning can be shared more widely.

## Abbreviations

CCG –Vale of York Clinical Commissioning Group

CYC – City of York Council

EYFSP - Early Years Foundation Stage Profile

NHS –National Health Service

PVI - Private, Voluntary and Independent sector

SALT - Speech and Language Therapist

SEND - Special Educational Needs and Disabilities

SLCN - Speech Language and Communication Needs

SEMH - Social Emotional Mental Health

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**Children, Education and Communities Policy and Scrutiny Committee****27 November 2019**

Report of the Assistant Director – Legal &amp; Governance

**Feasibility Report – Young People’s Mental Wellbeing in York****Summary**

1. This report informs Members about a topic request submitted by the Vice Chair of this Committee, Cllr Robert Webb which can be found at Annex A. The topic request seeks to understand and assess the factors contributing to mental health for young people and the systems in place in York
2. Members are asked to comment on this report and consider whether further work by this Committee is required in this area.

**Background**

3. Understanding the needs and impact of mental health provision for children and young people is highly complex. Many different partners work together at a strategic and operational level to treat young people’s mental health in York, this includes the local authority, Clinical Commissioning Group, local NHS providers and the voluntary and community sector.

City of York Council

4. At a strategic level, Local government has a duty to promote good mental health in individuals and the communities through:
  - Statutory duties and powers related to mental health for children and young people and adults.
  - System wide leadership via Health and Wellbeing Boards (HWBs).
  - Public Health responsibilities to promote mental wellbeing and prevent poor mental health throughout the course of life.
  - The overview and scrutiny of mental health provision.

## Public Health

5. In 2013 Public Health was moved into the responsibilities of local government from the remit of NHS England. It now occupies a quasi-independent role at local government and tasked with:
  - Health Improvement
  - Healthcare
  - Health Protection
  - Providing Coordination for the HWB

## Health and Wellbeing Board

6. The HWB in York is chaired by the Executive Member for Health and Vice Chaired by the Chair of the Vale of York CCG meets 4 times a year and brings together Public Health, NHS providers, Police and the voluntary sector to make improvements to the health and wellbeing of York residents.
7. The HWB York has as a key priority the *All Age Mental Health Strategy* (see more at), assisting in the delivery of this strategy is The Mental Health Partnership created in 2018. Led by an Independent chair, the Partnership brings together interested parties to champion mental health across the city and reports to the HWB.
8. The Partnership was set up to translate the strategic vision within both the Joint Health and Wellbeing Strategy and the All Age Mental Health Strategy into delivery and action, with key responsibilities concerning this report on the following themes for the city:
  - Get better at spotting the early signs of mental ill health and intervene early
  - Improve services for mothers, children and young people
9. The Partnership has identified 4 key priorities to focus on:
  1. Self-Harm
  2. Developing a community approach to mental health and wellbeing
  3. Mental health housing and support
  4. Multiple Complex Needs
10. The Strategic Partnership for Emotional Well-being and Mental Health (SPEMH). SPEMH oversees the city's response for children and young

people in need of mental health support. SPEMH has links to the Mental Health partnership and for the purpose of this reports leads on:

- Overseeing, driving and implementing the CCG's Local Transformation Plan (see at ) and the All Age Mental Health Strategy
- Working in partnership, undertake local needs analysis as required to inform service development and delivery and to lever strategic commitment and resources
- Adopting and embedding a Trauma informed and understanding of the impact of Adverse Child

11. Two further sub groups report to SPEMH; these are the Early intervention Subgroup including the School Wellbeing Service, and the Specialist Intervention sub group

#### School Wellbeing Service

12. The School Wellbeing Service (SWS) is a school based early intervention mental health support service jointly commissioned by CYC, Vale of York CCG (see annex A).
13. The service operates on a consultation basis. Any professional can notify the service of a child or young person (CYP) where they have concerns around their emotional and mental health. A consultation with the school will take place and a shared plan around the support required will be developed. The School Wellbeing Workers (SWW) ensures a visible presence in each setting with a minimum of contact once per half term. This is a needs led service based on assessment and consultation
14. The School Wellbeing Service (SWS) is available to every setting within the City of York, this is inclusive of specialist provision (Danegate, Applefields and Hobmoor Oaks) as well as both colleges.
15. The service includes 6 substantive SWWs linked to the 6 geographical school clusters across the city, and a team leader overseeing clinical and operational aspects. The service has 3 key outcomes:
1. School staff will have increased knowledge and confidence in supporting children and young people with emotional and mental health issues
  2. Children and young people are identified early and supported effectively within school/settings to prevent needs increasing and the requirements for specialist intervention where appropriate

3. Increasing number of children and young people that feel more able to cope with mental health issues within a school setting

#### Clinical Commissioning Groups

16. Clinical Commissioning Groups were established by the Health and Social Care Act 2012, and replaced Primary Care Trusts in 2013. They are clinically-led statutory NHS bodies responsible for the planning and commissioning of health care services for their local area.
17. The Vale of York CCG operates across a large geographical footprint that is represented by three local authorities CYC, North Yorkshire County Council and East Riding of Yorkshire Council. For the benefit of members, for this topic the CCG is responsible for planning, commissioning and Monitoring of healthcare services. This includes mental health and learning disability services.
18. Following the publication of the NHS England Five Year Forward View Mental Health, the CCG has been working to implement the plans set out by NHS England for improving and expanding mental health care, which continues to be central to the NHS and forms the first part of its long term plan.

#### Child & Adolescent Mental Health Service (CAMHS)

19. CAMHS is used as a term for all services that work with children and young people who have difficulties with their emotional or behavioral wellbeing, irrespective of the level of support or the provider. Local areas have a number of different support services available.
20. Various CAHMs teams provide support by offering professional help and advice, when a child or young person's worries, problems or behaviours begin to impact upon their everyday lives. These teams include the SWS, the counselling service, parenting support, specialist CAMHS, and NHSE commissioned support such as forensic CAMHS
21. The CCG directly commissions specialist mental health provision across all age groups under a contract worth around £46M per annum. Specialist CAHMS focus on the needs of children and young people where there is significant impact on daily life. Multidisciplinary teams include:
  - Psychiatrists
  - Psychologists



- Mental health nurses
  - Occupational therapists  
Speech therapist
  - Psychological therapists – this may include child psychotherapists, family psychotherapists, play therapists and creative art therapists
  - Primary mental health link workers
  - Specialist eating disorders workers, e.g. dieticians, pediatricians
22. In York, Tees Esk and Wear Valleys NHS Foundation Trust is the specialist CAMHS provider, based at Lime Trees Clinic.
23. NHSE specialist commissioning services are responsible for inpatient units, e.g. Mill Lodge in York, and services such as forensic CAMHS.
24. The CCG is working with NHS England and TEWV on the New Models of Care agenda to develop collaborative commissioning plans around crisis care and inpatient pathways. Reinvestment by TEWV into an intensive home treatment service aligned to the Crisis Team has helped to reduce Tier 4 bed days, allowed CYP to be supported in their own homes thereby creating better outcomes.

### **Current strategies and activity in the City of York**

#### Suicide Safer Communities

25. Along with the All Age Mental Health Strategy CYC has a Suicide Safer Community Strategy (2018-2023) that identifies local priorities to reduce Suicide within York reports into the Mental Health Partnership. The Strategy seeks will identify gaps in services and work together with the voluntary sector, private industry, our communities and people who use services to cover those gaps through asset based and innovative approaches.

#### Prevention Concordat

26. CYC have committed to signing up the Prevention Concordat for Better Health Consensus statement. The concordat is intended to provide a focus for cross-sector action to deliver a tangible increase in the adoption of public mental health approaches across:

- local authorities
  - the NHS
  - public, private and voluntary, community and social enterprise (VCSE) sector organisations
  - educational settings
  - employers
27. It acknowledges the active role played by people with lived experience of mental health problems, individually and through user-led organisations. It represents a public mental health informed approach to prevention, as outlined in the NHS Five Year Forward View, and promotes relevant NICE guidance and existing evidence-based interventions and delivery approaches, such as 'making every contact count'.
28. A local multi-agency task group will report into the Mental Health Partnership and will develop and define our local approach to achieving the priorities within the Prevention Concordat.
29. The Concordat is currently being reviewed by Public Health with the view to signing up imminently.

#### School Wellbeing Services

30. The School Wellbeing Service (SWS) is available to every setting within the City of York, this is inclusive of specialist provision (Danessgate, Applefields and Hobmoor Oaks) as well as both colleges.

#### Last academic year:

- 1190 Consultations have taken place across the academic year in every primary and secondary school across York, representing a 21% increase in consultation amount.
- 302 children and young people have received direct work to support their mental health
- 570 children have received the Meerkat workshop
- 25% increase in Primary consultations
- 1790 primary school children took part in universal whole class interventions
- SDQ scores showed a positive shift with averages decreasing from pre-intervention 16.5 to post-intervention 11.8

31. Resources developed by SWS are developed and updated annually and shared with Educational settings and the wider workforce. Resources are based on a Cognitive behavioral Therapy approach. SWS has delivered the following training:
- How to Calm your Meerkat (Developed by SWS- consists of whole school training and workshop in a class of school choice)
  - Mental Health First Aid (Youth) (1 and 2 day training aimed at Frontline staff provided by SWS and Educational psychology services)
  - Coworking with ELSA/School pastoral staff ( opportunities to support staff in settings to develop confidence and knowledge by working alongside SWW)
  - Mental Health Awareness Training (SWS delivered for all staff)
  - Education psychology services offers trades services for which schools can buy into offering training in other areas such as bereavement and attachment.
32. 40% of primary schools in York received the Calm your Meerkat training, a pupil champion made the following observation “The training provided was fabulous and very informative. Teaching assistants have been able to use this training easily”.
33. A SENDCo reported that “after the Mental Health First Aid training the Emotional Literacy Support Assistant (ELSA) felt more confident in supporting children”.
34. Speaking on the Co-working With ELSA/School Staff another SENDCo noted “Our ELSA is new to post and regularly (often weekly) checks in with the SWW to discuss approaches and intervention. This has been invaluable for the school in building a pastoral team.
35. Due to increased statutory requirements on the authority, there is a lack of capacity to train new ELSA workers, and this has been put on hold. A recent audit in July by officers highlights that since 2010, there has been circa 20 new ELSA trained staff every year, there are currently 260 trained staff with 150 still practicing.
36. A report is due to go the HWB that considers how equitable access is to services for school, early findings indicate that access the services is good and wide spread.
37. The Educational Psychology Services have recently published a guidance for schools *Trauma-informed Behaviour Policies and*

*Approaches.* The purpose of this guidance is to provide schools and settings with an overview of trauma informed approaches to behaviour.

38. An additional document published in January 2018, Critical Incident Guide for schools and settings also provides schools with useful approaches to dealing with mental health and wellbeing among young people.

The area Local Transformation Plan

39. Through the Local Transformation Plan (LTP), the whole local area has agreed a framework to improve the emotional wellbeing and mental health of all Children and Young People. The LTP is underpinned by the following principles of *Future in Mind*:
  - Promote resilience, prevention and early intervention.
  - Improve access to effective support and review the tiers system.
  - Ensure emotional health and wellbeing support is available and easily accessible for our most vulnerable children and young people.
  - Improve accountability and transparency and ensure all partners are working towards the same outcomes in an integrated way.
  - Develop the wider workforce and equip them with the skills to support children and young people with emotional health and wellbeing issues.
  - The LTP is prepared to take in the views of all partners and young people, and is monitored through the Strategic Partnership, reporting to the Mental Health Partnership and HWBB.
40. The Crisis service operates 7 days weekly, provided by TEWV, and will be offered 24/7 from 2020. The service means that children presenting at A&E, or contacting the service directly, are seen within 4 hours by a mental health professional. Intensive support has helped to reduce demand for CAMHS beds.
41. Show Me That I Matter (SMTIM) is the name of York's Children in Care Council. SMTIM provides an opportunity for young people in care to discuss the things that are most important to them.

## KOOTH

42. The Kooth service has been commissioned by TEWV as part of its commitment to provide early mental health guidance and support through digital provision.
43. Young people aged 11-18 can access a website offering free online counselling and emotional wellbeing support.
44. Young people can register on KOOTH without having to provide personal details such as their name or address. It provides a safe and non-judgmental place for them to talk, connect and chat with others and know they are not alone. The service launched in October 2019 and early indications are that it has proved popular to those who have accessed the service.

## Consultation

45. This report has been produced following discussions with the Director of CYC Children, Education and Communities, Assistant Director of CYC Children Services, Assistant Director of CYC Children Specialist Services, CCG Commissioning Specialist CAHMS, CYC Youth Council and the York Mind Steering Group.

## Analysis

46. Mental health has been identified as a priority area to address within the Humber Coast and Vale Strategic Transformation Plan based on the potential to improve outcomes of care.
47. National evidence suggests that the rising rates of children and young people presenting with mental health conditions are not being met by professional intervention that is both timely and suitable. Children and young people are being left untreated at a time when there is a higher number in a state of emotional suffering than ever before. Available data shows that increasing numbers of young people are turning to self-harm with hospital admissions over the last five years rising by almost 93% among girls and 45% among boys. <sup>1</sup>
48. The York Joint Strategic Needs Assessment reports that the proportion of young people from York who are admitted to Hospital as the result of a mental health condition or as a result of self-harm is now back in line with the national average after a noticeable peak last year.

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<sup>1</sup> Health and Social Care Information Centre (2016)

49. Since the peak, there have been a number of developments:
- CHAHMs now have a Crisis team
  - Significant structural changes occurred during 2015-16 including the change from Primary Mental Health workers to a single point of access
  - Introduction of Local Area Teams
50. According to the Health and Social Care Information Centre there is evidence that media reporting and insensitive portrayal of suicide can lead to copycat behaviour, especially among young people and those already at risk
51. Whilst suicide by children and young people is very rare they are considered at higher risk as a result of vulnerability associated with their age and other adverse factors which may be prevalent in their lives such as abuse, bullying, academic pressure, social media and unsettling periods of transition.
52. There is increasing concern at a national level of the risk to higher education students and York has experienced higher numbers of student deaths in recent years than during any previous time period.
53. The Mental Health Five Year Forward View Dashboard brings together key data from across mental health services to measure the performance of the NHS in delivering our plans.
54. The most recent version of the dashboard includes the latest data available up to and including quarter four of the 2018/19 financial year.
55. Understanding this data in the context of York can be helped with Members liaising with the Joint Strategic Needs Assessment Steering Group in York.
56. Health and local authority budgets remain challenged, with strongly competing calls for funding. The CCG has prioritised mental health funding, in particular children's mental health funding for further investment, and has confirmed that it will continue to invest in school based projects and eating disorders, in addition to increasing investment in core mental health services for children, as evidenced by an additional £470K in 2019/2020.

## Ongoing challenges

57. The Local Transformation Plan has identified the following challenges in the system:

- Continued high levels of referral for CAMHS and autism, which will require further effort across the whole system of support to address and manage.
- The growing tendency to medicalise emotional and mental well-being, and to seek specialist support: how communities are better equipped to be resilient will be central to our work in the next few years.
- Integration of services across agencies to ensure seamless provision especially some very complex groups.
- Need to develop further the capacity of schools and community settings to encourage children and young people's resilience, and provide an environment of support: the school well-being service and the pilot MHST offer models future approaches

58. Youth Council members responding to the topic request noted the following:

- Social Media plays a role in young anxiety especially the pressure of being "perfect", however some members noted that social media has been around for a long time and its impact can be overstated
- Young people's knowledge of access to services and leisure activities can be much better
- Need for more youth clubs/centres for young people "a place where young people can have a chance to rectify a bad day". Tang Hall was mentioned as youth club in a deprived area.
- KOOTH service was noted, but only one member was aware of the online service
- Anxiety inherent of inability to talk about problems/feelings, especially among boys
- The issue of suicide was noted by several members as problem in York
- Some schools have *mental havens* however they are held in ordinary rooms and not very appealing
- Mental Health Champions were discussed by the YC Members
- A few YC Members questioned how many young people have "actually" got a mental health issue as opposed to simply having a "bad day"

- The York Mind Mental Health Festival was noted by YC Members
- The areas that need the most activities for young people do not have them
- Some Members were concerned of how accessible the cultural offer is to you people

## **Conclusion**

59. Colleagues suggested that addressing the above issues nationally and locally requires concerted efforts and many different partners working together, and a few key questions in this topic area are:

- How well is the system working together?
- Are schools confident to intervene early in a case with the required external support and internal capacity without recourse to specialist provision
- Is there a gap in parenting support and engaging hard to reach families?
- Are services able to distinguish between behavioural issues presenting as mental health and wellbeing issues?
- How are services working together to respond appropriately to social communication difficulties that may present as autistic traits?
- How is this agenda supported in Higher Education and Further Education settings

## **Options**

60. **The Committee can**

- i. Consider whether it wishes to undertake further work to take this topic forward or not and, if so, establish an appropriate remit for a more in-depth review ;
- ii. Decide that no further work is required on this topic.

## **Council Plan**

61. This report links to the following priorities of the Council Plan 2019-23:

- A Better Start for Children and Young People
- Families, carers and schools are supported so that every child and young person has the opportunity to develop, learn and achieve their aspirations



## **Implications**

62. There are no implications arising from the recommendations in this report in the following key corporate areas.
- **Financial** (*Contact appropriate Finance Manager*)
  - **Human Resources (HR)** (*Contact – Head of HR*)
  - **Equalities** (*Contact – Equalities Officer*)
  - **Legal** (*Contact – AD Legal & Governance* )
  - **Crime and Disorder** (*Contact – Head of Community Safety*)
  - **Information Technology (IT)** (*Contact – Head of ICT*)
  - **Property** (*Contact – Head of Asset & Property Management*)
  - **Other**

## **Risk Management**

63. There are no risk implications associated with the recommendations in this report. There is clearly a lot of ongoing work in relation to support of mental health and wellbeing of young people, Members will need to consider the risks associated with not proceeding with a more in depth review in to this topic area compared with any potential added value that a review could provide in minimising gaps in provision.

## **Recommendations**

64. Members are asked to discuss the content of this report and agree whether further work by this Committee on this topic area is necessary or not; if agreed that further work is required, to set out a remit for the topic and consider how they wish to undertake it.

Reason: To comply with scrutiny policy and procedures.

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**Scoping Report**  **Date** 18.11.19  
**Approved**

**Wards Affected:**

**All**

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

**Background Papers:**

Health and Social Care Information Centre  
NHS Five Year Forward View  
NHS 10 Year Plan

**Annexes**

Annex A - Cllr Webb Topic Request Form

**Abbreviations**

CAMHS - Child & Adolescent Mental Health Service

CCG - Clinical Commissioning Group

CYC - City of York Council

CYP - Child or Young person

ELSA - Emotional Literacy Support Assistant

FE - Further Education

HE - Higher Education

HWB - Health and Wellbeing Boards

LTP - Local Transformation Plan

MHST - Mental Health Screening Tools

NICE - The National Institute for Health and Care Excellence

NHS – National Health Service

NHSE – NHS England

SMTIM - Show Me That I Matter

SWS- School Wellbeing Service

SWW - School Wellbeing Workers

SPEMH - Strategic Partnership for Emotional Well-being and Mental Health

TEWV - Tees Esk and Wear Valleys NHS Foundation Trust

VCSE - voluntary, community and social enterprise

YC – Youth Council

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## **SCRUTINY TOPIC REGISTRATION / ASSESSMENT FORM FOR COUNCILLORS**

### **What is the broad topic area?**

The state of Youth Mental Wellbeing and the factors contributing to York being reported as an outlier for youth mental health problems

### **Ambitions for the review**

To better understand and assess the mental health referral system for young people in York and its outcomes and for them and their families.

### **What remit would you propose for your topic**

Better understand why there was a significant peak in hospital admissions of Young people of mental health related conditions last year.

The review should look into the Functions and outcomes of the CAMHS.

To better understand the relationship between school wellbeing service and schools.

To better understand how self-harm data is collated and reported.

To better understand how mental health among young people in York fares with comparative areas across the country.

To better understand how groups of young people from groups who are more likely to suffer from mental health problems (such as LAC, care leavers, young carers, and families experiencing domestic violence) gain access to the system.

To better understand if the York system has the capacity to cope with a significant increases in referrals.

### **Please indicate how the review would be in the public or Council's interest?**

Young people experiencing mental health problems is a growing concern both at the national and local level, and better understanding of how the systems in place in York to support young peoples' mental health function and how this can be improved is both in the public and the council's interest.

By learning about the referral process and systems in place in particular the review could highlight referral routes to make the public aware. Similarly the review could highlight strengths and weaknesses in the communication between service providers and service users that could potentially streamline services further.

As the council and its' schools (both directly via maintained and indirectly via academies) are judged on their attainment and a major barrier to attainment is the poor mental health of children. This review would be of benefit by considering areas of best practise to support the mental health of school aged children.

This review would be beneficial by looking at referral routes and practises and highlighting best practise in reference to children and their families' route through the mental health services. Therefore hopefully minimising time lost during the referral process which would be a benefit for public and council.

### **Supporting Information:**

According to City of York Council's Joint Strategic Needs Assessment (<https://www.healthyyork.org/mental-health.aspx>):

Children and young people admissions to hospital

The proportion of young people from York who are admitted to hospital as the result of a mental health condition or as a result of self-harm is now back in line with the national average *after a significant peak last year*.

Self-harm

Admissions to hospital as a result of self-harm injuries is a proxy measure for serious self harm injuries. It is recognised that there will be many more self-harm incidents which go unrecorded but, it remains an important indicator of population mental health. York has a higher proportion of residents who are admitted to hospital as a result of self-harm injuries than the national average as well as the majority of York's statistical neighbours. The rates are particularly high for self-harm admissions in young people aged 10-24, but most notably in those under the age of 20.

**Officers Feedback on Topic Proposal**

1. Does it have a potential impact on one or more sections of the population?      **Yes**       **No**
2. Is it a corporate priority or concern to the council's partners?      **Yes**       **No**
3. Will the review add value and lead to effective outcomes?      **Yes**       **No**
4. Is it timely, and do we have the resources?      **Yes**       **No**
5. Will the review duplicate other work?      **Yes**       **No**

*If the answer is 'Yes' to questions 1 – 4 and 'No' to question 5, then the Committee may decide to proceed with the review. To decide how best to carry out the review, the Committee may need advice on the following:*

**1) Who and how shall we consult**

CAHMS  
Schools  
GPs  
CCG  
Hospital  
Academics  
Service users  
Youth Council

**2) Do we need any experts/specialists (internal/external)**

*i.e. is the review dependent on specific teams, departments or external bodies? What impact will the review have on the work of any of these?*

**3) What other help do we need E.g. training/development/resources**

*i.e. what information do we need and who will provide it? What do we need to undertake this review e.g. specific resources, events, meetings etc?*

**4) Does this review relate to any other ongoing projects or depend on them for anything?**

Not that I am aware of

**5) How long should it take**

Depending on the availability of the people we will need to speak with 2-3 months.







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**Children, Education and Communities Policy  
and Scrutiny Committee****27 November 2019**

Report of the Assistant Director – Legal &amp; Governance

**Scoping Report on Corporate Review of Poverty in York****Summary**

1. This report presents the Children, Education and Communities Policy and Scrutiny Committee with a request by the Customer and Corporate Services Scrutiny Management Committee (CSMC) to undertake a review into elements of poverty in the city which fall within the Children, Education and Communities Policy and Scrutiny Committee's remit, as part of a corporate review of poverty in York.

**Background**

2. At the beginning of this municipal year CSMC agreed to undertake a scrutiny review into food poverty with the aim of understanding the issues around the apparent increasing levels of food poverty in York.
3. An Ad-Hoc Scrutiny Sub-Committee established to carry out the review took advice from experts in this field and it soon became apparent that food poverty, quite simply, correlates to poverty.
4. The sub-committee was reminded that we did not see the notion of food poverty in York before 2010 and there were no food banks in the city at that time. However, food poverty is now a key issue in local communities and stemming potentially from the £30 billion cuts in working age social security since 2010 that are still being rolled out.
5. The roll-out of Universal Credit with delays in payments, cuts in housing benefits, reductions in child tax credit and the working-age benefits freeze are having an impact on many families, including those with working parents. Social security payments are an important safeguard for an increasing number of working family members who are finding that employment does not always provide enough income to support their families. The increasing cost of living, low and insecure pay, low hours

and zero hours contracts could also be contributory factors, as are the cost of Council Tax and cuts in that support.

6. It was noted that whilst living/minimum wage regulations were useful, their effect was diminishing with in-work poverty increasing. The expectation should be, that any form of employment would result in more financial security than no employment, however the loss of in-work benefits means that this is no longer necessarily the case.
7. The Council plays a significant role in the city by providing services which help to alleviate poverty. These are either directly or commissioned services. For City of York Council, the services that help alleviate poverty include:
  - Promotion of the take up of statutory benefits (for example Council Tax Benefit)
  - Provision and promotion of discretionary benefits and grant for households in crisis (for example Discretionary Housing Payments and the York Financial Assistance Scheme)
  - Promotion of the take up of Free School Meals
  - Promotion of the take up of early years places for 2 and 3 year olds (many of which offer meals as part of the entitlement)
  - Promotion and provision of training and education to increase skills, increase employment and support individuals to secure higher paid work
  - Support to advice providers to support individuals to maximise household income and access crisis support
8. In the UK 7% of people are in persistent poverty – 4.6 million people. The highest rate of persistent poverty is among lone-parent families.
9. Since work began on the Food Poverty Scrutiny Review the Economy and Place Policy and Scrutiny Committee (E&P PSC) has started to investigate in-work poverty as part of an ongoing exercise to further develop the committee's work programme for the year.
10. In the UK there are now almost four million workers in poverty, a rise of over half a million compared with five years ago and the highest number on record. The employment rate is also at a record high, but this has not delivered lower poverty. Since 2004/05, the number of workers in poverty has increased at a faster rate than the total number of people in

employment, resulting in workers being increasingly likely to find themselves in poverty.

11. Latterly the rise in in-work poverty has been driven almost entirely by the increase in the poverty rate of working parents, which has grown over the past five years. A working parent is now over one-and-a-half times more likely to be in poverty than a working non-parent as most single people and childless couples, however low their wages, earn enough to live above the poverty threshold.
12. In many cases the cause of in-work poverty are long-term changes in the labour market with more self-employment, part-time employment, zero-hours contracts and sporadic employment. The minimum wage is not yet high enough to lift a full-time employed family with one earner above the poverty threshold.
13. CSMC agreed at its November meeting that rather than individual scrutiny committees independently picking up individual aspects of poverty, it makes sense to look at poverty as a whole, with each scrutiny committee focusing on a separate element of poverty to feed into a final corporate report to be drafted by CSMC.
14. This Committee has previously agreed it would like to take a deeper dive into the delivery of affordable homes on new developments and this work could complement a corporate review into poverty as a whole. Rising housing costs have been largely driven by increasing numbers of low-income families with children living in the private rented sector, due to reduced access to social housing. It is acknowledged that more affordable and social housing could improve the situation for many of York's poorer families.

### **Consultation**

15. There has been no consultation in the preparation of this report. However, the ongoing Ad-Hoc Scrutiny Sub-Committee has been advised by experts including an Emeritus Professor of Social Policy at the University of York and from the Joseph Rowntree Foundation while the E&P PSC met with representatives from the University of York, Joseph Rowntree Foundation, Yorkshire TUC and a major York retailer.

### **Analysis**

16. The rationale behind such a corporate review is that while York may appear to be a rich city with a booming tourist industry and relatively low

unemployment, poverty is real, and growing, in a climate where food prices and rents continue to rise.

17. Given the link between changes in the benefits system and a rise in poverty in its various forms it is likely that further increases in poverty will be seen in forthcoming years. Department of Work and Pensions intend to transition remaining benefits claimants to Universal Credit between November 2020 and December 2023. In York an estimated 5,600 individuals claiming housing benefit, approximately 3,500 with children, are due to transition. This period of 'managed migration' has potential to have a significant effect on poverty levels within the city.
18. Living in poverty affects every aspect of people's lives and contributes to poorer physical health and being more likely to have poorer mental health issues. According to the Joseph Rowntree Foundation over a quarter of working-age people in the poorest fifth of the population experience depression or anxiety.
19. Nationwide nearly half of children in lone parent families live in poverty. Over the last five years, poverty rates for children in lone-parent families have risen by around twice as much as those for children in couple families.
20. Four million workers live in poverty, a rise of over half a million over five years. In-work poverty has been rising even faster than employment, driven almost entirely by increasing poverty among working parents.
21. Changes to the UK's housing market have created problems in affording a home for many families and this appears to be the case in York. The impact of these changes can be particularly stark for low-income families with children. For families with children, the proportion of housing costs has grown much faster for those on lower income than for those who are on higher incomes. Rising housing costs have been driven largely by changes in the proportions of families living in different housing tenures. In particular, the fall in home-ownership and expansion of the private rented sector appears to have a greater bearing on low-income families.

## **Options**

22. Members can agree to undertake a review into poverty elements which fall within the remit of this committee to feed into a corporate review of poverty in York. Members can also agree their own remit for this

Committee's review and CSMC suggests the areas the individual scrutiny committees might want to look at could be:

- **CSMC** – Food poverty
- **Housing** – Housing poverty including affordable housing on new developments.
- **Children, education and communities** – child poverty
- **Economy and place** – in-work poverty
- **Health** – the effects of poverty on the health and wellbeing of residents, including mental health
- **Climate change** – zero carbon as a means of addressing fuel poverty by saving money on energy bills or sustainable travel to improve accessibility to jobs / city centre.

### **Council Plan**

23. A Corporate Review into poverty in York would take in several priorities already identified in the Council Plan 2019 -2023 including Well-Paid Jobs and An Inclusive Economy; A Greener and Cleaner City; Getting Around Sustainability; Creating Homes and World-class Infrastructure; Good Health and Wellbeing; A Better Start for Children and Young People; An Open and Effective Council and Safe Communities and Culture for All. A copy of these priorities is attached to this report, at Annex A. It is suggested that, wherever possible, the work of Scrutiny Committees should 'dovetail' into those existing priorities, enabling the Council to prioritise its objectives and work collectively to shape and develop them to begin to address the various effects of poverty within the city.

### **Implications**

24. There are no Financial, Human Resources, Equalities, Legal, Crime and Disorder, Information Technology, Property or other implications associated with the recommendation in this report.

## Risk Management

25. There are no risks associated with the recommendation in this report.

## Recommendations

26. Having considered the information provided in this report Members are asked to consider the priorities for this Committee in contributing to the agreed corporate review on 'poverty' in York and to identify an appropriate remit.

Reason: To provide a corporate, cross-party response to poverty in the city.

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Report  
Approved



Date 14/11/2019

Wards Affected:

All

For further information please contact the author of the report

## Annexes

Annex A – Council Plan Priorities

# ANNEX A

## City of York Council Plan 2019-2023



Working together...

<p><b>Well-paid jobs and an inclusive economy</b></p> <ul style="list-style-type: none"> <li>• Deliver a New Economic Strategy</li> <li>• Review approach to Financial Inclusion</li> <li>• Align with Make it York on Economic Strategy</li> <li>• Create a community business representative role</li> <li>• Develop sustainable and ethical procurement policies</li> <li>• Align the Adult Skills agenda with the new Economic Strategy</li> <li>• Promote vocational education in sustainable building</li> <li>• Work across the region to secure devolution</li> <li>• Identify options for a Tourist Levy</li> <li>• Create new commercial spaces</li> </ul>	<p><b>A Greener and Cleaner City</b></p> <ul style="list-style-type: none"> <li>• A new climate change committee and strategy</li> <li>• A road map to zero carbon by 2030</li> <li>• Prioritise street level and environmental services</li> <li>• Review waste collection options</li> <li>• Align strategies to protect the environment</li> <li>• Supplementary Planning Guidance on zero carbon building</li> <li>• Review single use plastic</li> <li>• Mitigate and adapt to extreme weather events</li> </ul>	<p><b>Getting Around Sustainably</b></p> <ul style="list-style-type: none"> <li>• Review city-wide sustainable public transport options</li> <li>• Lobby for investment in rail connectivity</li> <li>• Identify options to move fleet to low/zero carbon</li> <li>• Expand York's electric vehicle charging point network</li> <li>• Work in partnership to deliver low/zero carbon transport</li> <li>• Use digital technology to enhance transport systems</li> <li>• An interchange as part of York Rail Station frontage project</li> <li>• Implement York's first Clean Air Zone</li> <li>• Enhanced resident parking and pay-on exit at CYC car parks</li> <li>• Review potential to extend operation of Park and Ride sites</li> <li>• Identify opportunities to make bus travel more convenient</li> </ul>
<p><b>Creating Homes and World-class Infrastructure</b></p> <ul style="list-style-type: none"> <li>• Deliver the Local Plan</li> <li>• Progress the Community Stadium, York Central, Castle Gateway, Guildhall, and Housing Delivery Programme</li> <li>• Deliver a greater number of affordable homes</li> <li>• Use the new Design Manual 'Building Better Places'</li> <li>• Ongoing programme of improvements to Council homes</li> <li>• Deliver housing to meet the needs of older residents</li> <li>• Review HMO licensing</li> <li>• Prioritise support for rough sleepers</li> <li>• Progress Digital York and enhance connectivity in the city</li> <li>• Work with York Central Partnership to get the best for York</li> </ul>	<p><b>Our City Outcomes</b></p> <p>Supporting a good quality of life for everybody</p>	<p><b>Good Health and Wellbeing</b></p> <ul style="list-style-type: none"> <li>• Contribute to MH, LD and H&amp;WB Strategies</li> <li>• Improve mental health support and People Helping People</li> <li>• Support individuals' independence in their own homes</li> <li>• Continue the older people's accommodation programme</li> <li>• Support substance misuse services</li> <li>• Invest in social prescribing, Local Area Coordinators and Talking Points</li> <li>• Open spaces available to all for sports and physical activity</li> <li>• Make York an 'Autism friendly' city</li> <li>• Embed 'Good Help' principles in services</li> <li>• Safeguarding a priority in all services</li> </ul>
<p><b>A Better Start for Children and Young People</b></p> <ul style="list-style-type: none"> <li>• Strengthen work to build family resilience</li> <li>• Continue the improvement of children's social care</li> <li>• Prioritise improved outcomes for our most disadvantaged</li> <li>• Work across sectors to improve apprenticeships and in-work progression</li> <li>• Tackle rise in Mental Health issues</li> <li>• Focus on Early Years and its impacts</li> <li>• Give young people access to a full culture and arts offer</li> <li>• Increase the number of foster carers and adopters</li> <li>• Improve play and sports provision for young people</li> <li>• Develop a York Citizenship offer</li> </ul>	<p><b>An Open and Effective Council</b></p> <ul style="list-style-type: none"> <li>• Ensure strong financial planning and management</li> <li>• Undertake an Organisational Development programme</li> <li>• Continued emphasis on absence management and wellbeing</li> <li>• Deliver the Council's digital programme</li> <li>• Maintain commitment to apprenticeship programme and real Living Wage</li> <li>• Design processes around needs to residents, businesses and communities</li> <li>• Prioritise the delivery of schemes at a ward level</li> <li>• Use procurement approaches to address climate emergency and secure social value</li> <li>• Review the Council's current governance structures</li> </ul>	<p><b>Safe Communities and Culture for All</b></p> <ul style="list-style-type: none"> <li>• Enable communities to take ownership of improving their local area</li> <li>• Expand the 'People Helping People Scheme'</li> <li>• Explore social prescribing at a local level to tackle loneliness</li> <li>• Use MyCityCentre to define for an improved city centre</li> <li>• Develop the cultural and sporting offer</li> <li>• Deliver an inclusive cultural strategy</li> <li>• Support investment in our cultural assets</li> <li>• Work with the Police and others to make York safer</li> <li>• Review the Council's approach to equalities</li> </ul>

And make a difference

To improve...

# City of York Council Plan 2019-2023



## Key Performance Indicators

These indicators will be used to show us how we are progressing towards the outcomes as a city

Good Health and Wellbeing	Adults that are physically active for 150+ moderate intensity minutes per week
	% of children in Reception recorded as being obese
	Overall satisfaction of people who use services with their care and support
	Healthy Life expectancy at birth - Female / Male (slope Index).
	Proportion of adults in contact with secondary MENTAL health services living independently
Well-paid jobs and an inclusive economy	Adult Social Care - attributable Delayed Transfers of Care
	Median earnings of residents - Gross Weekly Pay
	Business rates - rateable Value
	% of working age population in employment (16-64)
	New jobs created
Getting around sustainably	% of vacant city centre shops compared to other cities
	% of working age population qualified - to at least L4 and above
	% of working age population qualified - to at least L2 and above*
	GVA (Gross Value Added) per head (£)
	P&R Passenger Journeys / Local bus passenger journeys
A Better Start for Children and Young People	Area Wide Traffic Levels (07:00 -19:00) (Excluding A64)
	Index of cycling activity (12 hour) / % of residents actively cycling and national comparisons
	Index of pedestrians walking to and from the City Centre (12 hour in and out combined)
	% of customers arriving at York Station by sustainable modes of transport
	% of ROAD and pathway network that are grade 4 and below (poor and below) - Roadways / Pathways
A Better Start for Children and Young People	%pt gap between disadvantaged pupils (eligible for FSM in the last 6 years, looked after and adopted from care) and their peers achieving 9-4 in English & Maths at KS4
	% of 16-18 year olds who are NEET who do not have L2 qualification
	Secondary school persistent absence rate
	Voice of the Child - 2 Indicators (Service usage / Life opportunities)
	% of children who have achieved a Good level of Development (GLD) at Foundation Stage
A Better Start for Children and Young People	GCSE Results (% of pupils achieving 9-4 in English and Maths at KS4)
	Education Progression (Average Progress 8 score from KS2 to KS4)

A Greener and Cleaner City	% of Talkabout panel who think that the council are doing well at improving green spaces
	No of trees planted (City and Council level Indicator)
	% of Household waste that is sent for reuse, recycling or composting
	Residual (non-Recyclable) household waste (kg per HH)
	Incidents - Flytipping / Rubbish / Cleansing (includes dog fouling, litter) / Graffiti - On Public/Private Land
Creating homes and World-class infrastructure	Citywide KPI on air quality
	Carbon emissions across the city
	Level of CO2 emissions from council buildings and operations (Net emissions)
	Flood Risk properties assessed at lower level than 2019 baseline
	Average number of days to re-let empty Council properties (excluding temporary accommodation)
Safe Communities and culture for all	Net Additional Homes Provided
	Net Housing Consents
	Number of new affordable homes delivered in York
	Superfast broadband availability / Average Broadband Download speed (Mb/s)
	Energy efficiency: Average SAP rating for all Council Homes
An open and effective Council	Number of homeless households with dependent children in temporary accommodation
	Number of Incidents of ASB within the city centre (ARZ)
	% of Talkabout panel satisfied with their local area as a place to live
	% of Talkabout panel who agree that they can influence decisions in their local area
	% of Talkabout panel who give unpaid help to any group, club or organisation
An open and effective Council	All Crime per 1000 population
	Visits - All Libraries / YMT
	Parliament Street Footfall & Secondary Centre Footfall
	Forecast Budget Outturn (£000s Overspent / -Underspent)
	Average Sickness Days per FTE - CYC (Excluding Schools)
An open and effective Council	Number of days to process Benefit claims (currently Housing benefit)
	Customer Services Waiting Times (Phone / Footfall / Webchat / Satisfaction etc)
	% of complaints responded to within timescales
	CYC Apprenticeships
	FOI & EIR - % In time



**Children, Education and Communities Policy and Scrutiny Committee  
Draft Work Plan 2019-20**

<p>Tuesday 25 June 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Arrangements for Scrutiny in York</li> <li>2. York CVS Bi-annual Service Level Agreement Update</li> <li>3. York Theatre Royal Bi-annual update</li> <li>4. Children, Education and Communities Service overview-Power point presentation</li> <li>5. Draft Work Plan</li> </ol>
<p>Tuesday 23 July 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Attendance of the Executive Member for Culture, Leisure and Communities</li> <li>2. York Museums Trust – Partnership Delivery Plan Bi annual update</li> <li>3. Year End Finance and Performance Monitoring Report</li> <li>4. Update on Review of Ward Committees</li> <li>5. CSMC Food Poverty Scrutiny Review</li> <li>6. York Learning Governance arrangements</li> <li>7. Work Plan</li> </ol>
<p>Tuesday 24 September 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Attendance of Executive Member for Children, Young People and Education</li> <li>2. York Safeguarding Partnership Bi Annual Update Report</li> <li>3. Cultural Passport for Young People Update</li> <li>4. Children’s Specialist Services Overview Report</li> <li>5. Local Area Teams Audit Update</li> <li>6. Work Plan</li> </ol>

<p>Tuesday 29 October 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Tenant Involvement Update Report</li> <li>2. SEND Overview</li> <li>3. Cultural Leaders Update</li> <li>4. Work Plan</li> </ol>
<p>Wednesday 27 November 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Young People's Cultural Entitlement</li> <li>2. Narrowing the Gap - Improving the outcomes of disadvantaged pupils in York</li> <li>3. Youth Mental Health – Feasibility Report</li> <li>4. Corporate Review – Food Poverty</li> <li>5. Work Plan</li> </ol>
<p>Wednesday 18 December 2019 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Quality Assurance</li> <li>2. Skills Plan update</li> <li>3. Workplan</li> </ol>
<p>Tuesday 28 January 2020 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Work Plan</li> <li>2. Finance and Performance Monitoring Bi annual Update report</li> <li>3. CEC Directorate Peer Review</li> <li>4. York Theatre Royal Bi-annual Report</li> <li>5. York CVS Bi annual report</li> </ol>
<p>Wednesday 26 February 2020 @ 5.30pm</p>	<ol style="list-style-type: none"> <li>1. Work Plan</li> <li>2. Children's Specialist Services Overview Report</li> <li>3. Sexual Behaviour Audit</li> </ol>

Tuesday 24 March 2020 @ 5.30pm	<ol style="list-style-type: none"><li>1. SACRE (Standing Advisory Council for Religious Education) Annual Report and review of York Schools' Agreed Syllabus</li><li>2. Work Plan</li></ol>
Wednesday 22 April 2020 @ 5.30pm	<ol style="list-style-type: none"><li>1. Work Plan</li></ol>
Wednesday 20 May 2020 @ 5.30pm	<ol style="list-style-type: none"><li>1. Work Plan</li></ol>

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